THE PROCESS OF BEGGAR CONTROL POLICY

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ABSTRACT

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This study "The process of beggar control policy" examined the policy process for controlling beggars, focusing on understanding the various stages of public policy development. Specifically, it investigated the characteristics and elements involved in policy formation, policy alternative and policy decision-making, policy implementation, and policy evaluation. Additionally, the study identified the roles of relevant stakeholders and analyzed the contextual factors influencing each stage of the beggar control policy process. Qualitative research methods, including document analysis, participatory observation, and in-depth interviews with 15 key informants, were employed to conduct this study. The findings are presented in three parts.

The study investigated the policy process for controlling begging, which was delineated into five key stages. The first step of the public policy cycle involved policy formation. It was found that certain elements played an important role in shaping a problem into a government concern. Issues needed to be interconnected to highlight the impact on individuals' quality of life when basic necessities were lacking. Inadequate access to government services exacerbated these shortages, leading to dissatisfaction with living standards and prompting begging as an alternative. Another crucial aspect was aligning the issue with state's values and government policies, particularly developmental goals compared to Western standards about adjusting the policy and the need of problem resolving. Next, it showed considerations included the severity and chronicity of begging, which disrupted public spaces, and traffic flow, and was linked to human trafficking. Additionally, the dynamic problem of begging evolved from sustenance begging to entrepreneurial begging, with some viewing begging as a legitimate occupation.

The second step of the beggar control policy process involved policy

alternatives. It was observed that the characteristics of potential policy alternatives influenced the government's decision to address begging as a public policy issue. Policy choices needed to be creative to distinguish between individuals displaying talent and those resorting to begging. This issue was relatively new in Thailand. One type of policy option involved innovative alternatives, utilizing created talents to benefit individuals once they were distinguished from traditional beggars. The subsequent process aimed to enhance the quality of life for both groups, enabling them to contribute to social development and lead normal lives. Thus, creative and innovative policy alternatives were logical choices. Another type of option was need-based, responding to demands for defining the distinction between talented performers and beggars to combat stereotypes affecting independent artists. Punishments for exploiting beggars were also proposed to deter such behavior. A goal-directed policy alternative was also identified, aligning with government policies aimed at addressing begging and human trafficking. Consistent goals guided decision-makers in further actions.

In the third step of the policy process for controlling beggars, policy decision-making was crucial. As policy determination were introduced onto the government's agenda, decision-makers prioritized interconnection of the policy content. This involved enacting the control of beggar act, B.E. 2559, which established clear and coherent sections and categories without internal conflicts. The aim was to address begging-related issues comprehensively and systematically. Another significant consideration in policy decision-making was necessity of the policy, both physical and psychological necessity. The government sought to establish a robust public service system to support vulnerable individuals, thereby preventing them from resorting to begging. This initiative also aimed to provide stability and safety, reducing the societal stigma associated with begging and vulnerability. Additionally, policy decisions were influenced by relationships with interest groups that advocated for specific issues on the government's agenda. Government officials and networks of talent performers played direct and indirect roles in shaping policy priorities and considerations. These interactions contributed to the formulation of policies that addressed the root causes of begging and related challenges. Ultimately, policy

decision-making prioritized the public interest, aiming to benefit all groups and regions while upholding human rights. The objective was to implement policies that not only controlled begging but also fostered societal well-being and inclusivity. This approach aimed to tackle begging as a complex social issue requiring comprehensive and collaborative solutions.

The fourth step in the policy process for controlling beggars was policy implementation. It was identified that the conditions enabling the transformation of control of beggar act, B.E. 2559 into practical measures were linked to specific policy features. The policy's content was clear, facilitating a shared understanding among operators and aligning with routine efforts to protect vulnerable groups. This transformation into the action plan to a driving plan of beggar control, No. 1 (B.E. 2562-2564), yielded numerous projects and activities. Another crucial condition was resource support. Financial backing from the Budget Office and technical resources, including collaboration with international organizations to bolster personnel, facilitated effective operations. Additionally, law enforcement played a vital role in regulating individual behavior to align with societal norms, determining penalties for beggars' actions, preventing to escape from the home center, and penalizing the exploitation of beggars. Communication was also key, with vertical channels tailored to government agencies' working styles and horizontal online platforms enhancing interaction between staff and the public. Lastly, organization improvements were evident, with structural enhancements and workload adjustments ensuring the Department of Social Development and Welfare's framework and responsibilities were aligned with policy implementation goals.

The final step of the beggar control policy process was policy evaluation. It was determined that the key elements for assessing success after policy implementation were aligned with the policy goals. The driving plan of beggar control, No. 1 (B.E. 2562-2564), comprised five strategies that met all evaluation criteria. This plan drove efforts to control begging, serving as a crucial foundation for shaping subsequent strategies. Another significant aspect involved public interest. Policies targeting beggar control proved benefits in mitigating the severity of the begging issue and projected a positive image for the country's development,

particularly in addressing human trafficking and enhancing the use of public spaces. Moreover, the benefits derived from imposing penalties on those exploiting beggars extended to vulnerable groups, fostering their protection, and fostering the development of stakeholders, contributing to career advancement and social cohesion. Lastly, competency of fixable organization was essential. Enforcing the beggar control policy aligned operations towards addressing the specific characteristics of beggar groups and those who exploit them, ensuring organizational coherence. This integration of academic and operational tasks within the same unit facilitated efficient and rapid operations.

The second part of the study focused on the roles of various stakeholders involved in the policy process to control begging, categorized into three groups. The first group consisted of policymakers; specifically ad hoc committees tasked with considering the drafting act of Beggar Control. This committee advocated for policy adoption by presenting cohesive opinions and influencing others to align with their viewpoints. They also engaged in policy negotiations to reconcile mutual interests through discussions aimed at reaching a consensus. The second group involved those response to policy implementation, such as officers from the Department of Social Development and Welfare tasked with beggar control. These officers invited beggars to shelters for screenings alongside multidisciplinary teams and developed individual competency restoration plans. Following this process, they monitored the outcomes of reintegration into society. Regarding performers, they issued identification cards posted competency tests from the committee, and facilitated performance venues through public announcements. The final group included those affected by policy implementation. They established a risk assessment system to anticipate beggar expansion, monitored beggars' quality of life after leaving out the home center, and implemented measures to prevent bribery of officials, thereby reducing the risk of beggars being registered as potential exhibitors.

The third part of the study examined the contextual factors and environments surrounding each beggar control policy process, categorized into four issues. The first issue pertained to the environment related to policy formation. It was observed that begging was intertwined with human trafficking, where individuals were recruited

into begging. Additionally, poverty led to migration from rural to urban or tourist areas for begging. Past policy implementation challenges also influenced current policy formation. The second issue focused on the environment related to the formulation of alternatives and policy decisions. Values associated with begging, such as survival, reciprocity, social morality, and religious practices as almsgiving, influenced policy considerations. The concept of the welfare state and existing laws, including The Protection of Helpless Persons Act, B.E. 2557, The Anti-Trafficking in Persons Act, B.E. 2551, and other regulations, played a role in policy decisions. The third issue addressed the environment related to policy implementation, emphasizing civil society participation in developing models for protecting and improving the quality of life of beggars at the local level. Private sector agencies were also engaged in policy implementation efforts. Lastly, the study explored the goal of sustainable development concerning the evaluation of policy outcomes. It was noted that the United Nations' objectives aligned with the goals of beggar control, emphasizing poverty eradication and reduction of social inequality as integral components of sustainable development.

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TABLE OF CONTENTS

Page

ABSTRACT iii

ACKNOWLEDGEMENTS viii

TABLE OF CONTENTS ix

LIST OF TABLES xii

LIST OF FIGURES xiii

CHAPTER 1 INTRODUCTION 1

1.1 Background and Importance of the Problem 1

1.2 Research Questions 9

1.3 Objectives of the Study 9

1.4 Scope of the study 9

1.4.1 Scope of Contents 10

1.4.2 Scope of Time 11

1.4.3 Scope of Target Groups 11

1.4.4 Scope of Areas 12

1.5 Expected Benefits 12

CHAPTER 2 LITERATURE REVIEW 13

2.1 Concepts about Begging 13

2.2 The Definition of Begging 13

2.2.1 Types of Begging 14

2.2.2 Problems Related to Begging 16

2.3 Concepts of Beggar Control Policy 29

2.3.1 Basic Principles Regarding Policy Formulation to Control Beggars 30

2.3.2 Policy to Control Beggars in Developing Countries 35

2.3.3 Policy to Control Begging in Developed Countries. 40

2.4 Concepts of Public Policy 47

2.4.1 Meaning of Public Policy 47
2.4.2 The Beginning of the Study on Public Policy 50
2.4.3 Guidelines for Studying Public Policy 54
2.4.4 Conceptual Framework for Studying Public Policy 58
2.4.5 Policy Analysis Using Information 62
2.4.6 Benefits of Public Policy Knowledge 63
2.5 Concepts of the Public Policy Process 64
2.5.1 Policy Formation 71
2.5.2 Policy Alternative and Policy Decision- making 76
2.5.3 Policy Implementation 88
2.5.4 Public Policy Evaluation 95
2.6 Related Research Findings 100
CHAPTER 3 RESEARCH METHODOLOGY 111
3.1 Key Concepts 111
3.2 Sampling Methods 116
3.3 Research Tools 117
3.4 Data Collection 118
3.5 Data Analysis 120
CHAPTER 4 RESEARCH FINDINGS 122
4.1 General Context of the Begging Problem 122
4.2 Analysis of the Policy Process 131
4.2.1 Characteristics or Elements Involved in Policy Formation 131
4.2.2 Policy Alternatives 145
4.2.3 Policy Decision-Making 155
4.2.4 Policy Implementation 169
4.2.5 Policy Evaluation 196
4.3 Identification of Stakeholder Roles in the Policy Process 225
4.3.1 Policymakers 225
4.3.2 Policy Implementers 229

4.3.3 People Affected by Policy Implementation....233
4.4 Context or Environment Related to the Policy Process....237
4.4.1 Context or Environment Related to the Policy Formation....237
4.4.2 Context or Environment Related to the Policy Alternatives and Policy Decision-Making....257
4.4.3 Context or Environment Related to the Policy Implementation....275
4.4.4 Context or Environment Related to the Policy Evaluation....287
CHAPTER 5 CONCLUSION, DISCUSSION, AND RECOMMENDATION....292
5.1 Conclusion....292
5.1.1 Public Policy Process....292
5.1.2 The Role of Stakeholders Involved in the Policy Process....302
5.1.3 Policy Environment....304
5.2 Discussion....309
5.3 Recommendations....335
5.3.1 Policy Recommendations....335
5.3.2 Suggestions for Further Development of Knowledge....338
BIBLIOGRAPHY....339
BIOGRAPHY....369

LIST OF TABLES

Page

Table 2.1 Relevance of Public Policy to Interdisciplinary Studies.....61

Table 3.1 List of Key Informants.....116

Table 3.2 Documentary Information used in the Study. 118

Table 4.1 Statistics of Thai and Foreign Beggars (October 2014 - October 2020) ...124

Table 4.2 Comparison of Definitions, Punishments, and Protections Regarding Beggars.....126

Table 4.3 Allocation of National Budget in B.E.2562.....181

Table 4.4 Summary of Effectiveness Along with Plan 1: Prevent and Enforce the Law 198

Table 4.5 Summary of Effectiveness Along with Plan 2: Protect and Develop Quality of Life.....202

Table 4.6 Summary of Effectiveness Along with Plan 3, Combining the Power to Protect and Develop the Quality of Life. 205

Table 4.7 Summary of Effectiveness Along with Plan 4: Create Awareness and Social Communication to Reduce Begging.....208

Table 4.8 Summary of Effectiveness Along with Plan 5: Increase System Efficiency and Working Mechanisms.....210

LIST OF FIGURES

Page

Figure 2.1 Guidelines for Studying Public Policy 57
Figure 3.1 The Key Concept.....115
Figure 4.1 Human Trafficking Processes.....238
Figure 5.1 Improvement of the Conceptual Framework.....334

CHAPTER 1

INTRODUCTION

1.1 Background and Importance of the Problem

Begging has been observed in Thailand since the Ayutthaya period. This historical connection can be discerned through evidence dating back to the enforcement of a policy in 1998 by the Prosecutor of the Civil and Military Districts. This policy delineated duties and civil rights according to feudal rank, serving as an indicator of one's social status and position. For instance, a “Wanipok” or beggar was mandated to own only 5 rai of land (Boonyasamit, 2007). The act of begging entails soliciting money or property from others to sustain a livelihood, whether through verbal requests, messages, gestures, or other means aimed at evoking pity and eliciting charity (Department of Social Development and Welfare, 2018).

Currently, the issue of beggary has emerged as a significant global concern, spanning both developed and developing countries, as evidenced in England. Statistics reveal that on average, 498 individuals, particularly those in London, encountered beggars in 2007 (Department for Communities and Local Government, 2007), while in the United States, a staggering 554,000 people were observed begging in 2017, constituting 0.17 percent of the total population (British Broadcasting Corporation, 2017). In Thailand, a total of 1,468 Thai nationals and 719 foreigners were identified as beggars in 2015. Furthermore, between 2014 and 2018, the Department of Social Development and Welfare reported that 5,053 individuals underwent the process of rehabilitation and reintegration into society (Department of Social Development and Welfare, 2018).

The severity of the beggar problem prompted Thailand to enact a policy aimed at controlling beggars for the first time in 1941, during the tenure of Field Marshal P. Pibulsongkram, who served as both Prime Minister and Director-General

of the Department of Public Welfare. During this period, a stringent policy was enforced to regulate begging. This initiative was driven by the comprehensive authority vested in government officials through the implementation of the Control of Beggar Act, B.E. 2484. However, the severity of the begging issue has persisted, particularly due to recidivism among beggars and individuals exploiting the system for personal gain. Begging has capitalized on legal loopholes, stemming from the absence of criminal penalties for those involved in coercing individuals to beg. Consequently, previous policies aimed at controlling beggars have faltered in practical enforcement. Notably, the primary impediments hindering the effectiveness of the Control of Beggar, B.E. 2484, include 1) a broad definition of beggars, leading to excessive administrative discretion and limited enforcement scope by officials; 2) the policy environment lacks provisions for local government organizations to contribute to enhancing the welfare of beggars; and 3) the nexus between begging and human trafficking, with no criminal penalties imposed on those exploiting beggars (Thongpayap, 2018).

In 2014, the Cabinet issued a policy statement to the National Legislative Assembly. It appears related to the policy to control beggars in the third main policy of reducing social inequality and promoting opportunities to access the state welfare system. The content of which is

> "…prevent and solve the problem of human trafficking. People fleeing to the city Threats to migrant workers Hidden tourism, prostitution, and child labor Including the problem of beggars by improving and amending related laws and regulations. In addition, a strict inspection and screening system has been established…"

After that, members of the National Legislative Assembly and the Cabinet proposed enhancements and developments in legislation to the President of the National Legislative Assembly, particularly focusing on policies aimed at controlling beggars. This stems from the absence of concrete evidence or indications suggesting that the Control of Beggar Act B.E. 2484 has effectively achieved its objective of substantially reducing the begging issue. Moreover, various stakeholders have provided their perspectives on the aforementioned matters. Both governmental

administrations and political parties perceive that past initiatives to regulate begging have resulted in regulatory loopholes, leading to its manifestation in forms characterized by illicit exploitation and adversely affecting national orderliness. Furthermore, they contend that current policies remain incongruent with prevailing circumstances. Government officials hold the perspective that the centralization of governmental agencies presents a hindrance to the implementation of policies by local government entities, impeding their engagement in enhancing the welfare of individuals engaged in begging. Additionally, they observe that the formulation of policies aimed at controlling beggars lacks consideration for the social context associated with the phenomenon of human trafficking within the realm of begging. Civil society organizations have voiced concerns regarding the broad definition of beggars, encompassing both the general populace and public officials. Consequently, during policy implementation, officials may resort to soliciting property or bribes from beggars (Thongpayap, 2018).

When the new beggar control policy enters the consideration process of the Extraordinary Committee to consider the Draft of Beggar Control Act B.E. ..., various stakeholder organizations play pivotal roles in determining options and making strategic decisions. These stakeholders include members of the National Legislative Assembly, the Office of the Prime Minister, the Ministry of Social Development and Human Security, the Council of Persons with All Types of Disabilities of Thailand, groups of white cane artists, academics, and others. An important issue that emerged during the deliberation of policy options was the issuance of licenses to talented performers, as outlined in Section 14 of the draft legislation. This section stipulates that anyone who wishes to demonstrate their abilities, whether it be playing music or any other performance, shall be required to notify the committee and specify the area in which they intend to showcase their talents. Once local officials in the specified area have been notified, they will issue a notification receipt as evidence.

The issue has garnered criticism from various perspectives. The first group perceives the issuance of identification cards for individuals showcasing competence as tantamount to granting a license for lawful solicitation of alms. Furthermore, this group argues that individuals exploiting beggars could exploit legal loopholes, particularly by registering beggars as victims of human trafficking under the guise of

showcasing talents, thereby legalizing begging immediately. Conversely, the second group contends that the issuance of talent identification cards serves as a mechanism to differentiate between beggars and talented performers, constituting the core of the new beggar control policy. Additionally, they argue that any attempt to exploit beggars by registering them as performers would be deemed a criminal offense. Consequently, the second group's viewpoint garnered support through a resolution passed by the National Legislative Assembly, with 178 votes in favor, 2 against, and 7 abstentions. Consequently, the Control of Beggar Act, B.E.2559 has successfully navigated the decision-making process and has been implemented. (Department of Social Development and Welfare, 2018)

Driving the implementation of the beggar control policy necessitates the active involvement of several key committees, including the Department of Social Development and Welfare, Provincial Office of Social Development and Human Security, Department of Children and Youth Affairs, Department of Promotion and Development of Quality of Life for Persons with Disabilities, Department of Elderly Affairs, Department of Women's Affairs and Family Institutions, local government organizations (e.g., Bangkok District Office, Pattaya City), Royal Thai Police Office, Department of Employment, Department of Cultural Promotion, Department of Medical Services, Department of Disease Control, Department of Mental Health, as well as various public benefit organizations, community welfare organizations, private sector entities, and volunteers. The Ministry of Social Development and Human Security, as the primary coordinating body, has translated the policy into an actionable implementation plan, delineating it into two distinct phases. The first phase, spanning 90 days before policy enforcement, involves preparatory activities such as the recruitment and appointment of qualified experts to serve on the beggar control committee. Additionally, efforts are made to disseminate knowledge and understanding of the policy among beggars and individuals showcasing competence. Further, consultations are conducted with pertinent agencies like the Royal Thai Police and the Ministry of Interior to establish operational guidelines aligning with the policy objectives. Concurrently, preparations are made to establish shelters for homeless individuals and develop a welfare management system to support their protection and enhance their quality of life. Moreover, campaigns are initiated to

foster social awareness and discourage almsgiving, commencing in tourist hubs and municipalities identified as high-risk areas for encountering beggars. (Ministry of Social Development and Human Security, 2016)

Subsequently, the second phase entails the effective implementation of the policy, commencing with the appointment of officials designated to enforce the regulations governing beggar control. Their primary responsibility is to respond to instances of begging by promptly notifying relevant authorities. Upon visiting the area to verify the situation, they engage with individuals engaged in begging, encouraging them to seek assistance and participate in programs aimed at enhancing their quality of life. Collaborating with a multidisciplinary team comprising police personnel, social workers, psychologists, and medical professionals, they conduct assessments to tailor assistance and protection measures to address the specific needs of each individual. Special attention is accorded to vulnerable groups such as children, women, the elderly, and persons with disabilities, who are afforded protection under specific laws. Coordination and referral to appropriate agencies are facilitated for their comprehensive support. Furthermore, performers are required to present their identification cards and licenses before engaging in performances. Subsequently, provincial-level committees are appointed across the 77 provinces to oversee policy implementation. Empowered to devise plans, measures, and guidelines for the coordinated implementation of operations aimed at protecting and improving the quality of life of beggars, these committees are tasked with formulating annual action plans and reporting operational outcomes to the Beggar Control Committee at least once annually. Additionally, they encourage the involvement of governmental agencies, public benefit organizations, community welfare organizations, private sector entities, and volunteers in driving policy initiatives at the provincial level. These stakeholders are entrusted with responsibilities such as receiving complaints, conducting follow-ups, inspecting and evaluating operations, and devising strategies to prevent individuals from becoming trapped in the cycle of begging. This involves deploying risk assessment methods, such as X-ray scans, to identify areas susceptible to beggar activity. (Ministry of Social Development and Human Security, 2016)

After the implementation of the policy to control beggars from 2016 to 2018, according to the report by the Department of Social Development and Welfare, it was

revealed that the number of beggars nationwide decreased significantly. In 2016, there were 1,292 beggars, whereas in 2018, the number decreased to 380 individuals (Department of Social Development and Welfare, 2018). This reduction aligns with findings from the Mirror Foundation's survey on child beggars, indicating a decline in cases of human trafficking among child beggars by 300 individuals annually from 2017 onwards (People News, 2017). Furthermore, insights gleaned from the United States, Department of International Affairs, assessment of human trafficking issues over the past decade (2007-2017) depict a concerning trend of worsening severity. Particularly notable was the period from 2010 to 2013, during which the problem escalated to Tier 3, the most critical level, after being placed on the Tier 2 Watch List. However, in the Human Trafficking Situation Report 2018 (TIP Report 2018), Thailand's management of human trafficking issues has shown improvement, elevating its status to Tier 2. This progress underscores the effectiveness of the implemented policy in mitigating begging-related problems through stringent enforcement (Department of Public Relations, 2017).

For this reason, enhancing and refining the process of beggar control policy formulation can foster an understanding of crafting administratively efficient and effective policies for implementation. Notably, the outcomes arising from policy execution within executive or political spheres entail bolstering the capacity for policy formulation that aligns with evolving social dynamics and addresses the populace's needs, particularly in mitigating human trafficking issues stemming from exploiting individuals' physical, intellectual, or mental vulnerabilities. Establishing a model for implementing beggar control policies that facilitate governmental agency involvement, engage public benefit organizations, community welfare organizations, and private sector entities, and safeguard against the abuse of legal authority by officials is imperative. However, despite an extensive review of both domestic and international literature, no specific studies about the procedural models governing beggar control policy formulation have been identified. In Thailand, Thongpayap (2018) conducted a study examining legal challenges in enforcing the Control of Beggar Act in the past, while (Demewozu, 2005; Namwata, Mgabo, & Dimoso, 2012; G. C. Smith, 2001) explored facets of past beggar control policy implementation. Nevertheless, these studies predominantly focused on isolated stages of the policy

process. Similarly, scant literature exists on beggar control policies in foreign contexts, with Khan et al. (2013) being one of the few studies addressing beggar-related issues. (Khan, Menka, & Dr, 2014) specifically investigated the economic and social determinants of begging.

This observation underscores a significant gap in the research landscape, as no comprehensive studies have been conducted on the policymaking process regarding beggar control in Thailand. Several factors may contribute to this dearth of research, including the novelty of the beggar control policy and the entrenched nature of the begging issue within Thai society. Begging represents a longstanding and pervasive social challenge in Thailand, often overlooked and lacking sustained societal attention. However, the researcher contends that addressing the issue of begging is both imperative and urgent, necessitating the formulation of effective policies. Begging is not confined to specific geographic or socioeconomic contexts; it is prevalent in both developing and developed nations. Moreover, it is intricately linked to various forms of exploitation, including human trafficking (Mishra, 2013), prostitution (Roth, 2012), forced labor (Shelly, 2010), and organ trafficking (Atasu-Topcuoglu, 2015). Failure to implement comprehensive policy measures to combat begging may exacerbate social problems, perpetuating a cycle of intertwined issues with escalating consequences.

Moreover, the policy process for controlling beggars in Thailand falls under the jurisdiction of the executive branch, which holds authority in governmental administration. It possesses the mandate to issue directives, measures, regulations, and administrative orders about beggar control. Despite the executive branch's legal authority in policy formulation, the process invariably involves various stakeholder groups. This is evidenced by the establishment of an extraordinary committee tasked with deliberating the draft legislation on beggar control, comprising representatives from administrative and political spheres, civil servant departments, and civil society. The engagement of these diverse stakeholders renders the policy process intricate and incremental, aligning with democratic principles of participation in policymaking. Additionally, it ensures that policy content remains attuned to the prevailing social context. Upon implementation, beggar control policies inevitably impact all involved parties. Furthermore, these policies intersect with government administration efforts,

primarily focusing on devising operational mechanisms to attain policy objectives. Central aims include curbing beggar exploitation, providing social assistance to beggars, and fostering social development by enhancing social protection for individuals showcasing their abilities, thereby contributing to broader national development goals.

Based on the foregoing, the researcher has developed a keen interest in the policies governing beggar control. The objective is to delve into the procedural aspects involved in the formulation and progression of beggar control policies, from their inception as policy issues to their incorporation into the political agenda. As policy issues undergo the political process, various alternatives are explored to determine their appropriateness and feasibility for policymaking decisions. Subsequently, the implementation of beggar control policies ensues, employing management mechanisms overseen by pertinent agencies. Upon completion of policy implementation, an evaluation is conducted to assess the extent to which the outcomes align with the stated policy objectives. Moreover, the researcher posits that policy advancement is contingent upon the careful consideration of stakeholders and environmental factors at each stage of the policy process. Human actions, shaped by contextual factors, serve as the driving force behind the realization of desired policy goals. Thus, the overarching aim of this study is to investigate the policy process governing beggar control, with a particular emphasis on delineating appropriate procedures for policy formulation, policy alternatives, policy decision-making, policy implementation, and policy evaluation. Recognizing stakeholders and environmental conditions as critical drivers of policy implementation at each stage, the researcher endeavors to acquire knowledge essential for the development of a systematic model for managing the beggar problem. This information is indispensable for systematically addressing the multifaceted challenges associated with beggary.

1.2 Research Questions

Building upon the background and significance outlined above, the following research questions have been identified:

1) What is the policy process for beggar control?

2) What roles do stakeholders play in the policy process for beggar control?

3) What is the environmental or contextual background of the policy to beggar control?

1.3 Objectives of the Study

The study seeks to achieve the following objectives:

1) To examine the public policy process, focusing on characteristics and elements from policy formation, policy decision making and determination, policy implementation, and policy evaluation.

2) To identify the roles of stakeholders involved in each stage of the beggar control policy process.

3) To elucidate the contextual factors shaping each stage of the beggar control policy process.

1.4 Scope of the study

This study aimed to understand the policy process. For the final results, its study is a model of the policy process to control beggars. Thus, the researcher utilized the Control of Beggar Act, B.E. 2559 for being a case study that is passed into the decision-making agenda along with the political process until the policy has been announced in the Royal Gazette. The implementation of the policy is empowered to the Department of Social Development and Welfare and related agencies. Lastly, Policy evaluations are monitored by the Panhandling Steering Committee to check consistency between policy outcomes and its objectives. However, the researcher defines the scope of the study in 4 areas; for instance, scope of contents, scope of time, scope of target groups, and scope of areas. There are detailed as follow.

1.4.1 Scope of Contents

The essence of the content arises from the Sequential model or the step-by-step The stage heuristic model that classifies the policy process into a sequence of steps, including policy formation. policy alternatives and policy decision-making, policy implementation, and policy evaluation. All of step is detailed as follows.

1) Policy formation is placed on the characteristics of policy problems that can become issues of state concern. The concept is arisen from the synthesis of ideas from many academics. The characteristics of the policy problems are as follows; for example, problem connection, related problem with state values, chronic and severe problem, problem dynamics.

2) policy alternatives and policy decision-making can be classified in 2 dimensions such as possible alternatives for decision making, and types of alternative decision. Many scholars are contributed to conceptualize for making the concept. Thus, there are issues in each dimension that need attention as follows. For possible alternatives for decision making, there are 4 components such as innovative alternatives, creative alternatives, responsive need alternatives, and goals-achieved alternatives. For types of alternative decision, there are 4 components such as interconnection of the content, consideration of public interest, relationship of interest group, necessity of the policy.

3) Policy implementation is conceptualized by many documents from several academics. There are 5 components such as policy attribute, resource encouragement, law enforcement, communication, and organization improvement.

4) Policy evaluation focuses on components or criteria for policy measurement. After literature review, the concept is conceptualized by many scholars. Its component is divided into 3 components such as policy goals, public benefits, and competency of fixable organization.

5) For related condition with policy process, the research separates for understanding to 2 conditions such as policy environment and stakeholder’s role. There are some details as follows.

5.1) policy environment is related with context in each policy process such as obstacle environment and facilitating environment. It was synthesized from

some academics, (Anderson, 2014; Easton, 1981; May, 1991) for understanding its context.

5.2) Stakeholders is connected to policy process which is separated into 3 groups; for examples, administrative or political actors, governmental actors, and civil society actor. Some scholas, (Anderson, 2014; Guba & Lincoln, 1981; Kingdon, 1984), are encouraged to create the concept in policy process.

1.4.2 Scope of Time

For educational planning from starting to completion, it takes approximately 1 year and 2 months (January 2020 to March 2022). It is divided into 4 phases, for instances, 1) The first phase is the preparation of the dissertation outline which is starting from January, 2020 to May, 2020. 2) The second period is the examination of the dissertation outline and amendments according to dissertation examination committees' opinions, when it is starting from June, 2020 to July, 2020. 3) The third phase is the approval and revision of the dissertation outline from the Human Research Ethics Committee on August, 2020. 4) The fourth phase is data collection, when it is starting from September, 2020 to November, 2020. 5) The fifth phase is data analyze and research report to the advisor which is starting from December, 2020 to January, 2021. 6) The final period is examination and dissertation revision according to the Dissertation Defense Examination Committee's opinions when it is starting from February, 2020 to October, 2022.

1.4.3 Scope of Target Groups

In this study, key informants are selected by purposive sampling with 15 persons.

1) Policy makers are the five-member extraordinary committee considering the drafting act of beggar control. They are responsible for giving opinions on policy proposals that have been pushed by members of the National Legislative Assembly.

2) policy implementers are 5 officials from the Department of Social Development and Welfare. They is responsible for translating the beggar control policy into the first plan of beggar control (B.E.2562-2564).

3) Policy-effected people or those affected by the policy are beggars, street performance, and social activists with 5 persons. They act together with government officials and follows up on the policy results.

1.4.4 Scope of Areas

Bangkok, Thailand

1.5 Expected Benefits

1) To understand about the process for beggar control policy where it is started from policy formation, policy alternatives and policy decision-making, policy implementation to policy evaluation. Its process is driven by stakeholders and the environment in terms of a policy cycle that is systematic and dynamically connected.

2) To know information which is important to administrators and organizations involved at the national, regional and local levels for policy implementation to control beggars, particularly Government organizations and civil society sector. Moreover, they can utilize to determine policies, measures, rules, regulations at the organizational level which is related to the goals of national policy. It is also a guideline for policy implementor to gain knowledge about the policy.

3) To gain the knowledge of the strategic issues of social development management which is connected to the policy. Its strategies are focus on reducing the amount of beggars, punishing those who profit from begging, promoting street performers' capacity, which begging's cycle is prevented by the law.

4) To earn guidelines for encouragement and development in organizations which is highest proficiency to impel the policy for executives and operators. Moreover, stakeholders would be satisfied when policy implementation is completed efficiency and effectively.

CHAPTER 2

LITERATURE REVIEW

The content of the literature review involves synthesizing concepts, theories, and studies that are pertinent to the public policy process for establishing a foundational understanding of the theoretical framework relevant to this study. Compiling these documents aids researchers in systematically formulating key ideas related to the policy process. Therefore, this chapter will present the following concepts, theories, and related studies as follow.

2.1 Concepts of Begging

2.2 Concepts of Beggar Control Policy

2.3 Concepts of Public Policy

2.4 Concepts of the Public Policy Process

2.5 Related Research Findings

2.1 Concepts about Begging

The term “begging” originates from Thai, incorporating elements from Pali and Sanskrit languages. In Thai, the word “beg” is a verb used to describe the act of requesting items from others in a begging manner. The Sanskrit component of the word, "Alms," signifies giving and is often associated with nouns that emphasize the act of giving, such as "dhamma-dana" and "Vidhya-dana." This suggests that giving in this context can involve tangible or intangible offerings (Rusmeechareon, 2018). Therefore, the concept of begging can be understood as follows.

2.2 The Definition of Begging

According to the Royal Academy (2013), begging is defined as the act of requesting money or items from others to sustain one's livelihood, relying on

contributions given by others. Furthermore, begging can also refer to a person who supports themselves by soliciting money or goods from others. Similarly, Rusmeechareon (2018) associates begging with poverty, indicating a condition of lacking financial resources, housing, or means of support, leading individuals to sustain themselves by soliciting money and food from others. Meanwhile, the Control of Begging Act (B.E. 2484) describes begging as the act of requesting property from others without providing any service or compensation in return, and it excludes requests from relatives or friends. Moreover, the Control of Begging Act (B.E. 2559) further specifies that begging involves soliciting property from others as a means of livelihood or actions intended to evoke sympathy, often resulting in the receipt of money or goods.

2.2.1 Types of Begging

According to the Relief Welfare Division (n.d.), there are three primary types of begging, for instance, 1) temporary begging which involves seeking assistance to alleviate immediate hunger or urgent needs, 2) professional begging; Individuals engage in this type of begging due to various factors such as limited potential, lack of education, societal disadvantages, unemployment, or insufficient access to necessities. Those in this category often include individuals with physical or mental disabilities, elderly persons, and others facing significant challenges in society, and 3) organized begging; this form of begging has evolved from professional begging and often operates as a business. Organizers facilitate begging activities by managing logistics such as food provision, designated begging locations, transportation arrangements, and profit distribution among participants.

The Control of Beggar Act (B.E. 2484) categorizes beggars into two groups including 1) begging for property which encompasses soliciting money, food, or other goods from individuals without providing any work or compensation in return, and 2) begging without exchange; this includes activities such as singing, playing musical instruments, or performing other entertainments in public spaces to solicit money or goods.

Daranont (1996), from a Thai academic perspective, classifies begging into three categories, for examples, 1) seasonal begging which means individuals who

migrate from their hometowns during periods of agricultural downtime or economic hardship to earn money, 2) survival begging; begging is driven by some conditions such as physical disabilities or old age, relying on pity as a means of sustenance, and 3) exploitative begging; begging is orchestrated by human trafficking networks, management of beggars' needs from initial sustenance to final destination, including transportation, food, accommodation, and income distribution.

In Sally (2001), It is identified six types of beggars in the English context such as 1) beggars are individuals who are homeless and rely on asking for money or food, 2) mendicants are those who sustain themselves through begging for alms, 3) vagrants are individuals who are homeless and unemployment, 4) Penniless are individuals facing poverty and destitution, 5) panhandler are individuals who solicit money on the streets, and 6) homeless are those with no shelter or financial support.

However, Rusmeechareon (2018) classifies begging into two groups based on the Bharata novel 1) involuntary begging which means individuals forced into begging due to loss of caste or societal rejection, and 2) voluntary begging Individuals who intentionally adopt a beggar's lifestyle due to religious or cultural reasons, deviating from societal norms.

Furthermore, the Control of Beggar Act (B.E. 2559) distinguishes two forms of begging, for example, 1) direct begging; soliciting money or property through verbal requests, messages, or gestures for livelihood, and 2) indirect begging; engaging in actions intended to evoke pity, such as public performances without explicitly requesting donations in return.

As views of Phetkong (n.d.) further categorizes begging into 1) genuine begging which is conducted by physically disabled individuals seeking sympathy and donations, and 2) deceptive begging which involves individuals feigning disabilities or misrepresenting their circumstances to exploit sympathy for financial gain.

Lastly, Musikasiri (2016) identifies four types of begging including 1) individual begging is performed independently to evoke sympathy and encourage donations, 2) child-aided begging, utilizing children as instruments to elicit sympathy and donations, 3) animal-aided begging; employing animals to solicit donations, and 4) organized begging; coordinated efforts to exploit beggars for profit through collective actions.

2.2.2 Problems Related to Begging

The current economic crisis has profoundly affected the structure of Thai society, particularly in areas such as production systems, finance, education, and other sectors. These effects have triggered a cascading chain of damage, impacting various aspects of people's lives including the economy, society, culture, politics, education, and public health (Chantaphong & Phongphiyapiboon, 2017). Furthermore, these impacts extend to individuals, exemplified by the issue of beggary, which is associated with several interconnected problems.

1) Poverty is a pervasive issue both nationally and globally, affecting countries at various stages of development. The poverty problem is closely intertwined with inequality, leading to two distinct considerations, including relative poverty, which encompasses poverty concerning inequality, and absolute poverty, which is defined by specific, absolute measures (Muthakasin, 2017). However, contemporary poverty has evolved into a condition that undermines human dignity due to the constrained choices and opportunities experienced by those affected. The scope of poverty extends across multiple dimensions of social problems, covering issues such as malnutrition, lack of access to clean water, inadequate healthcare services, limited educational and employment opportunities, social exclusion, and a sense of powerlessness (United Nations, 2017). Additionally, poverty is indicative of restricted resource consumption, heightened vulnerability to sudden and severe changes in circumstances, and a lack of bargaining power across all facets of life (United Nations Development Programme, 2011).

Thai society has grappled with poverty for over four decades, characterized by individuals facing inadequate income to sustain themselves. Roughly one-third of the country's population earns less than 1,386 baht per month, totaling more than 6 million people, with over 8 million individuals earning less than 1,600 baht per month, resulting in approximately 15 million people experiencing poverty nationwide. Notably, more than 80 percent of these individuals reside in the northern and northeastern regions, despite accounting for only 19 percent of the national income (Office of the National Economic and Social Development, 2007). Consequently, poverty has emerged as a primary concern for the government. Nowadays, the impact of poverty is more severe compared to the past due to

expanding trade, the propagation of materialistic values, and increased consumerism, contributing to a widening gap between the wealthy and the impoverished (Saranchit, 2015). Furthermore, poverty fosters the emergence of vulnerable groups who are unable to meet basic resource requirements, catalyzing subsequent social issues.

Poverty can be viewed through both economic and social lenses. Economic poverty pertains to an individual's financial circumstances, determining whether they possess sufficient income to meet basic living standards or fall below the minimum income threshold. On the other hand, social poverty is associated with inequality resulting from limited social opportunities, lack of access to healthcare services, inadequate educational prospects, and difficulties in securing employment (World Bank, 2008). In Thailand, the assessment of poverty is conducted by using the poverty line criteria, which was first established in 1988 and has been regularly updated since then. However, poverty cannot solely be understood through its economic dimension, as emphasized by Chiangkun (2004). Poverty is a multifaceted issue that intersects with political, social, and cultural dimensions. The essential aspects of poverty encompass the following conditions.

The concept of poverty extends beyond mere economic deprivation, encompassing a complex interplay of social, political, and cultural factors, as elucidated by Chiangkun (2004). Poverty manifests through various dimensions. For example, one fundamental aspect is the lack of resources, which impedes livelihood opportunities. Many individuals cannot access arable land suitable for cultivation, face water scarcity, lack capital and necessary production equipment, and grapple with environmental degradation. These challenges severely constrain income-generating activities. Another critical dimension is the lack of educational opportunities. Despite efforts to expand basic education, many individuals receive only rudimentary schooling, which fails to meet the demands of a modern workforce. Consequently, there is a mismatch between skills and labor market needs, leading to reduced employment prospects and heightened unemployment rates. Furthermore, exploitation within the capitalist system perpetuates inequality. Certain privileged actors amass wealth and profits, primarily benefiting politicians, the middle class, and businessmen. This unequal distribution of wealth exacerbates socio-economic disparities and perpetuates cycles of poverty. Additionally, patronage creates uneven

access to social opportunities. Well-connected individuals enjoy preferential treatment, gaining easier access to resources and privileges.

This system reinforces social hierarchies, disadvantaging those with fewer connections and perpetuating inequality. Lastly, the lack of social opportunities affects vulnerable groups such as the unemployed, physical or mental illness, and disabilities. These individuals face diminished earning potential and limited social mobility compared to the general population, exacerbating their socio-economic challenges. Hence, understanding poverty through these multifaceted dimensions underscores the need for comprehensive approaches that address structural inequalities, improve educational access, combat exploitation, promote social inclusion, and foster economic empowerment to effectively alleviate poverty and enhance societal well-being.

Meanwhile, The Senate Judicial Commission (2002) delineated the causes of poverty into two primary levels, focusing firstly on individual factors. Within this framework, poverty is attributed to four key sub-components. Firstly, rural poverty is characterized by environmental constraints that hinder productive output, including high production costs, mounting debt, natural uncertainties, and limited negotiating power with intermediaries. Secondly, a lack of self-help potential contributes to inadequate life planning, managerial deficiencies, and a dearth of knowledge in production technologies. Thirdly, risks stemming from reckless behaviors such as substance abuse, excessive consumerism, and health problems associated with financial strain also contribute to poverty. Lastly, urban poverty affects laborers and low-income earners residing in metropolitan areas, exposing them to employment instability, wage suppression, and exploitation by employers, further exacerbating their economic vulnerability and hardship. These individual-level factors highlight the multifaceted nature of poverty, necessitating comprehensive interventions that address both economic challenges and underlying social, behavioral, and structural issues to foster sustainable livelihoods and well-being within affected communities.

The second category of causes contributing to poverty lies external to the individual's control, primarily driven by systemic factors related to inequality, political decentralization, and economic allocation (Gisselquist, 1973). Political

power dynamics play a pivotal role, as certain groups retain control over crucial national resources, distributing benefits primarily among their affiliated parties before extending them to wider societal sectors. This management approach often results in delays and inefficiencies in addressing public needs. Furthermore, the economic segmentation system, particularly within state enterprises, serves as a mechanism for advancing the interests of societal elites, hindering the competitiveness of state-run entities compared to private sectors and impeding overall economic prosperity in Thailand. Additionally, national development policies in the past have prioritized industrial growth over agricultural development, exacerbating disparities between rural and urban areas (Tharapornphan, 1974).

Research indicates a strong correlation between the issue of begging and poverty, as highlighted in various studies. As mentioned by Katprayur (2007) who conducted a study on street children in the Pattaya area, revealed that family dysfunction and poverty are primary factors driving children to leave home and resort to life on the streets, where they engage in begging, stealing, and criminal activities to survive. Similarly, Namwata et al. (2012) explored the experiences of beggars in a city district in Tanzania, uncovering that beggars endure severe deprivation of necessities while feeling conflicted about the ethical implications of begging in their society, where asking for assistance is considered a breach of ethical norms. Furthermore, Khan et al. (2014) investigated the economic and social causes underlying begging, emphasizing poverty as a significant driver. Factors such as illiteracy, advanced age, illness, family loss, and economic hardships compel individuals to beg for sustenance. More than half of the study respondents attributed begging primarily to poverty, underscoring its profound impact on perpetuating this social phenomenon. These studies collectively underscore the intertwined relationship between poverty and begging, emphasizing the urgent need for comprehensive strategies addressing poverty alleviation and social support systems to mitigate the challenges faced by vulnerable populations engaged in begging.

2) The issue of immigration is indirectly linked to the problem of begging due to the influx of immigrants who resort to begging in urban centers. Immigration, regarded as a fundamental human right to move freely, has been a historical practice in global societies, tied to activities such as trade, seasonal

migration for livelihood, and resource acquisition (Kaewkun, 2000). Initially, immigration was not restricted or considered illegal until the emergence of nation-states, colonization, and nationalism, which led to the enactment of laws barring individuals from entering borders based on nationality. Migration is categorized into two main types, voluntary migration and forced migration (Kaewkun, 2000). Voluntary migration occurs when individuals choose to relocate for various reasons, such as economic opportunities, education, or personal preferences. In contrast, forced migration involves individuals being compelled to leave their homes due to conflict, persecution, or environmental disasters, often resulting in displacement and vulnerable conditions. The intersection of immigration with the issue of begging underscores the complex socio-economic dynamics surrounding migration, emphasizing the need for comprehensive policies that address the rights and challenges faced by immigrants, including access to livelihood opportunities and social support systems, to mitigate associated issues such as begging and urban poverty.

Voluntary migration is typically unproblematic for society and individuals as it stems from personal choice, driven by motives such as seeking better career opportunities, education, or marriage (Kaewkun, 2000). However, voluntary migration can be influenced by external factors such as political asylum, ethnic conflicts, or forced migration, which may complicate its outcomes. Forced international migration often bypasses proper immigration procedures, exposing individuals to human trafficking orchestrated by smugglers through deceptive practices such as providing false information, coercion, abduction, or demanding facilitation fees (Kaewkun, 2000). Victims of human trafficking, especially those coerced into begging, face complex and dynamic circumstances. Some individuals migrate legally but they are compelled into begging due to poverty, while others fall prey to organized begging rings, becoming professional beggars who eventually engage in the practice willingly to sustain their income (Kaewkun, 2000). This multifaceted interplay between voluntary migration, human trafficking, and begging underscores the intricate challenges surrounding migration policies and the urgent need for comprehensive measures to combat human exploitation and protect vulnerable populations from exploitative practices.

Therefore, both voluntary and involuntary migration can receive significant fluctuations and transformations depending on the circumstance's individuals face. Without proper control and prevention measures, these migrations can ultimately contribute to the problem of human trafficking. In 2013, the United Nations General Assembly conducted high-level negotiations on development and migration, emphasizing the necessity of human rights protections for migrant children. The assembly acknowledged the significance of safeguarding children affected by migration under the Convention on the Rights of the Child: ODC), affirming that "All children, regardless of their migration status, are entitled to special protections for their rights." (Specialized Working Group of United Nations on Migration of Thailand, 2014). A critical aspect of this endeavor is to avoid categorizing children simplistically due to the intricate nature of migration, which renders traditional definitions of "victims of human trafficking" highly ambiguous. Consequently, governments must prioritize addressing these complex issues. However, the definitions of child labor practices for migrant children vary across different societies, and economic and cultural contexts, considering factors such as age, physical capabilities, working conditions, and compensation. Despite the existence of protocols aimed at preventing and punishing human trafficking, particularly involving women and children, criticism persists regarding the protocols' focus on transnational discourse concerning the abuse of child migrants (Roensumran, 2009). Critics argue that these protocols often overlook the specific needs and rights of migrant children (Hashim, 2005), lacking a framework for direct legal action at local or international levels against child migrants. This underscores the urgent need for enhanced legal and policy frameworks to protect the rights and well-being of migrant children within global migration contexts (Whitehead & Hashim, 2005).

In addition, Roensumran's (2009) research on street children migrating at the Thai-Burmese border in Mae Sai District, Chiang Rai Province, reveals that these children face challenges associated with illegal immigration and involvement in border-area crimes upon migration. Simultaneously, they engage in income-generating activities such as begging, collecting trash, and selling CDs to sustain themselves. Additionally, they benefit from a support network of fellow migrants in the area, who provide guidance on survival skills and facilitate social negotiations.

Similarly, Sutinyamanee's (2015) study identifies two primary conditions driving migration from rural to urban areas such as economic disparities between rural and urban societies and the establishment of immigrant networks from the same original area. This finding aligns with Kowwannasri's (2016) research, which observes that beggars in the capital often originate from rural areas and are recruited by individuals from their respective hometowns. These studies underscore the socio-economic factors underpinning migration and beggary, highlighting the role of social networks and economic disparities in shaping migration patterns and livelihood strategies among vulnerable populations. Understanding these dynamics is crucial for developing targeted interventions that address root causes and provide support to mitigate the challenges faced by migrant communities, particularly children and individuals engaged in begging as a survival strategy.

3) Human trafficking is a transnational crime that operates through extensive networks across various regions, posing significant social and economic security challenges for countries. Pearson (2003) defines human trafficking as the movement of individuals through deception or coercion to exploit them, while Kaewkun (2000) views it as the act of procuring, transporting, transferring, buying, selling, or receiving individuals using seduction, force, or threats. This exploitation places individuals into servitude, often involving unpaid labor, domestic work, sex work, or begging, thereby subjecting them to conditions of slavery away from their home areas. These definitions highlight the exploitative and coercive nature of human trafficking, underscoring its profound impact on victims and the broader societal challenges it poses. Efforts for combating human trafficking require comprehensive strategies that address its root causes, dismantle criminal networks, and protect the rights and well-being of vulnerable individuals subjected to exploitation and abuse.

Begging emerged as a significant concern which is back in 1994. when the United Nations General Assembly adopted a resolution addressing trafficking in women and children, it was defined as the movement of individuals within and across borders, often from developing to more economically prosperous countries. This process involves illegal profiteering through the smuggling and transportation of these individuals. Subsequently, in 1995, the Secretary-General of the United Nations reported that the General Assembly broadened its focus beyond human trafficking

solely to prostitution. Instead, it began considering other forms of forced labor and exploitation. This shift reflected a growing recognition of the diverse and complex dimensions of human trafficking, underscoring the need for comprehensive international efforts to combat all forms of exploitation and protect vulnerable populations from trafficking and forced labor (Global Alliance Against Trafficking in Women, 2002).

The United Nations General Assembly's commitment to combatting human trafficking prompted Thailand to enact the Anti-Trafficking in Persons Act, B.E. 2551. This legislation defines human trafficking as the act of procuring, selling, buying, distributing, sending to, taking from, detaining, harboring, or receiving any person through threats, force, fraud, kidnapping, or abuse of power. It also includes providing money or benefits to patrons to obtain consent for exploitation. Reflecting on historical events, human beings have been commodified similarly to human trafficking through practices such as the slave trade in Portugal, England, France, and other nations, where black Africans were kidnapped and enslaved. This historical context underscores the longstanding existence of human trafficking throughout history, evolving into new forms of slavery over time (Global Alliance Against Trafficking in Women, 2002). Such historical perspectives highlight the enduring challenge of combatting exploitation and trafficking, emphasizing the importance of robust legal frameworks and international cooperation to address this pervasive issue.

The 20th century witnessed the rise of new forms of slavery, commonly referred to as human trafficking, characterized by the use of financial incentives and coercion to exploit individuals for profit, often involving activities such as sexual exploitation. This exploitation affects people of all races and ethnicities, with traffickers acting as enforcers to facilitate profitable trading (Office of International Labor, 2003). Regarding human trafficking involving begging, a report by The Mirror Foundation in 2012 revealed a distressing situation where a significant number of children were forced into begging across major cities in Thailand, including Bangkok, Chonburi, Rayong, Chiang Mai, and Phuket. Many of these children, primarily from Cambodia, are trafficked and compelled to beg after paying steep commissions ranging from 1,500 to 3,000 baht, exceeding the cost of obtaining a cross-border travel card (passport). Some of these children are born with disabilities or have fragile

physical conditions, forcing them to sell flowers in exchange for money (Chai Lueng-Urai, 2016).

At this point, forcing children to beg is unequivocally condemned under various laws in Thailand, including the Control of Beggar Act, B.E. 2559, the Prevention and Suppression of Participation in Transnational Organized Crime Act, B.E. 2556, and others cited by Safe Child Thailand (2017). These legal statutes establish clear criminal offenses and penalties for individuals involved in exploiting children for begging purposes. Additionally, the Anti-Money Laundering Act (No. 2), B.E. 2551, and the Witness Protection Act, B.E. 2546 further strengthen measures against such criminal activities, reflecting Thailand's commitment to combating human trafficking and protecting vulnerable individuals. Furthermore, specific provisions under the Labor Protection Act, B.E. 2541 hold exploiters accountable for forcing individuals, including working-age women, into begging, emphasizing the importance of upholding labor rights and preventing exploitation in all forms (Department of Labor Protection and Welfare, n.d.).

A study conducted by Sasanasuphin and Tongyu (2011) highlights a concerning relationship between begging and human trafficking, particularly focusing on victims of transnational human trafficking who are often children and youth lacking experience in international migration. These vulnerable individuals, typically from low-income backgrounds and with limited understanding of destination countries, are persuaded by traffickers to seek employment abroad for increased income and savings. However, upon arriving in foreign countries, they become reliant on employers who exploit them, including by engaging them in domestic work or begging. Similarly, research by Sangsuvan (2015) underscores that human trafficking in Thailand frequently targets workers from neighboring countries employed in sectors such as agriculture, industry, fishing, seafood, and services. This vulnerable workforce is subjected to various forms of exploitation, including forced begging, oppression, deception, and sexual abuse, particularly affecting women and children who may be coerced into prostitution. Criminal case data obtained from the Attorney General's Office further reveals that human trafficking in Thailand manifests in multiple forms, including prostitution, forced labor, begging, and slavery. These findings highlight the urgent need for comprehensive measures to combat human

trafficking, protect vulnerable populations, and prosecute offenders to safeguard the rights and well-being of individuals affected by this pervasive crime.

4) The issue of homelessness or helpless persons, as defined by the Protection of Helpless Persons Act, B.E. 2557, pertains to individuals lacking adequate shelter and sufficient income for subsistence. Homelessness stems from various causes that compel individuals into this state of destitution. These include structural factors such as housing shortages, limited access to basic rights (Rusenko, 2015), instances of rights violations (European Union, 2015), experiences of harassment and physical abuse (Hill, 2014), restricted social opportunities (Shin, 2010), and economic instability resulting from unemployment (Seth, 1911), among others. Furthermore, the government's response to addressing homelessness often lacks clear policies, laws, and social mechanisms aimed at effectively accommodating and resolving this pervasive societal issue (Pati, 2016).

In recent times, the government sector has shown increased awareness of the severity of homelessness. The enactment of the Protection of Helpless Persons ACT, B.E. 2557 reflects a commitment to providing social welfare and addressing the multifaceted needs of homeless individuals. This legislation aims to strengthen physical and mental abilities, provide medical treatment, promote education and career opportunities, support societal integration, and prevent unfair discrimination against the homeless (Department of Social Development and Welfare, 2014). To translate these policies into action, the Department of Social Development and Welfare has established 11 shelters and 77 protection centers for homeless individuals, along with 3 centers dedicated to life skills promotion and development (Department of Social Development and Welfare, 2014). The roles of these facilities include conducting surveys and monitoring conditions related to homelessness, providing appropriate shelter, food, and clothing, offering physical and mental health examinations, delivering training and vocational programs, coordinating with relevant agencies, offering advice on living and legal matters, and conducting follow-ups to evaluate the effectiveness of homeless protection efforts (Department of Social Development and Welfare, 2016).

Because of the plight of helplessness, driven by various critical factors, often propels individuals into the practice of begging. According to a study by

Mueannadon et al. (2014), children resort to begging on the streets due to factors such as broken families, poverty, drug use, and low self-esteem, along with a desire for freedom, camaraderie with peers, and an immediate source of income. Similarly, research by Surakhachondet and U-saard (2017) identifies three main reasons why children engage in wandering and begging. First, challenging family dynamics marked by poverty, violence, or previous exposure to street life. Second, individual traits such as a yearning for freedom and rebellion against authority. Third, community influences such as crowded environments, insecurity, and the availability of entertainment venues. These studies highlight the complex interplay of personal, familial, and environmental factors that contribute to children taking to the streets to beg, underscoring the need for comprehensive interventions addressing root causes to combat this phenomenon effectively.

5) The issue of powerlessness concerning beggars can be analyzed within the political dimension, where individuals are often relegated to second-class citizen status or victimized by societal definitions and stigmatization, portraying them as ignorant, lazy, and disorderly. This discourse is perpetuated through academic writings and media, further entrenching the notion that these powerless individuals are unable to escape the cycle of underdevelopment (Nathalung, 2006). In the past, Thailand's approach to beggar control dates back to the era of Field Marshal P. Phibunsongkhram, aimed at modernizing and civilizing the nation (Chaiching, 2009). The Control of Beggars Act, B.E. 2484, enacted during this period, prohibited begging without specifying penalties for those exploiting beggars, leading to persistent challenges. In 2016, a report from the Mirror Foundation highlighted over 1,500 children forced into begging due to human trafficking, predominantly Cambodian nationals in Bangkok, with many individuals returning to begging despite legal measures (Krairiksh, 2016). Consequently, The Control of Beggars Act, B.E. 2484 has become emblematic of Western modernization, lacking substantive impact on addressing the underlying issues of poverty and exploitation (Boonprasert, 2016).

However, the repercussions of the Control of Beggar Act, B.E. 2484, extend beyond its explicit scope and affect independent performers and minstrels, as articulated in its provisions. This includes activities such as singing, playing musical instruments, or performing without an agreement to collect fees but receiving

voluntary contributions from audiences. However, following a mass crackdown on beggars, many performers (Wanipoks) were wrongly arrested and incarcerated as the state categorized them as beggars, subjecting them to otherness and stigmatization within society, which in turn led to discrimination against them (Varayu, 2005). This situation marginalized individuals who could demonstrate their skills but lacked legal recognition of their social status. Consequently, this environment fostered social movements advocating for rights within a liberal framework (Liberalism) to challenge state power, seeking liberation from imprisonment and recognition as independent professionals within society (Pinyaphund, 2007).

In the 1980s, the concept of "power negotiations" garnered significant attention from private developers and social activists, aiming to challenge racial and gender biases, including those against color people, ethnic groups, refugees, and individuals of diverse gender identities (such as gay, tomboy, transgender, and queer). This concept also sought to critique mainstream culture and promote the rights of marginalized groups, encouraging their participation in the development process of the state (Adam, 2008), particularly through radical democratization. This democratization serves as a fundamental mechanism within power negotiations, empowering second-class citizens in society and driving social progress (Samukkrethum, 2011). The definition of plural identities is established through discursive practices, which involve adopting political liberal ideas about human rights (Limmanee, 1988) and reclaiming cultural space (Bourdieu, 1997; de Certeau, 1984; Hall, 1986). These discursive practices are potent in challenging social exclusion and expanding democratic spaces (Samukkrethum, 2011).

The first aspect concerns human rights and power negotiation movements. Historical examples from the United States and England illustrate how state power have been wielded in violation of human rights, particularly evident in policies aimed at criminalizing begging as a profession, resulting in severe penalties such as permanent imprisonment for beggars. However, such legal measures have faced significant legal and ethical scrutiny, violating constitutional and international human rights principles. This controversy led to the abolishment of acts as well as the English Poor Law and the Homeless Act in the United States (Chinaroonchai, 1994; Musikasiri, 2016), highlighting the consequences of class division and the

infringement on individual welfare and freedoms (Chinaroonchai, 1994). Consequently, these laws were deemed outdated, prompting the subsequent adoption of social welfare measures over criminal punishment in both the United States and England (Sethna, 1980), reflecting a global shift towards legal frameworks grounded in human rights principles.

According to the influence of the concept of human rights concerning citizenship and legal rights, explain that individuals have the right to freedom in any occupation as long as it does not violate others, as well as the peacefulness of the community. This leads to the right to perform all types of demonstrations under conditions that do not cause disturbance to society or individuals, particularly physical harm or verbal disputes, due to the performer's ability not to violate the rights to the property of the provider. Conversely, the provider of property must do so willingly or without coercion, or threats to offer property for assistance and compensation to the performer. Therefore, “the manner of giving and receiving” has become a significant mechanism for mutual human assistance in a Buddhist society. Moreover, the act of giving rewards also reflects the power area of the performer in terms of the compensation received for creating satisfaction through a unique performance. The influence of rewards reflects the power of exchange between the giver and receiver simultaneously.

The next aspect, the area of cultural space and power negotiations, contemporary anthropological thinking emphasizes the importance of power relations and negotiations within the framework of culture. Additionally, ideas surrounding the creation of power spaces for the vulnerable as social actors (Bourdieu, 1977; de Certeau, 1984; Hall, 1986) have become a focus of anthropologists' studies. Examining negotiation patterns aimed at easing domination and offering nuanced perspectives on power relationships has led to a critique of culturally static and persistently popularized geographical dimensions of culture (Stocking, 1982), transforming cultural studies into "contested terrain" for power struggles and asserting group identity within society.Therefore, the notion of state-sponsored singular culture has increasingly been challenged (Dunn, 1994), especially when we recognize the cultural diversity within the context of citizenship concerning the state, emphasizing

the importance of “cultural politics” and national identity as essential mechanisms for sustaining individuality amid various cultures in society.

Reflecting on the context of Thai society, we observe how talented performers have consistently sought to carve out and expand cultural space as a symbolic means of asserting themselves within professional circles and society at large. A notable example is Teacher Prateep Suksopha, who embarked on a career as a beggar artist from childhood after being captivated by beggar song performances at significant festivals. Inspired by the folk tales and melodies sung by poets, Prateep devoted himself to studying song forms and mastering musical techniques. Despite criticism from some quarters that beggar song culture is associated with lower-class status, a deeper examination reveals how state power, embodied in laws such as the Control of Beggars Act, B.E. 2484, and wielded by officials, sought to regulate and transform beggar culture into something perceived as more alien. This process can be compared to social pasteurization, aimed at eradicating perceived social “foreign” elements such as backwardness or poverty that contradict notions of modernity and civilization. However, the identity associated with beggar entertainment also emerged as a tool of negotiation within mainstream performance cultures, whether American, European, Korean, or traditional Thai. Over time, this beggar identity has been acknowledged as a secondary culture amid the multicultural landscape of modern society (Dunn, 1994).

2.3 Concepts of Beggar Control Policy

Currently, Thai society is characterized by the complexity of numerous social issues that intersect with the challenge of addressing beggars, including human trafficking, homelessness, and poverty. Management strategies for these issues are adapted according to context and circumstances. Historically, Thailand has implemented policies to prevent and suppress human trafficking through rigorous law enforcement and ongoing performance monitoring. This involves screening victims of trafficking and applying appropriate punishments to perpetrators. In contrast, Thailand's approach to controlling beggars was first established in 1941 (B.E. 2484). However, the evolving nature of the beggar problem, influenced by those seeking to

exploit beggars for personal gain, necessitates the establishment of new guidelines and policies. Thailand's beggar control policy must adapt to these changes, considering the principles of rights and freedom as essential factors in shaping effective measures (Chai Lueng-Urai, 2016).

2.3.1 Basic Principles Regarding Policy Formulation to Control Beggars

As discussed earlier, the issues related to begging stem from various conditions such as poverty, migration, powerlessness, and human trafficking, affecting individuals across all demographics including children, women, the elderly, and the disabled—collectively referred to as disadvantaged people. These vulnerable groups are often targeted by those seeking to exploit begging for personal gain. The state must fulfill its duty in maintaining peace, and order, and promoting the welfare of its citizens, ensuring safety for life and property. Consequently, the formulation of government policies to address begging is grounded in three fundamental principles, including adherence to constitutional law, respect for human rights, and preservation of human dignity (Chinaroonchai, 1994).

1) The usage of state power with administrative law

The utilization of state power to address the issue of begging entails preventing, controlling, and resolving the problem to prevent individuals from falling into the cycle of beggary and to deter those who exploit beggars for personal gain. This reflects the state's role and obligation as defined by constitutional law to enhance the well-being of its citizens and respond comprehensively to their livelihood needs, including education, social welfare, and infrastructure development. In line with administrative law, the foundational policy principles of the state are encapsulated as follows, safeguarding individuals' rights and freedoms, facilitating educational opportunities, providing medical care, fostering employment and labor protection, and ensuring social security and welfare. Through these policies, the state aims to extend protection to individuals facing hardship, utilizing social welfare measures to elevate their quality of life to that of other societal groups (Musikasiri, 2016).

The role and duties of the state can be categorized into two perspectives the Absolute Theory and the Relative Theory. The Absolute Theory posits that the state's mission is singular and immutable. For instance, a liberal state emphasizes

maintaining security and safeguarding individual rights, whereas authoritarian states prioritize using power to protect public interests. Conversely, the Relative Theory suggests that governmental activities are diverse and adaptable to internal and external conditions. Presently, the duties of the state encompass at least two dimensions 1) general duties necessary for its existence, such as maintaining sovereignty, and 2) discretionary duties that the state may or may not undertake. In fulfilling the people's needs, the ideal role of the state entails two essential duties, including safeguarding national security and peace while enhancing citizens' quality of life to foster self-reliance (Musikasiri, 2016).

1.1) Protecting and maintaining peace in the country

Maintaining order within the country represents a fundamental duty that is crucial for the state's continuity. Additionally, ensuring state security serves as a vital measure for upholding peace both domestically and internationally. Highlighting the significance of these roles, the 2007 Constitution of the Kingdom of Thailand, Section 77 underscores the state's duty to protect the monarchy, independence, sovereignty, and national welfare. This includes arranging military mobilization, equipping with advanced weaponry and technology, and ensuring readiness to safeguard the state's security, monarchy, citizenry, and democratic governance under the leadership of the King for the nation's continued prosperity.

1.2) Enhancing people's quality of life to be self-reliant.

The second fundamental duty is preserving the way of life for individuals to be self-sufficient, which supports the advancement of people's livelihoods from basic human needs to economic and social development within the state. This duty is underscored in the Constitution of the Kingdom of Thailand, 1957, Section 52, which states that children and youth possess the right to survival and holistic development encompassing physical, mental, emotional, and intellectual aspects. Moreover, the development of quality of life should hinge upon the potential, readiness, and participation of children and youth. Beyond children and youth, this extends to women, family members, the elderly, the disabled, and the mentally challenged, all of whom require protection and rights from the state, particularly in terms of preventing violence and unfair treatment and restoring quality of life if adversely affected by such actions.

2) Human rights

The concept of human rights is universally acknowledged and accepted internationally as an essential quality of justice that every human being is entitled to, safeguarding their inherent humanity. Consequently, all individuals must have their rights upheld regardless of their place of residence. These rights encompass bodily autonomy, security and safety of life and property, freedom of expression without undue influence, participation in development activities, and access to education, healthcare, and other entitlements. Human rights comprise rights that pertain to various aspects of human existence and can be categorized into three fundamental aspects. human rights entail the protection of fundamental needs, particularly in ensuring physical well-being through access to necessities such as food, clothing, shelter, and medicine. Certain individuals require additional assistance due to heightened distress or difficulty, including the disabled, elderly, psychiatric patients, and others facing social disadvantage. Another critical aspect is the right to be recognized and respected, emphasizing mutual regard and acknowledging the inherent dignity and equality of all individuals. Lastly, human rights encompass the right to live and develop according to one's needs, including the capacity to make decisions and take actions that facilitate personal growth and positive advancement, with corrective measures implemented for undesirable behaviors that jeopardize personal and collective well-being.

First, The International Covenant on Economic, Social, and Cultural Rights is a foundational international agreement that recognizes rights related to the economy, society, and culture. Member states are obligated to respect, protect, and fulfill these rights, which are integral to ensuring a good quality of life and stable living conditions. These rights include equal and comprehensive access to education, measures for secure employment and living, access to healthcare, protection of vulnerable populations such as children and women, the right to participate in government activities, and the ability to benefit from scientific and technological progress. The second aspect pertains to the basic rights of citizens based on human rights principles, which are entitlements every individual should receive regardless of their place of residence. The state must safeguard these rights to prevent their infringement or loss. This involves enacting domestic laws that align with the

Universal Declaration of Human Rights and implementing them effectively for maximum impact.

Although the concept of human rights embodies ideals such as dignity, honor, and human equality, it primarily serves as a call for safeguarding fundamental human entitlements. However, states often offer limited cooperation in meeting these demands. The United Nations, recognizing the importance of human rights, included provisions related to their promotion in its Charter, which subsequently led to the drafting of the Universal Declaration of Human Rights in 1948. Despite its significance as an international standard deserving protection in every country, the Universal Declaration of Human Rights is not legally binding under international law for member states of the United Nations that have endorsed its resolutions. Nevertheless, the declaration remains a universally accepted international principle, and efforts are underway to translate its principles into actionable legal measures.

The Universal Declaration enumerates various rights, including the right to education, the right to form trade unions, the right to an adequate standard of living for health and well-being, the right to work and rest, the right to fair wages, free medical care, job security, protection from forced labor, land ownership rights, freedom of religion and ideology, and the pursuit of political beliefs and development paths. However, the adoption and implementation of these principles vary across countries based on their circumstances. Therefore, the United Nations primarily serves to raise awareness and advocate for the promotion and protection of human rights broadly. Implementing the principles outlined in the Universal Declaration requires two key international legal instruments, namely the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social, and Cultural Rights (ICESCR). The ICCPR, effective from March 26, 1976, focuses on civil and political rights, while the ICESCR, effective from January 3, 1976, emphasizes economic, social, and cultural rights.

3) Human dignity

The concept of human dignity is rooted in natural law, emphasizing the importance of respecting individuals' inherent worth and self-respect. Legal systems, measures, or demands should not infringe upon people's self-respect or individuality. Human dignity also entails enabling individuals to participate in social activities

without interference or loss of personhood. Governments and laws must uphold and respect human dignity, facilitating participation while removing obstacles that diminish humanity. In Thailand, human dignity is emphasized in the current Constitution of the Kingdom of Thailand, which explicitly states that “Human dignity, rights, freedom, and equality of persons shall be protected”. The Constitution further emphasizes that individuals have the right to claim human dignity and exercise their rights and freedoms, provided they do not infringe upon the rights of others, conflict with the Constitution, or violate societal morals.

The concept of human dignity was profoundly influenced by the Constitution of the Federal Republic of Germany, which first introduced the term “human dignity” following the atrocities of World War II (1944-1945) committed by the Nazi regime under Adolf Eichmann's leadership. These atrocities included shaving women's hair and using it in clothing, conducting inhumane scientific experiments on captives, and gassing individuals to death after forcing them to undress. In response to these horrors, the 1949 draft constitution of Germany asserted that “human dignity is inviolable, and the government must respect and protect human dignity”. This underscored Germany's commitment to creating a society free from threats to human dignity.

Human beings are living entities requiring four essential factors for survival, along with the desire to be accepted by society for self-respect or self-esteem. This intrinsic understanding leads humans to recognize the importance of dignity linked to the unique characteristics of humanity. Human dignity is an inherent quality unique to humans, independent of factors such as race, religion, or social background, and must be universally respected regardless of bio-social attributes. This value is intrinsic to individuals from birth through death. While general rights and freedoms encompass aspects of prohibiting violations of human dignity and respecting individuals regardless of social background, contemporary societies often overlook the significance of human dignity due to differing societal values. Some societies place value on status (such as village headmen, prime ministers, or judges), while others emphasize material wealth (such as millionaires or businessmen).

Despite societal variations in evaluating individual worth, the concept of human dignity rejects using social status as a measure of humanity. The intellectual

foundation of human dignity centers on valuing human nature, ensuring equal treatment for all individuals regardless of disability, age, gender, or mental health. Consequently, equal treatment is a fundamental principle of human dignity, demanding thorough and equitable legal repercussions for offenders who violate another person's rights, societal morals, or religious principles. Such protection by the state aims to mitigate conditions fostering social inequality and promote social stability.

2.3.2 Policy to Control Beggars in Developing Countries

The issue of beggars is widely recognized as a significant problem in every country, impacting societal perceptions and leading to associated social challenges. This problem tends to escalate annually due to underlying social structures and uneven national development. Contributing factors include citizens' limited awareness of comprehensive government welfare programs and the inadequacy of welfare provisions for sustenance, hindering overall societal progress and quality of life. Moreover, the beggar issue is intertwined with poverty and familial hardships, pushing individuals into begging for survival and exposing them to exploitation by criminal entities seeking profit through beggar networks. Additionally, the beggar predicament intersects with illegal immigration issues, highlighting its broader societal implications. Given these complexities, governments are compelled to devise urgent policy measures to address this multifaceted problem and its associated social challenges effectively.

1) India

According to a report by the Thomson Reuters Foundation, more than 300,000 children in India are subjected to drug addiction, physical assault, and daily forced begging, generating substantial income for human trafficking gangs (The Straits Times, 2016). Despite the prevalence of begging in India, the government has refrained from criminalizing begging, opting instead to address the issue through social welfare initiatives. The term “begging” is defined under the Bombay Prevention of Begging Act in 1959, with individual states empowered to enact specific laws and regulations tailored to local contexts. In addition, The Bombay Prevention of Begging Act, in 1959 grants police officers and designated officials the

authority to arrest beggars without requiring a warrant. Subsequently, beggars are typically sent to welfare centers, known as Certified Institutions or Beggar's Homes, for a period of 1-3 years. If a beggar resume begging after receiving assistance, the court may order detention in a welfare center for up to 3 years. Those who employ or profit from begging activities may face imprisonment for 1-3 years (Abraham, 2017).

1.1) Define the meaning of beggar.

Begging encompasses various activities, including requesting or accepting donations in public places through actions such as acting, singing, dancing, fortune-telling, performing in dramas, or offering products and services. It also involves entering private places to solicit or receive donations of property or items. Additionally, begging includes disclosing illnesses, injuries, or physical abnormalities to solicit money or property, often using oneself or animals as tools for this purpose. Individuals who lack a clear means of livelihood or who are migrants and exhibit behaviors as well as asking for money or residing in public places may also be considered beggars. Finally, using performance was defined as a means to solicit or receive donations which falls within the definition of begging. However, actions involving requesting and receiving money or food under legal authority, such as those authorized by the Commissioner of the Royal Thai Police or government officials, are not considered begging (Musikasiri, 2016).

1.2) Important elements of the Bombay Prevention of Begging Act in 1959

The Bombay Prevention of Begging Act in 1959, establishes clear guidelines regarding the treatment of beggars in India. According to this act, beggars who have been previously detained in a workhouse are subject to specified punishments. For first-time offenders, the court has the authority to order detention in a welfare center for a period ranging from 2 to 3 years. Repeat offenders face increased penalties, with potential detention for up to 10 years in a welfare institution or imprisonment for a maximum of 2 years. These measures reflect the Indian government's approach to addressing the issue of begging by implementing legal consequences aimed at deterring individuals from engaging in begging activities (Musikasiri, 2016).

Following the Bombay Prevention of Begging Act in 1959, the process of arresting beggars involves two key steps. First, police or authorized individuals can arrest beggars without a court warrant, particularly if the beggar is found breaking

into private premises to beg or accept donations without the occupant's approval. Subsequently, officials must bring the beggar to court, and during this interim period, the provisions of the Criminal Procedure Act of 1898 are enforced (Musikasiri, 2016). Regarding the responsibilities of parents or guardians of beggars under this act, four duties are outlined. Firstly, if a court orders the confinement of a beggar in a workhouse, guardians or authorized individuals must participate in their appropriate care. Secondly, the court assesses the conduct of these guardians to ensure compliance with its orders. Thirdly, litigants can request the court's consideration of a case related to the act. Lastly, enforcement under the Bombay Prevention of Begging Act in 1959, aligns with the Criminal Procedure Code in 1898 (Musikasiri, 2016).

Regarding those who depend on beggars for their livelihood, the Bombay Prevention of Begging Act in 1959 addresses this issue through legal measures. Firstly, when a court orders confinement in a workhouse, it can also detain those who rely on begging for their livelihoods in welfare institutions for a specified period. Those affected can appeal this decision if deemed inappropriate. Secondly, in cases involving child beggars, the court applies measures under the Bombay Children Act in 1948. Children under the care can stay with their parents in welfare centers until they reach 5 years of age and are presented before the court (Musikasiri, 2016).

Additionally, the act targets individuals who exploit beggars for profit. Those found guilty of employing or benefiting from beggars can face imprisonment ranging from 1 to 3 years. Moreover, the Indian Penal Code outlines severe penalties for exploiting minor beggars. Kidnapping minors for begging or causing disabilities for this purpose can result in imprisonment, with life sentences for the latter offense. These legal provisions illustrate India's efforts to combat the exploitation and systemic issues related to begging within its jurisdiction (Musikasiri, 2016)..

2) Thai

The issue of beggars significantly impacts Thailand's image, prompting the government to assign the Ministry of Social Development and Human Security to lead efforts in controlling begging. This initiative has resulted in concrete enforcement and outcomes stemming from collaborative meetings involving government, private, and non-governmental organizations. During a joint meeting with the National Council for Peace and Order and the Cabinet on December 16, 2014, a policy proposal was put

forward for the Ministry of Social Development and Human Security, along with relevant government agencies. Subsequently, The Minister of Social Development and Human Security, and Police General Adul Saengsingkaew, established a policy addressing the beggar issue based on the “3Ps” as Policy, Protection, and Prevention. This policy framework involved working with groups at various levels to implement these principles into effective practice.

The working group leading the policy implementation includes a subcommittee dedicated to addressing beggar issues, committees established at various levels such as the Committee to solve beggar problems in Bangkok, and similar committees at the provincial level. These committees operate following the Control of Beggars Act, B.E. 2484. Additionally, the Ministry of Social Development and Human Security has been tasked with systematically organizing and integrating efforts to address begging across the country at the local level. The Minister also presided over policy meetings to rehearse operational plans aimed at organizing efforts across central, regional, and related working groups spanning all 76 provinces and Bangkok. Furthermore, a framework for campaigning and public relations has been established with the slogan “Give alms in the right way to reduce begging”.

2.1) Driving policy with the 3P model to solve the problem of begging. The details are as follows.

2.1.1) In the context of policy implementation (Policy), there are four key methods employed. Firstly, the Committee engages in continuous organization by preparing an annual action plan and maintaining an operational team ready to respond promptly upon receiving any clues related to beggars. Secondly, an operations center is established to prevent and address beggar-related issues, serving as a coordination hub for various departments, both internal and external, to collaborate at the local level. This center works closely with the Social Assistance Center 1300, operating around the clock to compile and analyze data on beggar organizations in central and regional areas, supported by provincial offices of the Ministry of Social Development and Human Security. The third method involves advocating for amendments to the Control of Beggars Act, B.E.2484, aimed at facilitating the Waniphok group's talent demonstrations to generate income in public spaces, accompanied by revisions to penalties and policy frameworks. Lastly, efforts are made to develop a comprehensive

beggar database system, allowing central and regional agencies to record and link beggar-related information, supporting individual problem-solving at the provincial level, and facilitating the formulation of overarching policies, measures, and operational mechanisms.

2.1.2) Under the domain of protection and assistance (Protection), there are four distinct approaches. Firstly, the creation of a memorandum of cooperation for career and income security establishes guidelines and activities encompassed in agreements fostering job security and income stability. This initiative involves drafting and instituting memoranda of understanding focused on job security and income through the provision of vocational training courses and support in terms of tools, equipment, and personnel. The second method involves identifying victims of human trafficking among beggars and ensuring their welfare. This includes coordinating with the Ministry of Public Health to facilitate DNA testing through the Provincial Public Health Office to verify relationships, along with receiving and investigating reports through established channels such as Phra Prachabodi Center 1300, Baan Mitmaitri, and network partners to prepare for protective measures. Beggars and trafficking victims undergo health screenings and subsequent physical, mental, social, and vocational rehabilitation in homeless shelters under the Department of Social Development and Welfare. The third method centers on enhancing the rehabilitation service system and bolstering the capacity of protected centers, offering tailored rehabilitation across physical, mental, social, vocational, and educational domains, delivered by multidisciplinary teams to bolster life and career skills based on individual needs. Lastly, efforts focus on developing personnel expertise in protection and assistance, encompassing training to screen offenders according to the Begging Control Act and support for leadership development within the Department of Social Development and Welfare.

2.1.3) Preventing the problem of beggars (Prevention) has 5 forms as follows. The first method is to disseminate knowledge about the law and basic welfare rights. Mobile welfare station units are available to the people for underprivileged groups and those in difficult situations to have the opportunity to access welfare thoroughly. The second method is research on the development of social protection systems to prevent and solve problems. Begging and risk groups in cooperation with

Phra Nakhon Rajabhat Institute and the opinion polling center “Nida Poll” of the National Institute of Development Administration. The third method is to encourage volunteers from various garden sectors to join together to monitor the problem of beggars in the community. By working with the Office of Social Development and Human Security to provide knowledge on monitoring the problem of begging in the community. The fourth method is to prepare a memorandum of understanding on cooperation in solving foreign problems. And the fifth method is to continuously promote public relations to the public, such as organizing the campaign “Giving alms in the right way for reducing begging” which encourages society as a whole to give importance to the problem of beggars under the concept of creating the value of giving in the right way to reduce the way of begging sustainably.

2.3.3 Policy to Control Begging in Developed Countries.

To investigate the implementation of policies to control begging in developed countries, this study focuses on four key nations such as the United States, France, England, and Singapore. Among these, England stands out as a model for policies to manage begging, with the United States subsequently adopting similar measures inspired by England's approach. Singapore, following a time lag after the United States and England, has implemented highly effective policies that have significantly reduced the number of beggars compared to countries such as India, where beggar populations are notably high. This study aims to analyze and compare the policy frameworks of these developed countries, examining their effectiveness and implications for managing begging within societal contexts. The research will emphasize critical aspects of these policies to glean insights and best practices applicable to diverse socio-political environments.

1) United States

The classification of panhandlers in the United States aligns them with homeless individuals of the same nationality. The rationale behind creating policies to control begging stems from the perspective that some individuals, capable of working, opt for begging due to laziness rather than seeking employment. This practice was viewed as taking undue advantage of others. The policy's inception coincided with a period of high labor demand during the United States' industrialization, aiming to protect the

public from potential crimes committed by homeless individuals. Unlike criminal law, which addresses offenses that have occurred, laws of homelessness serve as preventive measures, guarding against potential criminal acts arising from the lifestyle of homeless individuals. Therefore, the policy to control begging seeks to uphold societal peace and order by preventing such crimes before they transpire.

The prevailing societal mindset indicates a decreasing tolerance towards beggars, viewing even calm and non-disruptive begging as a form of harassment. Begging is often associated with intimidating behavior and can involve hidden risks. The United States Supreme Court's stance on regulating begging lacks clear guidelines, with a general prohibition on “passive panhandling”, yet the court's rulings take into account ordinances that could impinge on individuals' freedom of speech. Consequently, laws have been proposed that address the broader issue of beggars impacting others, rather than directly targeting begging itself. Municipal ordinances have been implemented to prohibit “anti-aggressive panhandling”, a practice deemed threatening, and have been enforced since 1977 across more than 10 states in the United States. The District of Columbia, in particular, has enacted laws to curb panhandling that tends toward harassment.

Acts related to begging, such as loitering, misconduct, or public intoxication, are typically not a concern unless they occur simultaneously and cause widespread unease among the majority of citizens. Consequently, policies in response to these issues place significant emphasis on individual actions—if an individual's conduct poses no societal threat, it is deemed undeserving of punishment. However, during periods when beggars and homeless individuals are prevalent in public spaces, public sentiment can shift, as these individuals may be perceived as threats to public safety and order. In such instances, affected individuals often demand governmental action to address their concerns, leading to the issuance of regulations and penalties for disruptive behaviors and malicious intentions. Notably, the offense of begging is distinct from homelessness; historically, homeless individuals were categorized as criminals and punished for idleness and disorderliness.

Basically, Begging defined as verbal requests for money, presents a complex challenge in terms of balancing rights and freedoms, particularly the freedom of speech, as outlined in the United States Constitution's First Amendment. Despite

constitutional protections, the government is empowered to establish policies that regulate speech under certain circumstances to ensure appropriate conduct. These regulations encompass restrictions on public forums and property, limitations on time, place, and manner of expression, constraints on expressive behavior as long as obstructing pathways or receiving money, and regulations on commercial speech related to business interests.

In the United States, beggars are classified into two main groups such as passive panhandlers and aggressive panhandlers. Passive panhandling involves non-aggressive begging that conforms to government policies, whereas aggressive panhandling targets the donor, making it difficult for them to escape or resist. The implementation of policies addressing panhandling varies significantly among states due to differing provisions, resulting in disparate approaches and outcomes. This lack of uniformity is compounded by ambiguous municipal ordinances, leading to inconsistent evaluations and punishments for individuals deemed as beggars.

Different definitions and evaluations of beggars can lead to varying punishments, with the criminalization of panhandling varying across states. For instance, city ordinances may impose fines or imprisonment for repeat offenses. Additionally, certain actions such as compelling individuals to beg are considered illegal forced labor under federal codes. In summary, policies and laws of begging and panhandling in the United States are complex, subject to regional variation, and influenced by diverse interpretations and applications of municipal ordinances and statutes.

2) France

Begging in France has been closely associated with human trafficking, a concern that has garnered significant attention from the government since the early 20th century. In December 2001, the French Parliament issued a declaration opposing all forms of slavery and human trafficking. Subsequently, the National Assembly unanimously adopted resolutions advocating for the implementation of policies and laws to combat human trafficking. Over time, France has developed comprehensive anti-trafficking laws to address evolving challenges and situations. France serves as both a destination and transit country for individuals migrating from various regions, including Eastern Europe, West Africa, Asia, the Caribbean, and Brazil.

Unfortunately, this migration often involves activities such as prostitution and illegal forced labor. Among these migrants, there is a notable presence of individuals of Romanian ethnicity who are unaccompanied and lack parental or guardian support. This vulnerable group is frequently exploited, forced into begging, and involved in theft as a means of survival. The situation underscores the complex intersection of migration, exploitation, and criminal activity within the context of begging and human trafficking in France.

However, France has enacted robust measures to combat the exploitation of prostitution and forced labor, particularly through the Law on Internal Security, 2003. This law defines human trafficking offenses within the Criminal Code and imposes severe penalties on those who exploit vulnerable individuals. The law delineates four key elements related to exploitation such as organizing begging using others, benefiting from the proceeds of begging, recruiting or coercing individuals to beg, and profiting from the exploitation of individuals in public spaces.

Individuals who exploit beggars can be prosecuted under seven categories of offenses, including acts against minors, vulnerable persons due to age or health conditions, and individuals coerced into begging. The law also targets those involved in organized crime related to exploitation, imposing stringent penalties of up to 10 years imprisonment and a €1,500,000 fine for gang-related activities involving beggars. France's strict legal framework reflects a commitment to combating human trafficking and addressing the interconnected challenges of exploitation and begging. These measures are designed to prevent the proliferation of beggars and ensure effective enforcement against exploitation in the context of human trafficking.

3) England

England has a historical legacy in addressing homelessness and poverty dating back to significant periods such as the Black Death in 1348 and the Industrial Revolution. These events led to labor shortages and low wages, prompting the British government to implement policies aimed at curbing laziness and preventing the exploitation of others. Efforts to address homelessness and poverty gained momentum during the Tudor period, culminating in the English Poor Law in 1536, which aimed to assist the impoverished and those unable to support themselves. Over time, the public welfare policy evolved, ultimately transitioning to a system of targeted

assistance for individuals with specific needs under the National Assistance Act in 1948. This historical context underscores England's enduring commitment to addressing social challenges and supporting vulnerable populations through evolving policy frameworks (National Assistance Act 1948, 2016).

However, the British approach to controlling begging and addressing homelessness is historically rooted in legislation such as the Vagrancy Act in 1824, which targets individuals who sustain themselves by soliciting money or food from others. This definition aligns beggars with those who are homeless or living in public spaces (Oxford Dictionary, 2016). Characteristics associated with begging behavior include habitual solicitation without offering anything in return. Importantly, being considered a beggar is determined by behavior rather than external appearances such as homelessness. Notably, certain activities such as busking (performing in public for donations) are exempt from being categorized as begging since they involve providing entertainment or a service in return for donations.

Under the Vagrancy Act in 1824, different categories of individuals may face probation or corrective measures without the need for a court warrant if found to be beggars, idle and disorderly persons, rogues and vagabonds, or incorrigible rogues. These legal measures are intended to address behavioral issues and potentially offer rehabilitation opportunities. Additionally, the British government implements social welfare measures to assist vulnerable populations, including programs such as the National Insurance Act in 1946 and the Family Allowances Act in 1945, which provide support to those in need, including war pension payments. This multifaceted approach reflects England's historical and ongoing efforts to address social challenges related to poverty, homelessness, and begging through legal and social welfare frameworks.

4) Singapore

Singapore is a member of ASEAN and geographically close to Thailand. Globally, Singapore is widely recognized for its orderly and disciplined society. The Ministry of Social and Family Development of Singapore has disclosed data regarding the uncertain number of beggars, which varies from year to year. During in 2006-2009, an average of only 85 beggars were apprehended each year. In 2016, from January to May, a total of 60 beggars were apprehended. Among these, more than half

were foreigners (according to The Straits Times, 2015). The trend in encountering beggars in Singapore reflects very strict enforcement of the law, utilizing The Destitute Persons Act in1989.

The term “pauper” refers to individuals in public who either cause or are expected to cause annoyance or nuisance to others, typically unemployed and without a fixed residence or known history. This definition encompasses individuals irrespective of whether they engage in begging. Any action performed to induce others to give, whether through singing, playing music, performing, or offering goods for sale at discounted or non-discounted prices, constitutes begging behavior by that individual. Beggars are classified into two main types, including professional beggars (Habitual Beggars) and general beggars. Professional beggars are those who habitually live in public areas and have caused or are likely to cause nuisance to others at least twice, having resided in welfare housing on at least two occasions. This category consists of individuals who have made begging a habitual activity. On the other hand, general beggars are those who beg due to temporary economic hardship and do not qualify as professional beggars.

In Singapore, the criminal liability of beggars is categorized into three groups based on their activities. The first group consists of individuals who beg as a profession, and they are found guilty of an offense under the Paupers Act in 1989. They are liable to a fine not exceeding S$3,000 or imprisonment for up to two years. These penalties highlight Singapore's approach to law enforcement in controlling the number of beggars by imposing significant fines, especially for activities that impact the orderliness in the country. For instance, prohibitions such as eating and drinking in public, standing beyond the yellow line at bus station platforms, littering in prohibited areas, spitting in public, or smoking in restricted zones all carry fines ranging from S$500 to S$1,000 for violations.

The second group of beggars in Singapore comprises fugitive beggars, defined as individuals who evade apprehension by the police upon discovering they are begging. This category also includes those who escape from a welfare home without permission from the guardian, as well as individuals, allowed to temporarily leave a workhouse for specific purposes but fail to return within the stipulated period, even after completing their objectives. Those found guilty of these offenses can face

imprisonment for up to 6 months. Moreover, law enforcement has the authority to arrest individuals committing these crimes without a warrant.

The third group of beggars in Singapore includes those who fail to follow the rules of the shelter where they reside. Guests at shelters are expected to adhere strictly to the facility's regulations and policies. Offenses within this group include committing acts of violence or attacking staff members, engaging in quarrels or harming others within the shelter, or purposefully damaging property belonging to the welfare center. Individuals found guilty of these offenses can face penalties of a fine not exceeding S$3,000 or imprisonment for up to 2 years. Repeat offenders may be allowed to continue residing in the welfare center following their punishment.

Regarding caregivers of destitute persons, there are three primary duties expected of them. Firstly, if a relative or friend wishes to take responsibility for and support a destitute person, either by taking them into their care or facilitating their release from the welfare center, they must inform the Director-General of their intentions. Secondly, if caregivers are unable to continue providing care, they must notify the Director-General within 24 hours. Failure to do so may result in a fine not exceeding S$500 or imprisonment for up to 2 months.

In Singapore, individuals who exploit those acting as beggars are subject to penalties under the Prevention of Human Trafficking Act in 2014. This act addresses the exploitation of vulnerable individuals, including beggars, who may be at risk of human trafficking due to various characteristics such as illegal entrance for staying in Singapore, pregnancy, physical or mental illness, disability, or impairment of intellectual abilities.

In case of exploitative actions, including provision, transportation, movement, or accommodation of individuals through threats, force, kidnapping, fraud, deception, abuse of power, or harassment, are considered offenses under this act. Those found guilty of exploiting vulnerable individuals, including beggars, may face fines not exceeding S$100,000, imprisonment for up to 10 years (with the possibility of lashes for first-time offenders), and more severe penalties for repeat offenses, including fines up to S$150,000, imprisonment not exceeding 15 years, and lashings not exceeding 9 times. Additional management measures, such as welfare housing, fingerprint and photograph collection, labor use, and medical treatment, are also included in efforts to

combat exploitation and protect vulnerable individuals from human trafficking. These measures are designed to address the complex challenges associated with the exploitation of beggars and other vulnerable populations in Singapore.

2.4 Concepts of Public Policy

Public policy refers to the strategic framework adopted by individuals, groups, or organizations to achieve predetermined goals or objectives through decision-making processes that impact activities within the public sphere, encompassing both local communities and broader society. The concept of “public policy” is multifaceted and can be interpreted in diverse ways, often encapsulated in concise definitions. A comprehensive perspective on public policy involves analyzing decisions made by actors—whether individuals or groups—to address public issues arising from exercises of public authority. Conversely, a narrower definition of public policy centers on governmental actions or decisions, such as policies, plans, programs, projects, or specific activities. Moreover, the term “public” denotes work activities that prioritize societal justice over individual benefits. Critical elements for comprehending public policy are included.

2.4.1 Meaning of Public Policy

The concept of public policy, as delineated by various academics, can be categorized into three groups that emphasize government actions and intentions. The first group, exemplified by Easton (1981), views public policy as government actions based on accurate value assessments and legal mandates in the public interest. According to Easton, public policy involves actions by government entities or agencies that prioritize activities benefiting the public. In contrast, Anderson (1975) defines public policy as intentional government actions aimed at achieving specific objectives. Anderson emphasizes that public policy encompasses legislative activities, law enforcement, and the implementation of laws by government bodies. Public policy, according to Anderson, reflects the government's decisions and actions, including those taken or intended, and may involve the prohibition or cancellation of certain activities. The foundation of public policy lies in legal support, enabling the

government to exercise its authority effectively. These perspectives highlight the essential role of government actions and intentions in shaping public policy, emphasizing its legal basis and its impact on societal well-being and the public interest.

In Sharkansky's (1970) perspective on public policy, It is emphasized that government actions are inherently linked to activities benefiting the public in three key ways. Firstly, these activities are oriented towards promoting social welfare, such as social work and infrastructure development. Secondly, they are governed by laws, regulations, or authority that enforce policies carried out by government officials. This legal framework ensures that public policies are implemented effectively and with accountability. Lastly, these activities are interconnected with the policy enactment process or political process, including legislative changes, constitutional amendments, or the establishment of diplomatic relations between states. For the view of Dye (1984), views public policy as the deliberate alternatives by the government to either undertake or refrain from certain activities that significantly impact the lives of citizens. These actions encompass a broad range of areas, from policies related to riot control and social welfare to climate control strategies. The essence of public policy, as described by Dye, lies in its transformative effect on societal norms, behaviors, and conditions (Koenig, 1986)

The second group of perspectives on public policy focuses on government decision-making processes. Some scholars stated Greenwood (1965) described public policy as providing broad guidelines for government agencies to achieve their objectives effectively. In contrast, Caldwell (1970) characterizes public policy as decisions to undertake or prohibit specific actions, which are articulated through statements, rules, regulations, judgments, or orders. In Eulau and Prewitt’s (1973) perspective, it is emphasized that public policy decisions are not fleeting or ephemeral such as individual decisions. Instead, they are deliberate and enduring, often reflecting a democratic process that involves the participation of various stakeholders over time. This deliberative approach ensures that public policy decisions are robust and reflective of diverse perspectives. Besides, Brainard (1967) underscores the role of decision-making in allocating resources or benefits among different groups within society. This process of distributing resources can be contentious and may involve

balancing competing interests. Effective public policies are those that achieve a fair and equitable distribution of benefits, thereby serving as an essential governance tool.

The third group of perspectives on public policy views it as guidelines or methods for government work. As mentioned by Jacob (1966), is defined public policy as principles, guidelines, methods, plans, scope of work, or the process of addressing an issue. Along with the view of Lasswell (1970), it is suggested that elements of public policy encompass desirable goals, values, and practices.

When considering the term “public policy” from the perspectives of Thai and foreign academics, there can be different interpretations. For instance, Dror (2017) explains that public policy involves rational choices aimed at guiding social change. Public policy is the selection of actions by political officials to address societal issues, often involving the analysis and comparison of various choices. Also, Heywood (2013) views public policy as both an action plan and guidelines for addressing specific matters. The formulation of policy reflects complex decisions made by authorized agencies to achieve policy goals.

Taking a broader perspective on public policy, Colebatch (2004) describes it as a relationship among intentions, actions, and results. Intentions refer to the desires of a group of people to effect change through policy. Actions represent the obligations that individuals must undertake to implement the policy, and the results are the impacts of the policy on various stakeholders. Additionally, Hughes (2012) views public policy as actions taken by agencies to achieve specific goals, distinguishing policy from mere management in terms of goal attainment. Furthermore, Dewey (1927) explains that public policy is a compound term derived from “policy” and “public”, indicating government actions or inactions for the public good.

Therefore, the term “public policy” encompasses the broad governmental framework that emphasizes reasoned decision-making or choices about actions to be taken or not taken. Within the policy process, key individuals with authority play pivotal roles in setting the direction, activities, or projects of the government aimed at promoting public welfare and benefits. These policies are extensively implemented by subordinate officials, agencies, civil servants, and the general public under the command and supervision of those in authority.

2.4.2 The Beginning of the Study on Public Policy

The emergence of public policy studies as a specialized field around the 1970s marked a shift from traditional public administration and behavioral science methods that dominated the 1950s to the 1970s. During this period, there was significant debate over whether public policy should be considered distinct from public administration. The debate was fueled by events such as the establishment of the United States Economic Advisory Council in 1946 during World War II. This council brought together experts from diverse fields—including political science, economics, psychology, sociology, and public administration—to formulate economic development policies. After completing their advisory roles, the government encouraged these experts to leverage their knowledge, skills, and experiences to advance the respective bodies of knowledge within their fields of study. The involvement of various disciplines in policy formulation highlighted the interdisciplinary nature of public policy. It brought attention to the need for a dedicated field that focused specifically on understanding and analyzing the processes of policy formulation, implementation, and evaluation. This shift contributed to the establishment of public policy studies as a distinct field, separate from traditional public administration, emphasizing the broader social and political contexts within which policies are developed and executed.

Following the period around 1948, American political scientists began advocating for a more comprehensive integration of behavioral approaches in the study of political science, particularly within the realm of policy-making. However, the study of public policy encompassed broader dimensions beyond sole reliance on behavioral approaches. This included an examination of governance and administrative structures and functions. Looking at another perspective, the study of public policy during that era involved a significant debate over whether political science, as a discipline, should emphasize the mechanics of government administration. By the early 1950s, scholars such as Lerner and Lasswell advocated for the application of political science methods to gain deeper insights into policy processes, decision-making, and social science research aimed at addressing societal issues. During this time, the study of economic governance received less attention and was relatively less popular. This period marked a pivotal shift in the academic

discourse surrounding public policy, with scholars increasingly emphasizing interdisciplinary approaches and the integration of political science methods to understand and analyze the complexities of governance and policy-making processes.

According to Hughes (2012), it is highlighted that traditional public administration methods are not sufficient for studying policy, particularly when dealing with political issues. Public policy, on the other hand, has a broader scope that overlaps more with political contexts. Public policy utilizes analytical techniques rooted in quantitative studies of social phenomena, which offer a more realistic approach compared to traditional public administration methods. It also examines the role of civil servants in policymaking and the political participation of various actors. An important turning point that underscored the necessity of considering the political context in policy studies was the United States' foreign policy during the presidencies of John F. Kennedy and Lyndon B. Johnson, particularly their involvement in the Vietnam War. The strategic planning, equipment support, and organization of foreign military forces in this conflict ultimately failed in the United States, leading to significant loss of resources and widespread public opposition to foreign policy decisions. This event highlighted the critical role of politics in shaping and evaluating policies, prompting a shift towards a more politically informed approach to policy studies.

During President Nixon's tenure, the withdrawal of military forces from the Vietnam War ultimately led to Vietnam falling under communist control. This period, spanning from the 1950s to the late 1960s, served as a critical juncture for the development of public policy knowledge in the United States. John (1988) asserts that the integration of a political science dimension into substantive policy studies was an academic response to the traditional fields of behavioral science and public administration. This integration addressed the gap left by these studies, which often overlooked the importance of political science. Public policy emerged as an attempt to incorporate political science methods into the study of policy phenomena, acknowledging the critical role of politics. This expanded the scope of policy studies to include areas such as environmental politics, political economy, cultural politics, and more (Goodsell, 1990). The focus shifted towards effective government decision-making, emphasizing the need for informed operational guidelines that could adapt to

changing circumstances. This evolution in public policy studies highlighted the importance of understanding how governments make decisions and implement policies effectively, rather than solely focusing on the specific content of policies or the types of policies being enacted. The field became more dynamic and responsive to the complex interplay of political factors shaping policy outcomes.

In early 1968, an academic seminar organized by the American Society for Public Administration highlighted the consensus among participants that political science methods should be integrated with the study of public policy. This integration aimed to expand knowledge in policy-making beyond public administrators alone. Lasswell (1950, 1970, 1971) advocated for the concept of "policy sciences", asserting that any scientific discipline should adopt a policy-oriented approach to effectively understand the policy-making process. He emphasized the importance of abundant information for rational decision-making and viewed interdisciplinary knowledge development as crucial for democratic processes (Mosher & Trubek, 2003).

The development of the field of public policy is well-documented in various academic journals such as the Journal of Policy Sciences, Journal of Policy Analysis and Management, and Policy Studies Journal, among others. Additionally, efforts were made to establish research organizations that promote interdisciplinary approaches to studying public policy. Notably, the founding of the Policy Studies Organization within political science reflects an increasing interest in integrating knowledge from diverse disciplines. In sociology, the establishment of the Society for the Study of Social Problems aimed to address societal issues, while psychology witnessed the formation of the Society for the Psychological Study of Social Issues, focusing on social issues from a psychological perspective (Smith and Larimer, 2013). These initiatives contributed to a period where political science lacked a cohesive identity, leading many political scientists to be reluctant to publish their work in American journals. This era represents a significant phase of academic introspection within political science (Mosher & Trubek, 2003).

Furthermore, a group of political scientists endeavored to elevate the standing of political science by organizing seminars at Syracuse University, featuring two intriguing groups of scholars, including proponents of the New Public Administration and those advocating for increased policy studies within political science (Schick,

1975). The first group argued for the necessity of generating knowledge through textbooks, literature, research, academic services, and curriculum development to expand the study of new public administration across universities in the United States and developing countries. The second group believed that adopting effective ideas could elevate political science to the level of other disciplines, emphasizing that policy studies are widely recognized forms of knowledge accepted by society. Consequently, administrators needed to change their perspectives, recognizing that management cannot be separated from politics. As a result, the growth of political science tended to parallel the development of other disciplines if public policy was embraced as part of their academic studies (Lerner & Lasswell, 1965).

Subsequently, the field of public policy experienced advancements characterized by an increased number of policy and planning researchers and analysts operating at various government levels, from local to national. These professionals were responsible for tasks such as data collection, storage, compilation, preparation of work plans, and reporting policy recommendations for agency development. Additionally, consulting research institutes (often referred to as Think Tanks) emerged within non-profit organizations and the private sector, analyzing policy processes and advocating for their policies to be considered by governments. Consequently, policy and planning analysts in the United States assumed significant roles as political actors. The 1960s witnessed a notable expansion of public policy knowledge, particularly focusing on policy theory and processes (the Policy Process), which helped establish public policy as a robust academic discipline (Nagel, 1987).

The application of public policy knowledge to study social problems involves a detailed analysis of social issues to identify their causes and related elements. This analytical approach aims to develop plans aimed at controlling the conditions giving rise to social problems, with interconnected elements informing potential solutions. During the early 1970s, popular research methods included operational research, statistical techniques, econometrics, and budget allocation, which aided policymakers in making informed decisions (Nagel, 1987). Furthermore, the expansion of public policy education in universities, particularly within political science departments at institutions such as the University of Michigan, the University of California

(Berkeley), and Harvard University, underscored the growing importance and academic recognition of public policy as a field of study.

In the 1980s, academic discourse in public policy was bifurcated into two significant groups. The first advocated for traditional economic analysis techniques (Classical Economics) and the adaptation of private management concepts for government organizations. Conversely, the second group emphasized the need to consider social contexts in policy studies, critiquing the reliance on statistical techniques for policy-making as generating illusory proposals (Hill & Irving, 1997). The complexities of the policy process, deeply intertwined with societal values, beliefs, and morals, required approaches that transcended statistical methodologies. Policy science embraced two main types of studies, including Policy Analysis, which delved into understanding and developing knowledge about policy processes, and Policy Studies, aiming to create actionable knowledge for specific policy stages such as formation, implementation, and evaluation (Hill & Irving, 1997).

Therefore, the study of policy encompasses two main perspectives, including Policy Analysis, which focuses on the search and development of knowledge related to policy processes, and Policy Studies, which aims to seek and generate policy-relevant knowledge within specific, categorized policy processes. These processes include policy formulation, policy adoption, policy implementation, and policy evaluation. In the subsequent section, the author will delve deeper into the understanding of public policy studies.

2.4.3 Guidelines for Studying Public Policy

The study of public policy is a discipline that focuses on understanding why governments choose to take certain actions and refrain from others, the conditions that drive these actions, the processes involved in policy implementation, and the outcomes and impacts of policies on the public. Scholars often categorize the study of public policy into two main groups—Policy Studies and Policy Analysis (Hill & Irving, 1997). However, analyzing public policy from different perspectives remains complex and challenging (Enserink et al., 2013), particularly when considering the multifaceted nature of “policy analysis”. Policy analysis can involve identifying pathways for future policy formulation, known as ex-ante policy analysis, aimed at

informing the creation of new policies. Conversely, policy analysis can also entail examining existing policies to assess their effectiveness or shortcomings, referred to as the study of current policies or analysis of present-day policy.

Within circles of policy, activities related to the study of policy processes—such as policy formation, policy formulation, policy implementation, and policy evaluation—may be considered policy analysis (Parsons, 1995; Greenberg, 2007). Conversely, scholars noted by Hogwood, Gunn (1993) and Gordon et al. (1977) and Birkland (2015) and Thissen, Walker (2013) contend that these activities fall under policy studies (Policy Studies). For this discussion, the classification aligns with Lasswell's (1951) perspective, categorizing public policy subjects into two groups.

The first group is Policy Studies or Policy Analysis. This involves emphasizing academic activities aimed at a deep and comprehensive understanding of the substantive content of policies. Policy Studies focuses on three key components of policies, including policy content, policy process, and policy outputs.

In policy content, this entails explaining the origins of a policy, including its history, intent, objectives, formats, and specific processes of policy implementation. The study of policy content may use case study methods, examining single or multiple cases, such as policies on welfare, chemical fertilizers, natural resource conservation, or tourism promotion. Subsequently, the outcomes of policies are discussed from the perspectives of political actors such as governments, political parties, or legislatures. This approach relies on various frameworks and theories to create a comprehensive understanding of a policy. Notably, interesting findings from this study can lead to recommendations for policy analysis (Parsons, 1995).

In policy process, this involves studying the steps that occur throughout the policy process. Scholars consider factors relevant and influential in shaping policy issues and formulation. The essence of this process is similar to studying policy content but differs in that it focuses more on the variables or factors that impact policy formulation. Policies can encompass organizational-level policies and their societal impacts.

In policy outputs, this examines the outcomes resulting from policy implementation or execution. Evaluation of policy outputs often emphasizes the ability to achieve policy objectives, which can be observed objectively and

immediately. This includes assessing the efficiency and effectiveness of policies. Additionally, it involves studying the impacts of policies, both intended and unintended. Research methods used in studying policy outputs typically involve evaluation research to generate recommendations for improvement, additions, or termination of policy actions.

The second group involves recommendation studies or analysis for policy development (Analysis for Policy), which prioritizes applying policy knowledge to craft new and effective policies. This group focuses on collecting primary (e.g., interviews, surveys, observations) and secondary data (e.g., statistics, maps, documents) to inform decision-making (Hill & Irving, 1997). Furthermore, it emphasizes enhancing policy-making channels to expedite government decision-making through efficient organizational structures and mission development (Hill & Irving, 1997). Lastly, it involves stakeholders (e.g., academics, activists, entrepreneurs, and community groups) in supporting or opposing policies based on their interests and societal impacts (Kingdon & Thurber, 1984).

In Information for policy making, it involves the systematic collection of data to inform the decision-making process of policymakers. This data can be primary, such as through interviews, surveys, or observations, or secondary, sourced from existing databases and literature. Secondary data is often preferred in policymaking due to its efficiency in time, manpower, and resource utilization, especially for statistical analyses, mapping, graphical representations, and documentation.

In process advocacy, it underscores the importance of enhancing and streamlining policy-making procedures. This phase focuses on optimizing government mechanisms to establish more effective organizational structures and missions. Efficient organizational channels expedite policy consideration within the government's decision-making framework. This process also involves exploring diverse policy-making alternatives and formats.

In policy advocacy, it involves engaging various stakeholders, including academics, social activists, entrepreneurs, community enterprises, farmer groups, merchant associations, and business organizations. These stakeholders advocate for policies that align with their respective group interests. Conversely, policies perceived

as unfair or inequitable may encounter opposition from these stakeholder groups (Kingdon and Thurber, 1984).

Understanding these two perspectives—policy analysis and policy studies—provides insights into the diverse approaches used to study public policy, contributing to informed decision-making and policy development processes.

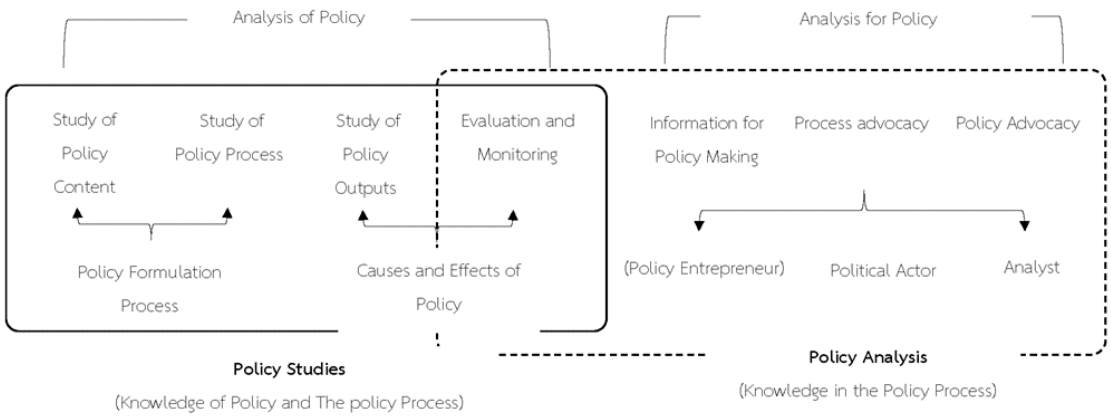

Figure 2.1 Guidelines for Studying Public Policy

Source: Gordon et al. (1977); Kingdon and Thurber (1984); Hogwood and Gunn (1993)

The last stage in the policy process is policy monitoring and evaluation, which serves as a bridge between descriptive and prescriptive studies. This stage is crucial because it involves assessing whether a policy aligns with its intended objectives and examining the impacts of the policy, as well as identifying the stakeholders affected by the policy (Hill & Irving, 1997) (Figure 2.1).

The study of public policy can be summarized as comprising two approaches, including descriptive studies and prescriptive studies. When these educational approaches are combined, they form what is known as “Policy Sciences”, which involves the development and creation of systematic knowledge related to public policy. This allows for the explanation of policy phenomena in a generalizable way, without specifying particular types of policies, groups of political actors or policy entrepreneurs, specific locations, or time frames. The term “policy science” emerged with the publication of the book “The Policy Sciences: Recent Developments in

Scope and Method" by Lasswell, Lerner, and Fisher (1951). This book emphasizes that policy science is not only about generating knowledge about policy but also about providing practical responses. To develop knowledge into a science, efforts must focus on creating effective policies based on principles of cause and effect, which align with academic principles. For the policy process to be systematic, it must pass through various stages, including data collection, policy formulation, policy implementation, and policy evaluation. Once the policy process is fully developed, each stage contributes to creating a "model" that can be applied to study a variety of other policies (Dror, 2017).

2.4.4 Conceptual Framework for Studying Public Policy

Policy Analysis is a widely discussed term within the fields of political science and public administration, with diverse definitions shaped by academic perspectives. For example, MacRae and Wilde (1979) define policy analysis as utilizing a framework of causal reasoning and empirical evidence to explore options for developing the most suitable policies. Stokey and Zeckhauser (1978) characterize Policy Analysis as the examination of the strengths and weaknesses of policy alternatives. Meanwhile, Harry et al. (1987) provide a comprehensive explanation, outlining key steps in Policy Analysis, including problem identification, objective setting, evaluation of alternatives, selection of policies, and implementation. In contrast, Poister (1978) emphasizes that Policy Analysis should focus on studying the impact of policies on society, organizations, and individuals. Hansen (1983) views Policy Analysis as the pursuit of techniques to address challenges arising from government policy implementation. Thus, Policy Analysis represents an applied branch of social science aimed at identifying alternatives to develop appropriate and efficient policies.

1) Policy analysis as an applied social science

Policy analysis is an endeavor aimed at comprehending the public policy process across each policy cycle. This involves acquiring information for analysis and interpretation, ultimately leading to the formulation of policy recommendations. Consequently, each policy cycle intersects with numerous fields of study, necessitating policy analysts to draw upon diverse knowledge to expand the

boundaries of individual disciplines. The integration of related disciplines to analyze policy phenomena and devise optimal solutions is a notable characteristic of the interdisciplinary nature of public policy (Parsons, 1995). Public policy analysis has demonstrated applications in over 20 fields (Smith et al., 2013; Birkland, 2015), leveraging knowledge from various domains such as social sciences, behavioral sciences, Public Administration, Political Science, Law, Statistics, and Geography. This interdisciplinary approach in public policy analysis is detailed in Table 2.1.

1.1) Political Science is an academic discipline that explores the origins of states and their structures, political institutions and governance, political systems, and processes involved in resource allocation for equitable distribution. It focuses on factors influencing policy selection and conditions affecting policy making and implementation, including the interplay of interests, negotiations, power struggles, and influence. Political science is closely associated with public policy, addressing political issues throughout the policy process—from policy formulation and implementation to evaluation, continuation, or termination. At each stage of the policy process, various interest groups engage in advocacy, negotiation, and alignment of interests. Political science contributes to public policy by applying conceptual frameworks and models to analyze the policy process, such as institutional models, elite models, and group models (Dye, 1984).

1.2) Sociology is a discipline that delves into the development of human history, ways of life, social living, and the constructs that define humanity, including culture, customs, beliefs, religion, attire, familial and kinship relationships, social norms, social institutions, and human behavior both among individuals and within groups. The relevance of sociology to public policy lies in its examination of the reasons behind human behaviors resulting from specific conditions, how social contexts influence policy formulation and the social conditions that impact the acceptance and implementation of policies.

The intersection of sociology with public policy involves understanding why humans exhibit certain behaviors due to particular circumstances, how social contexts play a role in policy formulation, and the societal conditions that affect policy acceptance and implementation. This interdisciplinary approach aids policymakers in better comprehending the underlying societal factors that influence

policy effectiveness and implementation. By studying sociology alongside public policy, researchers and policymakers gain insights into how social dynamics shape policy outcomes and societal responses to various policy interventions. Understanding these connections is crucial for crafting effective and socially responsive policies that address real-world challenges and promote positive social change.

1.3) Economics is a discipline that examines the production, distribution, and consumption of goods and services. Its primary goal is to identify efficient production methods, optimal investment strategies, and policies that yield maximum benefits. Economics employs techniques such as cost-benefit analysis, cost-efficiency, and cost-effectiveness to evaluate decisions. Economic analysis provides policymakers with essential data, such as Gross National Product (GDP), unemployment rates, domestic investment rates, and other economic indicators. This information aids in making informed decisions and formulating effective economic policies.

1.4) Public Administration is a field of study that examines the activities of social organizations, including those in the public, private, and civil society sectors, to achieve public welfare goals. While public administration primarily emphasizes the public sector, encompassing executive, judicial, and legislative branches, it also addresses aspects of the private sector related to community service provision. The focus of public administration is on the internal management of organizations, facilitating organizational change and development to support or advance policy objectives successfully. Unlike public policy, public administration emphasizes internal organizational contexts, such as the establishment of systems that align with policy goals and ensure that agency operations are consistent with policy objectives.

1.5) Geography is a field of study that examines various landforms on Earth, encompassing soil, water bodies, forests, minerals, urban infrastructure, parks, and more. Geography emphasizes the management of natural resources and the environment for optimal benefit, with a strong focus on sustainability principles. In public policy, geography plays a critical role in the policymaking process, particularly in policy evaluation. For example, in coastal resource management planning, geographic data provides essential information for decision-makers to identify the most suitable options or policies. Geographic information informs policy development by offering insights into spatial relationships, resource distribution, environmental

dynamics, and land-use patterns, aiding policymakers in formulating effective and sustainable policies.

Table 2.1 Relevance of Public Policy to Interdisciplinary Studies

Field of study	Important characteristics	Relevance to public policy
Political Science	The field of study you're referring to is aimed at understanding political relationships, resource allocation, and the exercise of power.	The political process involves the steps through which policies are formulated and implemented.
Sociology	This is a branch of study that aims to explain the social life of humans, focusing on social structures, changes, and behaviors among individuals, groups, and organizations.	Social mobilization is a process of creating an environment conducive to policy-making and information exchange through collective social grouping.
Economics	This is a field of study that focuses on the allocation of resources to facilitate circulation within market systems through exchange.	Economic conditions significantly influence social policy-making, including production, distribution, and consumption. Additionally, various key economic tools play a crucial role in supporting policy formulation processes.
Public Administration	This is a field of study that focuses on the management of public and non-profit organizations, which do The field of study you're referring to is aimed at understanding political relationships, resource allocation, and the exercise of power.	The political process involves the steps through which policies are formulated and implemented.
Geography	This is a field of study that focuses on the geographical characteristics of the Earth's surface. Studying data about the Earth's surface helps in planning and managing resources efficiently.	The effective management of natural resources and the environment aims to ensure their sustainable use and maximize benefits, relying on scientifically sound and highly credible principles.

Source: Birkland (2011)

2.4.5 Policy Analysis Using Information

Using information in policy analysis, is critically important in contemporary times, as news serves as crucial information for policymakers, shaping the direction of policy decisions. When decision-making information is comprehensive and robust, policies are more likely to be effective and contextually appropriate, thereby benefiting society at large. News relevant to policy analysis can be categorized into at least three levels, as outlined below.

1) Value news pertains to information that defines meanings or characteristics with intrinsic importance. It encompasses preferences, desires, aspirations, and expectations held by individuals, groups, or organizations. For examples. it includes public enthusiasm for populist policies, governmental aspirations for societal equality, and public expectations regarding policies promoting social welfare.

2) News about facts refers to information that has undergone a systematic filtering process, often derived from research following scientific procedures. Such news is characterized by accuracy, reliability, and verifiability.

3) News about truth refers to information that aligns most closely with reality or natural phenomena. This type of news manifests in an orderly and consistent manner, akin to natural phenomena. The distinction between factual news (Facts) and truthful information (Truth) lies in the variability of facts, which may change according to context or social and cultural conditions, whereas truth remains independent of environment and values (value-free)

Therefore, acquiring news at each level requires distinct processes that range from broad to detailed approaches. News concerning values often originates from qualitative studies, such as interviews, observations, inquiries, and meetings. Conversely, news related to facts often arises from quantitative studies, including measurements, experiments, scientific analyses, and statistics. Information associated with truth is devoid of subjective human values, encompassing natural phenomena and ecological conditions. Policy and planning analysts must selectively employ each type of information based on its suitability and relevance to the policy objectives. For instance, in analyzing economic policy, reliance on factual news and empirical data is

imperative. This approach ensures that policy determinations align as reasonably and consistently as possible with underlying phenomena.

2.4.6 Benefits of Public Policy Knowledge

The study of public policy offers numerous merits by contributing knowledge across various fields of study, including political science, sociology, economics, public administration, and geography, among others. Policy analysis plays a crucial role in generating alternative policy implementation strategies for decision-making processes. Effective choice-based policy analysis is widely utilized in the United States. In Thailand, the adoption of policy analysis is gradually increasing, although it remains relatively limited. Notable organizations involved in proposing policy alternatives include The Thailand Development Research Institute (TDRI), which has put forth significant public policies such as the establishment of Thai PBS television stations, the rice policy, and the 3G network development policy. Additionally, the Public Health System Research Institute has researched universal health coverage, leading to the widespread implementation of related policies nationwide.

Despite the reasonableness of policy recommendations, they often receive little attention from those in positions of power or politicians. This observation raises an intriguing issue within the field of public policy studies such as the challenge of understanding why these well-founded policy proposals tend to be excluded from government or political party agendas. Furthermore, researchers face the task of ensuring that their substantive policy proposals are taken seriously and integrated into the policymaking process by political stakeholders. According to Bernstein (2002), Thai public policy frequently emerges from campaigns lacking clear policy content, with ambiguous origins and a lack of designated responsibility or budgetary support. Consequently, Thai public policy often exhibits 'populist' characteristics, where political parties propose policies primarily to appeal to popular sentiment and secure votes. This populist approach can have enduring adverse effects on the country and contribute to various social problems.

For example, the impact of incorrect policy implementation includes the inefficient management of water resources that contributed to the devastating flood in 2011. Subsequently, water management issues gained significant attention in

government policy considerations. Despite ongoing research studies on these issues, they often do not receive adequate attention due to political neglect. Furthermore, changes in government leadership can significantly impact the prioritization and focus on public issues. Policies initiated by previous administrations may stall and lack continuity in implementation, thereby hindering the achievement of policy objectives. To address these challenges, gathering knowledge from public policy research should involve efforts to integrate innovative proposals into the policy process. This approach goes beyond mere data creation to provide actionable guidance and create space for transformative policies that can effectively address pressing societal issues.

2.5 Concepts of the Public Policy Process

Public policy is a well-established field of study that has evolved. Initially, the early group of public policy scholars, primarily comprised of political scientists, viewed policy as actions taken or not taken by governments. They emphasized the role of policy in addressing social issues and explored how these policies should be implemented in the future (Smith & Larimer, 2009). Among these early scholars, Harold Lasswell made significant contributions with his work on policy thinking, particularly through his article “Policy Science: Recent Developments in Scope and Method” published in the Policy Sciences journal in 1951 (Lasswell, 1951). Lasswell continued to develop the concept of policy science into the 1970s, further exploring the emerging field (Lasswell, 1970). This development of public policy as a field closely intertwined with political science originated in the United States during the 1950s. Subsequently, Appleby (1970) advocated for policy studies that moved away from mere administrative politics. However, many scholars argue that separating administration from politics presents challenges. This ongoing discourse highlights the complex relationship between public policy and political administration within the broader field of political science (Deleon, 1999; Gerston, 2004; Hill, 2009; Birkland, 2010).

The trend of public policy study as a process or procedure began to emerge around 1970 and has since evolved significantly, particularly in the United States. This evolution is reflected in the establishment of specialized educational programs,

including faculties, colleges, institutes, and research centers dedicated to public policy at numerous universities across the United States. Over time, this trend has expanded beyond U.S. borders into Europe, marked by a proliferation of public policy journals and the publication of textbooks focused on policy literature (Thomas, 1981; Parsons, 1996; Birkland, 2010). Within the realm of theoretical frameworks in public policy studies, Sabatier (2007) outlines seven models in his book “Theories of the Policy Process”. One prominent model is the process model, which views policy as a dynamic and iterative process of political activity. According to this perspective, policies evolve through distinct stages, from agenda setting to implementation and evaluation. This approach underscores the lifecycle of policies, emphasizing the interconnected nature of political activities within the policy domain. The growth of public policy education and scholarship has contributed to a rich history of knowledge development, encompassing both American and European perspectives. This interdisciplinary field has seen considerable academic interest, leading to the establishment of dedicated research centers and academic programs focused on studying and advancing the understanding of public policy processes and outcomes (Sutton, 1999).

Over time, the field of policy studies expanded significantly, particularly in the United States and European countries, where specialized policy journals emerged. With the publication of influential teaching materials (Thomas, 1981; Parsons, 1996; Birkland, 2010), a major development in the study of policy analysis occurred in the mid-1970s. This approach focused on various aspects of policy analysis and development, encompassing the analysis of policy content, process, output, evaluation, making, and advocacy (Hogwood & Gunn, 1991; Hill, 2009). This type of policy analysis garnered widespread interest among academics. Specifically, Sharkansky (1970) and Birkland (2010) viewed policy analysis as an activity closely tied to state action, emphasizing the structural role of government in problem-solving and addressing social needs through public services, utility structures, and efforts to enhance quality of life. Accordingly, this perspective underscores the importance of government activities in making policy decisions on various matters (Akindele & Olaopa, 2004; Heywood, 2007).

In the approach to studying policy as a process (the policy process), American academics have developed a model known as “The Stages Heuristic”. This model, as classified by Lasswell (1956), Jones (1970), Brewer & DeLeon (1983), and Nakamura (1987), outlines the stages of the policy process. Lasswell (1956) originally proposed seven steps in “The Decision Process”, while subsequent scholars have described variations ranging from five to six steps (Jones, 1970; Brewer, 1974; Brewer & DeLeon, 1983; Dorey, 2005). Anderson (2014), however, simplifies the model into five steps, which include agenda setting, policy formulation, legitimation, implementation, and evaluation. This sequential model of problem-solving has significantly influenced policy studies from the 1970s to the late 1980s by providing a systematic classification of complex policy processes. The stages heuristic represents a pioneering theoretical framework for public policy analysis, conceptualizing the policymaking process as a cyclical progression that has been continuously refined over time. This step-by-step problem-solving model is commonly understood as the process/sequential model (Gosling, 2004).

Despite its widespread use, the model has faced criticism from scholars such as Nakamura (1987) and Sabatier and Jenkins-Smith (1993) on several grounds. Firstly, critics argue that the model portrays policy steps as occurring independently and acting autonomously, which may not always be the case. They contend that predicting the next step requires relying on causal theory rather than assuming independent action. Secondly, critics assert that the policy process does not always follow a linear progression. Specifically, they argue that evaluation can influence policymaking, contrary to the model's claim. This discrepancy is attributed to bureaucratic systems that rigidly adhere to administrative processes dictated solely by law. Thirdly, opponents argue that the model is inherently biased towards legitimizing the policy process over other approaches. This bias reflects a top-down management paradigm that overlooks the interactive nature of policy implementation and evaluation. Finally, critics argue that the proposition of a single policy cycle is overly simplistic and fails to account for the diverse processes occurring across different levels of policy analysis and within various government contexts. This oversimplification influences the formulation of concepts, leading to an undue emphasis on the policy cycle without sufficient consideration for other factors. These

criticisms highlight the need for a more nuanced understanding of policy processes that account for their complexity and variability across different contexts (Hjern & Hull, 1982; Sabatier, 1986).

Currently, Kulaç and Özgür (2017) strongly emphasize that policy processes based on a step-by-step problem-solving model cannot operate independently because each policy step influences the next, facilitating coordination throughout the process. They argue that applying such models provides public policy analysts and researchers with a broader range of viewpoints in studying public policy. This perspective aligns with Anderson's (2014) assertion that such a model can create a mechanism for analyzing developmental policies and can be useful in international comparative studies. Furthermore, Yılmaz and Kulaç (2016) describe the model as considering the role of international, formal, and informal actors, emphasizing the importance of diverse actors at various levels and their effects on policy. They highlight the significant role of think tanks in influencing policymakers in both developed and developing countries (Özgür & Kulaç, 2015). Therefore, these policy process models are crucial for understanding the attitudes of actors and gaining a comprehensive understanding of policy implementation pathways. They underscore the importance of considering a wide range of research methods and techniques applicable to each step of policy analysis, emphasizing that such models should not be confined to studies in the United States and Europe but should be utilized in a global context to enhance policy understanding and implementation.

One important point that scholars studying the policy process model have realized is the variation in the number of steps used to explain the policy process comprehensively. For instance, Dror (1974), Cheng and Cheung (1998), Baker and Eckerberg (2013), Goshtaei et al. (2016), and Doshmangir et al. (2019) have utilized process models to examine policy. These models typically outline the policy process in four main steps, including problem identification, policy formulation, implementation, and evaluation. Sharkansky (1970) proposes that an appropriate policy process model should encompass three aspects, including policy formulation, implementation, and policy evaluation. Furthermore, Dye (2010) suggests a more detailed approach, dividing the policy process into six steps as follow problem identification, creating a policy agenda, setting policies to ensure fairness, policy

implementation, and policy evaluation. Despite these variations, Ripley and Franklin (1987) emphasize that regardless of the number of steps involved in a policy process, it is crucial to define these procedures as outcomes of political activity and to focus on the interactions within the process involving both government and non-government actors.

Political actors, whether individuals or groups play significant roles in influencing policy formulation and implementation (Ripley & Franklin, 1987). Considering political actors alongside the policy process enhances the importance and complexity of policymaking. Political institutions, including legislative bodies, executive branches responsible for law enforcement, and judiciary branches interpreting laws, serve to establish legitimacy through legislative actions. This institutional framework has evolved into a complex network comprising central governments, various agencies, and committees that form government institutions. Moreover, a vast array of civil society groups, including political parties, interest groups, social media influencers, political consultants, and professional councils, further complicate the policy creation process. The roles of these political actors are interconnected and have tangible effects on policy outcomes (Kingdon, 1984; Guba & Lincoln, 1989). It was found in the study by Marques (2014), It was highlighted the roles of different actors in policymaking within a city context, identifying four main groups, including civil servants and government agencies at various levels, politicians, political parties, and private companies. In the context of Brazil, institutions operate under a federalist framework where the central government plays a decisive role in decision-making. Local governments organize public services and implement policies tailored to local needs, fostering economic development for small local businesses. Private companies contribute to urban development by focusing on infrastructure planning, land use, and overall urban development strategies. This federalism model in Brazil differs from that of the United States due to the nuanced power-sharing dynamics between local and central governments, reflecting a more refined negotiation of powers.

In countries with democratic governance, the participation of various actors beyond government officials and politicians plays a crucial role in shaping policy outcomes. People and civil society organizations are particularly influential in such

political contexts. Shigetomi's study (2004) highlights the role of non-governmental organizations (NGOs) as political actors in advancing human rights movements and promoting democracy. These interest groups raise awareness among citizens, mobilize resources, and organize political campaigns to promote democratic values and reform political systems. They also monitor election processes to ensure transparency, thus contributing significantly to the development of political communities and public engagement in political activities. Furthermore, the social context and environment surrounding policies are closely linked to the political culture within the policy process (Elazar, 1984; Ruseva et al., 2019). Lindblom and Ohlsson's study (2011) underscores how multicultural societies with diverse interest groups involved in the policy process experience greater complexity compared to societies with stricter governance structures that limit participation. In societies where stakeholders have limited roles in policy processes due to restricted opportunities for participation, the policy process tends to be less complicated and challenging. This highlights the importance of inclusive political participation and the diverse roles of actors in shaping policy outcomes, reflecting the dynamics of democratic governance (Sutton, 1999).

Based on the discussion above, the policy process based on the step-by-step problem-solving model (the stages heuristic) serves as a framework for systematically analyzing public policy. Each stage of the policy process is interconnected throughout the cycle, and the involvement of stakeholders is crucial at every step. Stakeholders play essential roles in advancing policy development and implementation, and the success of each stage depends on their active participation. The characteristics and actions of stakeholders are influenced by the environment and social context surrounding the policy process. Different social contexts shape stakeholder behaviors and priorities at each policy stage. Therefore, to study policy comprehensively using a step-by-step approach, it is imperative to consider the social context alongside the roles and dynamics of stakeholders. This holistic understanding allows policymakers and researchers to navigate the complexities of policy development and implementation effectively, ensuring that policies are informed by diverse perspectives and responsive to the needs of society.

Therefore, nearly every type of public policy follows a cyclical pattern analogous to biological processes, known as the “Public Policy Cycle” or “Policy Process” among academics. The policy process has been described by scholars according to their disciplinary perspectives and focuses. For instance, Lindblom (1968) outlined a four-step policy process involving issue identification, goal determination, exploration of alternative options, and policy implementation. Lindblom's (1963) perspective emphasizes the key steps involved in the evolution of public policy. Sharkansky (1970), on the other hand, delineates the public policy process into at least three critical steps. First, government action involves identifying issues that the government intends to address, such as formulating social welfare or women's rights policies. The next step, policy formulation, entails the preparation of organizational capabilities across public, private, and civil society sectors to execute government policies. Finally, policy output examines how government policies influence the economic, social, political, and cultural environment, such as changes in population structure resulting from population control policies. These viewpoints underscore the cyclical and iterative nature of the policy process, where policy development, implementation, and evaluation are intertwined stages that shape and respond to evolving societal needs and challenges. Each step in the policy process is interconnected and influenced by various actors, contexts, and considerations, highlighting the complexity and dynamic nature of policymaking.

Moreover, the specification of the policy process often varies based on the perspectives and experiences of different academics, leading to some inconsistency in the details. However, there is a general recognition of a policy cycle that encompasses the key stages of policymaking. For instance, Dye (1972) delineates a six-step policy process, including problem identification, policy agenda setting, policy formulation, policy legitimation, policy implementation, and policy evaluation. Each of these steps represents a critical phase in the lifecycle of a policy, from identifying issues to evaluating outcomes and impacts. While, Dror (1974), on the other hand, simplifies the public policy process into three steps. The first step involves setting a policy model by defining what public policy should address and how choices should be made. The second step entails policy determination, where measures are developed to improve and address government concerns. The final step involves policy

implementation, where planned policies are put into action to achieve policy objectives. These perspectives highlight different approaches to understanding and conceptualizing the policy process. While the specific steps and details may vary, the overarching concept of a policy cycle remains fundamental in policymaking. The cycle encompasses stages of problem-solving, decision-making, implementation, and evaluation, reflecting the iterative and dynamic nature of public policy development and implementation.

For this study, the researcher has delineated the public policy process into four distinct steps, including policy formation, policy alternatives and policy decision-making, policy Implementation, and policy evaluation. These steps represent key phases in the lifecycle of policymaking and are interconnected in shaping the development and impact of public policies.

2.5.1 Policy Formation

Public policy formation serves as the initial phase in the public policy process, aimed at identifying and comprehending the characteristics of public problems. This process typically begins with individual perceptions of the severity and widespread impact of certain issue s(Anderson, 1994). As these concerns gain broader attention and involve various stakeholders, they transition into “policy issues” that attract governmental interest and intervention (Peters, 2005). Moreover, policy formation is closely intertwined with policy evaluation, recognizing that effective resolution of public problems hinges on successful policy interventions (Linder & Peters, 1984; 1989). Therefore, emphasizing policy formation is essential for developing substantive and impactful policies. Scholars, McManus (1995) and Patterson and Donsbach (1996) underscore key considerations for understanding policy formation, including the characteristics of policy problems, the diverse stakeholders involved in policy development, and the environmental factors shaping policy decisions.

Understanding what constitutes a problem involves the concept of social construction, which refers to how policymakers perceive certain issues as problems based on societal values and norms (Hulley & Clarke, 1991). The identification of a problem reflects ideal and social values regarding what is considered acceptable or desirable versus undesirable (Edholm, 1991). The recognition of a problem is not

solely dependent on empirical evidence but also on contextual circumstances that generate needs, scarcity, or dissatisfaction (Anderson, 1994). For instance, Anderson (1994) suggests that problems emerge from circumstances such as needs, deprivation, and dissatisfaction, prompting the search for solutions. For example, the decline in agricultural crop prices may be perceived as a problem due to multiple underlying issues, including environmental uncertainties (e.g., floods, droughts), exploitation by intermediaries and capitalists, and inadequate government support policies. These challenges can lead to farmer dissatisfaction, anxiety over price instability, and even social unrest, highlighting the severity and wide-ranging impact of the problem. When a problem exhibits significant severity and widespread effects, stakeholders and policymakers are more likely to recognize its importance and urgency, thus fostering collective action and policy interventions to address the underlying issues.

The characteristics of policy problems described by Anderson (1994) highlight the multidimensional nature of social issues, which encompass economic, social, and political dimensions. Social problems are often interconnected, and addressing one problem may require consideration of multiple related issues. The analysis of these social problems has been influenced by the Structural Functional School's perspective, which posits that social problems arise when societal structures experience disorganization, leading to a lack of norms and cohesion among individuals and groups. For instance, poverty can be linked to various social problems in several ways. First, rapid economic changes, such as the widespread adoption of technology replacing human labor in industries, contribute to unemployment and job insecurity. Similarly, changes in agricultural production methods can increase production costs, further exacerbating economic challenges. Second, educational institutions may fail to produce graduates with skills that align with the demands of the labor market, resulting in mismatches and higher rates of unemployment. Lastly, social deprivation can limit access to income sources, perpetuating insufficient income and deepening the cycle of poverty.

Research investigating social problems, such as the phenomenon of begging, unveils complex interconnections with broader societal challenges, particularly affecting marginalized demographics such as individuals with disabilities, the elderly, women, children, and those with chronic illnesses. These individuals often encounter

stigmatization and discrimination due to prevailing societal narratives that portray them as ignorant, lazy, incompetent, or social outcasts. In academic discourse, the issue of begging has traditionally been examined within economic and social frameworks, often linked to factors such as a lack of productive resources (Alston et al., 2001), low educational attainment (Namwata et al., 2012), unemployment (Khan et al., 2014), and increasing living expenses. Additionally, begging is intertwined with issues such as mental illness (Roth, 2012, disability, prostitution, and forced labor, highlighting the multifaceted nature of social challenges (Shelly, 2010). This comprehensive analytical process emphasizes the importance of categorizing problem characteristics across various dimensions and establishing connections between the issue and the relevant agencies responsible for implementing solutions. To effectively address the complexity of social problems, it is crucial to develop interventions that target specific issues. This requires determining whether a particular issue falls within the jurisdiction of a single agency or necessitates collaboration among multiple stakeholders and government bodies.

Understanding policy problems through the lens of Easton (1965) emphasizes the intrinsic relationship between social problems and values. Values represent normative standards that influence human decision-making and shape individuals' perceptions of what is desirable or undesirable (Ericson, 1969). They guide preferences and inform judgments about how things ought to be. Values are deeply personal and are rooted in individual needs and preferences, driving attitudes and viewpoints toward various phenomena. However, Ebert and Mitchell (1975) differentiate values from beliefs by highlighting that values are distinctive perspectives on appropriateness within a given context, whereas beliefs are formed based on factual assumptions and are more prone to change. In the context of policy analysis, understanding the underlying values associated with specific social problems is crucial for comprehending stakeholders' motivations, preferences, and policy preferences. Values shape the discourse surrounding policy issues and influence decision-making processes within governance and policymaking arenas. By recognizing the value-laden nature of policy problems, policymakers can navigate complex societal challenges and develop policies that align with prevailing norms and societal aspirations.

When utilizing the aforementioned belief base to analyze social problems, the determination of which issues become policy problems is contingent upon the decisions made by politicians or state rulers through value judgment regarding which social problems warrant policy formulation. This belief base stems from the traditional public administration concept that politics is intricately linked with policymaking and administration (Simon, 1961), as elucidated by the perspectives of Coker (1955) and Crick (1968). The Statist Model confers autonomy to the state in delineating what constitutes policy problems. The state consistently plays a pivotal role in policy setting, notwithstanding the influence of individuals and various interest groups who leverage their bargaining power to prioritize certain public issues that align with the state's interests. However, when a public problem diverges from the state's interests, it may not be categorized as a policy problem. Studies by Skocpol (1979) and Nordlinger (1988) expound on this, explaining that since the state is the primary actor in policy setting, it possesses the authority to independently determine measures, rules, and regulations. These decisions may not necessarily align with or satisfy the needs of interest groups. Furthermore, in considering the policy relationship between the state and society, priority is invariably accorded to the state as the primary actor. Consequently, the state's values are expressed through its monopoly on the power to define what constitutes a problem worthy of policy attention.

In addition to the alignment of a problem with the state's values in policy formation, Manis (1974) emphasizes that the severity and chronicity of a problem are crucial conditions determining whether a public issue transforms into a policy problem based on its inherent characteristics. Severity refers to the widespread impact, level of destruction, violence, or harm to societal elements relevant to individual and collective well-being. Certain types of social problems pose immediate and discernible threats, such as life-threatening situations resulting from warfare, which are more urgent compared to general injuries or extended imprisonment. This distinction reflects the intensity of harm inflicted, with greater severity attributed to instances involving significant violence or prolonged harm. Furthermore, the chronicity of a problem relates to its persistence over time. The longer a problem persists and continues to be perceived as severe, the more chronic it is deemed to be.

Therefore, assessing severity begins by considering threats to well-being, with the scale ranging from mortality (e.g., death) to total incapacitation or irreversible harm. This framework underscores the significance of evaluating both the magnitude and duration of societal problems when assessing their policy implications and the urgency of governmental response.

For its study of the severity and chronicity of public problems that have been shaped into policy problems, the American Psychiatric Association (1952) studied the impairment of psychiatric symptoms. He classified levels of psychological violence based on judgments about an individual's ability to fulfill social and occupational roles. Such assessments are an appropriate way to consider social problems (Manis, 1974). Similarly, a similar method is used to compare the severity of crimes, with the intent to cause death being a key feature of crimes. crimes, while deviant behavior is not considered violent (Merton, 1967). Related to the severity of a social problem is its duration or repetitiveness, for example, the use of narcotics Addictive drugs are given more importance in terms of threats than non-harmful drugs. (Non-addictive drugs) with medical concerns related to “Chronic” or may be temporary or permanent. However, chronicity, as compared to severity, may be a less important but relevant element in pushing public problems to become policy problems to find solutions (Manis, 1974).

According to Cobb et al. (1976), certain public issues can evolve into policy problems. They noted that while some social issues persist over long periods, such as poverty, inequality, challenges in education accessibility, prostitution, drug problems, and traffic congestion, addressing these problems requires new and innovative management approaches to mitigate their severity. This is because the nature of these problems changes with the context or is dynamic. Dynamic refers to the patterns of change and stability in society, encompassing both fluctuations and stagnation (Betz, 2012). Therefore, the dynamism of a problem involves significant changes. Also, Nisbet (1972) distinguishes dynamic social issues from those that emerge successively over time, where the defining characteristics of the problem remain recognizable and stable.

The dynamic nature of social problems encompasses three dimensions, including successive differences, periods, and persistent problem identities.

Successive differences denote continuous changes in problem components without their disappearance, while stability implies problem recognition over time despite modifications. This nuanced understanding of problem dynamics underscores the complexity of policy formulation and underscores the need for adaptive policymaking to address evolving societal challenges.

2.5.2 Policy Alternative and Policy Decision- making

Policy alternatives and policy decision-making are interconnected and overlapping processes that are challenging to distinctly separate. This is because identifying options and making policy decisions necessitates evaluating their practical feasibility and potential to yield tangible outcomes. Consequently, the determination of alternatives and policy decisions must progress concurrently within the broader policy framework. Gupta (2001) advocates for leveraging previous policy alternatives or prototypes to expedite the process and capitalize on existing knowledge. This approach enhances efficiency by building upon lessons learned from similar policies. Conversely, Baldock (2012) contends that developing alternatives and selecting the most appropriate methods require policymakers to assess practical feasibility. By prioritizing options based on their efficiency and effectiveness, decision-makers can ensure that the chosen policy is implementable and can be empirically demonstrated. Similarly, Hogwood and Gunn (1984) emphasize the significance of considering feasibility and implementation potential when evaluating alternatives. These factors are essential considerations in the policy-making process.

Some academics have defined the meaning of policy alternatives as a thorough and clear analysis of the benefits and drawbacks of each approach, aimed at generating information to consider the most suitable options in policymaking. However, making the appropriate choice typically requires the use of knowledge, expertise, experience, and technical skills to analyze various options and address policy issues. While, Bempah (2012) argues that the determination of policy alternatives involves elucidating the issues by dissecting the specifics of each option, each of which encompasses distinct content, information, techniques, methods, and considerations. These alternatives are then incorporated into the decision-making process by those in positions of authority. Also, Easton (1981) asserts that policy

alternative formulation involves presenting suitable policy models for policymakers and leaders to adopt. Therefore, determining policy alternatives entails a search for guidelines or forms of policy implementation that decision-makers can use judiciously to arrive at potential solutions to problems.

Determining desirable or feasible policy alternatives for decision-makers to place on the policy agenda is a critical task. Mohr (1969) suggested that policy alternatives should be innovative, involving the adoption of new forms or technologies to achieve benefits, such as using satellites for communications or employing computers for management purposes. Furthermore, Frankel (1988) argues that innovative policy alternatives go beyond mere technological inventions; they entail applying new ideas to previously unexplored realms of thought. For instance, historical examples include the shift in U.S. policy toward reducing smoking, which was initially absent due to the country's liberal stance. However, the public health impact prompted the government to adopt strategies such as implementing anti-smoking campaigns inspired by Norway, enforcing local smoking regulations, and imposing Canadian-style tobacco taxes, all of which proved successful. In a study by Jandi (2007), the importance of innovative policy alternatives in addressing policy issues was highlighted. Notably, immigration policy, often criticized for its perceived irrationality or lack of humanity, has seen advancements through novel approaches that prioritize humanitarian considerations over strictly empirical evidence when assessing refugee status. However, even these innovative policy approaches have faced criticism from scholars who favor a utilitarian perspective. For instance, Levi (1967) characterizes innovative choices as excessively imaginative, suggesting that decision-makers may prioritize options that maximize personal benefits in certain situations.

Moreover, Mohr (1969) argued that innovation may lack rigor and practical feasibility if it lacks creativity. He distinguishes between innovation and creativity, noting that while they are related, they are not identical concepts. Creativity involves the generation of new ideas, inventions, knowledge, etc., whereas innovation involves the practical implementation and adoption of these new elements. In the context of policymaking, creativity plays a pivotal role, as highlighted by Lasswell (1959). Creativity in policy relates to recognizing the value of innovations that can address

public problems effectively and efficiently. Furthermore, Deutsch (1973), in studies on conflict resolution, illustrates this point by examining conflicts in urban communities where space is limited and demand for space is increasing. To address this, policy alternatives such as creating underground car parks and public parks above ground can be seen as creative solutions. These options allow various groups within the community to use the space according to their needs, effectively resolving conflicts arising from competing space demands.

However, Olson (1965) posited that the occurrence of creative decision-making is infrequent, particularly within group settings aimed at producing public goods, which are characterized by their indivisibility and non-excludability. Public goods cannot inherently exclude individuals from benefiting once provided. In contrast to Deutch's (1973) perspective emphasizing collective action and conflict reduction in public parks, Olson (1965) contends that individuals are unlikely to contribute voluntarily to public goods. Instead, they tend to act out of self-interest, anticipating benefits without engaging in the production of public goods—a behavior commonly termed as free riding. However, Leaawell (1960) and Brever (1975) propose that creative decision-making can occur but necessitate a conducive atmosphere. They argue that decisions should not be made in isolation but should stem from seminars or brainstorming sessions involving diverse stakeholder groups. By enabling individuals with creative ideas to fully articulate their viewpoints, decision-making autonomy can be mitigated, thus discouraging free-riding behaviors that arise when stakeholders fail to actively participate in creating public goods.

In addition, Hogwood and Gunn (1984) and Dunn (1994) propose that decision-making involves exploring innovative and creative policy alternatives that are responsive to diverse needs across different groups of people. The notion of meeting needs finds theoretical grounding in Maslow's hierarchy of needs, where fundamental physiological requirements such as air, warmth, and food are indispensable for human survival. Failure to satisfy these basic needs impedes further progression towards higher-level needs, culminating in self-actualization—the fulfillment of one's true potential (Gwyne, 1997). Therefore, the process of addressing needs through policy choices involves providing guidelines to solve individuals' problems. When these

needs are effectively met, desires are fulfilled, and the underlying problems or needs are resolved (Kaufman and English, 1981; Witkin, 1984; Scriven, 1991).

According to Baker and Eckerberg (2013), policy formulation that emphasizes responding to needs must consider the specific groups of people and their capacity to benefit from the proposed responses. This aligns with Philips's (2003) assertion that recreation policy should aim to cater to the needs of all groups, although certain policy aspects may predominantly benefit particular groups—such as sports and recreation policies that primarily benefit young people while offering limited benefits to the elderly, despite the importance of the latter group as a target demographic. Therefore, needs-responsive policy formulation should extend beyond merely aligning with expectations and fulfilling hopes. It must also prioritize the diverse needs of various demographic groups when making policy decisions (McKillip, 1987; Worthen and Sanders, 1987).

In the context of identifying policy options suitable for decision-making by political officials, Marques (2014) suggests that policy options that clearly articulate desired outcomes and are comprehensively linked to goals aimed at resolving existing problems are more likely to be considered by decision-makers. Furthermore, such policies have a higher probability of success (Meehan, 1970). This approach is termed “goals-achieved alternatives”. Specifying the outcomes or goals of a policy can encompass potential policy outputs, policy outcomes, and ultimate policy impacts (March & Simon, 1993; Desmond, 2012).

Policy goals can be classified as either qualitative or quantitative. As mentioned, Hogwood and Gunn (1984) explain that quantitative policy goals are measurable outcomes, including factors such as time management, quality standards, and budget adherence. On the other hand, qualitative policy goals pertain to the broader impacts or side effects of policies on affected individuals, encompassing considerations such as equality, fairness, and social responsibility. While, Meehan (1975) similarly emphasizes the social dimensions associated with qualitative policy goals. The distinction between qualitative and quantitative goals is particularly useful in policy analysis, as illustrated by the example of emergency vehicle provision for heart disease patients. Quantitative analysis would assess the number of patients surviving emergencies, whereas qualitative analysis would focus on ensuring equitable access to

emergency services for individuals with heart disease.However, policymakers and decision-makers often prioritize quantitative goal-directed policy options over qualitative ones. Caputo (1975) highlights several limitations of qualitative goal-directed policy options, including challenges in measuring policy success comprehensively, insufficient testing for validity and reliability, and the recognition that social policy changes typically affect multiple areas simultaneously, leading to broader consequences beyond the immediate goal.

Also, Briglauer et al. (2015) further emphasize the importance of setting clear and achievable goals in policy formulation. They argue that policies lacking concrete, implementable goals risk being ineffective and directionless. For instance, a policy aimed at enhancing public happiness by allowing access to movies or entertainment may falter if it lacks practical measures and fails to incorporate theoretical or academic insights into policy design. Policy formulation must include specific goals and measurable outcomes to guide implementation effectively. It is crucial to differentiate between desired goals and undesired outcomes to develop preventive measures and optimize policy impact (Hogwood & Gunn, 1984). Such goals should align with citizens' welfare and be sufficiently appealing to decision-makers to ensure policy consideration (Onaran, 2016).

Policy decisions involve the actions of civil servants or authorized agencies in approving, modifying, or rejecting proposed policy alternatives. This process encompasses agenda-setting and decision-making within the policy-making framework (Goodacre, 1966; Logan, 1998; Brosius et al., 2019). While, Smalley (2005) suggests that legislative policy decisions hinge on the exercise of power to enact laws, typically executed through executive actions such as Cabinet resolutions (Atchison & Down, 2009). Also, Brettle (2017) distinguishes between policy decisions and routine decisions. Routine decision-making primarily focuses on the procedural aspects of policy implementation rather than the substantive content of policy texts. Therefore, policy decision-making involves the deliberation over final policy options following the selection of alternatives (Sylvan & Voss, 2010).

The process of policy agenda-setting does not necessarily involve the selection and evaluation of the best policy options or the most comprehensive policies deemed suitable for adoption by the executive and legislative branches (Morgenstern &

Montgomery, 1977). Instead, according to Hetherington and Larson (2010), the deliberative process within the policy agenda is influenced by political power, which dictates how policies are formulated, even if these policies may not be optimal choices. Consequently, policy decision-making entails determining which alternatives or policies are prioritized for formulation, with some policies receiving limited attention or conditional approval, potentially involving modifications to the policy texts (Howlett et al., 2009; Sylvan & Voss, 2010). However, John (2011) emphasizes that the policy disengagement process represents only one stage in the consideration of alternatives by the administration. Complete policy determination occurs when a policy is formally announced, such as through publication in the Royal Gazette, Cabinet policy statements, and similar official channels (Dahrendorf, R., 1981; Tan, 2017; Charteris & Smardon, 2018).

Policy decisions approved by the legislature are deemed legitimate as they undergo a process of institutional authorization within the country's political and administrative structure (Hanberger, 2003). This legitimacy is reinforced when policy decisions are made through clear and accurate procedures, signifying their validity. However, according to Anderson (1994), the determination of policy legitimacy and legality (legality) rests on the government's authority to define policies within the bounds of what is considered right and appropriate. Conflicts arise when government policies diverge from notions of appropriateness, potentially leading to public resistance (Horowitz, 1977; Keulartz & Leistra, 2008; Haines et al., 2008). Thus, Political officials must base their decisions on favorable conditions conducive to implementation. This includes assessing the internal consistency of policy options across various domains, incorporating public interests, acknowledging relationships with interest groups, and recognizing the necessity for policy (Hogwood & Gunn, 1984; Anderson, 1994; Bowen & Zwi, 2005; Mintz & DeRouen, 2010; Asaf, 2015).

Interconnection of the content is crucial for decision-makers to assess the feasibility of formulating a policy for implementation (House, 1976). When selecting policy options, decision-makers must consider internal consistency, which is rooted in the concept of categorical analysis. This analysis is guided by two fundamental principles of decision-making, including logical division and logical classification. The principle of logical division involves separating policy components that emerge

from diverse viewpoints and perspectives (Dunn, 1981; Dye, 1984; Nagel, 1986). Conversely, logical classification entails bringing together policy components based on their relevance or common purpose, a decision typically informed by the decision maker's knowledge of the policy landscape (Eyestone, 1971; Geston, 1983; Nagel, 1984).

In the view's Weale (2007), it argues that consistency within policy content is closely tied to addressing problematic situations included on the policy agenda. While, Royse (2001) suggests that individual policy elements combine to form a coherent set of interrelated policies. However, Singleton et al. (1988) contends that achieving consistency within policy content is challenging because it requires integrating relevant elements into a unified policy framework. Coherence, as defined by Mills (1959) and elaborated by Mark and Cook (1984), involves comparing sets of events or policy information to identify similar characteristics or patterns. This coherence is crucial for linking policy content effectively and transforming disparate elements into a cohesive set of policy options aimed at addressing specific issues (Hogwood & Gunn, 1984).

Therefore, analyzing policy options involves considering elements that influence policy decisions based on the criterion of consistency within the policy content. Decision makers prioritize selecting policies that are placed on the agenda to inform their policy alternatives. A critical consideration in decision-making is the degree of internal consistency exhibited by the policy across its various components. If the policy demonstrates consistent characteristics within each component, it can inform subsequent policy alternatives (Peter, 1983; Jann and Wegrich, 2007; Wayne, 2003).

The next consideration in determining policy alternatives is the relationship with interest groups. Policy formulation often hinges on the bargaining power exerted by various interest groups. During this bargaining process, values play a crucial role in determining which options are crafted into policy. Lobbying is a commonly employed method in this regard, with the outcomes of benefit negotiations materializing in the form of policies. Consequently, policy reflects the characteristics of the involved interest groups (Van Gigch & Kickert, 1987; Allwood & Selart, 2010). Policy decisions, taking into account relationships with interest groups, are

thus founded on political group theory, positing that political systems and policymaking are fundamentally decision-making activities within society. Consequently, human society emerges from conflicts among groups harboring divergent and often conflicting interests. When any interest group wields greater influence than others, it significantly impacts policy decisions, as argued by French (1983). Therefore, policy decisions often manifest as outcomes of power struggles among dominant groups. Contrary to this perspective, Linstone (1999) suggests that while governments may resemble political interest groups, policy decisions cannot solely favor aligned interest groups. Instead, opposing interest groups must also find support. This approach aims to maintain societal balance and ensure the government's survival.

According to Bentley (2016), interest groups are voluntary associations of individuals, but the relationships within these groups are often hierarchical. The pursuit of influence among these groups is crucial for maintaining a balance between them. Also, Truman (1951) similarly contends that human life cannot be lived in isolation; it necessitates group living, where people collectively pursue common actions based on shared interests. Human interactions within groups occur because individuals' interests align with those of the group. However, interest groups possess distinct characteristics compared to general groups. They involve interdependent activities among members, driven not only by common interests and objectives but also by shared viewpoints (Strysick, 2001). Consequently, interest groups are more challenging to form than general groups. Once established, however, these groups tend to share similar interests, goals, and attitudes, fostering stronger and more stable relationships compared to general groups (Kozlowski, 2002).

When interest groups engage in policy decision-making processes, the opportunity for these groups to negotiate with political parties for the acceptance of policy proposals increases. A common strategy employed by interest groups is to demonstrate that their claims align with the interests of other groups and the broader public. Policy decisions often reflect the objectives, desires, and interests of these groups, exerting significant influence on government policy decisions (Alexander, 2006). This characteristic underscores that interest groups are not necessarily government-affiliated entities; rather, they are powerful groups independent of

political parties but capable of effectively lobbying political officials to advance their group's interests (Kollman, 1998). However, according to King (1986), the influence of interest groups may be limited, depending on the political system and values of a country. For instance, in countries with a democratic form of government that emphasizes the supremacy of elected representatives, interest groups might have minimal influence in decision-making processes. In contrast, countries with a democratic and liberal ideology often encourage and enable interest groups to participate in government policymaking. Additionally, policymaking must account for balancing power among various interest groups while considering the collective interests of society as a whole (Beyers et al., 2013).

An essential factor influencing the decision-making process regarding policy options is the consideration of the public interest. This consideration is crucial as it demonstrates that democratic governance prioritizes the majority of people as stakeholders in policymaking (Cooper & Dhavan, 1987). Moreover, the consideration of public interest facilitates citizen participation throughout the policymaking process, from formulation to implementation, thereby shifting decision-making from solely the public sector to include public involvement (Arblaster, 2002). According to Didion (2011), the consideration of public interest is grounded in three key concepts. Firstly, public interest must benefit the general populace, ensuring that political officials, as representatives in a democratic system, allocate benefits equitably to the entire populace through policy decisions (Campbell, 2013). Secondly, public benefits should be distributed uniformly across all regions, avoiding favoritism towards areas where decision-makers have personal interests. Members of the House of Representatives, as representatives of the entire nation, should prioritize national interests over local ones (Weale, 2007). Lastly, the consideration of public interest must uphold human rights, as these rights are fundamental to human survival and should be respected without bias based on social background (Ivison, 2014).

The term “public interest” has many different perspectives from scholars. For example, Didion (2011) views public interest as something that creates results for the people of the nation. Whether Thai people within the country or abroad Both individuals with Thai nationality and certain minority groups who do not receive Thai nationality. If you were born and have lived in Thailand for a long time, you can be

considered Thai by default. In Thomson's (1987) view, public interest arises intending to be an action of the state that wants to satisfy the wishes of the majority of the people. The term public interest may have at least three forms, as Macho-Stadler and Pérez-Castrillo (1997) state. The first is material incentives, which are tangible rewards or rewards. The second is solidary benefits, often related to the socialization that comes from joining a group. And finally, there are Purposive benefits, which are related to ideological satisfaction. It has power over an individual, organization, or group. This form of benefit cannot be shared or exchanged. However, the meaning of the word “Public interest” in public law concerns the operation of the state over individuals. For the public benefits resulting from policies to achieve their goals, consideration of public benefits depends on the objectives of the policies, plans, projects, and activities of the government that must meet the needs of the majority of people (Trujillo, 2007).

The characteristics of consideration of public interest therefore have at least two principles. The first, in Rosenberg's (2003) view, is that consideration of public interest places importance on the psychological dimension, reflecting the needs of individuals. However, the needs of each individual or group of people cannot inherently include public benefits. The consistency of these needs transforms individual needs into collective needs when they align across a group. For this reason, any issue on which many people agree should be addressed, and such collective needs are therefore termed public interests. However, Thomson (1987) argued that if, at any time, individuals or groups of people perceive something as unnecessary or undesirable, it cannot be considered in the public interest. Therefore, public interest in this sense is distinct from private interest or group benefit. However, the consideration process to determine which benefits qualify as public benefits requires subjectivity. Interestingly, Kelly-Newton (1980) argues that identifying public benefits must be objective and often involves policymakers, legislators, parliament, and administrative courts.

The second feature involves consideration of public interest that emphasizes the human dimension of needs. When the state formulates policies, especially those for profit, such policy decisions often overlook the interests of the public or the majority of individuals. However, Peters (2014) suggests that if policies aimed at profit can

result in the creation of public services meeting the needs of the majority, then implementing such policies is termed activities serving the public interest. This reflects a clear public purpose in decision-making (Hupe & Hill, 2012). Therefore, consideration of public interest is deeply rooted in public law, emphasizing state activities in response to the needs of the majority. This differs from considerations of personal interests that aim to meet the needs of only a few individuals or specific target groups.

Another feature of decision-making by political officials is the necessity of the policy, rooted in the school of economic thought that emphasizes basic human needs. This concept emerges from the intersection of modernity theory and dependency theory, calling for an analysis of social feasibility and agency preparedness before policy formulation, including the mobilization of necessary resources to achieve policy implementation goals (Lang, 2004; Solway, 2010). According to Gleason (1961), basic needs represent a crucial focus on development that addresses the necessities of the people, distributing prosperity to targeted areas and enhancing the quality of life across all aspects of the country's population. Similarly, Jurek et al. (2018) argue that the necessity for policy arises from the premise that state action through public policy should aim to meet the basic needs of the population while considering academic feasibility and encouraging citizen participation in decision-making to reflect their genuine needs (Baldock, 2012; Dean, 2019).

The term “necessity” has prompted scholarly discussions regarding its relationship with the concept of “need”. In certain contexts, “demand” can be interpreted as a synthesis of meanings derived from the notion of necessity. According to Andress (2007), necessity denotes the desired state that emerges from an individual's circumstances and aspiration for a specific outcome. Identifying needs entails a comprehensive process of recognition, diagnosis, and selection aimed at addressing those needs. This process serves to bridge the gap between the current situation and the desired state. Furthermore, Maslow et al. (2000) have categorized necessities into distinct levels. Firstly, physical needs encompass essentials such as food, shelter, clothing, and medicine, critical for human survival. Secondly, safety needs involve the desire for protection from threats and the assurance of security in life. Next, belongingness and love needs relate to the yearning for affection and

respect from others. Subsequently, esteem needs entail the pursuit of recognition and admiration from peers. Lastly, self-actualization needs represent the pinnacle of human necessity, reflecting the pursuit of personal aspirations and fulfillment.

Reflecting on the discussion above, it becomes evident that necessities encompass the fundamental requirements for human life, encompassing both material and psychological needs essential for a normal and contented existence. The satisfaction of human needs contributes significantly to life contentment. Therefore, when we consider the term “necessity” within the context of policymaking, it signifies a gap in the current situation experienced by individuals. In this context, “problems” refer to public issues that are universally acknowledged as societal concerns requiring urgent and necessary solutions (Baldock, 2012; Dean, 2019). The resulting gaps from these circumstances create a demand for policy intervention. This need for policy action motivates decision-makers to formulate strategies addressing these issues (Lang, 2019; Solway, 2010). Conversely, when societal needs emerge, failure on the part of decision-makers to develop policies to address these needs can lead to dissatisfaction and potentially escalate into conflict. Public issues are perceived as inherent threats to the quality of life within a society (Vaux, 1997).

However, the decision-making process involved in formulating policies based on necessity must prioritize selecting policies that address fundamental human needs. Policies designed to meet these needs should carry a sense of urgency to effectively deliver public services to targeted groups (Leonard, 2010). While, Baumann (1998) suggests that decision-making based on necessity can be challenging due to varying perceptions of what constitutes a problem and the diverse needs of individuals. Individuals from different social backgrounds have unique experiences and perspectives, which influence the formulation of policies tailored to meet their specific needs. Additionally, ethnic groups may have differing attitudes toward certain issues, such as birth control. For instance, some cultures may perceive having children before marriage as acceptable, while others consider it a cultural taboo. Therefore, policy decisions must carefully consider the necessity and urgency of addressing these diverse perspectives. Decision-makers must identify consistent characteristics among target groups, understand their needs, and recognize the conditions under which they perceive certain issues as problematic.

2.5.3 Policy Implementation

Policy implementation is a scholarly field situated within public policy, encompassing several interdisciplinary domains such as public administration, organizational theory, and political science (Schofield & Sausman, 2004). The study of policy implementation emerged prominently around 1970, notably articulated in Pressman and Wildavsky's seminal work on implementation (1973). Subsequently, interest and scholarship in this area have expanded considerably. However, despite advancements, the efficacy of knowledge about policy implementation has demonstrated only moderate success. Moreover, Brewer and deLeon (1983) posit that one of the primary causes of unsuccessful policy implementation is the delay in executing policies. Contributing factors include deficit spending within the national budget, bureaucratic inefficiencies, and instances of corruption. These challenges collectively constitute what is known as the “implementation gap”. Bardach (1980) argues that implementation gaps are not novel occurrences and are observed across various policy domains. However, the fundamental issue persists in the lack of a comprehensive understanding of policy implementation processes.

The study of policy implementation is multifaceted, with scholars offering diverse perspectives. Hill and Hupe (2006) propose that policy implementation involves assessing whether policy goals align with perceptions of implementation, emphasizing the need to understand how policy goals correspond to actual outcomes (“Explain What Happens”) and their effects (“Affect What Happens”). In addition, Sabatier (1986) views policy implementation as the “missing link” between policy formulation and evaluation, highlighting its importance as a subject of study since the 1970s. However, Meter and Horn (1975) regard policy implementation as the collective actions of individuals or groups within an organization to achieve predetermined policy goals. This understanding is widely shared among academics, framing policy implementation as a process that translates principles, laws, court judgments, cabinet resolutions, executive orders, and related articles into actionable guidelines and activities. Scholars such as William (1975); Hargrove (1975); Nakamura and Smallwood (1980); Mazmanian and Sabatier (1981); Gerston (1983); Ripley and Franklin (1987) have contributed to elucidating the complexities of policy implementation through their research.

Activities related to policy implementation involve managing organizational resources, including personnel, budget, location, time frame, knowledge, and supportive tools, to facilitate coordination between the organization and policy objectives (William, 1975; Meter & Horn, 1975). Policy implementation is a process that occurs after organizational goals or directives have been established, relying on operational conditions to drive actual activities (Pressman & Wildavsky, 1973). However, Barrett and Fudge (1981) define policy implementation as the endeavor to produce policy impacts, which involve creating changes in individuals, organizations, and society. In contrast, Ripley and Franklin (1986) emphasize a model focused on the process that enhances organizational functioning within policy implementation studies. To ensure policy goals are achieved, policy implementation activities must satisfy at least five conditions derived from various studies, including policy characteristics, resource support, law enforcement, communication, and organization improvement (Saisombut, 2006; Tsendjav, 2011; Chompucot, 2011; Bempah, 2012; Taweekaew, 2014; Wechaporn, 2016; Ali, 2017).

Key conditions for successful policy implementation include the clarity and relevance of policy attribute. Public policies should clearly articulate their objectives and be directly linked to addressing specific policy issues, thereby enhancing the likelihood of successful implementation (Van Meter & Van Horn, 1975; Ingram & Mann, 1980; Chompucot, 2011). According to Van Meter and Van Horn (1975), public policies must incorporate precise and consistent standards to guide practitioners effectively. Policies that establish clear objectives provide practitioners with essential direction (Anderson, 1994). Understanding the clarity and relevance of policy objectives in addressing the problem is crucial for assessing implementation success. Policy implementation is an iterative process influenced by practitioners' engagement and interest in achieving desired outcomes (Rein, 1983). The clarity of policy objectives is particularly significant as it impacts both the implementation process and the accuracy and consistency of policy outcomes (Van Meter & Van Horn, 1975; Rein, 1983).

According to Sabatier and Mazmanian (1980), achieving clarity in policy objectives involves several essential conditions as follows 1) articulating clear primary objectives for the policy; 2) ensuring adequate resources and personnel to

support goal attainment; 3) assigning tasks to policy leaders that align with their potential and awareness; 4) delineating responsibilities to facilitate successful coordination among policy leaders; and 5) providing clear operational guidelines to guide decision-making processes. Similar ot Hambleton's (1983) study, it is underscored the importance of policy content clarity and internal consistency for effective policy implementation. However, unclear policy objectives can adversely impact implementation outcomes. Rein (1983) highlights that setting measurable objectives is crucial for evaluating implementation outcomes. Policy uncertainty may decrease practitioners' awareness of implementation processes and lead to conflicts among policymakers due to competing interests, which can disrupt policy implementation. Additionally, studies by Pressman and Wildavsky (1973) and Pounder (1995) emphasize that successful policy implementation depends on clear and accurate information conveyed to practitioners, ensuring their understanding and effective utilization of the received information (Smith, 2005).

However, Sabatier and Mazmanian (1980) emphasize that policy characteristics conducive to successful implementation must align closely with the problem at hand. The relevance of a policy to its associated problem necessitates a conceptual framework rooted in theory to analyze underlying causes and potential solutions. Establishing connections between social and contextual conditions is crucial for effectively diagnosing problems and identifying viable solutions. The absence of a theoretical foundation for analysis often leads to inaccurate conclusions, resulting in policies that fail to address societal issues (Ingram & Mann, 1980). This issue is illustrated by Pressman and Wildavsky (1973) in their examination of the Oakland project, which aimed to create job opportunities for disadvantaged groups. Despite the project's economic focus, it overlooked critical social issues affecting these groups. Consequently, the project's outcome fell drastically short of its target of creating 3,000 jobs, achieving only 200 jobs in reality. This disparity underscores how policies rooted solely in economic considerations may overlook vital social factors, undermining their effectiveness in addressing complex social problems such as unemployment.

For resource support or engagement, Weiss (1993) emphasizes that resource support is a fundamental input for policy operations. This perspective is echoed by

Van Meter and Van Horn (1975) and Cheema and Rondinelli (1983), who assert that adequate resources are essential for effective policy implementation. Similarly, Pressman and Wildavsky (1973) also underscore the importance of policy resources for successful implementation. Thomas (1981) further specifies that resources encompass personnel, budgetary allocations, infrastructure, mechanisms, and tools, all critical for policy success. According to Minsky (1975) and Ozbas (2005), resources for policy implementation can be categorized into financial resources and technical resources. Financial resources provide the necessary funding and support tools required for operations. Sabatier and Mazmanian (1980) and Goggin (1986) emphasize the significant impact of financial resources on policy success, a view supported by Van Meter and Van Horn (1975) who argue that policymakers must secure resources for effective administration alongside policy goals. Also, Rahman (2008) finds that resource support plays a pivotal role in successful policy implementation, with policy activities requiring financial backing to advance towards achieving policy objectives. Moreover, the appropriate utilization of resources is essential for effective policy implementation (Saisombut, 2006).

Technical resources play a vital role in enhancing the capacity and effectiveness of policy implementation. These resources encompass materials, equipment, workspaces, manuals, computers, and related technologies (Corcoran & Goertz, 1995; O'Day et al., 1995; Garmoran & Morrett, 2000). Rahman (2008) highlights those technical resources, such as computers and modern technology, significantly contribute to the effectiveness of policy implementation, particularly in educational policies. However, insufficient or inefficient utilization of resources can lead to implementation challenges (Titumir & Hussain, 2004). Not only, Hinton's study (2006) identifies personnel shortages as a critical issue affecting justice system development, often resulting in practitioners lacking essential knowledge about their responsibilities. But also, AloSilver and Skuja-Steele (2005) note that resource scarcity, particularly inadequate funding for treatment organizations, can hinder operations. Furthermore, Kleymenov and Erokhin (2018) categorize operational problems and obstacles, including management issues, personnel shortages, budget constraints, and the deterioration of monitoring and evaluation systems. Insufficient

budget directly contributes to personnel shortages and limits experience within the workforce.

Another critical condition for effective policy implementation is law enforcement, which refers to the state's action to regulate people's behavior within acceptable societal norms without causing harm beyond acceptable limits. The concept of law enforcement is rooted in the philosophy of social control, aiming to manage behavior that may lead to wrongdoing or societal harm. According to Meltzer and Hopper (1982), law enforcement involves the state using legal measures to control behavior and safeguard citizens' interests based on principles of public law governing state authority over individuals. This excludes private laws regulating relationships between citizens. Similarly, Kelly (1999) suggests that the state assumes a mandate to appoint officials responsible for maintaining peace, order, and citizen welfare in strict adherence to legal principles. Sampson et al. (2006) emphasize the importance of unbiased law enforcement conducted according to the rule of law, ensuring equitable treatment without prejudice.

Law enforcement serves as a crucial mechanism to control wrongdoing; however, achieving peace and safety requires widespread adherence to and respect for the law by individuals. Furthermore, law enforcement officials or government agents must implement policy measures against offenders fairly and equitably (Kleymenov & Erokhin, 2018). To ensure effective law enforcement, it is recommended to establish decisive and fair measures. Upholding the principles of the rule of law is fundamental in a democratic system, promoting coordination among legal norms, order, and fairness (Kessler, 2007; Rybakov, 2019).

Another important feature of policy implementation is that Abbot et al. (2005) and Salmon and Rapport (2005) assert that communication is a key factor that facilitates collaboration among various organizations, both internal and external. Having a coordination structure that enables easy communication and maintaining continuous channels of communication between working groups are seen as beneficial for inter-departmental work. These conditions are considered essential for effective communication (Frost and Lloyd, 2006; Lessard et al., 2006). Highly effective communication can utilize information technology systems to be more convenient and faster (Sloper, 2004). However, Sloper (2004) notes that communication problems

can occur at all levels of work in many organizations, especially due to the lack of clear communication channels. Low levels of cross-organizational communication can threaten the success of working across organizations.

For communication to be effective, Scheirer (1981) stated that there must be contact between personnel at both lower and upper levels within the same organization to achieve a common understanding. This contact creates an opportunity for successful implementation. Communication generally occurs through written notes, which serve as a useful means of formally establishing personnel compliance with their responsibilities (Scheirer, 1981). Communication fosters connections among work units and can take various forms, such as writing reports, recording information, or engaging in direct conversations (Galbraith, 1973; Galbraith & Nathanson, 1979). However, written communication is considered the most basic level of communication in work settings. Moreover, Goggin et al. (1990) developed a communication model focused on the relationships between government organizations at the executive and worker levels. Subsequently, Birkland (2005) studied the patterns of these relationships, delving deeper into issues of decision-making, acceptance, and implementation. The study results consistently show that successful policy implementation requires clear communication and allocation by a reliable agency, with policy leaders receiving adequate resources and support from a dedicated working group (Pickrel, 1960; Cascio, 2003). Simultaneously, when policies are put into practice, organizations must accept and adapt to them through innovation and learning (Goggin et al., 1990; Birkland, 2005).

In Minberg's view (1979), another condition facilitating policy implementation is organization improvement. The term “organization” in management refers to dividing work into parts to avoid duplication. Goals must be set to provide workers with clear direction (Dale, 1965). In Pfiffner and Sherwood’s (1960) perspective, it is described an organization as a group of people with assigned roles and responsibilities, working together in a coordinated manner toward common objectives. In summary, an organization is a collaboration of two or more people, where work nature must be clearly defined, and goals established to ensure work efficiency. Workers in an organization generally may not have direct contact but can coordinate their work through various channels (Hick, 1967). However, globalization

has prompted changes in work styles, particularly in service industries. Organizations have improved to enhance operational efficiency, while simultaneously meeting the needs of service recipients (Minberg, 1979; McLaughlin, 1987; Goggin et al., 1990).

The organizational improvement is important and often necessary. Koontz and Cyril O'Donnell (1961) define organizational improvement as the process of changing and modifying existing conditions to enhance effectiveness. This includes eliminating aspects that do not benefit the organization to create a more orderly operating environment. Williams (1975) emphasizes that organizational improvement involves changing the structure of an organization to align with its objectives and evolving environments. In the context of government agencies, Koontz and Cyril O'Donnell (1961) describe government organizational improvement as reforming administrative systems (administrative reorganization or administrative reform) to transform bureaucratic models and enhance operational efficiency. Government departmental improvement efforts may target the entire system or specific key departments. Organizational improvement involves changes in objectives, authority, and duties to streamline rules and regulations and promote progress and efficiency.

Organizational improvement is indeed one of the challenges that organizations must confront. Bennis (1969) observed that difficulties in organizational change arise unexpectedly due to factors such as organizational size, the needs of service recipients, and the political environment of the locality. Also, Drucker (1995) and Daun (1997) noted that although organizational improvements aim to enhance efficiency, internal growth within the organization may not align with these changes. Bureaucratic structures, in particular, often contribute to delays and inadequate responsiveness to organizational needs, which are essential for survival and effective management. According to Williams (1975), successful policy implementation through organizational improvement depends on several factors, including appropriate operational structures, sufficient resources (budget, staff, technology, equipment), flexibility in inter-agency coordination, and capable organizational leaders who can effectively assign roles and responsibilities. This is consistent with Lick's study (1999), which highlighted the importance of training, budget allocation, recruitment practices, and counseling as tools for improving organizational efficiency in service delivery.

2.5.4 Public Policy Evaluation

Public policy represents the operational backbone of government, encompassing all sectors and involving policymakers who design and implement policies to achieve tangible outcomes (Woll, 1982; Colebatch, 2009). The results of policies may align with their objectives or deviate from them, leading to expected or unexpected outcomes. Additionally, policies can give rise to unintended consequences, generating new public challenges (Godine, 2013). Consequently, this feedback—whether indicating success or failure—becomes critical information for policymakers. It informs policy refinement and ensures more comprehensive implementation (Lynch, 1999). However, Rassi and Freeman (1993) and Anderson (1994) emphasize the importance and necessity of evaluation in assessing operational effectiveness and resource allocation within policies. Evaluation involves scrutinizing processes, outputs, results and impacts to gauge the extent to which policies achieve their intended goals. This information empowers decision-makers to determine the continuation, modification, or termination of policies, thereby fostering informed governance and policy development (Rutman, 1980).

However, the definition of the term “Evaluation of public policy” varies among scholars depending on the scope of their respective fields of study. Owen (1973) contends that evaluation is the process of data collection that is useful for making informed decisions. Evaluation in this sense involves systematically analyzing data. Patton (1990), on the other hand, regards evaluation as the activity of data collection about the activities, characteristics, and outcomes of a project to reduce uncertainty and improve project effectiveness. Additionally, Posavac and Roymond (2003) assert that policy evaluation involves assessing whether a policy is necessary to maintain and to what extent it is being implemented as planned. Anderson (1994) views evaluation as a process of assessing the effectiveness of policy implementation against predetermined policy objectives, with evaluation occurring at each stage of the policy process. In this context, evaluation aims to answer questions about policy necessity, implementation strategies, and outcomes.

However, differing perspectives on evaluation exist within academia. Lipsey (1990) posits that evaluation is a process aimed at engaging target groups involved in understanding and accepting policy outcomes, thereby generating interest among

stakeholders. This definition underscores the importance of usability (Trochim et al., 2009). Moreover, John (2011) further suggests that evaluation results influence authorities' decisions on resource allocation, emphasizing that policy evaluation involves measuring operational outcomes against established policy goals. These outcomes encompass products, results, and impacts. The identification of appropriate evaluation criteria depends on the necessity of utilizing them for policy development and enhancement.

The foregoing discussion highlights the diversity of methods available for conducting policy evaluation, which is contingent upon the need for information (Suchman, 1987; Poister, 1987). This diversity results in various forms of policy evaluation that assist decision-makers in understanding the efficiency and effectiveness of policies (McLaughlin, 1975; Mercier et al., 2000; Vedung, 2008). However, evaluating the extent to which a policy achieves its intended outcomes requires consideration of at least three criteria as follows policy goals (Owen & Roger, 1999; Kusek & Rist, 2004; Vedung, 2008), public benefits (Guba & Lincoln, 1989; Lipsey, 1997; Donaldson & Lipsey, 2006), and competency of fixable organization (Chelimsky, 1989; Stufflebeam, 2001; McLaughlin & Jordan, 2004).

The primary criterion for evaluating public policy is the policy goal, rooted in experimental evaluation research (Walker, 1982) with the fundamental premise that evaluation involves determining actual objectives (Alkin, 2004). Policy goal-based evaluation criteria focus on assessing goal achievement, which entails measuring whether the outputs align with policy objectives (Guba & Lincoln, 1981). According to this perspective, outcome-focused evaluations emphasize the content, outputs, and outcomes of policies while minimizing attention to steps or processes (Doctor & Wokutch, 1980; Stufflebeam, 2001; Donaldson & Lipsey, 2006). Vedung (2008) further delineates goal-directed policy evaluation into two parts. Firstly, understanding the policy goals. Secondly, assessing the extent to which these goals have been achieved in practice.

Regarding the emphasis on evaluating policy goals, Vedung (2008) highlights that measurement criteria underscore the importance of citizen involvement, as policy originates from the parliamentary process driven by decisions made by the people. This process, combined with formal regulatory systems, enhances policy legitimacy.

Objective evaluation assesses the extent to which citizen-driven policies can be implemented by political and administrative bodies to achieve their goals, often influencing subsequent elections (Lipsey, 1997; Dahler & Larsen, 2006). However, Guba and Lincoln (1981) caution against an excessive focus on goals, which may overlook associated costs (financial, temporal, and manpower-related). Similarly, Doctors and Wokutch (1980) note that while objective evaluation promotes clear research methodologies, relying solely on objective criteria may obscure whether a policy will achieve its intended goals. Vedung (2008) further suggests that criteria for assessing policy objectives should primarily consider achieved outcomes, recognizing that unintended consequences or side effects can occur. Thus, this type of evaluation may overly emphasize successful outcomes while disregarding other outcomes.

The next evaluation criterion is public benefits. The aim of this criterion is based on the interest of those who benefit from and are affected by the policy. Such criteria arose to complement the view of evaluation that focuses only on predetermined objectives (Nannally & Wilson, 1975; Weiss, 1977; Donaldson, 2003; Dahler-Lasen, 2006). The public interest focus combines the policy's orientation towards service recipients and stakeholder groups. Therefore, public interest is an outcome that affects all groups of citizens (Vedung, 2008). Furthermore, the foundation of such evaluation criteria supports citizen participation within a democratic regime that cannot exclude citizens from public services (Guba & Lincoln, 1981). Therefore, acceptance of the diversity of values shared by both agreeing and dissenting citizens has become a criterion that is often widely used in policy evaluation (Vedung, 2008).

Moreover, according to Guba and Lincoln (1981), the emergence of any benefit requires a response or action from those involved in the policy. Each type of policy has stakeholders who interact, negotiate, and receive benefits from the policy, as Vedung (2008) views public benefits as things that benefit the majority of people or society as a whole. Caputo (1975) believed that policy evaluation based on public interest criteria would easily gain acceptance because the policy provides benefits to all groups. Kollman (1998) classifies the benefits received from the policy into three types. The first type is direct benefits, which result from the policy goals and accrue to groups that should receive benefits as important stakeholders of the policy (Guba

and Lincoln, 1981). The next type is indirect benefits, which occur for stakeholders who are directly related to the beneficiaries. Such benefits may occur in addition to the stated policy goals (Stufflebeam, 2001). Additionally, Guba and Lincoln (1981) and Vedung (2008) suggest that another benefit accrues to groups that are not policy stakeholders but are involved in the policy, such as those providing services according to the policy. They benefit from the budget allocated to provide services, although they are not the budget providers or the leaders of policy implementation (Stufflebeam, 2001).

However, public policies in some cases may have negative effects on certain groups of people, as Caputo (1975) indicated. Policies that impact specific groups often involve considerations of resource allocation, such as inheritance tax collection policies, agricultural land reform, or asset confiscation from drug producers and distributors. Formulating such policies can be time-consuming due to widespread opposition and the interests of those who benefit or are affected (Helboe Pedersen, 2013; Kotler et al., 2016). Moreover, according to Guba and Lincoln (1981), in cases where policies fail to create public benefits, the outcomes can adversely affect at least two groups of people. The first group includes individuals who do not receive benefits from the policy while still experiencing losses due to its implementation or failure. The second group comprises individuals who lose benefits because they are prevented from receiving them under the policy (Bernstein, 2000).

Therefore, the public interest criterion should be integral to policy evaluation. Apart from focusing on stakeholder groups involved in policy implementation, Stufflebeam (2001) highlights the strength of these assessment criteria in studying the primary interests that stakeholders are concerned with and seeking information about. Additionally, these criteria help fill gaps in evaluation by aligning with policy goals, as emphasized by Guba and Lincoln (1981), who stress examining the reasons, background, processes, and outcomes experienced by individuals involved in a project or policy. Similarly, Vedung (2008) underscores that these criteria facilitate participation from all stakeholder groups, allowing consideration of outcomes whether they align with set targets or not. It's important to note that both Guba and Lincoln (1981) and Stufflebeam (2001) acknowledge that involving numerous stakeholder groups can lead to time inefficiencies and a low likelihood of consistent findings,

potentially hindering policy progression (Chelimsky, 1989; Donaldson & Lipsey, 2006; McDavid & Hawthorn, 2006).

The final policy evaluation criterion pertains to the competency of fixable organization. According to Meehan (1975), this criterion is linked to the institution or organization's performance, indicating the agency's capacity to manage projects, foster organizational development, involve relevant agencies, and engage target groups in policy decision-making processes, planning, and project management. This involves improving work methods to facilitate policy implementation (Hall & Hord, 2005; Menzel, 2007; Oxenbury, 2013). In Owen's view (1973), It is suggested that evaluation frameworks utilizing flexible competency criteria focus on assessing the organization's ability to implement the policy effectively. The emphasis is on evaluating how adaptable the organization's capacity is, including leadership and vision of organizational leaders, organizational structure, personnel management, resource allocation, and the knowledge and understanding of personnel involved in driving policy success (Popham, 1975; Posavac & Raymond, 2003). Also, Guba and Lincoln (1981) advocate for using agility criteria in organizational competency evaluations to assess the organization's competency level and identify areas for improvement. Conversely, Owen (1973) highlights that if an organization lacks the competencies necessary for policy implementation, issues with leadership and engagement become challenging to resolve. This deficiency can create internal operational problems and hinder the organization's ability to respond effectively to external needs.

According to Meehan (1975), organizational competency flexibility can be achieved through changes in the structure of policy implementation. The organization must design its structure to suit the type of policy being implemented. For instance, Leonard's (2010) study on basic education development policies in many countries revealed that centralized policy implementation structures hinder innovation and quality development in education due to excessive centralization of power, which restricts operators from effectively responding to student needs. Similarly, Solway (2010) found that the Sufficiency Economy Policy, despite being a top-down approach, lacked continuity and failed to achieve policy goals. As a result, improvements were made to organizational structures to emphasize horizontal

organizations that empower local government entities. Thus, Hupe and Hill (2012) argue that policies should aim to enhance organizational competency agility by promoting changes in organizational and policy structures toward decentralization. They stress that assessing an organization's competency should go beyond theoretical debates of centralization versus decentralization (Wildavsky, 1964; Lindblom, 1968; Daron & Robinson, 2012). Highly agile organizations exhibit minimal external hierarchy and possess interconnected internal working mechanisms. They leverage information systems that facilitate fluid communication and decision-making, allowing for adaptable work operations in response to changes (Wildavsky & Pressman, 1973; Dye, 2012).

2.6 Related Research Findings

Bhongsvej (2009) conducted a study on promoting equality between men and women in the public sector, analyzing the public policy process. The objective was to examine the processes and environments influencing the formulation of gender equality policies in government agencies, as well as the implementation of these policies. The study aimed to provide recommendations for enhancing policy formulation and implementation efficiency and effectiveness.

The study results revealed that the Gender Equality Policy emerged during a Policy Window when government agencies sought to establish mechanisms supporting their commitments to the United Nations regarding complaints of gender-based discrimination. Consequently, policy advocates leveraged this opportunity to highlight the issue. Regarding policy implementation, it was found that workforce attitudes play a crucial role in implementing gender equality policies, shaped by values associated with desirable civil service. A notable challenge identified was the attitude of civil servants who lacked understanding of the issue and failed to recognize the link between good performance and gender equality.

For academic proposals related to public policy, the study emphasized the inseparability of the two processes. Despite involving different actors within the public policy process, what binds these processes together are the varying mindsets and perspectives of those involved, which can influence each other. Therefore, it is

crucial to develop effective public policies that clearly define issues and goals, foster acceptance through participatory communication methods, establish robust management systems, and engage social organizations in driving and monitoring policies to achieve their objectives.

Siripongtuksin (2010) conducted a study on political battles in the public media policy process, aiming to analyze the political conditions surrounding public communication policy, particularly the transition from free television to public television. The study focused on the role of interest groups and social movements in this policy process, employing theories of resource mobilization and social movements.

The study found that the UHH Television Station, which was returned to the Office of the Permanent Secretary of the Prime Minister's Office after a contract cancellation, was transformed into a public media outlet to address the government's communication needs. However, the public policy process still offered limited opportunities for participation due to short periods allocated for public input. Although interest groups participated in the public hearing process to advocate for public media policy, this occurred within a democracy-deficient environment. Consequently, social movements did not stem from civil society needs; instead, they were driven by elite groups who perceived themselves as having power and influence, particularly in political bargaining within the policy process.

Therefore, effective policy implementation necessitates greater civil society participation to foster genuine acceptance of public media policy aligned with the people's needs.

Kahaban (2014) conducted a study on social capital and participatory public policy processes as tools for local community development. The study aimed to apply the concept of social capital and participatory public policy processes to foster community self-reliance—the ability to determine development directions and solve community issues autonomously.

The study identified eight approaches for integrating these concepts into community development. Firstly, the development of an integrated social capital database system was proposed, consolidating information on health, education, and local wisdom to create a comprehensive map of social resources. This database could

serve as a platform for knowledge dissemination and elevate local issues into policy agendas. Secondly, the selection of policy issues based on social capital data was recommended, focusing on areas where community-driven solutions have been successful. Thirdly, policies were suggested to be developed based on community ways of life, fostering shared learning within the community to address problems in alignment with local norms. The study also emphasized organizing systematic community forums through participatory processes, facilitating stakeholder cooperation to decide on community development guidelines. Additionally, policies could be implemented through various channels such as Subdistrict Administrative Organization plans and local health insurance funds, leveraging existing resources for effective execution. Furthermore, the study highlighted the importance of community participation in policy implementation, encouraging collaboration among multiple parties to execute community-driven plans. Policy evaluation was also emphasized with a focus on social capital development, considering the social dimensions that emerge from policy implementation and incorporating external feedback into the evaluation process.

Finally, the study recommended utilizing community media platforms such as radio, public relations signs, brochures, and religious activities to publicize policies and initiatives, enhancing community awareness and engagement. These approaches collectively aim to empower communities by leveraging social capital and participatory processes to drive sustainable development and address local challenges effectively, ultimately fostering community self-reliance and autonomy in development initiatives.

Phocharueang (2014) conducted a study on developing a participatory public policy process to address climate change, focusing on the Ku Tao Subdistrict Municipality in Hat Yai District, Songkhla Province. The study aimed to understand the context of climate change impacts in the area and develop collaborative public policy strategies to mitigate these impacts. The study revealed that climate change has been causing floods and storms 1-2 times per year for over 30 years, leading to significant damage to ecosystems and human livelihoods. Rising sea levels have exacerbated coastal erosion and saltwater intrusion, while droughts have also inflicted substantial harm on the community. In response to these challenges, the community

formulated a set of strategies across five dimensions, including water resource management, health promotion, environmental management, livelihood promotion, and community-based governance. These strategies were then integrated into the decision-making process through meetings of the council comprising 12 sub-district community organizations. The aim was to implement quality-of-life development plans and community initiatives to combat climate change in the Ku Tao sub-district from 2013 to 2016. Subsequent evaluations of the implemented plans were conducted to refine and improve future strategies.

An essential condition highlighted in the policy process was coordination, emphasizing transparent and participatory community management. Effective formal and informal communication channels were deemed crucial for successful policy implementation and community engagement. Overall, the study underscores the importance of inclusive and collaborative approaches in developing public policies to address complex challenges such as climate change, emphasizing the necessity of coordinated efforts, transparency, and active community involvement for meaningful and sustainable outcomes.

Nunil and Eakvarangkol (2012) conducted a study on the public policy process aimed at improving the quality of life for children and youth. The objective was to assess risky behaviors and associated life costs, along with developing a model for enhancing the well-being of children and youth. Through the use of Participatory Action Research, the study identified prevalent risky behaviors among children and youth, including lack of exercise, smoking, and unprotected sexual activity. These behaviors incurred substantial emotional and familial costs, such as diminished warmth, safety, love, and care within family relationships, along with a diminished sense of personal identity and empowerment.

The study proposed a method for capital development among children and youth involving four key steps. Firstly, the process began with policy setting, establishing collaboration with local government organizations to gather community-specific data on children and youth, analyzing root causes of issues through surveys, and conducting community forums to engage stakeholders. Following this, the study recommended the implementation of policies to promote and support child and youth development within the community, based on the analysis of policy options.

Policy evaluation was identified as a crucial step, aiming to measure progress toward improving life costs, particularly by encouraging creative and positive behaviors among children and youth. Operational process evaluations highlighted the need for policy dissemination and expansion of successful results to neighboring areas, with the allocation of resources to support additional projects and initiatives.

Lastly, the study emphasized the importance of policy dissemination and network expansion. Successful policy implementations served as catalysts for extending impact across districts and provincial boundaries, fostering collaborative networks to guide child and youth development initiatives effectively. This integrated approach underscores the significance of inclusive policy development, implementation, evaluation, and dissemination in addressing challenges and enhancing the quality of life for children and youth within communities.

Jarenpanit (2015) conducted a study on the application of participatory public policy processes in developing a green university at Pibulsongkram Rajabhat University in Phitsanulok Province. The objective was to apply the participatory policy process (Participatory Action Public Policy) to enhance the university's development.

The study highlighted that participatory policy development was shaped by social processes encompassing intellectual, social, and moral dimensions. It involved various stakeholders including faculty, students, staff, community members, government and private organizations, and university administrators. These stakeholders engaged in collaborative exchanges, shared learning experiences, and expressed diverse perspectives. This inclusive approach aimed to foster solidarity and a sense of ownership among stakeholders in the policy development process.

From these collaborative efforts emerged three key policy options. Firstly, a policy focused on promoting awareness and fostering a strong commitment to driving participatory policies for a green university. Secondly, a policy aimed at developing and enhancing the university's physical infrastructure to ensure environmental sustainability. Lastly, a policy designed to establish a knowledge-sharing network within the organization, while also nurturing leadership capabilities to effectively implement these policies.

The study underscored the importance of creating an environment conducive to knowledge exchange through practical engagement (Interactive Learning Through Action) to facilitate the successful deployment of participatory policy processes. This hands-on approach is vital for ensuring the appropriate application of policy strategies and achieving meaningful outcomes in the development of a sustainable university. By fostering collaborative partnerships and leveraging diverse perspectives, universities can effectively advance toward green and sustainable practices that benefit both the institution and the broader community.

Chusok et al. (2016) conducted a study on the public policy process in the development of Hat Yai City to examine the city's development policies between 1977 and 2015 and understand how these policies were translated into practice. The study identified two distinct periods in Hat Yai's policy evolution as follows. The first period spanned from 1977 to 1995, predating its municipality status, and the second period from 1996 onwards, following its elevation to municipality status.

During the initial period (1977-1995), policies were significantly influenced by the National Economic and Social Development Plans No. 4 and No. 5 (1977-1986). The public sector played a prominent role in policy formulation and implementation during this time. However, public participation and community involvement in policy implementation were limited, and cooperation from the people was not as extensive as desired.

Following Hat Yai's municipality status in 1996, there was a notable shift towards increased public involvement in policy decision-making. The study highlighted the growing recognition among citizens of their stakeholder role in policy implementation. The municipality actively engaged the community by establishing forums for wide-ranging opinion expression and leveraging information technology as a communication channel to disseminate development-related news and updates.

This increased public participation and engagement resulted in heightened awareness among citizens regarding their ownership and role in driving the public policy process. By embracing greater inclusivity and transparency, Hat Yai was able to empower its residents and enhance the efficiency and effectiveness of its policy implementation efforts. The study underscores the significance of citizen engagement in policy development and implementation, demonstrating how public participation

can contribute to more responsive and accountable governance in urban development contexts.

Srisutham (2016) conducted a study focused on the public policy process as outlined in the National Health Act of 2007, with a specific emphasis on reviewing essential tools used in health-related policymaking and examining how collaborative efforts with social organizations strengthen policymaking processes. The study was conducted in the northeastern region of Thailand, using it as a case study context. The National Health Act of 2007 is centered around the goal of fostering a "healthy society" characterized by three key elements, including physical health, mental well-being, and societal intelligence. The study identified several critical tools employed to advance this multifaceted strategy. Firstly, the Health Assembly emerged as a crucial mechanism for policy development and decision-making, drawing participation from a diverse range of agencies. For instance, the Mukdahan Health Assembly focused on border economic zone management, while the Ubon Ratchathani Health Assembly aimed to establish an organic farming city.

Secondly, the study highlighted the importance of the Health Impact Assessment (HIA) as a tool to predict potential health impacts and devise preventive measures through policy implementation. Examples included Community Health Impact Assessments (CHIA) conducted in specific subdistricts such as Kho Watchathon in Surin Province and Phon Sawang in Nong Khai Province. Additionally, the Health Constitution was identified as a critical tool for setting out development policies and strategies, often referred to as the "Area Health Constitution." Lastly, the study emphasized the role of the "Weavers of Power for Participatory Health (NSS)" group, which acted as a connector, facilitating collaboration among various agencies to work together towards creating a healthier society.

These tools collectively play a pivotal role in engaging stakeholders, promoting collaboration, and fostering inclusive policymaking processes aimed at creating and sustaining a healthier society. By leveraging these tools and fostering partnerships with social organizations, policymakers can enhance the effectiveness and impact of health-related policies, aligning with the overarching goals of the National Health Act of 2007 to promote comprehensive well-being across Thailand's

communities. The study underscores the importance of participatory approaches and interdisciplinary collaboration in advancing public health agendas and addressing complex societal challenges related to health and well-being.

Phundeamvong (2016) conducted a study on the process and participation in driving public policy regarding housing within the Four-Region Slum Network. The study aimed to analyze how public policies are driven and the extent of participation among network members. The study identified four main approaches used to drive public policy within this context. Firstly, there is a strategy of grouping and negotiating policies, where communities within the Four-Region Slum Network coordinate to collectively negotiate with political parties and relevant agencies. This involves organizing gatherings, and campaigns, and submitting letters to advocate for the establishment of a working group comprising network representatives, government officials, and stakeholders to address housing issues. Secondly, the study highlighted the creation of pilot projects to present policy options to the government. For instance, developing canal-side communities to promote order and sustainability, demonstrating to relevant agencies that people living along the canal can coexist with the ecosystem without causing harm. The third approach involves creating public spaces for social engagement. The Four-Region Slum Network organizes participatory processes to develop policy proposals, including academic forums with scholars and using mass media platforms to highlight social issues that require attention and resolution. Lastly, the study emphasized social movements as a means to generate public interest and support on housing issues. Campaigns such as marches organized by the Kalasin Assembly of the Poor and opposition movements against projects such as the Ban Krut-Bo Nok power plant are examples of such mobilization efforts.

Regarding the level of participation among Four-Region Slum Network members in driving public policy on housing, the study found a high overall level of engagement. This conclusion was supported by interview data and empirical evidence gathered during the study. In summary, Phundeamvong's study sheds light on diverse strategies employed by the Four-Region Slum Network to drive public policy on housing. These approaches not only demonstrate active community participation but also underscore the importance of collaborative efforts and social mobilization in

advocating for policy changes that address housing challenges faced by vulnerable populations.

Nunil et al. (2017) conducted a comprehensive study on the process of developing a healthy public policy with the specific goal of making Trang Province smoke-free. The study aimed to establish a model for developing effective public health policies conducive to achieving this objective within the province. The study identified and outlined six key steps in the public policy development process. Firstly, the researchers emphasized the importance of coordinating the Provincial Tobacco Consumption Control Network. This involved engaging relevant agencies such as Trang Hospital and advocacy organizations to communicate the objectives and aims of driving Trang Province towards a smoke-free status. Secondly, a specialized team known as the "Trang Provincial Alcoholic Beverage and Tobacco Control Committee 2014" was established to lead tobacco control policies. This committee operated at both provincial and local levels, ensuring comprehensive coverage and responsibility across different geographical areas within the province. A critical aspect of the study involved surveying perceptions of tobacco control laws among the public, highlighting areas of awareness and potential gaps. Notably, the research revealed a need for increased awareness within government buildings regarding smoke-free regulations. Following this assessment, the researchers proceeded to set the agenda for provincial tobacco control measures, emphasizing education and awareness campaigns around tobacco product regulations and the protection of non-smokers' health. Implementation of tobacco control measures was a key focus, involving public relations campaigns on significant occasions and prioritizing high-risk areas for intervention. Continuous discussions, meetings, and the designation of smoke-free zones were essential strategies deployed to achieve the smoke-free vision.

Lastly, the study evaluated the performance and effectiveness of policy implementation, identifying increased public awareness of smoke-free areas and operational efficiency as positive outcomes. Successful policy implementation was attributed to exemplary leadership traits, strong collaboration among working groups, and effective coordination channels. In summary, Nunil et al.'s study exemplifies a systematic and multi-faceted approach to developing and implementing public policies aimed at creating a smoke-free environment in Trang Province. The research

underscores the importance of stakeholder engagement, continuous evaluation, and strategic coordination in achieving impactful public health outcomes and promoting healthier communities.

Kantik (2018) delved into the dynamics of Cold War foreign policy, with a focus on understanding the foreign policy process, key stakeholders involved, and the factors influencing policy formulation and implementation during the Cold War era. The study identified three distinct groups of stakeholders involved in shaping foreign policy across different periods. The first group identified was the military (pre-1973), whose influence stemmed from geopolitical conflicts such as the Greek-Turkish conflict in 1947 and the ideological rivalry between the United States and the Soviet Union. In Thailand, this era saw significant military involvement in politics, exemplified by Field Marshal Phin Choonhavan's role in government administration. Military leaders leveraged bureaucratic mechanisms to implement policies, particularly anti-communist measures, and policies aligned with supporting major powers. The second group, spanning from 1973 to 1988, comprised civil servants, technocrats, and elements of civil society. With the transition to civilian governance, unstable elected governments relied heavily on bureaucratic expertise to drive policy agendas. Concurrently, civil society organizations including students, academics, and social activists exerted influence by opposing Western powers and advocating for communist support. This activism pressured the government to reject American military bases in Thailand. The third group emerged during the period of elected government (1988-1991) led by Gen. Chatchai Choonhavan, which signaled a shift in foreign policy towards economic development and regional diplomacy. Under Chatchai's leadership, Thailand transitioned Indonesia from a battleground to an economic hub, fostering regional trade and peace initiatives in Cambodia.

Critical factors influencing the foreign policy of these groups revolved significantly around relations with the United States. As the external geopolitical landscape evolved, the United States' role diminished, impacting Thailand's foreign policy trajectory. Changes in global dynamics prompted shifts in alliances and policy priorities among the three identified stakeholder groups. In essence, Kantik's study underscores the complex interplay of geopolitical factors, internal governance dynamics, and societal influences in shaping Cold War foreign policy in Thailand. It

highlights the pivotal role of key stakeholders and their responses to evolving international contexts in determining policy direction and outcomes during this critical period.

Parinyasutinun (2019) conducted a study focused on public policy within the context of the Bang Riang community, aiming to review and apply public policy principles to real-life case studies. The study highlighted that community-level policies can arise through both top-down (state-driven) and bottom-up (community-driven) processes, emphasizing the importance of alignment with local environmental and social contexts. Public policy, as identified in the study, encompasses a broad spectrum of issues that are not confined solely to matters concerning the public and private sectors. Rather, it represents the operational framework of the state, encompassing decisions to act or refrain from action. However, before a public policy is finalized, it must undergo evaluation to assess potential impacts on citizens. The study outlined three fundamental steps in the public policy process, referred to as the "Public Policy Cycle", including policy formulation, implementation, and evaluation. Each of these stages is crucial for effective policy development and implementation. Notably, the involvement and cooperation of civil society are essential components for ensuring the efficiency and efficacy of the policy process.

Parinyasutinun emphasized that genuine public policy requires robust participation from civil society. Without this engagement, policies may not adequately address community needs or reflect contextual nuances. Policies that align with community contexts and respond to local needs are more likely to be embraced and effectively implemented, creating a self-sustaining cycle where community-driven policies drive the policy process forward. In summary, the study by Parinyasutinun underscores the dynamic and interactive nature of public policy, particularly in community contexts such as Bang Riang. The study advocates for inclusive policy processes that integrate community perspectives and participation to foster policies that are responsive, sustainable, and impactful within their specific social and environmental settings.

CHAPTER 3

RESEARCH METHODOLOGY

The process of beggar control policy involves a comprehensive examination aimed at addressing six key questions. Firstly, how does the beggar control policy evolve in response to public issues? Secondly, what are the available policy alternatives for controlling beggars? Thirdly, what factors influence the decisions for the policy, and how are the policy characteristics? Fourthly, what are the essential components of the policy? Fifthly, alongside the policy components, what criteria are utilized for evaluation? Finally, what roles do the environment and stakeholders play in policy formulation, policy alternatives, policy decision-making, policy implementation, and policy evaluation? In this chapter, the researcher aims to specify the research methods to be used for the study. The cornerstone of the educational model is qualitative research, through which the researcher will explain the details of each topic under this study type as follows.

3.1) Key concepts

3.2) Sampling methods

3.3) Research tools

3.4) Data collection

3.5) Data analysis

3.1 Key Concepts

Similar to biology, nearly all types of public policy have beginnings and endings. This process is known as the “Public Policy Cycle” or, among policy academics, the “Public Policy Process”. While the policy process has been explained by academics according to the viewpoint and focus of each field, through compiling documents, it has been identified that the public policy process comprises at least four steps including policy formulation, policy alternatives and decision-making, policy application, and policy evaluation. Additionally, the policy process, as a product of

political activity, also considers the interactions within the process involving both government and non-government actors, along with the relevant context that drives policy progression (Figure 3.1).

To formulate the core concept in this study, a preliminary theoretical model has been developed, which may be adjusted based on field data collection regarding the phenomenon of controlling beggars. The researcher has compiled the foundational concepts that underpin the study as follows.

1) Policy formulation involves identifying the problem's characteristics, starting with an assessment of public perception. When personal issues persist and impact a significant portion of the population, they transform into policy problems. As these public problems gain government attention and involve multiple stakeholders, they transform into policy problems. For instance, begging historically was not viewed as a significant issue because it primarily concerned individual rights to pursue livelihoods. However, the nature of begging has evolved due to a multitude of underlying problems. Nowadays, Begging affects various groups, causing public nuisance and tarnishing the national development image. Consequently, the begging ascends to the government's policy agenda. The researcher has consolidated insights on policy problem characteristics from scholars such as Dunn (1981), Cobb and Elder (1983), Hogwood and Gunn (1984), Bosso (1994), Dery (2000), Peter (2005), and Head (2008). Accordingly, policy problems exhibit five critical attributes such as problem connection, related problems with state values, chronic and severe problem, problem dynamics.

2) Policy alternatives and policy decision-making commences when policy problems are placed on the government's agenda for consideration. This stage necessitates the identification of viable options to address these problems. While ultimate decisions rest with those in political authority, presenting feasible and reasonable policy alternatives empowers decision-makers to exercise rational judgment in selecting the alternatives that maximizes benefits. Following the policy alternatives and policy decision-making. The Control of Beggar Act, B.E.2559 was promulgated in the Royal Gazette and became effective. However, the policy alternatives and policy decision-making are intricately linked and cannot be distinctly separated. To address this complexity, the researcher has categorized study issues into two dimensions as follows.

2.1) Characteristics of policy alternatives based on a compilation of documents from scholars such as Frankel (1988), March and Simon (1993), Desmond

(2015), Briglauer et al. (2015), Onaran (2016), Birkland (2015), and Brettle (2017), researchers have identified that the characteristics of policy alternatives include innovative alternatives, creative alternatives, responsive need alternatives, and goals-achieved alternatives.

2.2) Characteristics of policy decisions derived from a synthesis of documents from scholars including Hogwood and Gunn (1984), Anderson (1994), Kørnøv and Thissen (2000), Bowen and Zwi (2005), Mintz and DeRouen (2010), Asaf (2015), and Dror (2017), the researcher has identified key characteristics of policy decision-making. These include interconnection of the content, consideration of public interest, relationship of interest group, and necessity of the policy.

3) Policy implementation which involves translating governmental decisions or policies into concrete actions for achieving specific outcomes, is exemplified by the enactment of the Control of Beggar Act, B.E.2559. This responsibility primarily rests with key agencies such as the Department of Social Development and Welfare under the Ministry of Social Development and Human Security, tasked with operationalizing the legislation through initiatives such as the driving plan of beggar control No. 1 (B.E.2562-2564), overseen by a dedicated committee. The effectiveness of policy implementation on the deployment of diverse operational mechanisms identified through scholarly works by authors such as Saisombut (2006), Tsendjav (2011), Chompucot (2011), Bempah (2012), Taweekaew (2014), Wechaporn (2016), and Ali (2017). It has been found that the elements of policy application encompass five key components, including policy attribute, resource encouragement, law enforcement, communication, and organization improvement.

4) Policy evaluation is a critical process involving the assessment of value using predetermined criteria and standards aligned with the evaluator's perspective and policy objectives. In the context of the policy, evaluation will be conducted by the Beggar Control Subcommittee. This evaluation aims to identify problems, obstacles, and potential solutions to be presented to The Beggar Control Committee will review and enhance the driving plan of beggar control No. 1 (B.E.2562-2564), enhancing its effectiveness in achieving policy objectives. Insights gleaned from scholarly works by authors such as Begun (1980), Schouwstra and Ellman (2006), Blamey and Mackenzie (2007), Rogers and Weiss (2007), Colebatch (2009), Dror (2017), and Dean (2019) shed light on the essential elements of

policy evaluation. It has been found that three elements in policy evaluation such as policy goals, public benefits, and competency of fixable organization.

5) The policy environment refers to the contextual factors that are relevant to the policy process and can either facilitate its progress or pose challenges to its advancement. In the case of the begging problem becoming a policy issue, it is influenced by the global social trend shifting towards a welfare state paradigm. This shift has transformed the role of the state in policy from controlling to protection. This concept is supported by literature reviews by Easton (1965), Anderson (2014), and May and Jochim (2013), who classify environments into two types including supportive and disruptive environments. This is based on a literature review by Easton (1965): Anderson (2014) and May and Jochim (2013) classify environments into two types including support and obstracle.

6) Stakeholders are groups of individuals sharing common ideas, social connections, and occupational backgrounds who actively support or oppose activities related to their group's goals within the social landscape. In the context of the policy, stakeholders play diverse roles and can be categorized into several groups based on their influence and involvement in the policy process. Firstly, members of the National Legislative Assembly and the Cabinet play pivotal roles in mobilizing the beggar control policy by placing it on the agenda for consideration and decision-making. They hold decision-making authority and influence policy outcomes at the legislative and executive levels. Secondly, the White Cane Artist Group represent stakeholders who support and benefit from the policy implementation, directly experiencing the outcomes and impacts of these initiatives within their community. Thirdly, civil servants serve as key facilitators of information and operational support for political decision-making and policy implementation. They provide expertise, administrative support, and coordination to ensure effective policy execution. Scholarly works by Guba and Lincoln (1989), Kingdon (1984), and Anderson (2014) highlight the classification of policy stakeholders into three main groups including political or administrative stakeholders, governmental officers, and civil society organizations. Each stakeholder group plays a relevant and influential role in the policy process, influencing decision-makers and contributing to the development and implementation of policies that directly impact them or the broader society. Understanding stakeholder dynamics and engaging with these groups effectively is crucial for achieving policy goals and fostering collaborative governance (Figure 3.1).

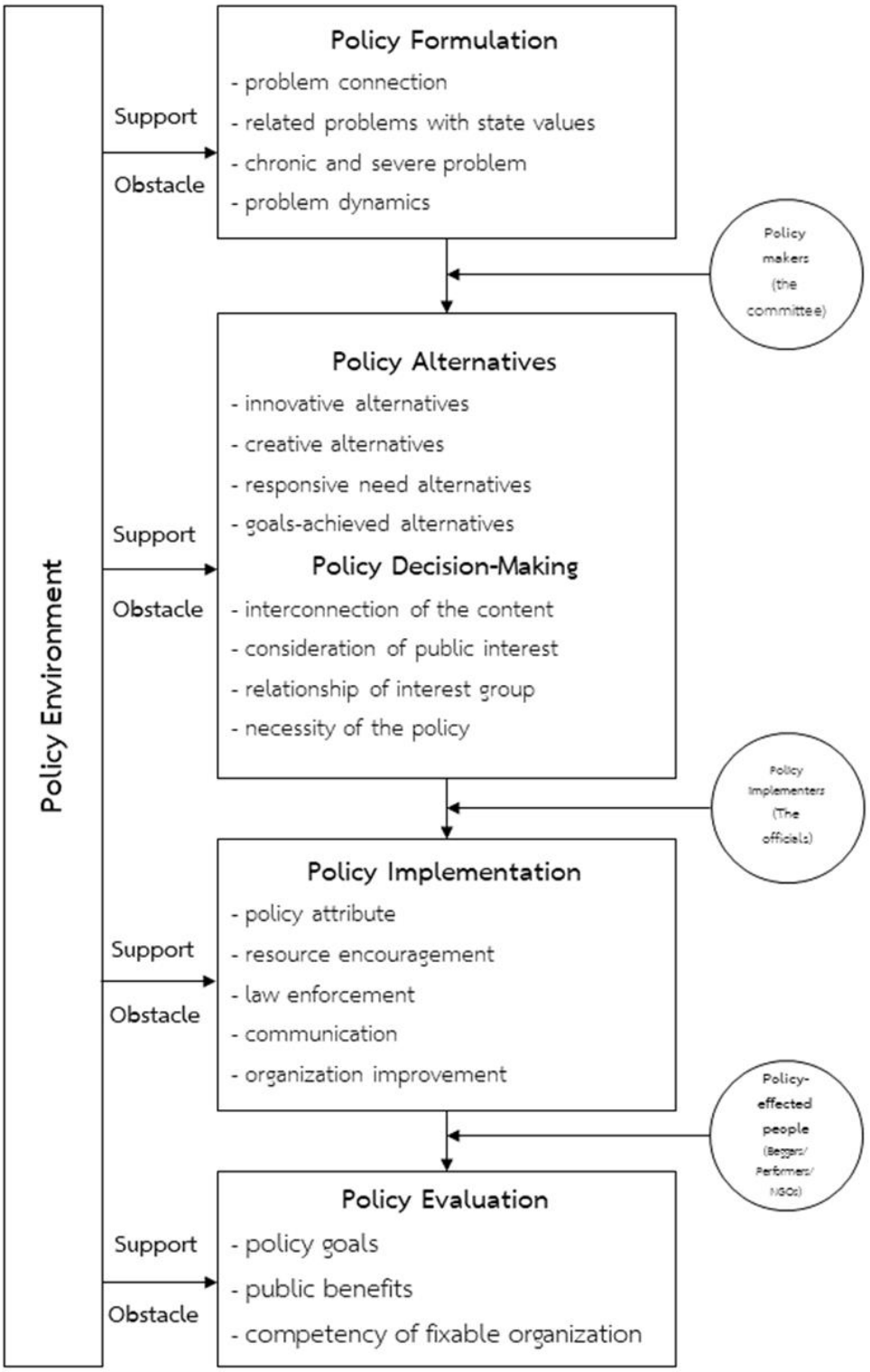

Figure 3.1 The Key Concept

3.2 Sampling Methods

In this study, the method for selecting key informants was purposive sampling. The researcher aimed to find and select only individuals and places relevant to the phenomenon for obtaining data. The breadth and depth of the information provided by these individuals are referred to as “information-rich cases”. There are three groups of such cases. To protect the rights of the informants, the researcher has used pseudonyms in table 3.1.

1) Policymakers involve the five extraordinary committees who is responsible for considering the control of beggar act, B.E….

2) Policy Implementers involve five governmental officers from the Department of Social Development and Welfare.

3) Those affected by the policy include one beggar, two street Performers, and two social activists.

Table 3.1 List of Key Informants

Key informants	Pseudonym
1. Policymakers	
1.1 the extraordinary committee	A
1.2 the extraordinary committee	B
1.3 the extraordinary committee	C
1.4 the extraordinary committee	D
1.5 the extraordinary committee	E
2. Policy Implementers	
2.1 The officer	F
2.2 The officer	G
2.3 The officer	H
2.4 The officer	I
2.5 The officer	J
3. Those affected by the policy	
3.1 The beggar	K
3.2 The street performer	L
3.3 The street performer	M
3.4 The social activist	N
3.5 The social activist	O

3.3 Research Tools

While the researcher is in the field, the tools used to collect data, events, people, and the environment around the author will greatly facilitate interaction, especially during the work of organizing beggars in Bangkok. The author gained experiences from various parties involved in the work, such as a psychiatrist specializing in psychotherapy for beggars with mental illnesses, police officers who is responsible for taking the author to areas where beggars are likely to be found, and social workers and developers who provide advice and support for beggars' access to their rights. Therefore, if the stories and feelings that the author perceive are not recorded as evidence in research, they will inevitably be forgotten. Taking field notes will help prevent forgetting and serve as evidence in the analysis of important qualitative data. This is why researchers are in the field (Observers' Raison d'etre). According to Lofland (1971), if the researcher does not prepare field notes, it means the researcher has not truly entered the field. In this section, the researcher will choose two types of data collection tools including an observation and an interview.

1) For this study, the researcher prepared an observation form divided into two parts. The first part is for recording the researcher's feelings, and the second part is for recording details about daily life. The first section, the feelings journal, allows the researcher to process and document their emotions regarding the research field's environment, particularly focusing on interactions with informants during field data collection. Entries are made from the first day to the last day of data collection, considering how the relationship between the informant and the researcher evolves. The second section, the event record, is used to document events that occur in the research field. It includes detailed descriptions of phenomena such as the atmosphere of organizing beggars in collaboration with the Department of Social Development and Welfare, the environment of the data collection area, and other relevant occurrences. Recording using the observation method may also require equipment, such as cameras, to help the researcher gather more detailed information and provide an opportunity to review the data retrospectively.

2) The interview recording form serves as a tool for data collection alongside observations through semi-structured interviews focusing on broad, important points.

Questions might include, do you believe begging has become a problem? What is the government's stance on this issue? How many types of policy alternatives exist for controlling beggars? Interview recordings are integral to the data analysis process because they capture the interaction between the researcher and informants during data collection. Additionally, interviews can be recorded on tape to ensure comprehensive documentation and prevent the omission of important details.

3.4 Data Collection

This study utilized three data collection methods including documentary study, in-depth interviews, and observation, each with specific details and objectives.

1) Documentary study is a data collection technique used in qualitative research. The documents utilized typically include government documents, books, research articles, academic papers, statistics, numerical data, and information from various sources that are generally available. Techniques for utilizing documentary data to understand social phenomena are not yet widely standardized. Despite the abundance of this information, the author may not require additional data collection. In documentary studies, documents are organized according to their importance and relevance to the researcher's subject of study. This organization is based on interpretation and categorized into three levels such as major documents, minor documents, and background documents, respectively. Below is a list of documents used for this study, arranged in order of relevance from most to least important (Table 3.2).

Table 3.2 Documentary Information used in the Study.

List	source
1. the Control of Beggar Act, B.E.2484	Royal Gazette
2. the Control of Beggar Act, B.E.2559	Royal Gazette
3. The Driving Plan of Beggar Control No. 1 (B.E.2562-2564)	Department of Social Development and Welfare
4. Manual for those who demonstrate competency	Department of Social

List	source
according to the Control of Beggar Act, B.E.2559	Development and Welfare
5. Work manual for officials according to the Control of Beggar Act, B.E.2559	Department of Social Development and Welfare
6. Regulations and orders of the Charity Control Committee and announcement of the Ministry of Social Development and Human Security	Department of Social Development and Welfare
7. The Protection of Helpless Persons Act, B.E. 2557	Royal Gazette
8. The driving plan on the Protection of Helpless Persons, B.E. 2561-2565	Department of Social Development and Welfare
9. Multidisciplinary team manual for protecting the homeless	Department of Social Development and Welfare
10. The Anti-Trafficking in Persons Act, B.E. 2551	Royal Gazette
11. The Immigration Act, B.E. 2522	Royal Gazette
12. the Cleanliness and Orderliness Act, B.E. 2560	Royal Gazette
13. The Communicable disease Act, B.E. 2558	Royal Gazette
14. The Solicitation Control Act, B.E. 2487	Royal Gazette
15. The Animal Cruelty Prevention and Welfare Act, B.E. 2557	Royal Gazette

2) Observation is a fundamental method used by the author, employing at least two types of observation methods in qualitative research. Non-participant Observation is widely utilized, where researchers observe changes within specific situations without direct participation. For instance, this could involve observing the work patterns of social developers and workers during the organization of beggars in Bangkok. This method may include attending meetings related to beggar organizations as an observer from the Department of Social Development and Welfare. During non-participant observation, the author must use tools such as cameras, audio recorders, or notebooks to capture detailed information during the activity. On the other hand, Participant Observation involves researchers actively participating in what they are observing. For example, this might entail joining in the

organization of begging during festivals or supervising homeless shelters. Participant observation allows researchers to immerse themselves in the subject matter and become part of the activities they are studying. This approach is beneficial for establishing relationships with key informants and fostering mutual trust that facilitates the disclosure of information and insights that might otherwise remain inaccessible. Consequently, participant observation yields deeper insights into the studied phenomenon.

3) In interviews, the author utilizes informal interviews alongside in-depth interviews, which require the researcher to employ persuasive techniques to encourage informants to share comprehensive stories, particularly regarding policy information. Therefore, when selecting key informants, the study must focus on individuals who are relevant stakeholders in the policy formulation, as well as those directly involved in assisting beggars and demonstrating their expertise. Key informants for in-depth interviews were selected using purposive sampling, with a total of 15 participants divided into three groups including 5 members from the extraordinary committee, 5 governmental officers from the Department of Social Development and Welfare, and 5 individuals from a talent show involving beggars and social activists.

3.5 Data Analysis

In qualitative data analysis, which adopts an insider's perspective (emic point of view), the researcher emphasizes characteristics and elements that emerge from interpretations based on the insider's worldview within the contextual environment surrounding both the researcher and the informant. This approach aids in understanding the actual phenomena and the underlying mechanisms mobilizing these processes. In this study, the focus is on data analysis using a functional model. This model is a common method in qualitative research aimed at analyzing and understanding the steps and functioning of individuals within the observed phenomenon's pattern. The researcher has established three steps for data analysis.The first step in data analysis involves categorizing the data through indexing. This process organizes the data into groups of concepts to identify how these pieces of

information relate to each other. Subsequently, the data is categorized by grouping corresponding words, phrases, and sentences that have been indexed by the author.

The second step is data display, which involves linking organized and described data to derive meaning through interpretation. The researcher employs methods to extract meaning from the data to deepen understanding of the subject. For example, understanding the social work roles of developers in areas with visible begging involves interpreting the actions of going to distressed areas, particularly aiding beggars. This interpretation reveals insights such as how these actions align with enforcing the Control of Beggar Act, B.E.2559.

The final step is concluding and validating the findings. This step entails synthesizing and interpreting the analyzed data into concise and easily understandable explanations of the phenomenon. The author presents the study's essence based on key concepts aligned with empirical data, progressing from general conclusions to more abstract ones. This process aids in developing a mental model of the policy process. To validate the conclusions, the researcher employs the triangulation method, a widely used qualitative research technique involving three aspects data triangulation, investigator triangulation, and methodological triangulation. For instance, data triangulation involves comparing data collected from different locations as Bangkok and Nonthaburi Province to assess consistency. Investigator triangulation might involve involving different individuals as teachers or independent academics to study the beginning of control policy process. Methodological triangulation could entail varying data collection methods such as focus group discussions. These triangulation methods serve as evidence to affirm the accuracy and reliability of the study's results.

CHAPTER 4

RESEARCH FINDINGS

The results of the study on the process of beggar control policy were obtained by using a qualitative research method, as detailed in Chapter 3. In the subsequent chapter, the data will be analyzed, and the study results will be presented descriptively. The order of presentation will align with the objectives of the study as follows.

4.1 General Context of the Begging Problem

4.2 Analysis of the Policy Process

4.3 Identification of Stakeholder's Roles in the Policy Process

4.4 Context or Environment related to the Policy Process

This study involved data collection through various methods, including document collection, participatory observation, and in-depth interviews with several key informants. However, due to the nature of the data collection methods and the format of the data, there is a substantial amount of descriptive information. The presentation of study results will focus on highlighting important points that align with the study objectives. Furthermore, the outcomes of this study may have implications for multiple parties. Therefore, to maintain confidentiality and privacy, the researcher has agreed with all informants to withhold their names and background information. This agreement was established before conducting in-depth interviews. Consequently, when citing statements from informants, the researcher will use pseudonyms instead of real names and surnames. The results of the study are detailed below:

4.1 General Context of the Begging Problem

Begging encompasses the act of seeking money or resources from others as a means of survival, often appealing to their compassion. It can be classified into

distinct categories based on the circumstances and methods employed by beggars. One common form is seasonal begging, where individuals temporarily leave their hometowns during off-seasons or dry periods to earn supplementary income. Another prevalent type is permanent begging, characterized by individuals who rely on begging as their primary source of livelihood, often exploiting conditions similar to physical disability or advanced age to evoke sympathy. Additionally, there exists a more sinister practice known as business begging, which involves organized networks that exploit individuals for profit, managing every aspect of the begging process from solicitation to the distribution of earnings. In urban areas, it's not uncommon to encounter individuals engaged in persistent begging, particularly in bustling locations as markets, overpasses, or roadside areas with heavy foot traffic. These beggars typically dress in worn-out, shabby attire and use containers or bowls to collect money, leveraging their appearance and circumstances to elicit financial support from passersby.

The prevalence of begging is a global phenomenon, prompting various regions to develop policies aimed at addressing and controlling this issue. For instance, in Ontario, Canada's second-largest province, the “Safe Roads” law was enacted in 1999 with the primary objective of prohibiting begging, taking inspiration from countries similar to Denmark where begging is deemed illegal and can result in a six-month prison sentence upon conviction. Similarly, although France abolished its begging law in 1991, begging remains prohibited, particularly when involving the use of children or animals to solicit property, with offenders facing potential imprisonment for up to six months in Greece. In England, laws about beggars and homeless individuals exist but are often not rigorously enforced, lacking specific criminal sanctions. In the United States, certain areas have implemented restrictions on begging; for example, Boston passed legislation in 2010 to regulate begging through public relations efforts aimed at reducing almsgiving and categorizing beggars more clearly. Additionally, Singapore strictly prohibits begging under its Human Rights Act, reflecting the diverse approaches taken globally to address and manage the complexities associated with public begging.

Begging has been a persistent issue in Thailand for a considerable period. Information from the beggar organization database of the Department of Social

Development and Welfare reveals that from October 2014 to October 2020, there were a total of 5,587 beggars recorded. Among these, 3,504 were Thai beggars, and 2,083 were foreign beggars. Detailed statistics are presented in Table 4.1.

Table 4.1 Statistics of Thai and Foreign Beggars (October 2014 - October 2020)

Type	Year						Total
	2015	2016	2017	2018	2019	2020	
Thai Beggars	1,348	741	769	347	276	23	3,504
Foreign Beggars	652	648	426	185	157	15	2,083
Total	2,000	1,389	1,195	532	433	38	5,587

The data presented in the table 4.1, indicating the presence of both Thai and foreign beggars, reflects underlying issues related to illegal immigration along Thailand's borders with neighboring countries such as Cambodia, Laos, and Burma. This phenomenon is closely tied to human trafficking activities, specifically involving the formation of beggar gangs facilitated by brokers. These criminal networks operate with organized systems that include transportation services, provision of food and water during begging activities, and the distribution of income derived from begging. Additionally, there is a practice of relocating beggars to different provinces during festivals to maximize earnings. The beggar profession, facilitated by human trafficking, has become a lucrative venture for entrepreneurs requiring minimal investment. Shockingly, over 80% of child victims of human trafficking originate from Cambodia. Brokers engage in transactions involving the purchase, sale, or rental of children for approximately 1,500 to 3,000 baht per person to be exploited as child beggars. These exploited children are used to hold donation boxes in various locations, earning an average daily income of 500 to 1,000 baht per child. Meanwhile, brokers deduct 200 baht per day from each child's earnings for room rent and expenses related to obtaining passports for potential return to Cambodia. This information highlights the alarming exploitation of vulnerable populations, particularly children, in the illicit and highly profitable business of organized begging orchestrated by human trafficking networks.

In addition to the exploitation of children by external forces, there is also significant exploitation of children by their family members. Many child beggars are victims of exploitation within their own families, where poverty-stricken families rely on their children to beg or sell various items as flowers, garlands, pens, candy, or snacks. These children are often compelled to sell goods in inappropriate and unsafe locations, exposing them to risks. It's important to highlight that the practice of using children for begging or selling items to generate income is widespread and deeply ingrained in some communities facing economic hardships. This exploitation occurs not only among foreign beggars in Thailand but also among local individuals experiencing economic challenges. Particularly during the dry season from January to April each year, the number of beggars tends to increase significantly. This is because rural communities come together to organize mass beggar trips to major cities and economic hubs, seeking to earn income during this period of heightened economic activity. This phenomenon underscores the systemic challenges and economic pressures that mobilizing individuals and families, both local and foreign, into the practice of begging as a means of survival.

When examining the issue of begging, it becomes apparent that several main causal factors contribute to this widespread problem. Firstly, economic factors play a significant role. Poverty and limited job opportunities in rural areas often mobilizing individuals to migrate to urban centers to beg for survival. Even if the head of the household finds work as a laborer, unemployed housewives, children, and the elderly may resort to begging due to a lack of other options. Secondly, personal factors such as physical and mental illness can hinder individuals from pursuing employment opportunities. Neglect or lack of access to proper care may lead people to rely on begging as a means of sustenance. Lastly, social factors contribute to the prevalence of begging. Many beggars lack the education and skills required for higher-paying jobs, leading them to engage in informal and uncertain occupations. Begging, requiring minimal expertise, can offer a relatively stable income without significant investment. Additionally, within certain social groups, there may be norms or values that encourage communal begging among peers.

Begging is not only a social problem but also a legal issue in many countries worldwide. It negatively impacts a country's development image and often prompts

the enactment of policies to address its proliferation. For instance, in Ontario, Canada, the “Safe Roads” law enacted in 1999 aims to ban begging, similar to Denmark where begging is illegal and can lead to a six-month prison sentence upon conviction. France, although having repealed its begging laws in 1991, still prohibits begging, especially when involving the use of children or animals to solicit funds, punishable by imprisonment in Greece. In England and the United States, laws exist related to beggars and homelessness, but enforcement varies. Some U.S. cities, as Boston, have implemented laws to regulate begging through public relations strategies aimed at reducing almsgiving and categorizing beggars. Singapore strictly prohibits begging under its Human Rights Act. Overall, addressing the complex issue of begging requires comprehensive strategies that encompass economic, personal, and social interventions alongside effective legal measures to deter exploitation and protect vulnerable individuals and communities.

To effectively illustrate the causes of begging and methods of addressing begging problems under civil law, common law, and Islamic law, including the processes of definition, punishment, and protection, it can be presented the information in a structured table format as Table 4.2 below.

Table 4.2 Comparison of Definitions, Punishments, and Protections Regarding Beggars

Begging	**Thai**	**Singapore**	**India**	**France**	**Belgium**
1. Reasons for begging	Poverty, unemployment, human trafficking	There are no beggars in the country. (very small amount)	Poverty (No.1 in the world)	Economic crisis/trade liberalization European Union /asylum	Economic crisis/trade liberalization European Union /asylum
2. Laws controlling beggars	Begging Control Act 2016	Person Act 1989 (The Destitute	Bombay Prevention of Begging	do not have	Vagrancy and Begging Control Act

Begging	Thai	Singapore	India	France	Belgium
		Person Act 1989)	Act 1959		1989 (The Repression of Vagrancy and Begging 1981) (Abolished in 1993)
3. Human trafficking laws regarding begging	Prevention and Suppression of Human Trafficking Act (No.3) B.E. 2017	Prevention of Human Trafficking Act 2014	The Immoral Traffic (Prevention) Act 1956 (not covered and effective in practice)	225 - 12 - 5 to 225 - 12 - 7 of Panel Code (Criminal Code)	Article 433, of The Belgian Criminal Code
4. Definition of a beggar.	Asking for money or property from others to make a living Whether it is a verbal request Any message or gesture To act in a way that causes others to feel pity and to	A person who begs for alms in a public place and causes distress and annoyance, cannot specify income, residence, or personal status, and	Asking or receiving handouts in various ways. Entering a dwelling to beg for alms, showing an injury or disability for people to hand over	no definition	no definition

Begging	Thai	Singapore	India	France	Belgium
	hand over money or property.	induces people to give alms.	money or property.		
5. Punishment of beggars	Imprisonment not exceeding 1 month or a fine not exceeding ten thousand baht. or both unless the beggar agrees to receive assistance in a shelter for the homeless	The penalty is a fine not exceeding $ 3,000 or imprisonment not exceeding 2 years. Conditions (only in the case of being sent to a shelter at least 2 times)	The penalty is to be confined to a detention center for 10 years, or the prison sentence can be adjusted to a prison sentence not exceeding 2 years, under the condition that one has already been sent to a welfare center.	There is no guilt and no punishment.	There is no guilt and no punishment.
6. Process of operation	The official or local official has the power to order the beggar to	Police or government employees arrest beggars. If it is found	Police can arrest beggars immediately without a warrant. If	Catch or expel beggars around tourist attractions	Catch beggars in specific areas Local officials have the

Begging	Thai	Singapore	India	France	Belgium
	stop doing things. If the beggar is found to be in violation, he or she will be sent to a shelter for the homeless for screening and assistance in cases where there is a specific law for protection.	that there has been a first or second offense Send it to the director who has the right to judge and consider. If found to be homeless, they will be sent to stay at a welfare center.	this is the first time you commit an offense, you must submit it to the court for consideratio n. If found to be truly guilty according to the above definition, the beggar will be given immediate relief.	and important thoroughfare s.	authority to arrest for the sake of cleanliness and order.
7. Welfare center	Center for the Protection of Homeless Persons or a shelter for the homeless Those receiving assistance must strictly follow the	Welfare Home, where those receiving welfare must strictly follow the rules. Perform public	Certified Institute (Certified Institute) where recipients of assistance must strictly follow the rules. Along with	There are no specific shelters for beggars.	There are no specific shelters for beggars. That local administrati ve organization s have public welfare

Begging	Thai	Singapore	India	France	Belgium
	rules. along with providing services according to basic needs Medical treatment, vocational training, etc. The beggar can leave the welfare home as follows: 1) The guardian of the Homeless Shelter agrees to send him back to society. 2) The family or relative applies to care.	service However, beggars can leave the welfare home as follows: 1) The minister believes that they can be sent back to society. 2) Family or relatives apply for care.	vocational training in agriculture or industry and basic education. However, beggars can leave the welfare center as follows: 1) After 1 - 3 years as ordered by the court, 2) The guardian of the welfare center and the mayor agree.		centers (Public Welfare Centers) by provide services according to basic needs. Medical care, vocational training, legal protection public relief, disaster, etc.

4.2 Analysis of the Policy Process

4.2.1 Characteristics or Elements Involved in Policy Formation

Policy formation is the initial step in the public policy process. This step is to identify the characteristics of the problem that has been raised and become a problem that the government is interested in. The characteristics of the problem will receive the government's attention in pushing it to become a policy issue, leading to the determination of options to further solve the problem. From the results of the study, there are at least 4 characteristics as follows.

1) problem connection

A single social problem is often intertwined and interconnected with many interrelated problems. The characteristics of those problems appear in the form of needs (Need), scarcity (Deprivation), and dissatisfaction (Dissatisfy). From the study, it was found that the characteristics of the interconnectedness of problems affect policy formulation. as follows

The first is need. The problem of begging is a problem that is primarily caused by need. The needs here are related to the need for normal survival. Every human being therefore needs to receive the necessities for living, such as food, clothing, shelter, etc. If humans are unable to meet their own needs, this will cause undesirable effects on the quality of life. Likewise, the problem of begging often arises from the person's inability to adequately meet their needs, such as not having a stable and stable place to live. There is not enough food for consumption, etc. Conditions arising from the need for basic survival become a driving force for individuals to beg. After the interview by Mr. K (pseudonym: the beggar, December 26, 2020), he mentioned that poverty is the primary driver behind resorting to beggars for alms. This candid perspective underscores the profound impact of poverty on individuals forced into begging as a means of basic sustenance.

> “Because of poverty, we do not have enough money, so we have to go out and beg for alms. At least he won't starve to death. Sometimes, i slept at bus stops or train stations, seeking shelter from the sun and rain. Everyone continued to live, and there is no better way than begging.”

Similarly, Mr. M (pseudonym: the street performer, January 14, 2021), he expressed that the necessity for individuals engage for begging as a means to secure necessities and maintain his livelihoods.

> "I came out to sing and ask for money from kind-hearted people. Because they want to use the money for daily expenses, including food, water, and electricity bills. When they don't come out, I have no income. Because in the end, everyone has the same desire, which is to fight for our continued survival."

The statement illustrates that meeting basic survival needs is essential for leading a normal and content life. These fundamental needs include food, shelter, medicine, clothing, and other essentials. When individuals have these needs adequately fulfilled, it promotes overall well-being and happiness. Conversely, if someone is unable to meet these basic needs, it negatively impacts their quality of life, preventing them from living normally. The inability to meet basic subsistence needs often mobilized individuals to beg for income, whether in the form of money or goods. This income from begging is then exchanged for sustaining life. Therefore, the cycle of begging emerges when individuals struggle to secure their livelihood needs. Conversely, when a person's basic needs are adequately met, there is no compulsion to engage in begging as a means of survival. Adequate provision of these necessities helps individuals to maintain stability and dignity, reducing the reliance on begging to meet daily requirements. Ultimately, ensuring access to basic needs is crucial in mitigating the root causes those mobilizing individuals towards begging and promoting a more equitable and sustainable livelihood for all.

The second is scarcity. The conditions for the formation of a problem into a policy issue are related to demand. Scarcity is a situation in which there are not enough of the factors necessary for basic living. Due to the scarcity caused by not having a place to live, no food, no medicine. and had no clothing Therefore, it creates the need to respond to the factors necessary for basic living in order not to face hunger or shortages that affect the livelihood itself. From the interview with Mr. D (pseudonym: the extraordinary committee, December 19, 2020), This observation underscores the harsh reality faced by marginalized individuals who resort to

unconventional means to survive amidst challenging economic and social conditions. He sheds light on the profound impact of socioeconomic disparities and crises on vulnerable populations, and the urgent need for comprehensive societal support and equitable policies to address systemic inequalities and alleviate poverty

> "I concerned about the current social and economic situation, particularly amid the ongoing epidemic crisis. For widening wealth gap, the rich continue to prosper, but the poor struggle to make ends meet. I emphasized the plight of individuals who are forced to survive by wandering and relying on donations for sustenance. For dire circumstances, even those who do not possess traditional begging equipment such as a bowl can be considered beggars based on their behavior that elicits pity from others."

It was similar with the interview by Mr. I (pseudonym: the officer, 23 December 23, 2020), It was commented that some individuals come to Bangkok despite not having a permanent residence there because they need money to support themselves and their families.

> "Farming or gardening in hometown was not sufficient to meet their needs, so they resorted to begging for alms to alleviate hunger."

Additionally, Mr. O (pseudonym: the social activist, January 16, 2021) noted the worsening poverty during this period, particularly among individuals from the south region where previously relied on income from rubber production.

> "There is an increase in Muslim beggars, reflecting the economic challenges faced by previously unrepresented groups."

These insights reflect the severe impact of poverty on individuals, leading to insufficient livelihoods and scarcity of essential resources necessary for survival. The scarcity of consumer goods coupled with the basic human need for a dignified life mobilizing individuals from rural and urban areas to enter the begging process. They seek necessities that are vital for normal consumption and happiness but are lacking due to economic constraints (scarcity). When basic needs are unmet and livelihoods are affected, individuals are compelled to turn to begging as a means to

sustain themselves and continue living in challenging circumstances. This underscores the critical need for comprehensive poverty alleviation strategies and support systems to address the root causes of begging and promote economic empowerment and social welfare.

The third is dissatisfaction. It is a state in which a person feels uncomfortable about something or has a negative attitude towards something. The dissatisfaction is related to needs and scarcity that cause social problems. That is if a person is dissatisfied at the same time as wanting to have a quality of life and experiencing poverty. Whether it is debt or lack of employment, here lack is an important cause of dissatisfaction. At the same time, the need to have a better quality of life or even just the need to meet basic living needs with such important conditions being related, it pushes people to engage in certain behaviors that cause social problems, in this case, begging. From an interview with Mr. K (pseudonym: the beggar, December 26, 2020), it was shared insights into the limited choices faced by individuals in dire circumstances.

> "While people often have the luxury of choosing careers or necessities as food, some individuals lack such options due to extreme poverty. There is the challenge of not being able to choose what to eat when there are limited resources. For my experiences in government shelters for the homeless, I had discomfort due to living conditions alongside individuals with mental illnesses, disabilities, and addiction issues. I feel like the shelter to a prison and found it more comfortable to live outside despite the hardships."

On the other hand, Mr. G (pseudonym: The officer, December 21, 2020) commented on the shortcomings of social welfare services provided by the Department of Social Development and Welfare.

> "I noted that many individuals, particularly those at high risk of becoming beggars, lack access to essential services and information. The importance of outreach and prevention efforts to educate vulnerable individuals about available government services and legal rights. The dissatisfaction among these individuals may stem from inadequate support and awareness of available resources."

These perspectives shed light on systemic challenges faced by marginalized individuals and highlight the critical need for comprehensive and accessible social welfare services. Improving access to resources and ensuring effective outreach can play a crucial role in preventing individuals from resorting to begging and supporting them in leading dignified lives with necessities and rights fulfilled. Addressing these issues requires holistic approaches that prioritize equity, inclusion, and responsiveness to the needs of vulnerable populations. From the observations above, it is evident that individuals facing challenges in meeting their basic living needs, particularly regarding livelihood opportunities, experience significant dissatisfaction with their living conditions. This dissatisfaction stems from the inability to access normal means of sustaining life, which in turn contributes to pushing people into the cycle of begging.

Moreover, vulnerable groups, notably those affected by poverty, encounter social problems exacerbated by the lack of access to essential government services aimed at protecting and enhancing quality of life. Even when individuals receive government assistance, dissatisfaction often arises due to inadequate services that fail to meet their specific needs. This dissatisfaction can lead individuals to escape from shelters or other forms of government support that they perceive as inadequate or uncomfortable. As a result of these challenges and dissatisfaction with government services, individuals may revert to begging as a means of survival, returning to a cycle that perpetuates their economic and social vulnerability. Addressing these issues requires a comprehensive approach that not only provides essential services but also ensures they are accessible, responsive, and tailored to the diverse needs of marginalized populations. By addressing the root causes of dissatisfaction and improving service delivery, policymakers can work towards breaking the cycle of poverty and dependency on begging, fostering sustainable pathways to dignity and well-being for all individuals.

2) Related Problems with State Values

The study underscores the intrinsic link between social problems and values, highlighting how values influence human decisions and shape perceptions of societal issues. Specifically, the research focused on identifying governmental

challenges that resonate with state values, thereby elevating these issues from individual concerns to public problems necessitating collective action. Two primary aspects emerged to demonstrate the alignment between identified problems and state values. Firstly, the study revealed an outdated beggar control policy that no longer aligned with the state's vision of modernizing the country, emphasizing the need for policy reform to reflect contemporary societal values and aspirations for progress. Secondly, the widespread prevalence of begging highlighted a pressing social issue directly conflicting with the state's commitment to promoting social well-being and addressing poverty.

The first is that the old policy to control begging is outdated while the government wants to modernize the country. According to Thailand, the Control of Beggar Act, B.E. 2484 was established as the first policy to manage the beggar problem until the said law was repealed and the Control of Beggar Act, B.E. 2559 was established, with members of the National Legislative Assembly proposing such a policy. Under the reason that the past policy to control begging has been enforced for a long time and is not suitable for changes to the current situation. Thus, the Control of Beggar Act, B.E. 2484 has been in force for more than 75 years, making some contents inappropriate for the current social situation, such as not distinguishing between beggars and street performers. Moreover, there is no punishment for those who take advantage of beggars due to the lack of keeping up with changes in the external context together with changes within the country where the government wants to develop the country to be more modern. In this case, it means changing laws, rules, and regulations to be consistent with changes in today's society. From interviews with Mr. C, (pseudonym: the extraordinary committee, February, 14, 2022), the insightful perspectives were shared regarding the outdated laws of beggar control and the imperative for policy reform.

> “I emphasized the need to differentiate between genuine beggars and individuals showcasing talent, stressing the urgency to create new policies that criminalize those exploiting beggars. This viewpoint underscores a shift towards modernizing policies to reflect societal values and address contemporary issues effectively.”

Similarly, Mr. E (pseudonym: the extraordinary committee, February, 1, 2022) highlighted historical perspectives on state power and the stringent laws in the past, which categorized all individuals, including those with skills, as beggars.

> "For understanding the root causes of begging, I emphasized the shift towards protective policies aimed at addressing poverty rather than punitive measures."

Moreover, Mr. D pseudonym: the extraordinary committee, February, 1, 2022) stated that this perspective emphasizes the need for policy adjustments that uphold human rights and promote dignity for vulnerable populations.

> "The global trends in human rights awareness stressed the importance of aligning domestic laws with international principles to avoid being perceived as regressive by the global community."

The reflections drawn from the above interviews highlight significant shortcomings in the Control of Beggar Act, B.E. 2484, which has remained in effect for over 75 years since the era of Field Marshal P. Pibulsongkram. This legislation is deemed outdated due to its reliance on authoritarian state power to address the beggar issue, categorizing beggars, wanipoks (individuals with skills), and those displaying abilities as a single group perceived as societal nuisances. The state viewed these individuals as contributing to disorderliness and traffic congestion, resulting in harsh measures such as imprisonment and benefit cuts, without differentiating based on circumstances or intent. The emergence of global human rights movements spurred the reevaluation of these draconian laws, prompting the state to revise outdated policies that failed to align with evolving international norms and societal expectations. Unlike foreign laws that distinguish between beggars and skilled individuals and impose penalties on exploiters, the Thai legal framework lacked such nuance and protective measures.

Secondly, there is a pressing need for the government to enhance laws, regulations, and policies related to beggar control, aspiring to emulate developed countries and propel Thailand towards modernity. This demand catalyzed a paradigm shift from controlling to protecting vulnerable groups, positioning the state as a

guardian dedicated to improving the quality of life for all citizens, including those facing economic hardship. This transformation underscores Thailand's progression towards a modern society that prioritizes human rights and dignity, reflecting broader aspirations for societal development and inclusivity. The prevalence of the begging problem and its associated issues, compounded by factors such as human trafficking, poverty, and migration, underscores the complexity of societal challenge. Historically, begging has been a widespread issue, with interconnected problems exacerbating its impact. Poverty serves as a root cause, but the cycle of begging can also result from forced begging due to human trafficking or seasonal migration to urban areas after agricultural seasons.

The entanglement of begging with various social problems highlights the inadequacy of past policies in effective controlling this issue. This inefficiency has prompted urgent government action to tackle begging comprehensively and yield tangible results. Recognizing the intricate web of factors contributing to begging necessitates holistic solutions that address underlying social issues while enforcing targeted policies to combat specific manifestations of begging, such as forced exploitation. The government's commitment to addressing begging more effectively signifies a shift towards concrete and impactful interventions, aiming to dismantle the multifaceted challenges that perpetuate begging and its associated problems. By adopting a comprehensive approach that prioritizes targeted interventions and addresses root causes, policymakers seek to achieve meaningful outcomes in alleviating begging and promoting social well-being for vulnerable individuals affected by this complex issue.

The policy statement issued by the government of General Prayut Chan-o-cha in 2014 underscores the critical importance and urgency of addressing the beggar problem and related social issues, including human trafficking, migrant worker exploitation, tourism-related illicit activities, prostitution, child labor, and begging. The statement emphasized the need to improve and amend laws and regulations to prevent and combat these challenges effectively. This commitment reflects a strategic approach towards national development by tackling systemic issues that undermine social well-being and economic stability. Interviews with Mr. B (pseudonym: The extraordinary committee, December 25, 2020) and Mr. I (pseudonym: the officer,

November 29, 2020), It was highlighted the government's proactive stance in addressing the problem of begging through legislative reform.

> “The Members of the National Legislative Assembly have proposed drafting new laws, specifically beggars, signaling a concerted effort to modernize legal frameworks and enhance enforcement mechanisms. The recognition that existing laws are inadequate in addressing the root causes of begging, and it underscores the necessity for comprehensive policy revisions to achieve meaningful impact.”

Moreover, Mr. O's perspective (pseudonym: the social activist, November 25, 2020), Representing talented performers and individuals showcasing skills (Wanipok), it was underscored the complexity of the beggar problem and challenges traditional definitions.

> “This group asserts that they are distinct from beggars and advocates for legal amendments that reflect the nuanced nature of begging-related issues. By acknowledging the interconnectedness of begging with broader societal challenges, such as poverty and exploitation, there is a call for holistic legal reforms that address multifaceted dimensions of vulnerability and social marginalization.”

From the analysis above, it is evident that the issue of begging is intricately linked to broader societal challenges, notably human trafficking, poverty, and migration. This interconnectedness has compounded the severity of the begging problem, especially considering the inadequacies of enforcing the outdated Control of Beggar Act, B.E. 2484, in effectively curbing its proliferation. Recognizing the gravity of these issues, the government sector has taken decisive action through national administration initiatives, such as the Cabinet policy statement to members of the National Legislative Assembly. This policy statement underscores a commitment to reduce begging and its associated problems by enhancing the efficiency of relevant laws and regulations. Members of the National Legislative Assembly have responded to this imperative by advocating for policy reforms, exemplified by presenting the draft of Beggar Control Act B.E. ... to the President of the National Legislative

Assembly. Additionally, the initiative has garnered support from a network of individuals showcasing abilities, facilitating the inclusion of the draft policy on the legislative agenda for further deliberation.

3) Chronic and Severe Problem

This is the condition under which the understanding of a public problem can become a policy problem in itself. From the results of this study, it was divided into 2 issues, with the following details.

3.1) The severity of the begging problem manifests as a pervasive issue that detrimentally impacts society at large. Begging behaviors, characterized by obstructing traffic flow and causing disturbances to public road users, constitute a significant challenge affecting various demographic groups. Typically, beggars employ specific equipment, such as containers, to solicit money or property from passersby. Common locations where begging occurs include tourist spots, entertainment venues, flea markets, bus stops, and overpasses—areas frequented by large crowds. This concentrated presence of beggars poses an inconvenience to pedestrians by obstructing footpaths and, in some instances, poses risks to personal safety and property, underscoring the broader societal implications of this pressing issue. From insights shared by Mr. N (pseudonym: the social activist, November 24, 2020), and Mr. J (pseudonym: the officer, November 24, 2020), it becomes evident that the issue of begging significantly disrupts public spaces and adversely impacts individuals utilizing these areas.

> “I highlighted how beggars obstruct narrow sidewalks, impeding the movement of pedestrians and creating inconvenience for those using public walkways. Also, the unlicensed individuals occupying market spaces or playing music without authorization can disturb vendors and shoppers, causing annoyance and disruption.”

The presence of beggars in crowded travel locations introduces disorder, dirt, and road blockages, posing potential risks to public safety and property. Such disturbances can lead to widespread dissatisfaction within society, reflecting a perception that the government's response to the begging problem has been inadequate. These observations underscore the multifaceted challenges associated

with begging, extending beyond mere economic concerns to encompass broader social and public order implications. Effective resolution of this issue requires comprehensive strategies that address both the immediate disruptions caused by begging and the underlying socioeconomic factors driving individuals to resort to this behavior. By fostering greater collaboration between stakeholders and implementing targeted interventions, authorities can work towards restoring order and enhancing the quality of public spaces for all citizens.

Secondly, damaging to the national development's image is exacerbated by issues. The problem of begging is intricately linked to human trafficking, specifically the coercion of individuals into begging. According to information from the United States spanning a decade (2007-2017), the severity of the beggar problem escalated significantly, particularly between 2010 and 2013 when it reached Tier 2 Watch status, subsequently deteriorating to Tier 3 in 2014. The escalation of human trafficking involving forced begging prompted the Thai government to issue a policy statement to the National Legislative Assembly in the same year, emphasizing the urgency of addressing this critical issue with concrete actions. From insights shared by Mr. C (pseudonym: The extraordinary committee, December 20, 2020), it is clear that addressing human trafficking and begging-related issues carries significant implications for a country's reputation and socioeconomic landscape.

> "I emphasized that positive rankings in addressing human trafficking reflect a nation's commitment to combatting these challenges, thereby enhancing its reputation for tourism, international investment, and cooperation."

Additionally, In Mr. D's perspective (pseudonym: The extraordinary committee, December 25, 2020), It was highlighted the multifaceted nature of the begging problem, underscoring its connections to broader societal issues such as human trafficking, poverty, and inadequate access to government services.

> "The proposed policy approach involves a dual strategy of "catch" and "pay", where beggars are brought into protection centers ("catch"), and preventive social work is employed to dissuade individuals from entering

> begging (“pay”). This comprehensive approach recognizes the interconnectedness of various social challenges and underscores the importance of targeted interventions to address the root causes of begging and related issues effectively.”

From the foregoing discussion, it becomes evident that the severity of the begging problem extends beyond immediate social concerns to encompass broader implications for the country's development and international standing. The ranking of human trafficking situations by the United States directly influences Thailand's image on various fronts, including the administration's reputation, economic investment, tourism promotion, and international cooperation. Effectively addressing the issue of begging can significantly enhance the country's image and development prospects. Conversely, a lack of efficiency in tackling this problem may lead to negative consequences, such as increased violence and a decline in international trade relations. Additionally, it could tarnish the country's image, making it less attractive for tourism promotion. Therefore, the gravity of the beggar problem underscores its macro-level impact on the nation's overall image and trajectory of development.

3.2) The chronicity of the begging problem is deeply rooted in Thailand's historical and contemporary context, persisting over centuries and persisting as a policy concern. According to records from the Department of Social Development and Welfare, spanning from October 2014 to October 2020, there were 5,587 documented beggars, comprising 3,504 Thai beggars and 2,083 foreign beggars. This issue is not new, as historical studies trace begging back to the Ayutthaya period, with beggars consistently present throughout subsequent eras. In an interview by Mr. F (pseudonym: the officer, November 22, 2020), It was acknowledged the enduring nature of begging across different years, noting fluctuations in numbers based on prevailing environmental factors.

> “I highlighted the evolving definition of beggars over time. While older definitions included individuals with talents or Wanipoks within the category of beggars, contemporary perspectives aim to distinguish between those showcasing abilities and traditional beggars. Despite efforts to redefine and differentiate, the persistence of begging underscores the enduring challenge

of addressing this social issue over time. The cyclical presence of beggars necessitates ongoing legal and policy measures to manage and address this persistent societal challenge."

The persistence and prevalence of the begging problem, evident from historical records to present-day data, highlight the enduring challenge that policymakers face. Despite past efforts, such as the implementation of the Control of Beggar Act, B.E. 2484, which initially showed some success for reducing begging, the situation has evolved into a more complex and severe issue intertwined with various social problems. This ongoing challenge has propelled the problem of begging into the realm of policy discourse, prompting further consideration and action by authorities. The multifaceted nature of the problem underscores the need for comprehensive strategies that address the underlying causes and interconnected issues contributing to the persistence of begging in Thai society.

4) Problem Dynamics

The evolution of the begging problem over time reveals two distinct patterns, each reflecting the dynamic development of this societal issue from basic survival needs to more complex circumstances. Initially, begging for sustenance, considered at the basic level, emerged primarily due to poverty, hunger, and livelihood challenges, particularly prevalent in the northern and southern regions of Thailand. During the off-season from farming, rural communities in these areas would migrate to urban centers and the capital to beg for alms. Subsequently, as the harvest season approached, they would return to their hometowns to resume agricultural activities. This cyclical begging behavior, aimed at alleviating hunger and economic hardship, led to the enactment of the Control of Beggar Act, B.E. 2484.

Poverty was identified as the primary mobilizing behind this form of begging, providing crucial sustenance during periods of economic strain. At this stage, there was minimal enforcement or formal systems in place to manage or control begging. The practice was primarily individualistic, mobilizing by immediate survival needs rather than organized exploitation. The commercialization of begging was limited due to communication constraints, management challenges, and the risk of legal repercussions. Consequently, early governmental responses, such as the Control

of Beggar Act, focused on one-sided management without directly addressing the underlying complexities of the begging profession.

The second format is business begging. The evolution of the begging problem has transitioned from basic sustenance begging to a more organized and complex form known as business begging. This shift is evident from the establishment of the Anti-Trafficking in Persons Act, B.E. 2551, which criminalized the trafficking of individuals for forced labor as beggars. Business begging involves the orchestration of groups of people who are brought together to beg for alms through a structured management process. This includes recruiting beggars, providing transportation, accommodations, and medical care, as well as sharing the earnings from begging. Today, business begging is highly visible, with operations that use vans to transport individuals to various locations, particularly in urban centers.

As described by Mr. H (pseudonym: the officer, November 1, 2020) and Mr. N (pseudonym: the social activist, November 4, 2020), business begging often operates such as a gang, with coordinated efforts to recruit, manage, and profit from beggars. This includes leveraging communication technology to coordinate activities, evade law enforcement, and expand operations internationally.

> "The business model has evolved significantly, offering financial incentives and support to individuals who engage in begging, whether voluntarily or involuntarily. Unlike traditional subsistence begging, business begging operates on a larger scale and involves sophisticated networks that can span across borders."

The dynamics of business begging represent a departure from historical forms of begging, posing new challenges for law enforcement and regulatory frameworks. Traditional laws designed to address individual beggars are inadequate in addressing the complexities of organized begging networks that exploit individuals for profit. The shift from subsistence to business begging underscores the need for updated laws and enforcement strategies to effectively combat this evolving societal issue.

4.2.2 Policy Alternatives

Policy Alternatives is a complex process that involves a thorough analysis of potential approaches, considering input from diverse stakeholders with expertise and experience. This comprehensive approach aims to address policy problems effectively by identifying and evaluating various alternatives. Stakeholder engagement plays a crucial role, involving experts, practitioners, affected communities, and policymakers who contribute valuable insights and perspectives.

1) innovative alternatives

The current trend of advocating for the protection and enhancement of quality of life for individuals showcasing their talents, particularly influenced by Western practices, has sparked discussions around selecting policy options for recognizing emerging occupational groups and distinguishing them from independent or general artists. This debate includes considerations on how to elevate talent and create societal benefits from these career groups. To enhance the status of independent artists, one proposal involves issuing identification cards to talent exhibitors. This initiative aims to differentiate between beggars and those demonstrating abilities, allowing for clear distinctions within these groups. It delineates between licensed talent performers—individuals who have undergone potential assessments and obtained legal licenses—and those who exhibit general abilities without formal licensing. In this context, policy alternatives are focused on leveraging individuals showcasing their abilities for mutual benefit. This approach considers how to effectively utilize talent demonstration to positively impact both the individuals and society at large. As mentioned by Mr. C (pseudonym: The extraordinary committee, December 3, 2020) and Mr. I (pseudonym: the officer, November 5, 2020), they stated that

> "What we want to see at the end of issuing a policy to control begging is not just catching beggars and taking them into a protection center and then treating them until sending them back to their hometowns. Therefore, we must rethink the policy to see what is missing to help fill the gaps. defective in the past that was missing, in addition to focusing on controlling beggars to a lesser extent, we also had to find a way to deal with these new groups of people showing talent, which are independent professionals, so that they

could be an important part in mobilizing the development. In our country as well as other professional groups."

From Mr. F's perspective (Pseudonym: the officer, December, 19 2020) it was given guidelines that

"After the emergence of a group of licensed independent artists, we will try to push these groups of people to appear in public places. The law specifies that anyone who wishes to demonstrate their abilities must notify the local official of their intention and location to issue a certificate. There are at least two expectations for this group of people. Firstly, it is designating their redisplaying abilities. This area will be like a public stage for him to show his full potential without having to worry about being chased away by officials. Secondly, we will try to push these artists to be more accepted by society. At the same time, it will also change society's perspective on those who show their abilities. that they are not beggars."

The described policy alternatives aim to promote and develop the potential of individuals previously categorized as beggars by establishing distinct occupational groups that differentiate them from talented performers. These new occupational categories are envisioned as mechanisms for positive change, benefiting society in several ways. Firstly, the policy envisions promoting and supporting tourism by creating vibrant atmospheres in tourist attractions and commercial areas. These designated public demonstration spaces will be made available upon notification to local officials. Following this, public announcements will be made to inform and engage the broader community, serving both as public relations and as a means to enhance the local atmosphere. Secondly, the policy seeks to encourage the display of talents at national fairs, similar to how other professional groups participate in significant events. Talent groups will be encouraged and provided platforms to showcase their skills, fostering their recognition and integration into broader societal contexts.

These policy directions reflect an effort to transform societal perceptions and opportunities for individuals previously marginalized as beggars, elevating them

to recognized talented performers who contribute positively to tourism and national events. Given the prevalence of talented individuals with disabilities in Thailand, it is crucial to recognize and highlight their abilities as valuable contributions to society rather than viewing disabilities as limitations. This perspective underscores the importance of social inclusion and empowerment for individuals with disabilities, emphasizing their potential to engage in meaningful occupations and contribute positively to various sectors. However, there are concerns and criticisms regarding the potential consequences of policy options that fail to clearly distinguish between talented performers and individuals engaged in hidden begging. Some fear that unclear distinctions could inadvertently encourage or enable hidden begging practices. Despite these challenges, the adoption of such policy choices represents a significant shift in the approach to beggar control. It moves beyond simply reducing the number of beggars and instead focuses on creating new occupational opportunities and harnessing the potential of talented individuals for national development. Moreover, these policy initiatives have broader implications for social development, including changing societal attitudes toward talented performers and promoting self-employment opportunities. By showcasing the abilities of talented individuals, especially those with disabilities, these initiatives contribute to fostering a positive tourism image and driving social innovation. This approach represents a transformative step toward inclusive social development that values the diverse talents and capabilities of all individuals within society.

2) creative Alternatives

The presence of 1,000 beggars per year includes individuals, who under past beggar control policies, were categorized alongside poets and independent artists due to a definition that equated them with beggars. This classification has led to an increase in the number of individuals labeled as beggars, including Wanipok and independent artists. This trend contradicts the national development agenda, which aims to decrease the beggar population. Confusion arises from interpreting the definition of a beggar according to the Control of Beggar Act, B.E. 2484, particularly in light of the global trend of promoting and developing talent. In developed countries, public spaces often showcase groups of artists demonstrating various talents such as singing, painting, magic, and more. These artists contribute to the

cultural vibrancy and creative atmosphere of public places, highlighting the distinction between showcasing talent and engaging in begging.

While people are walking around the area where talent shows are taking place, if they are impressed, they may throw money into a receptacle such as a hat, bowl, container, or box. This practice is distinct from begging because the artists are showcasing their abilities to entertain and impress the audience. The money or items given are a symbol of appreciation for the talent displayed. According to an interview from Mr. (pseudonym: the extraordinary committee, December 15, 2020), in foreign countries, there is a distinction between beggars and street artists. Beggars are often classified as homeless or marginalized based on behavior. This perspective suggests the need for new ideas to address the issue of begging. Similarly, an interview from Mr. B (pseudonym: the extraordinary committee, December 12, 2020)

> "Classifying beggars and street artists differently can lead to tangible changes, such as reducing the number of beggars in shelters. Distinguishing between these groups affects how agencies provide protection, recognizing that they are not the same and require different forms of support."

Also, an interview from D (pseudonym: the extraordinary committee, December 18, 2020), some countries promote street artists as a legitimate form of independent occupation.

> "For example, festivals in Australia and evening events in Korea feature, artists perform the ability to the public. This perspective highlights the cultural significance and community support for street artists in these contexts."

From the analysis above, it is clear that in the past, Thailand did not distinguish between beggars and those who displayed talent, which contributed to a higher density of beggars due to the lack of differentiation. Therefore, introducing the concept of protecting and developing talent has emerged as a new policy option in Thailand. By defining a talented performer, individuals have the opportunity to gain recognition and support in their respective fields, such as singing, magic, aerobics, art, and dance. This policy choice represents a reimagining of begging to focus on

distinguishing behaviors between beggars seeking pity and performers showcasing their artistic skills. This shift in perspective enables policymakers to reduce congestion among beggars and create space for those demonstrating genuine talent. This creative approach to policy-making is apt for Thailand, acting as a sieve to exclude non-beggars and prioritize protection measures for genuine cases, ultimately aligning with the policy's goal of reducing the beggar problem.

3) Responsive Need Alternatives

The formulation of policy alternatives to address the issue of begging involves setting guidelines aimed at resolving individuals' problems. The ultimate goal is to eliminate the problem or need once the underlying needs of individuals are met. In studying alternative approaches to address, the needs related to the policy on controlling beggars, the government has recognized the importance of focusing on this group of people. This attention has led to the identification of specific methods to respond to their needs, which can be categorized into two main issues.

The first point emphasizes the necessity of distinguishing between beggars and individuals demonstrating skills or talents (referred to as "Wanipok" in Thai) due to shortcomings in the Control of Beggar Act, B.E. 2484. This law lacked clarity in differentiating between panhandlers and performers, resulting in situations where performers were wrongfully arrested and prosecuted under the same laws as beggars. This issue has prompted demands for policy revisions from various individuals and groups, including the White Cane Artist Group, the Association of Disabled Persons of All Types of Thailand, and general foundations. The rationale behind these policy demands stems from the perspective of talent groups who view their actions as legitimate and honest occupations that do not contravene the law. Section 6 of the Control of Beggar Act, B.E. 2484 specifically prohibits begging, defined as soliciting another person's property without providing anything in return and not making such requests on behalf of relatives or friends. This prohibition encompasses actions as singing, playing musical instruments, performing, or engaging in similar activities unless there is an explicit or implicit agreement to accept property from listeners or viewers voluntarily.

The impact of such laws affects occupations and is not consistent with the changes in today's society. Especially in foreign countries that allow those who show their abilities to show their full potential, In the interview, Mr. M (pseudonym: the street performer, January 14, 2021) commented that

> "A career as a real talent performer doesn't cause anyone any problems because we didn't ask for money from anyone. Whoever is happy to give will have faith in him to give, or if he doesn't give, we cannot force him to pay in exchange for the viewing fee. Therefore, giving rewards for demonstrating one's abilities will arise from satisfaction without being forced. So, I feel like I want the law to be amended because beggars are not the same."

Following demands from individuals impacted by past policies aimed at controlling beggars, policy proposals were formulated to highlight the distinction between beggars and individuals showcasing their abilities (Wanipok). Additionally, affected parties came together to urge competent authorities, including the National Legislative Assembly and agencies who is responsible for enforcing begging policies, to revise existing laws. The aim was to establish a clear definition that differentiates between beggars and performers. These policy proposals not only seek to address the issue of begging but also respond to the needs of those affected by previous policy implementations. This includes addressing the impact on occupational freedom and combating societal stigmatization associated with being labeled as a beggar. Furthermore, promoting careers as talented performers signifies progress in developing the country's population in alignment with current societal changes and aspirations.

The second issue concerns the imposition of penalties on individuals who exploit beggars. While the Control of Beggar Act, B.E. 2484 stipulates punishments for beggars, the problem of begging involves not only the beggars themselves but also those who take advantage of them. Unfortunately, Control of Beggar Act, B.E. 2484 does not delineate offenses related to this group of exploiters. Therefore, there have been efforts to introduce penalties for those who exploit beggars. It is proposed that exploiting others through begging should constitute an offense, with specific criteria including:

1) Targeting vulnerable individuals such as pregnant women, elderly people, individuals with mental illness, disabilities, or illnesses.

2) Collaborative actions involving two or more individuals.

3) Exploiting individuals from outside the country to beg within the country.

4) Exploitation conducted by the parent or guardian of the beggar.

5) Actions undertaken by competent officials.

6) Actions undertaken by government officials who have the authority to care for or provide advice to individuals under categories (1), (2), and (4). However, this does not apply to acts between parents and their children. In an interview with Mr. N (pseudonym: the social activist, January 17, 2021) commented that

> "There are beggars who are willing to beg and are persuaded to beg. If the person who comes to beg for alms himself will be guilty of being a beggar. But in the fact-finding process, if it is found that the person is a beggar was invited to beg, the story must also be traced to the root cause, that is to say, those who take advantage of the beggars which defines this group of people to be guilty as well in some cases. Beggars are tricked into begging. He has also committed a crime, but if accepted into the protection process, he will be considered not guilty. Therefore, this group of people are victims as they are lured into begging. Therefore, if there is no punishment for those who take advantage of beggars, it is like we are playing a role or causing the victims to be affected as well. Because the wrongdoer who was the root cause was not punished. This has therefore become a point that we must pay great attention to."

From this perspective, Mr. I (pseudonym: the officer, December 23, 2020) commented that

> "I have also heard the echoes of those receiving protection in the shelter. He was a beggar and received punishment by receiving protection and improving the quality of life, but the person who invites him to beg alms is behind us. Why don't we have laws that take legal action against this group

of people? Therefore, the existing laws are not fair because they only discriminate against certain groups of people."

In the view of Mr. C (pseudonym: the extraordinary committee, December 17, 2020), it is considered that

"Demands regarding the imposition of punishments on those who exploit, this is partly because the laws did not provide such coverage in the past. Part of this comes from the reflections of victims of beggar exploitation through the foundation. Not only we punish beggars with treatment, we must also punish those who take advantage of beggars."

From the analysis above, it is evident that incorporating measures related to imposing penalties on individuals who exploit beggars represents an alternative policy approach to control beggars. The focus is on safeguarding the rights of victims who are coerced into begging, aiming to prevent and deter exploitation by those who take advantage of beggars. It is recognized that the exploitation of beggars has profound impacts on individuals and society, necessitating measures to address this issue. These demands underscore the need to develop policy options that address these concerns comprehensively. By setting clear guidelines within the policy framework for controlling begging, which includes penalties for exploiters and a clear distinction between beggars and performers, the government can advance these issues onto the decision-making agenda of relevant authorities. This approach is aimed at achieving greater satisfaction among those affected by the policy, as well as creating positive impacts to effectively address the problem of begging and enhance public satisfaction. As a result, policy alternatives of this nature have gained traction and are being prioritized on the decision-making agenda by authorities in power.

4) Goals-Achieved Alternatives

Goals-achieved alternatives specifies the outcome or goal of a policy by clearly defining the goal-directed choice to achieve it. It will allow decision-makers to interpret and consider the content of the policy in a mutually understanding direction. in the same way

From the study results, it was found that From the Cabinet's policy statement to the National Legislative Assembly In 2014, it was said that to prevent and solve the problems of human trafficking, immigrant migration, and harassment of migrant workers, hidden tourism, prostitution, and child labor Including the problem of beggars by improving and amending related laws and regulations. In addition, a strict inspection and screening system is in place. After that, members of the National Legislative Assembly proposed a draft law to control begging. B.E.... which is presented to the National Legislative Assembly for consideration.

According to the Constitution of the Kingdom of Thailand (Interim Edition), B.E. 2557, Section 14. Under the draft policy, there is a reason because at present begging has the characteristics of illegal exploitation of those who rely on the physical, intellectual, and ability, or mental status of another person which results in damage and peace and order in the country, and the Control of Beggar Act, B.E. 2484 has been forced for a long time. Various provisions is not suitable for the current condition. It is appropriate that there should be a more clear and appropriate organization of assistance and control of begging including requiring that persons who do anything to cause other people to beg in different places, others has been criminally punished. To protect the welfare of such persons from becoming tools for the exploitation of others, it is therefore necessary to enact this Act.

The above statement reflects the goal of formulating a new policy to control begging, which has the main aim of imposing punishments for those who seek to benefit from beggars. Moreover, the reason for this is due to the problem of beggars is closely related to the issue of human trafficking. At that time, there was a policy statement of the Cabinet in 2014 when Thailand was ranked at the highest level for the severity of human trafficking problems as Tier 2. The issue of human trafficking involves bringing people to beg for alms from those who illegally take advantage of these people. At the same time, the limitations of The Anti-Trafficking in Persons Act, B.E. 2551 cannot take legal action against individuals. Therefore, formulating a policy to control new forms of begging must include those who take advantage of beggars as required by the Anti-Trafficking in Persons Act, B.E. 2551 cannot be condoned and this group of people must be punished as well. In an interview from Mr. G (pseudonym: the officer, November 22, 2020) it was given that

> “There was a group of people who invited this person to beg as well, but they couldn't do anything because there was no law against this group of people. Therefore, we arrested beggars and put them in a protection center but did not solve the problem of people inviting them to beg.”

To interview from Mr. D (pseudonym: the extraordinary committee, December 18, 2020) was stated that

> “The main goal of the new Beggar Control Act is to punish those who take advantage of beggars because this group of people is another trigger that causes the problem of begging to remain chronic. In the past, there hasn't been any law to take serious action against this group of people. This is considered a good sign that to solve the problem into beggar gangs, we have specific laws to deal with it.”

As interview from Mr. B (pseudonym: the extraordinary committee, December 18, 2020), It was considered that

> “We must continue to look at the Control of Beggar Act. After it has been enforced for a while, if the number of beggars in public decreases and, the number of people arrested and prosecuted for bringing people to beg must also increase. Both of these things should go hand in hand. That is why it is the goal of the law to respond to its intent at the same time.”

The reflection on the problem of begging highlights the significance of the Control of Beggar Act, B.E. 2484, which was established by members of the National Legislative Assembly with specific principles and objectives. This legislation was designed to address a changing landscape where certain groups exploit individuals with physical and mental disabilities for begging purposes. The formulation of policies to control begging has been guided by these principles, focusing on reducing the overall number of beggars. It is recognized that the problem of begging is not solely caused by the beggars themselves but also by individuals who exploit them for personal gain. Therefore, the policy's goal extends beyond simply prohibiting begging; it also aims to bring those who exploit beggars to justice. The limitations of

existing legislation, such as the Anti-Trafficking in Persons Act, B.E. 2551, underscore the need for targeted policies that address both beggars and the perpetrators who profit from their exploitation. To achieve the objectives of beggar control effectively, policy options must prioritize the reduction of begging while simultaneously increasing efforts to prosecute those who exploit beggars.

4.2.3 Policy Decision-Making

It is the act of a government official or agency having the authority to approve the addition, or even reject policy alternatives under consideration. For a policy to receive attention or be rejected by those in power, the characteristics of the policy options must be reasonable and able to put into practice. The study found that the characteristics of each alternative are as follows.

1) interconnection of the content

The study revealed that the Control of Beggar Act, B.E. 2559 is mobilizingn by at least two crucial elements that form the core of addressing the beggar problem, ensuring policy coherence and consistency. Firstly, the directness of the policy is emphasized. The primary objective of the policy is to combat begging by minimizing the number of beggars. This reduction is pursued through four key methods such as distinguishing between genuine beggars and individuals with skills, imposing penalties on those exploiting beggars, supporting and enhancing the quality of life for beggars to prevent recidivism, and promoting the potential of individuals with skills to prevent them from entering the cycle of begging. From the comments provided by Mr. C (pseudonym: the extraordinary committee, December 25, 2020), it's evident that the Control of Beggar Act, B.E. 2484 expands upon the previous legislation by incorporating a more comprehensive set of strategies to address begging. The Act includes provisions ranging from prohibiting begging (Section 13) and enabling individuals to demonstrate their skills (Section 14), to protecting and developing the quality of life of beggars (Sections 15 to 21) and imposing penalties on those who exploit beggars (Section 23).

> “The importance of ensuring that each section of the policy aligns with the overall aim of reducing the number of beggars, ensuring relevance and consistency throughout the Act.”

Also, Mr. E (pseudonym: the extraordinary committee, December 21, 2020) mentioned that

> "For the critical role of wording and language in policy drafting, the words, assistance, are changed to "protection and development of quality of life" to convey a clearer meaning aligned with the intent of the law. This adjustment reflects a broader scope of responsibilities, including physical and mental rehabilitation and vocational training for beggars."

Moreover, an interview from Mr. D (pseudonym: the extraordinary committee, December 21, 2020) It was underscored the need for clarity and conciseness in the drafting process, aiming for consistency and avoiding unnecessary verbosity. Amendments to the law must undergo rigorous scrutiny by the committee to ensure alignment with the intended policy direction. From the interview, it shows that the relevance of the policy affects the decision to consider the Control of Beggar Act, B.E.2559, because the policy consists of provisions or sections that show the elements of the policy in each issue. Making the policy relevant requires careful examination and consideration of the words and word groups in the policy. That means If any words are inconsistent with the goals, it is necessary to improve or take any action that results in changing the language structure to be concise and clear. When a policy proposal is created that is relevant, the policy proposal consists of many provisions. However, if there is consistency and directness to the point, it will be firm in the use of discretion for the decision-making, actions may be taken to improve the words to make them more complete. Overall, these perspectives underscore the importance of clarity, consistency, and alignment with policy objectives in the drafting and implementation of laws aimed at controlling begging and supporting individuals affected by these policies

The second is unity of policy. When a policy to control beggars that is a combination of several content elements or policy proposals is relevant to the policy's purpose, those policy proposals must be consistent in content with each other in order to demonstrate policy unity. From the interview by Mr. E who emphasizes the

importance of identifying the key sections within the Control of Beggar Act, B.E. 2559 that serve as the main principles for solving the problem of begging.

> "Sections deemed less critical, such as those related to committee member appointments or retirement, are considered secondary matters. The primary focus should be on ensuring that policy proposals align with each other and contribute to the overarching goal for reducing the number of beggars. For example, I highlight how Sections 13 and 15 of the Act prohibit begging and require individuals wishing to demonstrate their talents to notify authorities, respectively. These measures are designed to reduce the presence of beggars among talented performers and protect those demonstrating skills from falling into the cycle of begging. Additionally, Section 22 criminalizes those who seek to benefit from beggars, which indirectly contributes for addressing the begging problem."

Also, From an interview with Mr. A (pseudonym: the extraordinary committee, December 2, 2020) it was underscored the need to carefully assess the entire content of the law to identify any inconsistencies or internal contradictions. It's crucial to address these issues through adjustments or amendments, ensuring that all elements of the content align seamlessly. Even if changes to specific words or phrases impact other sections, adjustments must be made to maintain overall coherence and effectiveness.

In summary, both perspectives stress the importance of policy unity and coherence in addressing the problem of begging. By ensuring that all sections of the policy align with the overarching goal and do not contradict each other, policymakers can develop comprehensive and effective strategies to control begging and support individuals affected by these policies. The analysis of the provisions within Control of Beggar Act, B.E. 2559 underscores the critical importance of policy unity and consistency for decision-makers. When crafting a comprehensive policy to address the issue of begging, each section and provision must align with the overarching goals, such as reducing the number of beggars. Sections 13, 15, 14, and 22 of the Act are cited as examples of provisions aimed at achieving the goal of reducing beggars. Each of these sections should contribute to the same policy direction without

conflicting with one another. If inconsistencies arise between sections, it can lead to internal conflicts within the policy framework. Decision-makers are tasked with ensuring that the content of the policy remains unified and coherent. By harmonizing the provisions to convey consistent policy objectives, policymakers can exercise discretion in selecting the most effective policy alternatives.

2) Consideration of Public Interest

It focuses on the expected effects on a large number of people as stakeholders in policy-making decisions. Therefore, for the policy to be effective by the decision makers must consider the policy to see which aspects have widespread impacts to legitimize the principles of democratic policymaking. From the study, it was found that decision-makers will consider at least 3 types of benefits to the public as follows.

The first is the benefits that accrue to the general public. Not only beggars and those showing skills benefit from the Control of Beggar Act, B.E.2559, but the general public also benefits, Especially, the benefits in terms of protection and prevention of entering the cycle of begging. From being a risk group or a vulnerable group that is affected by related social problems such as human trafficking, poverty, immigration, etc. This is because the designation of shelters for the protection and development of quality of life is not only the designation of the duty of the service unit to provide only passive assistance to the public. At the same time, the Quality-of-Life Protection and Development Center also acts as a preventive operational unit. Therefore, protection and protection include the general public who are facing difficult conditions that may lead to the process of begging necessarily or being taken advantage of by beggars. In the interview, Mr. F (pseudonym: the officer, December 20, 2020) commented that

> "Implementing the Control of Beggar Act, B.E.2559 aimed to the establishment of a protection and quality of life development center that serves to assist treatment physical and mental rehabilitation. The center can assist the people who walk in the morning to receive services. And, there are also areas where we go out to proactive operations. On the other hand, the protection center has a proactive role to prevent people in at-risk groups, such as the poor, the disabled, those without relatives, etc., from begging."

In the view of Mr. C (pseudonym: the extraordinary committee, December 17, 2020) commented that

> "If it cannot benefit society as a whole, the law will be questionable in some aspects. If we consider that the law was created to enforce only one group of beggars. The perspective on the problem of begging will go back to the way it was when we established the Control of Beggar Act, B.E.2484, but now there are many groups of people mentioned in many relevant aspects. We cannot deny that vulnerable people will not be exploited. If we can get rid of people who take advantage of begging, there will be no problem with begging. And in the same way, vulnerable people will receive indirect benefits without being victims."

Secondly, it is the distribution of benefits from the policy to protect and develop the quality of life of beggars, the structure of operations involves establishing government service facilities nationwide. These facilities are categorized into primary and secondary service units, ensuring comprehensive coverage. the Control of Beggar Act, B.E.2559 is designed to ensure that the benefits of the policy extend beyond urban centers to reach individuals in need across the entire country. By establishing primary and secondary service units, the government aims to provide comprehensive support and assistance to beggars and individuals experiencing hardship. The primary service units, known as Protection Centres for the Destitute (PCD), are strategically located in 77 locations throughout the nation. In addition, the secondary service units as Helpless Person Protection Institutes (HPPI), numbering 11 nationwide, complement the primary centers by providing specialized services and resources tailored to specific needs. The broad coverage of these government service facilities reflects a commitment to equitable access to social services and underscores the policy's goal of addressing the root causes of begging while promoting social welfare and development throughout the country. This comprehensive approach not only benefits the targeted individuals but also contributes to a more inclusive and supportive society overall. In the interview, Mr. H (pseudonym: the officer, December 22, 2020) commented that

"To Access government services is more important than policy because policy determination at the Act level must already be enforced in general. The important thing is how well we have channels for people to access state administration. Because of the Control of Beggar Act, B.E.2559, another aspect is the provision of social welfare to the people. If they do not access to government services over the country, it will only be concentrated in certain areas. For example, in the capital or important cities, while other areas will not benefit from the policy, it would not be fair to say that they are not important or of little importance. Because the provision of social welfare through policy must create sufficient access, this is a strong enough reason for the policy to be implemented."

As stated by Mr. E (pseudonym: the extraordinary committee, December 25, 2020), it is considered that

"Having a channel for distributing benefits from the policy is important. When we look at the structure of the Department of Social Development and Welfare, we find that these systems are already supported. Because the Homeless Protection Act of 2014 had previously been enacted, we now have a system for distributing this benefit to support providing services to beggars and at-risk groups thoroughly."

From the foregoing, it is evident that the public benefits resulting from the decision to establish the Protection of Helpless Persons ACT, B.E. 2557, lie in the establishment of a comprehensive protection system aimed at improving the quality of life for beggars. Under this system, benefits are distributed through various channels, including 11 HPPIs and 77 PCDs. These facilities ensure that beggars and those at risk of entering the begging cycle have extensive access to government services. Although the Control of Beggar Act, B.E.2559 is enforced nationwide to address the issue of begging, it represents only one aspect of a broader policy approach that primarily targets specific areas, such as the capital and tourist cities. However, the protection and enhancement of quality of life should also extend to rural areas and towns not typically associated with high beggar populations. Such areas require social

welfare provisions as they continue to experience poverty and general social issues that could eventually lead to begging. Therefore, ensuring comprehensive distribution of benefits is essential when formulating policies to address these matters.

The third benefit pertains to respecting human rights. Although begging is considered a criminal offense under the Control of Beggar Act, B.E.2559, Section 15, wherein anyone found violating Section 13, paragraph one (prohibiting begging), must be sent for screening to a Protection and Quality of Life Development Center by the official. If the screening identifies the beggar as a child, pregnant woman, elderly person, mentally ill individual, handicapped person, or disabled person, specific legal actions must be taken. The official is required to collaborate with the relevant agency as stipulated in Section 19. According to Section 19, individuals violating Section 13, paragraph one (prohibiting begging for alms), may face imprisonment of up to one month, a fine not exceeding ten thousand baht, or both. However, if the beggar agrees to comply with the official's directives or consents to stay at the Protection and Quality of Life Development Center, they will be exempt from prosecution under Section 19.

From the above explanation, it is apparent that while begging is a criminal offense punishable by imprisonment and a fine, a beggar can be absolved of this offense by agreeing to receive protection at a designated center. This provision offers opportunities for beggars to access assistance and transition into alternative livelihoods, leading to a normal and content life. The protection and enhancement of quality of life thus become fundamental rights for beggars or those at risk of begging, particularly vulnerable groups such as children, women, the elderly, and the disabled. Moreover, this provision helps to reduce the social stigma associated with begging, offering important benefits to those who agree to seek protection under this law.

It is a human right to live in society happily and not be devalued either as a citizen or as a beggar. And especially beggars need to receive special treatment as other vulnerable groups, if we continue to solve the problem by making the problem more severe, such as punishing beggars more harshly. However, we are also violating the human rights of our citizens as we do not have protection and care for this group of people and find ways to prevent them from becoming beggars again. The interview was mentioned by, Mr. D (pseudonym: Commission, December 18, 2020) Also, In

the view of Mr. C (pseudonym: Commission, December 17, 2020), gave the opinion that

> "What we aim to do is benefit all groups of Thai people. Especially for people in high-risk groups, we are trying to find ways to help them live in society like normal people. Where human worth and dignity still receive the same as normal people living in a society without being discriminated against. such as People of working age will have labor protection laws. or even defenseless people. Laws to protect the homeless and beggars, too, should have the same rights."

The foregoing shows that the human rights benefits will only be gained if the decision to enact the Control of Beggar Act, B.E.2559. it will happen when policy decision-makers see that the benefits will be protection and protection of rights for beggars as the general public and at-risk groups that require protection and care from the state. Also, this applies to other at-risk groups of people such as children females old people Disabled people etc. This human right is, therefore, a search for methods or guidelines to protect and develop the quality of life of beggars so that they can hold a normal position in society without being taken advantage of or looked down upon as well as not being discriminated against by surrounding people and society Therefore, decision making and policy setting are beneficial in realizing the importance of human rights of decision-makers who want to have such policies.

3) Relationships to interest groups

The study identified two significant interest groups that play a crucial role in influencing decision-makers regarding policies to control beggars such as government officials and networks of talent exhibitors. These groups contribute valuable policy suggestions that inform decision-making processes, emphasizing the need for policies that align with their interests and insights into the issue of begging. The first interest group comprises government officials, including members of the National Legislative Assembly and civil servants from the Ministry of Social Development and Human Security. These individuals are closely involved in policy decision-making and propose critical issues for consideration. Members of the National Legislative Assembly, in particular, possess expertise in advocating for

legislative measures and play a pivotal role in drafting and submitting acts such as the Control of Beggar Act, B.E. ... to the Extraordinary Committee for deliberation and approval. Their involvement ensures that legislative proposals address the complexities of the begging issue and are aligned with legal frameworks and governmental priorities. According to the view of Mr. C (pseudonym: the extraordinary committee, December 17, 2020)

> "As you can see from the news on both websites and newspapers, there will be many groups affected by the policy and one of them is today's group. They met with a group of people who showed their ability to come and submit a letter calling for amendments. The old law, calling for the release of Waniphok from the grouping of government officials because they were lumped together with beggars, also called for the imposition of punishments on those who take advantage of beggars. We will take those demands and scrutinize them and see if there are any ways to change the law to benefit this group of people."

In some perspectives by Mr. E (pseudonym: the extraordinary committee, December 19, 2020), It was considered that

> "After we came up with a policy proposal, known as the drafting act of beggar control B.E...., there will be a signature of the names of those pushing for such proposals through the President of the National Legislative Assembly. After that, an extraordinary committee will be set up to consider, which will have representatives from many agencies, especially the Ministry of Social Development and Human Security who will be closed to the problem of begging."

Moreover, From Mr. F's view (pseudonym: the officer, December 20, 2020), it was given an opinion that

> "Sometimes, I have to go and forcibly take out people who sing in flea markets with the municipal outfits in Bangkok. We still try to avoid and enforce laws to control beggars. That means that one of these people was found and immediately became a beggar. We chose to use the Maintenance

of the cleanliness and Orderliness in the Country Act, B.E. 2535, which can only be kept them away from the area."

From the discussion above, it is evident that collaboration with interest groups, particularly government officials, plays a critical role in advancing legislation related to controlling begging, such as the Control of Beggar Act, B.E. 2559. Members of the National Legislative Assembly leverage their expertise in law drafting and proposals to ensure that the draft act enters the consideration stage of the Special Committee effectively. Additionally, civil servants from the Ministry of Social Development and Human Security engage directly with groups affected by past policy implementations. This interaction provides valuable insights and perspectives on the problems associated with begging, facilitating the creation of new policies aimed at addressing these challenges. The involvement of government officials with close ties to interest groups not only benefits those affected by policy implementation but also ensures that the policies developed align with the operational models within the agency and are responsive to changing circumstances. The credibility and weight of their input during committee deliberations make their recommendations highly reliable, often leading to the formulation of effective policies. This collaborative approach fosters a robust framework for addressing begging-related issues and mobilizings meaningful change within affected communities.

The second issue is about the Waniphok network group and talent show people. This group of people, although they do not have a direct relationship with the decision maker, The problems and needs of the Waniphok group and those showing their abilities are therefore presented primarily through the government officials. Therefore, interactions between policymakers and these groups are indirect in nature, with network groups, Wanipoks, and actors presenting opinions that lead to decision-making by those in power via social media such as Facebook, Twitter, Website, etc. It also includes attending conferences and seminars organized by agencies to present and disseminate opinions of this group of people as well in an interview from M.r M (pseudonym: the street performer, January 14, 2021) commented that

"When there is a brainstorming meeting for government agencies, Especially the Department of Social Development and Welfare, the agency

> will invite both senior executives of the agency to attend the meeting as well. Sometimes, it reaches the ministerial level, such as groups working in foundations, activists, and university professors. they will open the meeting agenda and allow opinions to be expressed to reach conclusions that will be used to formulate further policies."

The perspective was reflected by Mr. G (pseudonym: the officer, December 25, 2020) who commented that most of the proposals or issues will tell us what problems they are encountering from the implementation of past policies as well as the working methods of the agency that are obstacles to daily life. Also, It will amend announcements or orders to help work better and benefit these people. To be similar with Mr. L's view (pseudonym: the street performer, January 13, 2021), and Mr. O (pseudonym: the social activist, January 16, 2021), it reflects the idea that

> "There will be committee members in the appointment. Some of the committee members are representatives of groups that participated in deciding this law. When the law came out, it was a good result because it is not difficult for accepting that there are now ministry activities, they tried to participate more often than before."

The discussion reveals that interest groups affected by policy implementation, such as Waniphok (those demonstrating competence) and beggars, do not have direct interactions with policymakers or the special committee considering the draft of Control of Beggar Act, B.E. However, representatives from these interest groups are invited to participate in the decision-making process. Through their representatives, these groups convey their needs and requests to decision-makers. This indirect relationship between the interest groups and policymakers underscores the importance of effective representation. If there is a disconnect or lack of participation in the decision-making process, the resulting policy may not adequately address the needs of these groups, leading to dissatisfaction and non-acceptance of the policy. In contrast, the Control of Beggar Act, B.E. 2559 facilitates engagement with interest groups by involving their representatives in decision-making. This inclusive approach allows for the articulation of specific needs

and concerns, leading to be more responsive in policy formulation. When the policies reflect the input of affected groups, they are more likely to garner participation and acceptance for effective implementation. This collaborative process ensures that policies are tailored to meet the diverse needs of those impacted by the legislation.

4) Necessity of the Policy

It is a decision of political officials that is based on meeting the basic needs of the people. From the study, it was found that there are at least two necessities that affect the decision-making of political officials in determining policy, with the following details.

The first is physical necessity. The decision to enact the Control of Beggar Act, B.E.2559 was mobilized by several key factors, primarily centered around the physical necessity and urgent need to address the plight of beggars and individuals experiencing distress. The policy stipulated the establishment of shelters aimed at providing protection, improving the quality of life, and offering essential assistance, including physical and mental rehabilitation, along with vocational training for beggars. Furthermore, the establishment of these shelters aimed to prevent individuals from falling into the perpetual cycle of begging and to eliminate illegal exploitation by beggars. The shelters assisted those in distress, offering an alternative pathway away from begging.

Importantly, the Control of Beggar Act, B.E.2559 was enacted to establish shelters and public services that not only provided immediate assistance and rehabilitation to beggars but also aimed to break the cycle of begging and prevent exploitation, especially among vulnerable individuals facing poverty and other hardships. The focus on physical necessity and targeted support underscored the commitment to address the root causes of begging and uplift the quality of life for those in distress. There are many types of beggars. Most of them enter the cycle of begging because of poverty. Some beggars are sick, disabled, and mentally ill. If this group of people enters a shelter for protection and quality of life development. They will be as a first responder in the case of serious illness or better access to rights in cases where there is a specific law to protect them. They will receive protection according to that law. In beggars who are sick, they will be act as a coordination center for them to access the healthcare system. There is another group of beggars

who do not have a family to support them after they have completed rehabilitation, they can be sent back to their hometowns. At the same time, we will provide basic needs for living, eating, and medicine. This is considered a necessity in providing social welfare. This is a way of working that does not focus only on issuing policies but also the law provided supporting measures. In Mr. E's view (pseudonym: the extraordinary committee, December 25, 2020), it was given that

> "If we look carefully, the problem of begging is partly caused by poverty. If we do not have a system or measures to solve problems related to the lives of this group of people, Solving the problem of beggars will not be sustainable."

Also, From the view of Mr. N (pseudonym: the social activist, January 15, 2021), It was mentioned that

> "Currently, there are many vulnerable groups such as children, women, the elderly, people with disabilities, etc. These groups have specific protection laws. But for the vulnerable group, the beggars, we do not have laws for them. If we can take care of this well as well as other at-risk groups do, the problem of begging is likely to reduce the level of violence, which is a good thing."

The reflection from the foregoing indicates that decision-makers prioritize policies that address the critical needs of vulnerable individuals, including beggars and other at-risk groups. Policies must be structured to provide essential support and services, such as food, shelter, clothing, and medical care, forming the backbone of the state's public service system. Examining the provisions of the Control of Beggar Act, B.E.2559 reveals a commitment to addressing these fundamental needs by emphasizing the protection and development of the quality of life for beggars. This provision acknowledges that many beggars face family-related issues due to a lack of support, underscoring the importance of shelter and support centers. By embedding measures that address basic physical and mental needs within policy content, decision-makers are compelled to prioritize policies that not only reduce the number of beggars but also provide holistic support and protection for individuals in distress.

This ensures that the state's response is comprehensive and effective in meeting the needs of vulnerable populations, shaping policy decisions to prioritize essential public services and support systems.

The second aspect, psychological necessity, emphasizes the importance of legal measures as establishing protection and quality-of-life development centers, defining distinctions between beggars and performers, and criminalizing the exploitation of beggars. These measures not only address material needs but also contribute to psychological satisfaction. By providing facilities that offer physical and mental rehabilitation along with vocational training, the state addresses the psychological well-being of beggars. These centers serve as symbols of support and care, offering hope and opportunities for rehabilitation and skill development, which can boost morale and restore dignity among those in need. In summary, addressing psychological necessity through comprehensive policies that provide tangible support and uphold legal standards not only meets material needs but also promotes psychological well-being and societal satisfaction. This holistic approach ensures that policies are not only effective in reducing begging but also contribute positively to the overall welfare and morale of individuals and society. In an interview with Mr. D (pseudonym: the extraordinary committee, December 18, 2020), it was given the opinion that

> "If we talk about the summary of the Control of Beggar Act, B.E. 2559, it will be a guarantee that builds confidence among many groups of people. As a group of beggars, we have guidelines for helping and preventing them from going back to beggars. In the talent show group, we are registered as talent show performers, that will help as a mark to distinguish them from those who are being exploited."

The decision to establish the Control of Beggar Act, B.E.2559 reflects a comprehensive approach that considers both basic material needs and psychological well-being. The policy aims to satisfy psychological necessities for individuals, including those in at-risk groups, by addressing various aspects. First, by clearly defining and differentiating between beggars and individuals demonstrating abilities (such as performers), the policy reduces the stigma associated with begging. This

clarity helps to ensure that those showing talent are not unfairly stigmatized or treated as beggars. Second, by criminalizing those who take advantage of beggars, the policy enhances overall stability and safety within society, preventing the exploitation of vulnerable groups and reinforcing ethical standards. Third, the establishment of protection and quality-of-life development centers demonstrates a commitment to providing comprehensive support for vulnerable groups, addressing both physical and mental needs through rehabilitation and vocational training. Finally, by establishing a state public service system to protect vulnerable groups, the policy ensures that individuals experiencing distress have equal access to essential services and rights, similar to other at-risk populations. These psychological considerations highlight the multifaceted approach of the policy, emphasizing the importance of addressing societal challenges related to begging and vulnerability.

4.2.4 Policy Implementation

The implementation process of the beggar control policy involves translating the Control of Beggar Act, B.E. 2559 into actionable guidelines aimed at reducing the number of beggars as much as possible. Therefore, activities related to policy implementation include establishing and directing operational strategies by the prescribed plan. Policy implementation activities aim to achieve specific policy goals, and the outcomes will be influenced by the following implementation conditions.

1) Policy Attribute

A public policy must clearly articulate its objectives, which should address specific problems. When policy objectives are well-defined, they influence the allocation of resources and enable officials to deliver policies effectively and efficiently. Consistency between policies and the capabilities of implementing agents fosters those who translate the policy into practice. Two key characteristics of effective policies that facilitate implementation are outlined below.

First, Clarity of Policy; the content of the policy must be formulated clearly to address the issue of begging in a direct and focused manner. When policies are clearly defined, it ensures that operators understand and interpret the policy consistently, leading to unified actions to combat the begging problem. Clarity in the policy is crucial for effective control of begging. To achieve this clarity, the policy

can be structured around important objectives that align with the overarching policy goals, facilitating understanding and implementation by all stakeholders involved in addressing the begging issue.

1.1) The first objective is to control begging and protect the quality of life of target groups. This objective aims to reduce the number of beggars and enhance their quality of life by promoting sustainable occupations. Under this policy objective, ten projects or activities have been developed to achieve practical results.

1.1.1) Public Relations Campaign Project for At-Risk Groups and Beneficiaries

1.1.2) Model in Sub-district Project: Caring and Community Support

1.1.3) Welfare Station Project

1.1.4) Activities for Developing Individual Assessment and Rehabilitation Plans

1.1.5) Initiatives to Enhance the Quality of Life for Beggars (e.g., Thanyaburi Model and Small Settlement Houses)

1.1.6) Project to Establish Standards for Monitoring and Adjusting Begging Activities

1.1.7) Activities to Amend and Improve Four Related Laws and Regulations

1.1.8) Project to Gather Insights from Implementing the Control of Beggar Act, B.E.2559

1.1.9) Project to Establish Certification Standards for Talented Performers

1.1.10) Project to Enhance Skills and Professionalism of Street Performers ("Smart on Street")

These projects are designed to support the overarching objective of reducing begging and improving the livelihoods of vulnerable groups.

1.2) The second objective is to promote cooperation across all sectors to protect and enhance the quality of life, raise awareness, and foster social communication aimed at reducing beggars. This policy objective has been translated into practice through the implementation of seven activity projects, including:

1.2.1) Meeting project to explain operational guidelines to protect and develop quality of life.

1.2.2) Activities to develop cooperation between network partners MOU-one team

1.2.3) Activities to develop cooperation in solving the problem of begging in border areas and promoting cooperation between Thai and foreign volunteers (one border one workshop)

1.2.4) The project honors the name of the network that has supported it.

1.2.5) Project to increase various communication channels

1.2.6) Project to produce foreign media for the public

1.2.7) Project to cultivate appropriate attitudes regarding giving alms to beggars.

1.3) The third policy objective is to develop systems and mechanisms to support sustainable livelihoods. The goal is to establish an efficient and up-to-date database system and operational mechanisms. This policy objective has been translated into practice through the implementation of nine activity projects, including:

1.3.1) Project to create a database of online beggars (Realtime)

1.3.2) Project to create a database of online talent (Realtime)

1.3.3) Project to develop an application system for reporting clues to solve begging problems.

1.3.4) Activities to mobilizing the work of committees and subcommittees at all levels.

1.3.5) Activities to promote control of begging through the provincial plan.

1.3.6) Research project on beggars or those showing their abilities

1.3.7) Project to develop a manual for officials

1.3.8) Project to establish standards for protection centers and develop quality of life

1.3.9) Training project for officials according to the Control of Beggar Act, B.E.2559

Based on the interviews conducted from Mr. H (pseudonym: the officer, November 24, 2020), it is evident that the current policy to control beggars is highly understandable and focused on reducing begging, which is the core objective. This policy involves comparing and imposing fines on individuals engaged in begging, with the option for those individuals to avoid fines by agreeing to receive protection. This approach is seen as effective in reducing the number of beggars. Additionally, there is a proactive emphasis on prevention to address the root causes of begging at the community level. This includes initiatives such as organizing campaigns at flea markets to discourage begging and utilizing a model sub-district project that fosters community care and support for former beggars.

Furthermore, the clarity of the new beggar control policy is highlighted by Mr. H (pseudonym: the officer, November 29, 2020), who emphasizes that the policy outlines clear methods for managing beggars, protecting and enhancing their quality of life, and offering various forms of support such as skills training and rehabilitation. This clarity contrasts with past policies that lacked specificity in dealing with beggars, resulting in varied and inconsistent approaches to their protection. The current policy specifies criteria for identifying true beggars and outlines appropriate interventions to prevent recurrence, ultimately aiming to break the cycle of begging. Similarly, Mr. G (pseudonym: the officer, November 29, 2020) underscores the clarity of the beggar control policy, which facilitated the organization of projects and activities aimed at reducing beggars through collaborative efforts. It is mentioned that the development of a comprehensive beggar control plan with a vision to reduce beggars through societal cooperation, focusing on key aspects outlined in the Control of Beggar Act, B.E. 2559.

From the above discussions, it becomes clear that the clarity of the policy to control beggars is essential for guiding effective work. A clear policy ensures that operators understand and interpret the policy in a consistent manner, which serves as the foundation for easy comprehension and implementation. When individuals engage in work related to addressing the issue of beggars, they prioritize and integrate policy adoption within their scope and authority. This is demonstrated in developing the Driving Plan of Beggar Control

No. 1 (B.E.2562-2564), which aligns its missions with specific policy objectives. The missions outlined in the plan directly correspond to the content and objectives of the beggar control policy. The first mission focuses on controlling beggars while protecting and improving the quality of life for vulnerable groups, aligning with policy sections from 13 to 16. The second mission emphasizes promoting cooperation across all sectors, fostering a network involving not only the government but also local administrative organizations, the private sector, and civil society to address begging issues, as stipulated in section 12 in the policy. Lastly, the final mission aims to develop systems and mechanisms that support sustainable interventions to address begging, reflecting the policy guidelines outlined in Section 12.

Secondly, the consistency of the beggar control policy with routine work is vital for its effective implementation. The Department of Social Development and Welfare, responsible for translating the policies to control begging into practice, has established the Control of Beggar Act, B.E.2559 as a standard operating procedure. Given the close relationship between the issues of begging and dependency, the nature of work in protecting vulnerable individuals extends to the protection of beggars. The consistency of the beggar control policy with routine work involves addressing at least three key issues.

First, the process of protection under social welfare assistance involves a detailed classification and assessment procedure for individuals seeking assistance from the Department of Social Development and Welfare. This process is guided by specific laws such as the Control of Beggar Act, B.E.2559 for beggars and the Protection of Helpless Persons Act, B.E. 2557 for homeless individuals. When individuals apply for protection, they undergo a screening process to determine their legal protection rights based on their circumstances. For beggars and homeless persons, this includes a comprehensive assessment comprising documentary verification, physical examinations, property assessment, photographic records, and compilation of personal history. A multidisciplinary team evaluates the individual's needs to formulate an appropriate assistance plan. In addition to beggars and homeless persons, the Department of Social Development and Welfare also assists other vulnerable groups such as children, disabled individuals, elderly persons, victims of family violence, human trafficking survivors, psychiatric patients, and foreigners.

While these target groups may not receive direct assistance from the department, initial support is provided until coordination for transfer to relevant agencies is completed. This meticulous screening and assessment process underscores the department's commitment to addressing the diverse needs of vulnerable populations and facilitating access to essential services and support systems. In an interview, Mr. J (pseudonym: the officer, December 25, 2020) stated that

> "Beggars and homeless people are the target groups that the Department of Social Development and Welfare helps to take care of. When this group of people enters the screening process, The first thing you need to do is check the documents and assets related to that person. However, the nature of the work between beggars and the helpless is the same. The first similarity is that two individuals are in the same vulnerable group. The second similarity is that the nature of the protection and assistance process is the same, but the difference is only in the details of each person. The final similarity is that the format for policy implementing to control beggars is consistent with regular work. Because most of the department's work is all about welfare and social development, that make it easy to implement."

Secondly, the issue involves rehabilitation and development efforts following the screening process under the Control of Beggar Act, B.E.2559 and the Protection of Helpless Persons Act, B.E. 2557. Once beggars complete the screening process, they enter into an Individual Rehabilitation Plan aimed at protecting and improving their quality of life. This plan encompasses physical and mental rehabilitation, along with vocational training tailored to the needs of beggars. Similarly, the Protection of Helpless Persons Act, B.E. 2557 focuses on social welfare provisions to enhance physical and mental fitness, provide medical treatment, promote education and career opportunities, support quality of life development, facilitate employment, and ensure access to shelter while preventing discrimination against homeless individuals. In summary, the rehabilitation and development strategies outlined in these policies reflect a holistic approach to supporting vulnerable populations, emphasizing physical and mental well-being, education, employment, and social integration. This consistency in approach enhances the

effectiveness and feasibility of implementing the beggar control policy while addressing the complex needs of individuals affected by homelessness and begging. In the interview of Mr. I (pseudonym: the officer, December 23, 2020), it was said that

> "A multidisciplinary team will assess each person's condition to see what kind of protection they should receive. Some people need to restore their health first. Some people are already strong and may receive vocational skills training. It only makes the return to society quicker. But whether a beggar or a helpless person must go through this process, everyone is different, only the form of protection for each person is different. Once this is the case, when the policy is implemented, it is easy for operators to understand because the protection process is the same."

Lastly, the process of reintegrating beggars and homeless individuals back into society, following the protection and rehabilitation procedures outlined in the Control of Beggar Act, B.E.2559 and the Protection of Helpless Persons Act, B.E. 2557, reflects a concerted effort to promote self-sufficiency and societal inclusion. After completion of the individual rehabilitation plan and assessment by a multidisciplinary team, individuals are assessed for readiness to return to society. This reintegration is facilitated through employment placement initiatives coordinated with the Department of Employment, providing job training and career guidance. Additionally, individuals receive housing support through projects as the Ban Noi initiative or the Housing Development Foundation. Some may opt for repatriation to their hometowns to reunite with families or sponsors for closer care. These efforts align with the policy objectives of enabling service users to live independently and happily within society. The consistency of these policies with routine operational practices ensures smoother implementation, as policy leaders and practitioners are familiar with the processes, promoting understanding and clarity in policy execution.

2) Resource support

Resources are essential for policy implementation, encompassing budgets, personnel, technology, and knowledge. The implementation of policy therefore involves managing resources to maximize benefits in the activities or projects of that

policy. To support the resources that facilitate the implementation of the policy to control beggars, two key aspects are considered.

The first aspect is financial resources, which refers to the budget allocated for implementing the policy. Through documentary analysis, it was determined that the Division of Welfare Protection and Quality of Life Promotion within the Department of Social Development and Welfare serves as the primary agency for implementing the policy to control beggar. The national budget in 2019 was allocated in the amount of 568,019,100 baht (Table 4.3) under the operational plan aligned with specific policy objectives.

2.1) Provide Services for Assistance and Protection

2.1.1) Assisting Those in Distress to Return to Their Original Hometowns

Assisting individuals in distress to return to their original hometowns refers to aiding Thai nationals who are unable to independently return due to circumstances such as poverty, illness, old age, disability, unemployment, disasters, family violence, or situations posing harm to society and themselves. Repatriation involves returning a person to their original residence in Thailand or a place of occupation, whether their own, a relative's, or a sponsor's. The process of repatriation is conducted by a social worker or an appointed representative who investigates the circumstances of those in distress. They may request relevant evidence, such as a medical certificate or a copy of a police report from the police station, and document this information in a social problem form. Once it is determined that the applicant is indeed experiencing distress, the social worker presents a list of assistance costs to the Director-General or their designee for approval. The assistance rates must adhere to the Department of Public Welfare's guidelines regarding criteria and rates for aiding distressed individuals returning to their hometowns. This may include third-class train or bus fares, transportation expenses to the bus or train station, food expenses during the waiting period for assistance and return trip to the hometown (not exceeding 100 baht per person per day), and other necessary related expenses (also not exceeding 100 baht per person). In 2019, a budget of 4,651,900 baht was allocated for this purpose, covering a target group of 3,500 people.

2.1.2) Assisting Low-Income Individuals and the Homeless

This initiative addresses issues by promoting and developing potential through the provision of support and essential goods to low-income individuals and the homeless. This includes funds for career development, medical expenses, housing repairs, and living expenses, following the regulations outlined in the Department of Social Development and Welfare's assistance program for low-income families and the homeless, B.E. 2522. Assistance is provided in the form of monetary aid and items, not exceeding 3,000 baht per family per instance, and can be provided more than three times per year. This support enables the target group to live independently and maintain their dignity according to their individual needs.

2.2) Protecting and Developing the Potential of the Target Group

2.2.1) Welfare Stations

The Welfare Station serves as a channel for individuals who lack access to welfare services, providing them with the opportunity to receive basic assistance. This station functions as a refuge for people, aiming to proactively prevent individuals from resorting to begging. The Protection Centres for the Destitute (PCD) organizes operations where mobile units, including provincial and district teams, visit various areas to provide information about the Control of Beggar Act, B.E.2559. They recommend welfare access channels and offer advice to the target groups within those areas.

2.2.2) Creating a New Life for Beggars and Homeless Individuals

The project aims to encourage service users who have undergone rehabilitation based on the Thanyaburi Model Project to live independently and sustainably. The Department of Social Development and Welfare sees value in expanding the project's success by selecting individuals who have completed rehabilitation under the Thanyaburi Model Project and supporting them to live and work independently in self-help settlements known as "Baan Noi Nai Nikhom." In the fiscal year 2019, a national budget of 19,952,600 baht was allocated, benefiting 347 individuals.

2.2.3) Creating Cooperation with Local Administrative Organizations

Efforts are made to prevent begging by integrating activities with Pattaya City and municipalities, including Protection Centres for the Destitute

(PCD) in 24 provinces. In 2019, a national budget of 1,651,000 baht was allocated to support 77 target organizations with the following activities.

2.2.3.1) Develop an action plan to protect, prevent, and enhance the quality of life of beggars.

2.2.3.2) Conduct community education campaigns and mobilize volunteers to assist and monitor beggars, facilitating their rehabilitation into the workforce.

2.2.3.3) Establish a database of organizations or individuals willing to employ rehabilitated beggars.

2.2.3.4) Organize initiatives to address begging issues within communities.

2.2.4) Promoting Networks to Develop Self-Reliance Potential of Target Groups (Good for the Heart Factory) This initiative promotes employment and income generation for beggars in protected shelters. In 2019, a national budget of 1,390,000 baht supported 350 target organizations with the following activities.

2.2.4.1) Arrange workshops to foster cooperation among network partners and business establishments supporting beggars' work.

2.2.4.2) Organize activities to foster and develop beggars' potential appropriately.

2.2.4.3) Encourage business organizations to participate in addressing begging issues through a public relations campaign highlighting the Control of Beggar Act, B.E.2559.

2.2.5) Promoting Vocational Skills for Beggars in Helpless Person Protection Institutes (HPPI)

Implemented under the Thanyaburi Model Project, this initiative focuses on rehabilitating and developing the potential of beggars, guided by Sufficiency Economy principles to enhance the quality of life for the target groups. Activities include personal finance and income management training. The project was initially piloted at Thanyaburi Centers, expanding to 11 Helpless Person Protection Institutes (HPPI) nationwide. In 2019, a national budget of 1,000,000 baht supported a target group of 1,591 individuals.

2.3) Mission Execution following the Control of Beggar Act, B.E.2559

2.3.1) Providing Social Welfare Services in Institutions for Offenders Under the Control of Beggar Act, B.E.2559

This initiative is implemented under the framework of the Control of Beggar Act, B.E.2559, focusing on a model sub-district that emphasizes care and mutual support. It fosters cooperation in policy implementation between the Department of Social Development and Welfare and local administrative organizations. This project relies on a working mechanism centered around the Center for the Protection of Homeless Persons, which operates as a small operations center to monitor individuals at high risk of entering the begging process. The goal is to engage at the sub-district level through local civil society networks. In fiscal year 2019, a national budget of 8,650,900 baht was allocated, covering 300 target sub-districts.

2.3.2) Organizing and Developing the Potential of Beggars through Occupational Skills Training

Under the initiative named "Factory Good for the Heart," this operation promotes employment and additional income opportunities within the Helpless Person Protection Institutes (HPPI). Activities include packaging products, folding paper, assembling boxes, etc. Workshops are conducted to foster collaboration among network partners, business establishments, employers, and officials from homeless shelters to prevent and address begging issues. The aim is to encourage business organizations to engage in employment initiatives and appropriately develop the potential of beggars. In fiscal year 2019, a national budget of 26,637,000 baht was allocated, benefiting 2,000 individuals.

2.3.3) Executing Operations following the Control of Beggar Act, B.E.2559

This operation adheres to the Control of Beggar Act, B.E.2559, effective from July 28, 2016. Sections 6 to 11 mandate the Committee of beggar control to appoint sub-committees to amend or drafting regulations related to policy implementation and performance monitoring. This includes appointing provincial sub-committees to establish policy measures, create plans, and develop guidelines for integrated operations aimed at

protecting and enhancing the quality of life of beggars. In year 2019, a national budget of 3,637,000 baht was allocated, benefiting 2,000 individuals.

The second aspect is technical resources. The Department of Social Development and Welfare has established a partnership with the Minda organization in Australia to exchange knowledge aimed at protecting and enhancing the quality of life of beggars. Minda is distinguished by its extensive history of providing social services to unique groups in Australia, supported by government budgetary backing for over 118 years. It was the pioneering agency in providing residential care services, offering advice, skills training, and housing rentals, particularly for individuals with mental and intellectual disabilities, promoting self-sufficiency through vocational skills development and employment.

The collaboration between the Department of Social Development and Welfare and Minda focuses on protecting and developing the quality of life of beggars. The Department will conduct training for personnel aligned with the work culture model essential for supporting the implementation of begging control policies. This training aims to enhance personnel knowledge and understanding to ensure effective protection and improvement of beggars' quality of life. It also involves the preparation of individual rehabilitation plans and a database for target groups, along with support for establishing a learning and development center for beggars in Thailand.

Additionally, the Minda organization aims to enhance personnel knowledge regarding beggar services and supervises the beggar learning and development center under the Department of Social Development and Welfare's care. This partnership has led to a training and personnel development project focusing on protection and assistance for beggars and vulnerable individuals. The Department will support food, accommodation, speaker fees, and travel expenses for personnel studying in Australia. Furthermore, Friends International Thailand collaborates in supporting technical resources due to the enforcement of policies controlling begging, resulting in a continuous decline in Thai beggars but a steady rate of foreign beggars, particularly Cambodians, at the Aranyaprathet border checkpoint in Sa Kaeo. Some cross-border movement is facilitated by brokers.

To address these challenges, the Department of Social Development and Welfare collaborates with Friends International Thailand and network partners in Cambodia to support the prevention and resolution of begging issues. Assigned officials coordinate with Friends International Thailand for case management, especially for beggars, children, and families being repatriated. This collaboration involves information exchange, strategic planning, and operational monitoring to prevent and control beggars. Friends International Thailand supports these efforts through cooperation.

The cooperative technical resource support includes organizing campaign activities under the concept of Beggar reduction to raise awareness and change public attitudes towards giving alms properly. This involves continuous analysis of the foreign begging situation through meetings with network organizations to determine guidelines for prevention and resolution. Additionally, personnel receive ongoing knowledge development to stay abreast of changing begging-related circumstances through experience-sharing sessions among stakeholders involved in begging control. Trilateral coordination among the Thai government, Cambodian government, and Friends International Thailand further strengthens these efforts.

Table 4.3 Allocation of National Budget in B.E.2562

List	**Budget**	**Target group**
1) Provide services for assistance and protection		
1.1) Help those in distress to return to their original hometowns.	4,651,900	3,500 people
1.2) Assist low-income people and the homeless.	498,981,700	106,000 people
sum	503,633,600	
2) Protect and develop the potential of the target group		
2.1) Services provided by welfare stations	1,831,000	1,200 communities
2.2) Create a life for beggars' homeless person, homeless person	19,952,600	347 people

List	Budget	Target group
2.3) Creating cooperation with local government organizations to prevent and solve problems of homeless people and beggars.	1,651,000	77 subdistricts
2.4) Promote the network to develop the potential and self-reliance of the target.	1,390,000	350 organizations
2.6) Promote vocational skills for homeless people and beggars in protected shelters.	1,000,000	1,591,600 people
sum	25,824,600	
3) Mobilize missions following the Control of Beggar Act, B.E.2559		
3.1) Provide social welfare services in the institution to offenders according to the Control of Beggar Act, B.E.2559 (model sub-district, caring and not abandoning each other)	8,650,900	300 subdistricts
3.2) Organize and develop the potential of beggars.	26,637,000	2,000 people
3.3) Mobilize operations according to the the Control of Beggar Act, B.E.2559.	3,273,000	1000 people
sum	38,560,900	
Total	568,019,100	

Based on the above information, it can be observed that resource support plays a crucial role in facilitating policy implementation, with this support typically categorized into two important conditions; for instances, budget resources and technical resources. These two types of resources are interconnected and mutually supportive in enabling the effective implementation of policies aimed at controlling begging. Budget resources are fundamental to policy implementation as they are required for organizing projects and activities that yield tangible outcomes. This includes procuring materials and equipment, hiring personnel, and conducting training

to enhance personnel knowledge and understanding. Therefore, budget resources serve as a critical component in carrying out operational tasks. On the other hand, technical resource support complements budget resources and typically follows after budget allocations have been provided for specific activities. Technical resources are utilized in activities such as organizing training sessions, facilitating meetings, coordinating inter-agency cooperation, and providing specialized knowledge from experts. While technical resources such as venue facilities, lecturers, and expertise contribute significantly, they rely on the allocation of budget resources to be operational. It's important to note that both budgetary and technical resources are essential mechanisms for implementing the policy to control beggars. This includes support from government agencies or external entities to ensure the successful execution of projects and activities aligned with organizational goals and national development objectives. This strategic alignment fosters continued the allocation of resource support in operational endeavors.

3) Law Enforcement

Law enforcement aims to regulate behaviors that may result in harm or societal disruption, ensuring measures are within acceptable limits that uphold societal well-being. In the policy implementation to control beggars, several critical issues pertain to the regulation of public behavior to mitigate potential dangers. These issues include:

First of all, controlling beggars according to the Control of Beggar Act, B.E.2559, Section 19 states that anyone who violates Section 13, must be aware of imprisonment not exceeding one month or a fine not exceeding 10,000 baht, or both. This means that anyone who begs for alms must be punished according to the Act. However, if that person agrees to receive protection and develop their quality of life according to Section 18, it states that in the case where the beggar agrees to comply with the actions of officials according to specific laws or consents to stay in a shelter for protection and quality of life development, the beggar will be free from the offenses in Section 19. This means offenses committed as beggars will be immediately dismissed when that person agrees to receive protection under specific laws or stays in one of the 11 Helpless Person Protection Institutes (HPPI) over the country. However, if the person receiving protection and development escapes from

the Shelter for the institutes by any means, it will be considered an offense according to Section 20, which states that in cases where the beggar has agreed to receive protection and improve their quality of life but later refuses and leaves the protection and quality of life development center without permission, they must be wary of imprisonment not exceeding one month or a fine not exceeding 10,000 baht, or both. Therefore, the behavior of beggars is controlled through the enforcement of the Control of Beggar Act, B.E.2559, which establishes rules by specifying penalties. If any person is found begging but subsequently consents to receive protection and improve their quality of life in the institutes for the homeless or agrees to be sent for protection under specific laws applicable to them, such as those for disabled persons, the elderly, or psychiatric patients, they will not be considered guilty of begging. However, if they escape from receiving protection and improving their quality of life, they will be considered guilty of begging as before.

Secondly, punishment for those who help beggars, In cases where beggars are admitted to receive protection and develop their quality of life in the institutes if any person aids in their escape from the institutes, that person will be considered guilty of an offense according to Section 21. Anyone who aids or abets a violation of Section 20 must be wary of imprisonment not exceeding two years or a fine not exceeding 20,000 baht or both. In cases where assistance is provided by using violence or threatening to use violence or a weapon, the punishment is imprisonment not exceeding four years or a fine not exceeding 40,000 baht or both. This means that the Control of Beggar Act, B.E.2559 emphasizes prosecuting those involved in begging, thus controlling the recurrence of the beggar phenomenon while simultaneously controlling beggars.

Thirdly, punishment for those who exploit beggars: In some cases, the beggar phenomenon involves not only beggars but also individuals who exploit them, thereby perpetuating the phenomenon. These exploiters operate systematically and extensively, often utilizing modern communication technology for efficiency. Therefore, the heart of the Control of Beggar Act, B.E.2559 aims to control and address these exploiters to break the cycle of begging. Section 22 states that anyone who exploits a beggar by hiring, supporting, inciting, promoting, or using any other means to compel others to beg for alms must be wary of imprisonment not exceeding

three years or a fine not exceeding 30,000 baht, or both. Moreover, if these actions target pregnant women, the elderly, individuals with disabilities or illnesses, are done by two or more people acting together, involve bringing individuals from outside the Kingdom to beg within the Kingdom, or are perpetrated by government officials entrusted with providing advice and supervision, the offender may face imprisonment not exceeding five years or a fine not exceeding 50,000 baht or both. Therefore, by criminalizing those who exploit beggars, the act aims to control the cycle of begging and prevent and suppress individuals who are the primary drivers of this phenomenon by engaging in activities such as hiring, supporting, inciting, encouraging, or any other means to induce begging. The punishment is even more severe if the exploitation targets vulnerable groups, involves systematic collaboration, or is carried out by government officials.

4) Communication

Communication is considered one of the essential elements contributing to effective policy implementation. Good communication fosters understanding among workers and agencies, establishes communication channels across different levels of hierarchy, and ensures that lower-level workers are aware of the objectives set by top management. This communication also helps bridge gaps in work caused by misunderstandings or operations that do not align with organizational standards, thereby facilitating the implementation of the beggar control policy. Effective communication between management and workers, especially senior executives like the Minister of Social Development and Human Security responsible for policy administration and the implementation of the Control of Beggar Act, B.E.2559, is crucial. Within the bureaucratic hierarchy, the chain of command descends in order of importance from the Minister to the Director General of the Department of Social Development and Welfare, division directors, group leaders, and operators. Communication from the highest to the lowest levels is facilitated through activities such as policy briefings. In fiscal year 2021, Mr. Juti Krairiksh, Minister of Social Development and Human Security, outlined policies related to beggar control during these briefings.

1) Self-help Settlement Work, this initiative promotes self-reliance among beggars by allocating arable land and housing to them after completing treatment in the institutes. The work must strictly adhere to operational regulations, ensuring the productive use of settlement areas and creating income-generating opportunities for beggars without harming the community's environment. Urgent improvements are needed to address the issuance of land use certificates in the self-help settlement areas.

2) Promotion and Development of Life Skills, this involves emphasizing the development of career skills that align with market trends and current social needs. It aims to promote various careers, particularly focusing on grassroots economic development.

3) Volunteer Work for Social Development and Human Security, volunteers and networks, recognized as integral parts of society supporting the mission of the Ministry of Social Development and Human Security, play a crucial role in addressing community-level challenges. They contribute to foster fair and inclusive society that does not discriminate against beggars. Additionally, they serve as advocator, coordinators, and supporters in implementing policies to control begging. Therefore, continuous development of the potential of the Secondary Educational Service Area Office is essential.

After the policy was issued by the Minister of Social Development and Human Security, it was presented to senior executives for acceptance and led to the formulation of agency-level policies aligned with these high-level directives within the Department of Social Development and Welfare under Mr. Suthi Chanthawong, Director-General of the Department of Social Development and Welfare. The following policies were introduced.

1) Request that the agency adopt the policy guidelines as mobilizing by the Minister of Social Development and Human Security as the main goal of operations in 2021 by adjusting work processes to be consistent with changes in today's society. Taking into account the response to the experiences of the target group is important according to the vision that the target group has access to basic welfare and develops to be self-reliant.

2) Policies implemented through the following important projects (flagship project)

2.1) For Flagship 1, Social Development and Human Security Volunteers will focus on mobilizing proactive works in the area by helping to guide and monitor the creation of existing groups and strengthen new groups to play an important role in mobilizing the work for preventing beggar problems at the community level.

2.2) For Flagship 2, promoting social welfare in model sub-districts, caring for each other and not abandoning each other, by working with people experiencing social problems in the area of 139 sub-districts to access protection and social welfare services for prevention and enhancing their lives to be self-reliant.

2.3) For Flagship 3, Developing cooperation to solve the problem of foreign begging in Cambodia which is focusing on operations in the border area of Sa Kaeo Province. This is a contact area with Cambodia to encourage network partners for participating in protecting and improving the quality of life of beggars.

2.4) For Flagship 4, e-service is an upgrade to the service level of the Department of Social Development and Welfare to facilitate the service recipient; namely, requesting subsidized services for people experiencing social problems, requesting the usage of reserved areas in self-help settlements, application and training for Secondary Educational Service Area Offices.

2.5) For Flagship 5, smart design with important goals is personnel that have quality and morality. The process is efficient, and the organization has good governance. It has four important components as follows.

2.5.1 Smart looks for promoting persons to have excellence in terms of knowledge, ability, and working skills.

2.5.2 Smart service emphasizes excellent services to meet the target group’s need.

2.5.3 Smart network encourages civil society to participate in the operations of the Department of Social Development and Welfare.

2.5.4 A smart office is a modern organization with communication both vertically and horizontally, persons in all departments are aware of the goals of the organization's operations in the same direction.

After the policy related to mobilizing the control of beggar act was given by the Director-General of the Department of Social Development and Welfare, it was brought to the delegation of authority at the division level. the division that has the authority to implement policies to directly control beggars is the Welfare Protection and Quality of Life Promotion Division headed by Mr. Uthen Chana-Kul. It is delivered the policy on September 21. 2020, with important messages that must be implemented (flagship) at the level of Subdistrict for promoting social welfare. After interview from Mr. J (pseudonym: the officer, December 10, 2020), it was mentioned about the atmosphere of the meeting to deliver policies in the Welfare Protection and Quality of Life Promotion Division.

> "Delivering policies to the Director-General is not only a means of communication and knowledge and understanding from receiving policies from the Director-General. It is also to see how we will focus on driving the work under our authority. In addition, at the annual meeting, there will be an exchange of opinions such as problems, obstacles, proposals, and ways to solve them. If the issue is important, it will be brought to the attention of higher management to find solutions."

As well as the detailed interview from Mr. H (pseudonym: the officer, December 22, 2020), It was provided clarity about the meeting to the policy.

> "Every year, a meeting within the division is called to follow up on the progress of policy implementation such as trends in the statistics of beggars. At the same time, the policies are also given to mobilize work that are still lacking to see clearer results, it will be followed up again. It will be open for exchange between colleagues and make suggestions to the supervisor for further discussion with the executive."

As mentioned above, it is evident that effective communication for implementing the aforementioned policy to control beggars will depend on organizing

activities for meetings and discussions within related agencies. Senior executives of the Ministry of Social Development and Human Security will convene under the chairmanship of the minister to deliver the policy. Urgent and important policies for each year are communicated to department-level executives, particularly to the Department of Social Development and Welfare where the Director-General receives such directives. Within this process, policies are delegated at the departmental level, tailored to specific scopes of authority and duties defined by law. Clarity in communication from the ministry's senior executives to the department will be further emphasized. The final step involves the transmission of department-level policies to implementing agencies at the division level, specifically managed by the Welfare Protection and Quality of Life Promotion Division. This division ensures that policy transmission from the Division Director to lower-level officials contains clear guidance on controlling beggars. Effective communication necessitates close collaboration between workers and supervisors. Likewise, the exchange of opinions from workers to senior management through lower-level supervisors and above is crucial. This approach aids in addressing specific challenges related to policy implementation, as agencies operate within distinct scopes of authority and duties.

The second aspect is horizontal communication, which leverages modern communication technology as a medium for exchanging information. Issues discussed between communicators and receivers can be both general and specific. Communication channels may involve multiple senders and receivers. The characteristics of horizontal communication emphasize convenience and speed. The usage of the LINE application is categorized into two types such as communication within officials and between officials and the public, facilitating the implementation of policies to control beggars.

For communication between officials, the LINE application will be utilized as a medium. Groups will be established for specific objectives related to the work of controlling beggars, such as organizing visits to festival areas or the Baan Mitmaitri Group. Creating LINE groups serves as a tool for rapid communication, enabling continuous information flow within the group. As mentioned by Mr. H (pseudonym: the officer, November 29, 2020), it was expressed that

> "We will create a LINE group for internal discussions. We have both general working groups and specialized groups. Using LINE groups enhances operational convenience and speed. It allows sharing of messages, audio files, and various documents, particularly facilitating task submissions."

Similarly, Mr. G (pseudonym: the officer, November 29, 2020) highlighted the advantages of communication via LINE groups.

> "LINE enables calls, messaging, and file sharing at no cost. It's more convenient than emails or phone calls. We can easily communicate work-related requests or information with agencies."

For communication between officials and the public, the LINE application will be used to report sightings of beggars and coordinate efforts. Individuals reporting sightings are required to provide details such as the location, photos of the beggar, and contact information. After detailed screening and discussion, reports are forwarded to staff at Baan Mitmaitri or the Protection Centres for the Destitute (PCD) in Bangkok for investigation. Another interview from Mr. H (pseudonym: the officer, November 29, 2020), it was demonstrated that

> "Coordination for reporting sightings of beggars will be managed via LINE, with an admin team coordinating and forwarding matters to the field team. This channel is seen as an additional public service initiative, which will be further developed in the future due to its convenience, speed, and multiple administrators."

The LINE application supports various forms of communication including messaging and file sharing. Its efficient information technology system enables the dissemination of messages and information to service recipients, playing a crucial role in driving the successful implementation of the policy to control begging. Both vertical communication within the bureaucratic chain of command and horizontal communication emphasizing convenience, speed, and inclusivity for workers and the public are key drivers in implementing the beggar control policy. This structured

communication process ensures responsiveness to public needs and efficient support from relevant officials.

5) Organizational improvement

Organizational improvement involves making changes and modifications to existing elements to enhance their effectiveness. This includes restructuring the organization to align with its objectives and adapt to evolving environments. Improving the organizational structure is essential for implementing policies to control beggars.

Firstly, there is a clear separation of work styles within the organization. Administrative tasks, academic work, and practical activities are distinctly segregated. This separation can lead to independence and a lack of cohesion in addressing and resolving issues within specific areas. For example, administrative work is divided into 5 sub-units such as the Central Administration Office, Internal Audit Unit, Management System Development Group, Family Ties Project Coordination Division, and the Academic Promotion and Support Office Coordination Group. Meanwhile, academic work consists of 2 sub-units such as the Office of Academic Promotion and Support, and the Office of Promotion and Facilities Development for Special Target Groups. Practical work is organized into 7 sub-divisions, including the Social Welfare Services Bureau, Bureau for Prevention and Resolution of Trafficking in Women and Children, Office of Protection and Welfare for Women and Children, Social Development Office, Adoption Center, Bureau of Ethnic Affairs Protection, and Community Welfare and Development Bureau.

These divisions and units are in the presence of Her Royal Highness Princess Ubolratana Rajakanya Siriwattana Phannawadee, among others. According to the interview with Mr. G (pseudonym: the officer, November 29, 2020), the original administrative structure of the Department of Social Development and Welfare separated academic policy work and practical work for each target group. This segregation complicates operations and impacts service provision to the public, characterized by fragmented services that lack comprehensiveness. Additionally, Mr. I (pseudonym: the officer, December 23, 2020) commented on the incomplete efficiency of public service due to the separation of authority and duties within the departmental structure. This separation leads to work being distributed across

departments within the same group. Consequently, the observed problem of segregated operational characteristics within the Department of Social Development and Welfare hinders the effective provision of public services, which is the agency's primary objective as a provider of social welfare services. This condition underscores the need for organizational improvement, emphasizing a new administrative structure that is streamlined and unified in delivering public services.

Another significant issue is the evolution of job characteristics following the enactment of the Protection of Helpless Persons Act, B.E. 2557, which tasked the Department of Social Development and Welfare with enforcing the law. This led to substantial changes in job roles, particularly in identifying at-risk groups or individuals facing social challenges to align with similar agencies within the Ministry. For instance, the Department of Elderly Affairs focuses on elder care, the Department of Women's Affairs and Family Institutions handles issues related to women and domestic violence, and the Department of Children and Youth Affairs caters to at-risk children and youth. Initially, the Department of Social Development and Welfare had a broad mandate covering various target groups, including trafficking victims, children for adoption, and ethnic minorities. This broad scope resulted in overlapping responsibilities with other agencies, complicating the performance of duties and leading to a lack of unified operations.

Simultaneously, the Control of Beggar Act, B.E.2559 is being rigorously enforced, with the Department of Social Development and Welfare spearheading its implementation. These circumstances underscore the importance and necessity of restructuring the organizational framework to support evolving job characteristics in the future, aiming for increased operational efficiency post-legislative changes. Subsequently, following the establishment of the amended Ministry Bureau Department (Issue 18) in 2015, the organizational structure of the Department of Social Development and Welfare was transformed. This restructuring involved redistributing complex workloads to other departments to foster unified and comprehensive operations.

Post-renovation, the organizational structure within the Department of Social Development and Welfare will be delineated with specific responsibilities as follows. The main target group for service provision and welfare support includes

vulnerable individuals such as defenseless persons and beggars, as well as populations residing in Cooperative Village Projects, projects initiated by royal directives for highland communities, and members of self-help settlements. To enhance the organizational structure for effective implementation of the policy, the Department of Social Development and Welfare has tasked the Welfare Protection and Quality of Life Promotion Division with spearheading this policy. Within the same agency, the division shares the responsibility for comprehensive oversight. Four main work groups are driving the policy to control begging:

1) The Measures and Mechanisms Group (Policy and Strategy Work) has the following powers and duties.

1.1) Set standards for providing social welfare services for beggars and related target groups and supervise work to be by the standards.

1.2) Set measures Plan and develop mechanisms to protect and improve the quality of life of beggars and related target groups.

1.3) Act by international obligations or agreements related to controlling begging.

1.4) Prepare data and information to support operations to control begging.

1.5) The secretary works for the Committee to Control Beggars and the Homeless

1.6) Monitor and evaluate the implementation of the policy to control begging.

2) The rights prevention and protection group (which works on protecting and developing the quality of life of beggars) has the following powers and duties.

2.1) Develop a system for protecting and improving the quality of life of beggars and related target groups.

2.2) Supervise and support the operations of the Helpless Person Protection Institutes (HPPI) and the Protection Centres for the Destitute (PCD)

2.3) Develop an operating model to protect and improve the quality of life of beggars and related target groups.

3) Promotion and development Group for promotion and development (Prevention) in powers and duties

3.1) Promote and support for developing and cooperating with civil society in providing welfare for beggars and other target groups.

3.2) Promote community for participating in developing the potential of beggars to be self-reliant.

3.3) Strengthen the power and positive attitude of society to create acceptance of beggars and related target groups.

3.4) Develop knowledge to properly protect and develop the quality of life of beggars for the civil society sector.

4) The welfare assistance and protection group (prevention work) has powers and duties.

4.1) Provide assistance and protection to at-risk people from entering the cycle of begging.

4.2) Develop preventive knowledge which is appropriate to the local context for civil society for protecting at-risk groups.

4.3) Coordinate resource cooperation from civil society organizations to support the prevention of at-risk groups from entering the begging process. In an interview with Mr. F (pseudonym: the officer, December 20, 2020), it was stated that

> "Each work group within the same division has clearly defined responsibilities. The operations department focuses on defensive strategies, while the offensive side concentrates on proactive measures. This division allows for a comprehensive and highly effective approach to controlling beggars without the need for inter-departmental collaboration as previously required."

The Measures and Mechanisms Group, operating under a subcommittee, is responsible for formulating the beggar control plan. The operational side focuses on preventive measures, while the protection and rights advocacy group, along with the promotion and development group, manages the transfer of beggars to shelters for treatment and subsequent reintegration into society. Consequently, organizational improvement aimed at restructuring directly impacts the implementation of the beggar control policy within the Department of Social Development and Welfare.

Historically, the department's operational structure featured distinct and isolated responsibilities for each department, lacking synergy and often duplicating the functions of other agencies, notably the Department of Children and Youth Affairs and the Department of Women's Affairs and Family Institutions. This disjointed structure led to inefficiencies in operations, hindering the agency's ability to swiftly and comprehensively provide services to the public within its domain.

Due to the division of work characteristics across various aspects—practical, academic, and administrative—spanning multiple agencies, the Department of Social Development and Welfare underwent a revision of job characteristics. Emphasis was placed on the importance of providing services to specific at-risk groups, particularly homeless individuals and beggars. Consequently, improving the organizational structure became essential for implementing effective policies to control beggars. Following the improvement of the organizational structure after the establishment of the amended ministry bureau department (Issue 18) in 2015, specific operational units were established to support the implementation of beggar control policy. The Welfare Protection and Quality of Life Promotion Division within the Department of Social Development and Welfare, at the divisional level under the same agency, was granted internal authority and duties to fully support policy implementation. Work systems were systematically organized into distinct sections, forming a cyclical operational process.

At the origin level of operations, the Welfare Assistance and Protection Group was tasked with preventing at-risk individuals from entering cycles of begging. This was followed by the Protection and Rights Advocacy Group, an interventional unit responsible for protecting and enhancing the quality of life for beggars. Finally, at the destination level, the Promotion and Development Group was entrusted with establishing systems to promote and enhance the quality of life of beggars reintegrating into society. The operational workgroups are overseen and evaluated by the Measures and Mechanisms Group, which strategically sets policies according to the beggar control committee. These conditions for organizational improvement through operational restructuring significantly contribute to the effective implementation of beggar control policies.

4.2.5 Policy Evaluation

The policy is a key activity undertaken by government agencies and organizations across various sectors. Evaluating, whether policy implementation meets its intended objectives, requires assessment as a tool to gauge the achievement of goals and to provide feedback for policy improvement and development. In policy evaluation on controlling beggars, researchers have identified three evaluation criteria.

4.2.5.1 Policy Goals

Policy goals evaluation assesses the effectiveness of the begging control policy in achieving its established objectives. The Driving Plan of Beggar Control No. 1 (B.E.2562-2564) outlines five key work plans:

1.1) Plan 1: Prevent and Enforce the Law

1.2) Plan 2: Protect and Develop Quality of Life.

1.3) Plan 3: Integrate Power to Protect and Develop Quality of Life

1.4) Plan 4: Create Social Awareness and Communication to Reduce Begging

1.5) Plan 5: Increase Efficiency of Systems and Working Mechanisms

To evaluate the effectiveness of the policy in controlling beggars according to Plan 1 (Prevent and Enforce the Law), the goal was set to reduce the number of beggars and improve their quality of life. In 2019, the number of organized beggars whose quality of life improved was 360 individuals. By the end of 2020, this number decreased further to 344 individuals, indicating a consistent reduction in beggars from 2015 to 2020. The operational results based on Plan 1's strategies (Table 4.4) demonstrate overall effectiveness. Strategy 1, focused on preventing individuals from entering the begging process, comprises three projects:

1) Public Relations Campaign Project for At-Risk Groups and Benefactors: This project aims to discourage individuals from giving money to beggars through a public awareness campaign titled “Illegal Beggars: Stop Giving Money to Beggar”. It informs the public about penalties for involvement in begging and provides channels for reporting beggars and giving money to them.

2) Subdistrict Model Project: This initiative encourages community awareness about begging issues and promotes community participation in providing welfare services within subdistricts to support at-risk individuals and prevent them from entering the cycle of begging.

3) Welfare Station Project: Emphasizing access to essential services, this project provides individuals experiencing social problems with the necessary knowledge to access social welfare services according to their basic needs.

According to Mr. F's view (pseudonym: the officer, December 20, 2020), the implementation of the Driving Plan of Beggar Control No. 1 (B.E.2562-2564) has been successfully carried out nationwide, focusing on preventing individuals from entering the begging process. This initiative includes establishing 77 Protection Centres for the Destitute (PCD) to mobilize proactive prevention efforts, such as providing education on legal rights for social protection and offering mobile services to communities. These activities have consistently met expectations for each year. Similarly, Mr. O (pseudonym: the social activist, January 16, 2021) emphasized that

> "Preventive projects are primarily localized, aiming to reduce the influx of rural beggars into urban areas by providing education and essential resources. The subdistrict model involves collaboration between the Protection Centres for the Destitute (PCD) and local administrative organizations to support individuals at risk and prevent them from resorting to begging. This collaborative effort is carried out annually, the Protection Centres for the Destitute (PCD) continuously report operational outcomes to the central government."

These interviews highlight the successful implementation of preventive measures and collaborative initiatives to address begging issues at both local and national levels, demonstrating consistent efforts to protect vulnerable individuals and communities.

Table 4.4 Summary of Effectiveness Along with Plan 1: Prevent and Enforce the Law

Plan 1: Protect and enforce the law **Objective: Reduce the number of beggars**				
Project	**Indicators**	**Resources**	**Outputs**	
			Yes	**No**
Strategy 1: Prevent entry into the begging process				
1. Public relations campaign project for at-risk groups, supporters, and profit seekers	There is a public relations campaign for at-risk groups, supporters, and profiteers.	Department of Social Development and Welfare officials and beggars	✓	
2. Subdistrict Model Project	There is a model subdistrict that received an award from the Department of Social Development and Welfare.	Department of Social Development and Welfare officials	✓	
3. Welfare station project	To have knowledge and understanding on the policy.	beggar	✓	
Strategy 2: Enforce policies to control beggars.				
1. Project to create appropriate standards for comparison and adjustment for beggars.	There is a standard for comparing appropriate fines for beggars.	Department of Social Development and Welfare officials	✓	
2. Project to improve regulations related to begging control	Regulations related to controlling begging have been improved.	Department of Social Development and Welfare officials	✓	
3. Project to extract lessons from the enforcement of the Act	Policy recommendations obtained from the lesson transcripts are put into practice.	Department of Social Development and Welfare officials	✓	

Strategy 2, enforcing policies to control beggars, involves the following three projects.

1) Project to Establish Appropriate Standards for Beggar Comparison and Adjustment: This project, in Section 23 of the Control of Beggar Act, B.E.2559, involves defining standards for comparing and adjusting beggars into two categories. The first category includes beggars who perform begging under Section 19, and the second category comprises beggars who escape from the institutes and seek to improve their quality of life.

2) Project to Enhance Regulations Related to Begging Control: This project focuses on improving three related regulations, including the announcement of screening locations, the issuance of Ministry announcements regarding protection and quality of life improvement centers, and the regulations for issuing cards to individuals demonstrating their abilities.

3) Project to Learn Lessons from the Enforcement of the Control of Beggar Act, B.E.2559: This project involves gathering insights and recommendations from officials experienced in organizing protection for beggars, aiming to enhance the operational model to adapt to changing environments.

In an interview with Mr. I (pseudonym: the officer, December 23, 2020), it was revealed that an annual meeting was held to gather lessons learned from organizing begging operations. The meeting, held for the second time from August 30 to September 3, 2020, at The Twin-town Hotel Bangkok, invited participants from various agencies, including officials from the Department of Social Development and Welfare, the Department of Children and Youth Affairs, the Municipal Administration Office of Bangkok, and city municipalities. Information gathered from this meeting was presented to executives to inform further policy decisions. Similarly, in an interview with Mr. H (pseudonym: the officer, December 22, 2020), it was mentioned that standards for comparison and adjustment were prepared based on resolutions from the beggar control committee meeting in mid-2019. Regulations for controlling beggars, such as the Ministry's announcement regarding Protection and Quality of Life Development Centers, have been fully implemented since the enactment of the Control of Beggar Act, B.E.2559.

The implementation of Driving Plan of Beggar Control No. 1 (B.E.2562-2564) demonstrates successful progress in achieving the primary goal of preventing and enforcing laws to reduce the number of beggars. This success is attributed to proactive policies that prioritize providing social services to at-risk groups to improve their quality of life at the community level, thereby preventing them from entering the beggar cycle. The enforcement aspect of the policy involves taking legal action against individuals observed begging, including fines, imprisonment, or facilitating protection and quality-of-life improvement in the institutes. These efforts have effectively reduced the number of beggars, aligning with the policy's objectives.

In evaluating the effectiveness of the beggar control policy according to Plan 2 (Protect and Develop Quality of Life), the goal is to ensure that beggars have a good quality of life and suitable career opportunities. Upon assessing the outcomes, it is evident that overall, the results align with the specified plans. However, the project aimed at developing measures to support individuals demonstrating their abilities is still in progress. Strategy 1, focused on developing life skills through case management, comprises two projects (Table 4.5). Under Strategy 1 of Plan 2 (Protect and Develop Quality of Life), two projects have been implemented to achieve the enhancing goal of the quality of life for beggars:

1) Project to Create Individual Assessment and Rehabilitation Plan: This project focuses on rehabilitating and developing the potential of beggars to integrate happily into society, ensuring access to necessities for self-reliance and human dignity as intended by the law. Upon passing screening, beggars enter a development and rehabilitation process guided by an individual assessment and rehabilitation plan prepared by the Beggar Control Committee. This plan includes provisions for social welfare, physical and mental health strengthening, medical treatment, education and career promotion, societal integration, quality of life development, employment support, shelter provision, and prevention of discrimination against beggars.

2) Project to Protect and Develop Quality of Life of Beggars (Thanyaburi Model and Ban Noi Nai Nikhom) Thanyaburi Model involves comprehensive rehabilitation and potential development through agricultural-ecological activities designed to foster attitude changes. Participants are empowered to recognize their self-worth, develop skills, and explore career interests. In 2020, the project had 939

participants. Also, Ban Noi Nai Nikhom project provides housing services, vocational skills training, and community education to promote accurate understanding of beggars within society. In 2020, 418 individuals benefited from this project. According to an interview with Mr. K (pseudonym: the beggar, December 26, 2020), it was said that

> "The Thanyaburi Model resembles applying the Sufficiency Economy lifestyle to assist beggars and various occupational groups, such as sewing doormat bags and engaging in handicrafts. I participated in this initiative to acquire occupational skills. After deducting the cost of raw materials, products are sold, and the proceeds are deposited by shelter staff. Sometimes, there are bulk orders for these products that are sold at events."

In contrast, according to an interview with Mr. H (pseudonym: the officer, December 20, 2020), it was said that

> "The protection and rehabilitation of beggars involve assessing each individual's potential and needs to provide appropriate care. Each person's condition requires tailored treatment and rehabilitation, with outcomes varying in terms of pace and progress. Those who express a desire to reintegrate into society are referred to projects like the Baan Noi settlement for further support."

Table 4.5 Summary of Effectiveness Along with Plan 2: Protect and Develop Quality of Life

Plan 2: Protect and develop the quality of life **Objective: Have a good quality of life and have a suitable career.**				
Project	**Indicators**	**Resources**	**Outputs**	
			Yes	**No**
Strategy 1: Develop life skills through case management				
1. Project to create an individual assessment and rehabilitation plan.	There is an individual assessment and rehabilitation plan for beggars.	Department of Social Development and Welfare officials	✓	
2. Project to protect and develop the quality of life of beggars (Thanyaburi Model and Ban Noi Nai Nikhom project)	There is sufficient income for the livelihood of the beggars.	Department of Social Development and Welfare officials and beggars	✓	
Strategy 2: Promote and develop the potential of those who can demonstrate their abilities.				
1. Project to develop standards for certifying those who demonstrate competence	There are standards for certifying those who demonstrate competence.	Street performers		✓
2. Project to develop the skills of those who demonstrate professional abilities	There is skill training for those who show talent.	Street performers	✓	

Under Strategy 2 (Promote and Develop the Potential of Those Who Can Demonstrate Their Abilities), there are two projects.

1) Project to Develop Standards for Certifying Those Who Demonstrate Competence: This project aims to establish evaluation standards for certifying individuals who demonstrate competence. Currently in operation, the project has developed an evaluation model where a committee of at least three members assesses candidates for certification. The criteria for issuing identification cards are based on six categories of abilities, including music, acrobatics, dance, drama, visual arts, and other general skills.

2) Project to Develop Skills of Professional Performers (Smart on Street): This project focuses on enhancing and upgrading the performer's skills through music training, singing workshops, and performance development. In 2020, 4,800 identification cards were issued to individuals demonstrating their abilities, and training was provided to 200 individuals to further develop their skills.

These projects under Strategy 2 aim to recognize and support individuals with demonstrated abilities, providing them with certification and training opportunities to enhance their professional skills and career prospects.

According to an interview with Mr. L (pseudonym: the street performer, December 13, 2020), talent showcases involve three judges who must reach a two-thirds majority vote to grant a talent show identification card. However, it remains uncertain whether the registration process for talent showcases will remain consistent due to the diverse nature of talent types, making standardized assessments challenging. Staff members guide individuals whose potential talent needs further development, such as inviting them to join skill development projects. Also, in Mr. I's view (pseudonym: the officer, December 23, 2020), it was mentioned that

> "I believe that the registration process for talented performers may undergo improvements in the future. Currently, we classify expressions into main categories, and evaluation formats are tailored to each category for committee scoring. Certificates are awarded if more than half of the committee members approve."

Regarding the effectiveness of implementing the policy to control beggars under Plan 3 (Integrating Power to Protect and Develop Quality of Life), the goal is to engage network partners in protecting and improving the quality of life for beggars. In 2020, there were 6,859 network partners involved in social development and welfare. When evaluating the results of operations under Plan 3 (Table 4.6), it was found that overall, the operations effectively met the plan's goals. Strategy 1 focused on strengthening knowledge and understanding for protecting and improving the quality of life for beggars, comprising two projects.

1) Meeting Project to Clarify Operational Guidelines for Protecting and Developing the Quality of Life of Beggars: This project involves convening a meeting with network partners to collectively understand and plan initiatives for assisting individuals in at-risk groups. The meeting focuses on identifying target groups and conducting diagnoses using the social work process.

2) Project to Develop Cooperation Between Network Partners (MOU-One Team): This project aims to enhance cooperation among network partners, such as the Student Loan Fund (SLF), to engage as social development and human security volunteers. The volunteers participate in social development efforts, particularly in supporting individuals facing social problems to prevent them from entering the cycle of begging. Volunteers are required to accumulate a minimum of 36 service hours per year.

These projects contribute to fostering collaboration among network partners and implementing initiatives to protect and improve the quality of life for individuals vulnerable to begging. According to an interview with Mr. G (pseudonym: the officer, December 21, 2020), there is an annual meeting chaired by the Director-General of the Department of Social Development and Welfare. During this meeting, network collaboration is established with local individuals to act as the eyes and ears of government officials. Social workers provide knowledge during the initial case examination process, and the PMO (People's Movement Organization) group fosters relationships with new target network groups, particularly students. This engagement enhances learning skills beyond the classroom and provides valuable work experience. In addition, Mr. O’s perspective (pseudonym: the social activist, January 16, 2021) was mentioned the Department of Social Development and Welfare's network operates nationwide. During visits to communities and Public Health Office

(PHO) cases, this network serves as a guide due to their familiarity with community members.

Table 4.6 Summary of Effectiveness Along with Plan 3, Combining the Power to Protect and Develop the Quality of Life.

Plan 3: Combining power to protect and improve the quality of life **Objective: Network partners are involved for protecting and improving the quality of life of beggars.**				
Project	**Indicators**	**Resources**	**Outputs**	
			Yes	**No**
Strategy 1: Strengthen knowledge on protecting and improving the quality of life of beggars.				
1. Meeting project to clarify operational guidelines for protection and develop quality of life	To have knowledge and understanding about protection and improve the quality of life of beggars	Department of Social Development and Welfare officials	✓	
2. Project to develop cooperation between network partners (MOU-One Team)	There is the development of cooperation between network partners (MOU-One Team).	Department of Social Development and Welfare officials and beggars	✓	
Strategy 2 Promotes solving the beggar problem and protecting and improving the quality of life of beggars.				
1. Project to develop cooperation to solve the problem of begging in border areas and promote cooperation between Thai and foreign volunteers.	There are guidelines or agreements to solve problems jointly between countries.	Department of Social Development and Welfare officials	✓	

Plan 3: Combining power to protect and improve the quality of life **Objective: Network partners are involved for protecting and improving the quality of life of beggars.**				
Project	**Indicators**	**Resources**	**Outputs**	
			Yes	**No**
2. The recognition project honors networks that have contributed.	Awards are given to networks with outstanding work in solving the problem of begging.	Department of Social Development and Welfare officials, social activists	✓	

For Strategy 2, aimed at solving the problem of begging and protecting and improving the quality of life of beggars, two projects are underway.

1) Project to Develop Cooperation to Address Begging in Border Areas and Promote Thai-Foreign Volunteer Cooperation: This project commenced operations in the Thai-Cambodian border area, with the Department of Social Development and Welfare appointing a working group to mobilizing and monitor progress. The initiative focuses on developing cooperation to address begging in border areas (one border, one workshop). The working group comprises representatives from government agencies and private non-profit organizations. A three-year work plan was established, preventing begging in 2021, developing measures and mechanisms in 2022, and the protection of beggars and vulnerable individuals in 2023.

2) Recognition Project Honoring Supportive Networks: In 2020, a ceremony was held to honor individuals like Prajapati, who selflessly assist others. This event acknowledges those who contribute to developing the potential and enhancing the quality of life for target groups.

According to an interview with Mr. J (pseudonym: the officer, December 25, 2020), cooperation with a network of foundations is actively pursued to prevent and address begging. Memorandums have been established with organizations such as Friends International Thailand to collaboratively combat the issue of begging. Also, From the perspective by Mr. N (pseudonym: the social activist, December 25, 2020),

the Department of Social Development and Welfare maintains a collaborative network and hosts annual awards to boost morale. Notable awards include recognition for model sub-districts that demonstrate care and support, as well as the prestigious Phra Prajapati Award. The media and network working groups are invited to these events to foster better relationships and mutual understanding.

Based on the information provided, it is evident that the outcomes aligned with the objectives of Plan 3, which integrates the power of protection and development in the quality of life. The goal is for networks to engage in protecting and enhancing the lives of beggars. This involves encouraging network participation in addressing begging issues both domestically and internationally. Domestically, the focus is on civil society sector cooperation among the elderly, children, and youth to acquire basic social work skills and provide local-level assistance to at-risk groups to prevent them from entering the cycle of begging. Internationally, proactive efforts are made to prevent and deter illegal immigration and entry through meetings and strategic discussions to tackle begging issues in shared border areas. This collaborative approach fosters teamwork across a broad network. Overall, the project outcomes align with the intended goals and effectively communicate the message to the public.

Regarding the effectiveness of operations under Plan 4, aimed at raising awareness and communication to reduce begging, the efficiency met targeted goals (Table 4.7). Strategy 1 focused on public relations campaigns and comprised two projects.

1) Project to Expand Online News Distribution Channels: Previously, news was solely disseminated on the Department of Social Development and Welfare's website. Presently, additional communication channels, including applications, have been incorporated to facilitate reporting sightings of beggars. Legal document preparation and dissemination, particularly about the Control of Beggar Act, B.E.2559, are emphasized.

2) Project to Produce Foreign Language Media for Public Awareness: This project involves publicizing information about illegal begging in both Thai and English, emphasizing the message “Begging is against the law... stop giving money to beggars”. The aim is to communicate the consequences of such actions and provide alternative channels for reporting beggar sightings instead of giving money.

Based on an interview with Mr. H (pseudonym: the officer, December 22, 2020), it is noted that media content addressing the issue of begging is produced annually, varying based on the public relations concept of the year. Some campaigns focus on proper almsgiving to reduce begging, and others emphasize the illegality of giving alms to discourage supporting beggars. This content is disseminated on television and YouTube platforms. Additionally, it is highlighted that public relations media on begging is consistently created every year, available in both Thai and English. These media materials are showcased during significant events organized by the Department and are broadcast by television stations. The content may include documentaries and short dramas to convey important messages effectively. This comment comes from an interview with Mr. I (pseudonym: the officer, December 23, 2020)

Table 4.7 Summary of Effectiveness Along with Plan 4: Create Awareness and Social Communication to Reduce Begging

Plan 4: Create awareness and social communication to reduce begging **Objective: Stop giving alms to beggars**				
Project	**Indicators**	**Resources**	**Outputs**	
			Yes	**No**
Strategy 1 Campaign and public relations				
1. Project to increase various communication channels	There are communication channels to distribute news online.	Department of Social Development and Welfare officials	✓	
2. Project to produce foreign language media for the public	Foreign language media are produced for public use.	Department of Social Development and Welfare officials	✓	
Strategy 2: Change society's attitude				
1. Project to instill appropriate attitudes regarding giving alms to beggars.	There is knowledge and understanding about correctly giving alms.	Department of Social Development and Welfare officials	✓	

As for the second strategy, it is changing society's attitude. a project to instill appropriate attitudes about giving alms to beggars. It is carried out through a public relations campaign to the general public through the concept “Illegal beggars, stop giving money to beggars,” which promotes people's awareness of giving alms as an act of encouraging people to commit crimes according to the law on begging. Based on an interview with Mr. I (pseudonym: the officer, December 23, 2020), it was showed that

> “Public relations efforts led by the Protection Centres for the Destitute (PCD) across the country aim to cultivate appropriate attitudes among citizens regarding almsgiving in public places such as markets, shopping centers, pedestrian walkways, and restaurants.”

From the information provided, it is evident that the activities outlined in Plan 4, aimed at creating awareness and social communication to reduce begging, emphasize public relations campaigns to change attitudes toward giving alms to beggars. These initiatives involve producing video content in both Thai and foreign languages, aligning with the concept of discouraging illegal begging and stopping the practice of giving money to beggars. The public relations approach is adapted annually to suit current circumstances. Additionally, the campaign includes distributing pamphlets and imparting knowledge at the community level, with homeless protection centers actively engaging in areas where begging may occur, effectively raising awareness and encouraging the public to refrain from giving alms to beggars.

For the effectiveness of operations under Plan 5, which aims to enhance the efficiency of the work mechanism system, the results have been successful according to the goals outlined in Table 4.8. This implementation was achieved through Strategy 1, which involved developing a work support information system consisting of three project (Table 4.8).

1) Project to Develop a Database of Online Beggars (Real-Time): This project is focused on creating a database to monitor trends in the begging problem in real time. Currently, efforts are underway to develop an operational system that can be effectively utilized.

2) Project to Develop a Database of Online Talent: A website is currently under development at www.talentshow.dadw.go.th, known as the Public Talent Registration System. This system aims to serve individuals who demonstrate their abilities to officials.

3) Project to Develop an Application System for Reporting Begging Problems: An application system has been developed to facilitate the reporting of begging incidents. This system utilizes the LINE application as a reporting channel accessible nationwide. Users can submit information including photos and additional details about beggars efficiently through this platform.

From the interview with Mr. F (pseudonym: the officer, December 20, 2020), it was noted that people who encounter beggars can notify the Protection Centres for the Destitute (PCD) in the area through LINE, which has been upgraded to a more user-friendly and systematic system compared to the previous method. However, there is currently no comprehensive database system specifically dedicated to tracking beggars, making it challenging to access detailed statistics without directly contacting the relevant groups. The development of a beggar database is still in progress. In addition, Mr. I mentioned that (pseudonym: the officer, December 23, 2020)

> "The officials record requests for talent performers in the group's website database. This database serves as a convenient and rapid tool for checking details about talent performers."

Table 4.8 Summary of Effectiveness Along with Plan 5: Increase System Efficiency and Working Mechanisms

Plan 5: Increase system efficiency and working mechanisms **Objective: Increase system efficiency and working mechanisms**				
Project	**Indicators**	**Resources**	**Outputs**	
			Yes	**No**
Strategy 1: Develop information systems to support work				
1. Project to develop a	There is an online database system for	Department of Social Development	✓	

Plan 5: Increase system efficiency and working mechanisms

Objective: Increase system efficiency and working mechanisms

Project	Indicators	Resources	Outputs	
			Yes	**No**
database system for online beggars (Real-time)	beggars.	and Welfare officials		
2. Project to develop a database system for online talent (Real-time)	There is a database system for those who demonstrate their abilities.	Department of Social Development and Welfare officials	✓	
3. Application system development project to report clues to begging problems.	There is an application system to report clues to begging problems.	Department of Social Development and Welfare officials	✓	
Strategy 2: Develop working mechanisms				
1. Project to instill appropriate attitudes regarding giving alms to beggars.	There is knowledge and understanding about correctly giving alms.	Department of Social Development and Welfare officials	✓	
2. Project to promote control of begging through provincial plans	A working group has been appointed to solve the problem of begging.	Department of Social Development and Welfare officials	✓	
Strategy 3: Create a knowledge set to support work				
1. Research project on begging or those who demonstrate their abilities	There is a research study on beggars or those who show their abilities.	Department of Social Development and Welfare officials	✓	
2. Project to prepare a manual for officials	There is a manual for officials.	Department of Social Development and Welfare officials		
3. Project to establish standards for shelters for the homeless	Standards for shelters for the homeless have been prepared.	Department of Social Development and Welfare officials	✓	

Plan 5: Increase system efficiency and working mechanisms

Objective: Increase system efficiency and working mechanisms

Project	Indicators	Resources	Outputs	
			Yes	**No**
Strategy 4: Increase operational skills				
1. Training project for officials according to the Control of Beggar Act, B.E.2559	There is training for officials according to the Control of Beggar Act, B.E.2559.	Department of Social Development and Welfare officials	✓	

For strategy number 2, which focuses on developing remote working capabilities, there are two projects.

1) Project to Mobilizing Committee and Sub-committee Work at All Levels: This project involves convening subcommittee meetings to devise measures and mechanisms for controlling and improving the quality of life of beggars. The meeting discussed implementing a 6-hour training course for network partners and appointing a working group to develop solutions to address the issue of begging at the border.

2) Project to Promote Begging Control through Provincial Plans: This project entails organizing meetings of the Provincial Beggar Control Subcommittee in 2020. The focus is on mobilizing efforts to protect and enhance the quality of life of beggars in alignment with The Driving Plan of Beggar Control No. 1 (B.E.2562-2564). The guidelines emphasize reducing the number of beggars and developing their potential to prevent them. Activities will align with guidelines for achieving a beggar-free province, including area-specific strategies and developing the capabilities of those who demonstrate competence based on provincial contexts. In the interview with Mr. I (pseudonym: the officer, December 23, 2020), it was mentioned that

> "Every year, there will be a meeting of the Provincial Beggar Control Subcommittee, chaired by the governor. The aim is to incorporate beggar

control into the provincial development plan. Each plan to address begging issues emphasizes the importance of relevant agencies' implementation.”

Strategy number 3, which focuses on creating a knowledge base to support work, comprises three projects.

1) Research Projects on Begging or Demonstrated Abilities: This project involves collaborations with educational institutions or agencies specializing in addressing beggar-related issues. For instance, the project includes studying guidelines for implementing the Control of Beggar Act, B.E.2559 in partnership with the Research and Advisory Center Office at Thammasat University and the Department of Social Development and Welfare.

2) Project to Prepare Manuals for Officials: This project aims to develop manuals that provide guidelines for operators to effectively address and mitigate begging issues, including developing the potential of those who can demonstrate abilities.

3) Project to Establish Standards for Homeless Shelters: This project entails organizing workshops to enhance operational efficiency following standards for welfare protection for beggars. The goal is to refine the understanding of the framework and operational principles aligned with established standards.

Each project is designed to achieve specific goals and contribute to the overall effectiveness of beggar control initiatives. From your interviews with Mr. J (pseudonym: the officer, December 25, 2020) and Mr. H (pseudonym: the officer, December 22, 2020), it was revealed that

> “In 2018, a meeting was convened to develop standards for the institutes, where professors from Thammasat University provided lectures. Subsequently, a group meeting was held to consolidate the information into standards for welfare provision at the institutes, which are now being applied and expanded upon at the institutes. Additionally, the work manual for officials has been prepared and published on the department's website. Moreover, specific research on beggars and individuals demonstrating talent is primarily conducted by Thammasat University, which formulates the principles, and we provide budgetary and informational support.”

Regarding strategy number 4, focused on enhancing work skills, a training project for officials under the Control of Beggar Act, B.E.2559 was implemented in 2020, with the second generation of training taking place at The Twin Towers Hotel Bangkok between August 30 and September 3, 2020.

Therefore, the outcomes aligned with plan 5, aimed at improving system efficiency and mechanisms, have been achieved based on established goals. Notably, efforts have been directed towards promoting begging control operations at the community level annually to sustain awareness about the issue's significance. This ongoing effort is expected to integrate begging problems into future provincial plans. Furthermore, the contextual evolution of begging issues has led to the formation of problem-solving working groups with similar characteristics. Knowledge has also been generated to guide officials, exemplified by manuals such as the Handbook of Standards for Welfare Provision in Homeless Shelters and an official work manual. These resources are formulated through workshops that extract insights from multiple agencies, fostering a shared understanding and exchange of knowledge in social welfare provision. This process culminates in the development and dissemination of welfare provision standards to ensure proper implementation by officials.

Additionally, the implementation of information systems supporting operations includes the establishment of an online reporting system for beggar-related issues and encouraging public participation in reporting sightings. While the development of databases for talent exhibitors and beggars is ongoing, data collection utilizing a basic database management system enables continuous monitoring, facilitating informed decisions for refining operational models. Overall, these operational outcomes significantly contribute to the effective realization of beggar control goals.

4.2.5.2 Public benefits

It is the result of policies that occur to all groups of people. It is a combination of the results of the policy and the service recipient with stakeholders and policy from this study, the benefits that accrue to the general public are classified. three important results arise benefits in terms of reducing the severity of the beggar problem and benefits in terms of punishing those who take advantage of beggars, and

benefits in terms of promoting the development of the potential of beggars the details are as follows.

1) Benefits in terms of reducing the number of beggars, after the establishment of the Control of Beggar Act, B.E.2559, it was found that the number of beggars continued to decrease. In 2016, there were 1,292 people. Later in 2017, there were 1,794 people. In 2018 there were 380 people, in 2019 there were 360 people and in 2020 there were 344 people. This is based on a study of the benefits that occur to the general public. When there was a decrease in the number of beggars, there were two issues:

The first issue is the good image of the country. According to a report from the Department of Foreign Affairs in the United State, it was found that over the past 10 years (2007-2017) the human trafficking situation has been reported to have worsened. At the same time, this problem still overlaps with begging, especially from 2010-2013. The severity of the begging problem was on the Tier 2 Watch list and moved down to the critical level as Tier 3, in 2014. In 2018, there was a report on the human trafficking situation and Thailand was announced to take action. The human trafficking problem has improved to level 2 (Tier 2), which reflects the human trafficking problem and related problems.

Specifically, begging is managed through policy implementation. This result still reflects the good image of the country in dealing with such problems. From the interview with Mr. M (pseudonym: the street performer, January 15, 2021) he viewed that

> “The number of beggars has decreased is a good thing. Because when I go to show my talent, it's in a place with a lot of people. A lot of people passed by and there was one person playing music and another person begging next to them. It must have been funny to tourists or Thais themselves. Because we don't want foreigners to think that we don't have a handle on these problems. if there are a lot of beggars, it will look bad.”

For Mr. D's view (pseudonym: the extraordinary committee, December 18, 2021), he gave the opinion that

> "The problem of begging has decreased and problems related to begging have decreased. It will help improve the image of tourism because it will seem to attract more tourists. They will invite each other to come visit because we value cleanliness and orderliness. It's the same when we have the Loy Krathong festival, Songkran, or provincial festivals. There will be a lot of tourists at these festivals. Officials will strictly control not allowing high-risk people to wander around. Especially during the procession for a beautiful appearance. When people take pictures and show them in various media."

From the foregoing, it is reflected that the benefits arising from the implementation of the policy to control beggars. In terms of reducing the number of beggars, it will help promote a positive image for the country's development. In particular, it shows the determination of the government sector in dealing with the problem of beggars. At the same time, the civil society sector cooperates well in jointly reporting clues. When you see a beggar as well as refraining from giving alms, the resulting reduction in beggars also helps promote a positive image of tourism. Because the absence of beggars in tourist attractions or public places is a sign of cleanliness and orderliness of that place, tourists and the general public will be satisfied with the government's effective management of the beggar problem.

The second issue is the convenience of using public space. by public places Refers to areas where there are a lot of people, such as flea markets, bus stops, restaurants, footpaths, shopping malls, etc. These places can easily see beggars. This reduces the number of beggars, resulting in fewer beggars in public places. At the same time, the general public who uses public areas will be satisfied because it is easy to travel around. It does not block the walkway and does not make noise and unobtrusive from the interview with Mr. G (pseudonym: the officer, December 21, 2020) stated that

> "Most of the people who use public roads and complain to the central office will have problems, namely beggars who look like hidden Wanipoks.

> Or in another way, a person who sings as a beggar who is not registered as a talent performer. There are a lot of them at flea markets, pier, and department stores. Some people use it as their regular place. Personally, when traveling to return home through the port, I will regularly encounter these people."

Similar to the interview of Mr. L (pseudonym: the street performer, January 13, 2021), it was commented that

> "Playing music in public in the past, you have to choose a good location. if there are too many people in the area, they will be considerate. Now, the talent is organized, there will be designated areas where they can perform. At the same time, we must not create annoyance for others."

Therefore, it can be seen that the benefits that accrue to the public after the policy to control beggars has been implemented are that people who use public areas such as bus stops, footpaths, overpasses, shopping malls, flea markets, restaurants, etc. will have convenience. The usage of transportation will increase even more, because This is beggars block pedestrians or thoroughfares in public areas, especially begging equipment and items given to you by others. Reducing the number of beggars therefore makes public areas clean and convenient for the movement of the general public.

2) Benefits in terms of punishing those who take advantage of beggars, although Thailand has enforced the Control of Beggar Act, B.E.2559 and the Anti-Trafficking in Persons Act, B.E. 2551, the cycle of begging and the problem of Human trafficking in terms of forcing individuals to become beggars shows no signs of decreasing. Because of the Control of Beggar Act, B.E. 2484, there is no punishment for those who take advantage of beggars. The Anti-Trafficking in Persons Act, B.E. 2551does not yet include penalties for individuals directly supporting, instigating, or encouraging individuals to beg. After the Control of Beggar Act, B.E.2559 was established, the essence of the Act related to the punishment of those who take advantage of beggars appears in Section 22, which states that anyone who takes advantage of beggars by using, hiring, wish, support, instigate, or act in any

other way to cause others to beg alms must be punished with imprisonment not exceeding three years or a fine not exceeding thirty thousand baht or both.

As a result, beggars continue to decrease every year. However, even though there is no clear number of people affected by the penalty for being an exploiter of beggars, the result of having punishments for such offenders is that at-risk people are protected and prevented from being tempted to become beggars, because the process of entering the cycle of begging is similar to the process of human trafficking. The group that takes advantage of the beggars will persuade people in the risk group to go to work. By offering wages, housing, food, and related benefits.

From the interview with Mr. N (pseudonym: the officer, January 15, 2021), it was found that

> "It was found that a group of beggars was lured into begging and the reason for coming to beg was not being bought and sold to beg by being trafficked. We try to punish people who take advantage of beggars to prevent vulnerable people who cannot earn a living in other ways from entering the cycle of begging. It is a problem of begging at the same time."

Therefore, it is shown that the benefits of punishing those who take advantage of beggars. In addition to helping reduce the problem of begging, at the same time, at-risk groups of people such as the underprivileged, the unemployed, the poor, the elderly, the disabled, etc. will also receive security in life and property so that they will not become a victim of begging. Punishing those who take advantage of beggars is another social guarantee that the option for at-risk groups for having a good quality of life not be deceived is supporting them to access the government services' system. Providing social welfare and social welfare will help to have a better life than being persuaded to be a beggar.

3) Benefits in terms of developing the potential of those who demonstrate their abilities in any field such as dancing, drama, playing music, magic, etc., they can legally request or register as a talent performer at the Helpless Person Protection Institutes (HPPI) in Bangkok and the Provincial Office of Social Development and Human Security. For those who wish to demonstrate their abilities If you are evaluated by the committee and found that you do not meet the criteria for the

issuance of a talent show license, they will receive advice from officials regarding ways to develop your abilities to a higher level to be able to pass the certification next time. In addition, the Department of Social Development and Welfare also promotes the development of abilities, creating careers and generating higher incomes. At the same time, the audience also became more satisfied with the skilled and unique performances of individuals after being promoted as well.

In the benefits arising from the promotion and development of talented performers, it is a matter in terms of the satisfaction of the people as viewers with the higher potential of the talented performers after receiving a skill development promotion. As mentioned by Mr. O (pseudonym: the social activist, January 15, 2021), it was showed that

> "People who are artists no matter what they perform. He expects the audience to be happy because it is a matter of pride in his life and career. Therefore, he always needs a way to impress the audience. But at present, if it is not considered studying online to train their skills to be more advanced, the Department of Social Development and Welfare will have a project to promote and develop the abilities of this group of people every year, for example in 2018, there are jobs. Thailand Social Expo in Muang Thong Thani also provides a stage for the talents to show their full potential. There were even schoolchildren who came to perform in large numbers."

In the view of Mr. L (pseudonym: the street performer, January 13, 2021), It was commented that

> "We play music no matter what genre it is. At first, people passing by might help with money or a small favor, but if we still play the same music, The same place will be boring. Listeners and viewers will not be impressed because it is boring. But if we keep improving our skills and finding new styles to show, people will see that we are dedicated to making our work good. He will give you more rewards, even though we are performing in the same place."

Therefore, from the above, it is shown that the benefits that arise in terms of promoting and developing the abilities of those who show their abilities through organizing projects to promote and develop skills and abilities and providing space for the expression of those abilities are the satisfaction and impression of the audience who see the importance of being a person who can continuously learn and develop themselves, leading to diversity and expertise in leading. The format of the performance therefore makes the audience satisfied with self-improvement and continuous creation of new works.

4.2.5.3 Competency of fixable organization

This is an evaluation criterion that focuses on the organization's ability to take responsibility for policy implementation and how flexible it is, or in other words, studying the effectiveness of the policy itself. This study focuses on finding out whether the following conditions are agile or not such as organizational structure, Policy resources, and communication.

1) Organizational structure, after the Act on Improving the Department of Social Development and Welfares was established, its structure was changed. The mission of the agency has been improved. Establishment of new division-level agencies and the transfer of certain powers and duties to related agencies within the same ministry. In the interview with Mr. F (pseudonym: the officer, December 20, 2020), it was commented that

> "After improving the structure, it made the work better. The scope of our work is integrated within the ministry. The old structure was completely horizontal, while the policy is a vertical which is the step-by-step process. Therefore, restructuring the structure helps make work much easier"

As mentioned by Mr. M (pseudonym: the street performer, January 14, 2021), it was given an opinion on accessing to the Department of Social Development and Welfare's service.

> "I used to ask for help from the Department. At that time, I heard that he had money to help those in distress or returning to their hometowns. There will be inquiries and discussions, and then money will be given to provide relief which are fast services being easily accessible."

Therefore, it can be seen that organizational restructuring has resulted in good outcomes for policy implementation. This is because the new organizational structure is suitable for implementing the policy to control begging, which is a fully integrated work within a single agency. There is no overlap with other agencies in terms of decision-making. Because the agency's duties are still pending in the Department of Social Development and Welfare, such as work on children, women, victims of human trafficking, etc., it has been transferred to the main agency to prevent confusion and eliminate unity. Implementation of the new policy and the restructuring of the agency also creates a division of authority and responsibility. By dividing authority, the agency's mission has been distributed through the usage of policies to control beggars in delegating work to operational units which results in work occurring within the same department. Service recipients can receive services within the same agency and complete the work which creates satisfaction for the service recipient.

2) Policy resources in implementing the policy to control beggars are classified into two types such as financial resources and technical resources. Especially, the evaluation of financial resources was found by the Department of Social Development and Welfare, The budget has been allocated from the Budget Office to implement a policy to control beggars from 2016-2020. The Department of Social Development has received a continuous reduction in its operating budget.

In the interview with Mr. J (pseudonym: the officer, December 25, 2020), it was commented that

> “The budget is decreasing every year because the budget was cut, operations were quite delayed. Specifically, we have a plan to continue this process every year. Under the policy to control beggars, we will have a plan to supervise the work every 4 years. Now, we have to follow the plan, but the budget is reduced every year. However, we still have to make it as effective as planned. As a result, operations must have techniques or backup plans at all times.”

In the view of Mr. B (pseudonym: the extraordinary committee, December 19, 2020), it is considered that

> "Budgets that support service recipients are usually cut every year. This is because senior executives considering that we must push service users to return to society as much as possible. When people have already entered the protection process, if the protection process is good, we must be able to return service users to society. On the other hand, if we can export service users out into society, there will be fewer service users. Therefore, administrative expenses must be less as well."

In the view of Mr. K (pseudonym; The beggar, December 26, 2020), it was given that

> "For most people living there, it is a little difficult because the cost of lunch would be reduced, he gave them heads and then averaged them together. If there is a sale of things that have been made in the institutes, they can be sold. The officer will keep it to take care of the people within the institutes."

The information provided highlights the financial challenges faced by the Department of Social Development and Welfare, as the budget received from the Budget Bureau from the Ministry of Finance has been decreasing annually. This reduction in financial resources necessitates continuous adjustments in implementing the policy, particularly under the driving plan of beggar control No. 1 (B.E.2562-2564). Despite these budgetary constraints, the department strives to maintain effective operations aligned with the plan's objectives by managing costs efficiently, optimizing resource utilization, and fostering operational efficiency.

To address financial limitations while ensuring policy continuity, the department implements various strategies such as cultivating vegetables for internal consumption, encouraging service users to engage in additional income-generating activities, reducing unnecessary expenses, and developing the potential of service users to contribute as operators. These initiatives not only sustain the implementation of beggar control policies but also enhance operational efficiency by maximizing

resource utilization and reducing costs. In addition to financial challenges, the department leverages technical resources through collaborations with external stakeholders, including government agencies, local government organizations, and foundations both domestically and internationally. This technical collaboration facilitates the exchange of knowledge and expertise is essential for effective policy implementation and problem-solving related to begging. Academic cooperation, exemplified by initiatives as the Subdistrict Model Project, emphasizes preventive measures and social welfare services at the sub-district level nationwide, elevating local administrative organizations to function as social welfare service centers.

Furthermore, partnerships with foundation-type agencies are enable to joint efforts to address specific begging-related challenges and enhance welfare provision for beggars. Past operations have demonstrated successful collaborations, including international initiatives along the Thai-Cambodian border aimed at empowering workers in safeguarding beggars and advancing organizational competencies efficiently. By leveraging technical resources and fostering collaborative partnerships, the Department of Social Development and Welfare navigates financial constraints, strengthens operational capabilities, and advances the implementation of beggar control policies to achieve sustainable outcomes in addressing social welfare challenges.

In the interview with Mr. I (pseudonym: the officer, December 23, 2021), it was given that

> "The cooperation with the Department of Social Development and Welfare is quite extensive. Especially local administrative organizations that work in tandem with homeless protection centers throughout the country. We will act as a facilitator and advise along with working at the local level. And, each year we will keep rotating, giving us an even wider network of working with local government organizations. Therefore, the Provincial Homeless Protection Center will become a connection point for solving beggar problems in the same direction. We will give awards to local government organizations for being examples of learning for other agencies."

In the line with Mr. J (pseudonym: the officer, December 25, 2020), it was viewed that

> "For some types of problems, we cannot handle alone. However, in the past, we have cooperated with international foundations that have networks in many places. Especially the Friends International Thailand organization, with whom we have worked together to issue measures for preventing the problem with the Thai-Cambodian border. In the creation of international knowledge regarding the protection of service users in shelters, there is a matter where we send personnel to receive training in Australia. By bringing knowledge to develop routine work related to begging from the Minda organization as well."

Therefore, from the above, it is reflected that technical resources produce good results in implementing the policy to control beggars. The Department of Social Development and Welfare has a wide operational network across government agencies, and civil society organizations both within the country and the international will be placed on strengthening knowledge to prevent at-risk groups of people from entering the cycle of begging problems at the community level for local government organizations. At the same time, local administrative organizations will act as a network for social welfare and social welfare operations. The results of participatory action will be complementary in terms of expanding the knowledge base on protecting vulnerable groups from the community level to the institutes. In addition, the results of this knowledge were widely expanded to the public after the model sub-district agency was praised as a good model for other agencies to learn how to protect at-risk groups in the future. At the same time, the characteristics of the problem of begging are unique and require more cooperation to solve than the cooperation of domestic agencies, which will rely on the creation of international working networks. At the same time, promoting the development of knowledge related to the protection of service recipients in the institutes, there is also support for personnel to gain knowledge that will lead to seek new ways of working that help create better efficiency as well.

4.3 Identification of Stakeholder Roles in the Policy Process

4.3.1 Policymakers

Policymakers are responsible for considering the Control of Beggar Act, B.E.2559 perform crucial duties within two primary areas such as policy advocacy and policy negotiations. The detailed study results outline their responsibilities as follows.

The primary concern is advocating for policies to regulate begging. The committee's role and responsibility should involve providing policy recommendations during collaborative brainstorming sessions. Advocating for policy can be approached through two methods such as aligning one's opinions with others and persuading them to share similar viewpoints. Employing both approaches strengthens the presentation of information on any issue, rendering it reliable and compelling enough to garner acceptance from multiple stakeholders. When alternatives on an issue are aligned across diverse fields, departments, and agencies, the collective expertise enhances the credibility of the proposed policy.

For Mr. E’s perspective (pseudonym: the extraordinary committee, December 25, 2020), it was mentioned about the experience of the meeting to consider the Control of Beggar Act, B.E.2559.

> “During the meeting, there was one issue that almost all of the people on the committee agreed on the same way. a policy proposal that would differentiate between beggars and those showing skills. This proposal is very interesting because it changes the traditional way of looking at beggars. which we and many others see in one direction. The policy proposals proposed by members of the National Legislative Assembly on this issue have hardly been changed. Moreover, many people expressed their supportive opinions. Within the group of committee members, there are representatives of the civil society sector who work as a voice on behalf of the Waniphok group, and civil servants from the Ministry of Social Development and Human Security. So, they agreed with the new policy proposal mentioned.”

In addition, Mr. D (pseudonym: the extraordinary committee, December 18, 2020) also expressed his opinion as an experienced person about the Commission meeting for trying to influence members in the same direction on the issue of imposing punishments for those who take advantage of beggars.

> "This is very important because the cycle of begging in some cases is not limited to a single group of beggars. While, the phenomenon of begging is also caused by many people, one difference between the beggar control law is different from the Anti Human trafficking law. it focuses on punishing the individuals who bring people to beg. If any of these persons are involved in human trafficking, in addition to being guilty of taking advantage of beggars, it is also guilty of being a human trafficker."

Based on the aforementioned points, it is evident that the Extraordinary Committee's advocacy for the Control of Beggar Act, B.E.2559 reflects an effort to advance and endorse policy proposals championed by various groups or even align with the presenter's perspective to achieve consensus. The success of these policy proposals relies on demonstrating a diverse array of advocates with relevant knowledge, expertise, and experience. This also involves effectively influencing acceptance of the presenter's viewpoints on these issues, thereby ensuring that these policy proposals are brought forward for consideration and decision-making to become future policy.

The second issue involves negotiating policies to control beggars, which entails coordinating mutual interests among individuals or groups through debate and information exchange. Policy negotiations involve reasoned criticism to enhance the acceptance of policy recommendations over opposing proposals. This process includes comparing the benefits and drawbacks of each proposal, ultimately favoring the one with the most advantages and fewest disadvantages. Therefore, the role of policymakers is to craft reasoned proposals by evaluating strengths and weaknesses, aiming to develop policies with more positive than negative effects.

A specific policy proposal that emerged from these negotiations involves issuing identification cards to individuals demonstrating their abilities, such as musicians or performers, according to Section 14 guidelines. Those interested in

showcasing their talents would obtain notification as authorized performers, adhering to committee regulations. When demonstrating abilities in public areas, individuals would inform local officials, who would issue confirmation receipts. Local authorities would make announcements defining public areas, schedules for performances, and equipment usage regulations. Officials would have the authority to halt or cancel unauthorized demonstrations.

Advocates supporting the issuance of ability cards see this as a means to distinguish genuine performers from beggars, specifically the "Waniphok" group and talented individuals. They believe this process would facilitate physical and mental development through training and career advancement, thereby reducing the likelihood of individuals resorting to begging. Without identification cards, individuals would receive support to transition into recognized performers meeting established standards, thereby separating them from the beggar classification. This two-group classification approach would incorporate social welfare and development initiatives to prevent individuals from entering the begging cycle. After interviewing Mr. B (pseudonym: the extraordinary committe, December 16, 2020), it was commented that

> "The concept of licensing people to demonstrate their talent is happening in many countries around the world. We borrowed this idea to raise the level of tackling the beggar problem in Thailand. If we provide a stage for this group of people to have a space for showing their potential, it means that we have a stage for them to perform without having to wander around blocking the way of the passers-by."

The opinion of the group opposing the issuance of the identification card, they view it as allowing begging legally. This means that if the process of screening people to become capable performers does not create efficiency so that beggars and Wanipoks have no different characteristics, it will be equal that these two groups of people are the same type of people, and even more so. Moreover, the gaps in policy proposals will allow the beggar movement to push these groups of people to become capable actors with a beggar-led network behind them. Moreover, Mr. C (pseudonym: the extraordinary committee, December 17, 2020) mentioned that

> “Begging is very complicated because there are many people involved. Issuing talent identification cards is a solution to the problem at the end of the cause of the beggar issue. The cause lies with beggars and those involved in begging. If we push for being a person who demonstrates talent, it should be another issue. Right now, regarding beggars, we are not very clear on how we will deal with this group of people honestly. For example, there are a lot of beggars hiding in online communities, and the method was so ingenious that you couldn't tell who it is. When we remain unclear on this issue and allow other issues to become involved, it will be a channel for bad actors to take advantage of this gap in the law, especially those who lead people to beg for alms.”

The above discussion highlights that policy negotiation involves critiquing to identify the strengths and weaknesses of proposals. Each party expresses critical views to filter proposals into feasible policies with the least harm and maximum benefit, exercising discretion in their evaluation. Once evaluated, these proposals are shaped into policies. The proposal for issuing talent identification stands out due to its rationale for distinguishing between beggars and individuals demonstrating competence. Talent identification, achieved through screening, aims to develop these groups' potential to resemble artists, thereby preventing misrepresentation and ensuring accurate registration of talented performers. Policy negotiation thus relies on justifying proposals through the comparison of pros and cons, assessing impacts, and maximizing benefits.

In the context of policy bargaining, policymakers create points of criticism to prioritize certain proposals over others, ultimately shaping which proposals gain traction as policy. In the process of advocating and negotiating policies within the Special Committee to Consider the Control of Beggar Act, B.E.2559, the proposal supporting the issuance of talent display licenses emerged as robust and sufficient. This proposal aligns with the overarching policy direction aimed at enhancing law and regulation enforcement to facilitate effective operations. Furthermore, it resonates with the global trend of promoting individual talents while addressing begging control policies adopted by other countries.

4.3.2 Policy Implementers

The policy implementers identified in this study are officials from the Department of Social Development and Welfare. This group is tasked with translating the Control of Beggar Act, B.E.2559 into practical measures. They play a crucial role in driving the policy to control begging, as specified by their designation as "competent officials" within the policy. A competent official is defined as a person authorized by the Minister to act following the Control of Beggar Act, B.E.2559, which includes administrative officials. These officials are endowed with specific powers and duties outlined in the policy.

1) Upon witnessing someone begging, officials are required to refer the individual to Protection Centres for the Destitute (PCD) for screening. If the screening by a multidisciplinary team identifies the person as a child beggar, pregnant woman, elderly individual, mentally ill person, handicapped individual, or disabled person, they will be protected following specific laws. Officials must collaborate with relevant agencies to fulfill their duties. For instance, in the case of screening disabled beggars, officials must coordinate and ensure protection under the Promotion and Development of the Quality of Life of Persons with Disabilities, B.E. 2550. If officials are informed of someone begging, they must capture photographs during the act of begging. Subsequently, the competent official must take the following actions.

First, assessing whether the individual has violated Section 13, which prohibits begging by asking for money or property to support oneself through verbal requests, messages, gestures, or performances. Soliciting money from relatives or according to solicitation laws is not considered begging. Suspected beggars must undergo screening at a Homeless Protection Center.

Second, remove screened beggars by gathering evidence, including photographs, and assessing their physical and mental condition.

Third, categorize beggars into at least five main groups: Victims of human trafficking, to be handed over to authorities following anti-trafficking laws. Foreign nationals, identified as victims of trafficking, are to be referred to the Immigration Division or Bureau. Individuals related by blood, where DNA testing may be required for confirmation before placement in temporary shelters. Vulnerable groups including children, women, elderly, mentally ill, and disabled individuals without sponsors, who

require protection coordinated with relevant agencies. Individuals with no means of support, unable to work, or facing severe difficulties, will receive protection and assistance to improve their quality of life.

2) Screening involves collaboration with a multidisciplinary team comprising professionals such as police officers, social workers, psychologists, doctors, nurses, and other experts. A multidisciplinary team refers to a group of individuals or agencies possessing diverse experiences, knowledge, expertise, skills, and specialized abilities across various fields. They work collectively to consult, brainstorm, and establish operational guidelines based on their respective professional domains to protect and enhance quality of life. This approach aims to address issues systematically and through a targeted process. Working with a multidisciplinary team entails coordination and delineation of responsibilities based on each team member's capabilities and expertise. Responsibilities are allocated according to individual abilities to optimize efficiency and effectiveness in achieving common goals and objectives. Based on Mr. H's interview (pseudonym: the officer, December 22, 2020, he emphasized the importance of protecting beggars via collaborative efforts with a multidisciplinary team.

> “During annual festivals, we organize operations involving police officers, municipal officials, psychologists, social workers, and social developers. Each team member has specific duties based on their expertise. The police and municipal officials focus on areas with a higher risk of encountering beggars. Social workers and developers specialize in the screening process, especially for individuals with mental health issues or illnesses, while psychologists provide essential support during screenings.”

This interview highlights how officials assign specific roles within a multidisciplinary team based on their designated responsibilities. Effective policy implementation requires leveraging skills, knowledge, abilities, and expertise from various departments to optimize operations and achieve policy objectives efficiently. Collaboration among diverse professionals ensures comprehensive support and targeted interventions to protect and assist individuals affected by begging.

3) In the effort to provide assistance, protection, and improve the quality of life for individuals found begging, officials follow a structured process outlined in five distinct steps.

Firstly, the process begins with admission. Officials inform the individual of their rights, the procedures for protection, and the regulations governing residence in the institutes. They meticulously verify necessary documents such as transfer letters, property inspection reports, and other essential evidence. Upon gathering the required information, officials compile a comprehensive case file, capture photographs, conduct physical examinations, and prepare an asset inventory. Subsequently, the beggar signs a written consent form to receive protection and participate in programs aimed at improving their quality of life.

The second step involves a thorough investigation by officials. Health checks are conducted, and individual profiles are assessed to identify underlying problems and specific needs. For individuals entitled to protection under specific laws, officials prepare a protection document that is subsequently forwarded to the relevant agencies for further action.

Following the investigation in step 5, officials proceed to provide protection services. This entails ensuring that necessities such as food, clothing, shelter, and medicine are promptly delivered to the protected individuals. Furthermore, officials conduct evaluations to prepare Individual Rehabilitation Plans (IRPs) tailored to enhance daily living skills, facilitate social integration, promote cleanliness maintenance, and offer vocational training. Vocational skills development, job placement, and education on rights and welfare are also part of this critical step.

As the protection period nears its conclusion in step 4, officials arrange for referrals. Individuals are either reintegrated into family or community care settings, or agreements are made for job placements based on their work capabilities and ability to adapt to societal norms. For those requiring placement in the institutes or self-help settlements, officials facilitate the necessary arrangements.

Finally, the process concludes with monitoring and evaluation. After individuals reintegrate into society, officials diligently monitor their quality-of-life improvements and assess any instances of discriminatory treatment or unfair practices. This ongoing monitoring and evaluation process serves to prevent relapses

into begging and ensures that individuals receive continued support and guidance toward sustained societal reintegration and well-being.

4) When officials encounter a talent performer without an ID card, it is imperative to recommend that such individuals apply for a talent performer license and seek permission to perform within the local area. If the performer's abilities are deemed inappropriate, officials have the authority to order the cessation or cancellation of the performance. However, it's essential to clarify the distinct roles and responsibilities between officials and local authorities. Officials are empowered to issue licenses for demonstrating abilities but lack the authority to grant performance permits within local areas. Conversely, local officials can issue local performance permits but cannot grant talent demonstration licenses. Therefore, the focus here is solely on the role of officials in issuing talent demonstration licenses.

According to the regulations of the Beggar Control Committee outlined in Section 4 of the Criteria and Methods for Notifying Requests for Talent Identification Cards, B.E. 2559, and based on the Department of Social Development and Welfare's designation of agencies as card-issuing locations, individuals interested in obtaining a talent identification card can submit their requests accordingly. Once issued the identification card, talented individuals can notify local officials of their intent to demonstrate their abilities in any area. Officials tasked with issuing identification cards for talent demonstration perform their role in at least four steps.

Firstly, individuals who is interested in acquiring a talent identification card must submit a request to the designated card-issuing agency, which could be the Center for the Protection Centres for the Destitute (PCD) in Bangkok or the Office of Social Development and Human Security in each province. The official handling the request checks the submitted documents and supporting evidence, including a national ID or government-issued ID card, a recent 1-inch photograph (taken within the last 6 months), and proof demonstrating the individual's abilities such as training certificates, demonstration awards, or other relevant credentials. Additionally, the individual must demonstrate their abilities to the committee for evaluating their request. Subsequently, the applicant completes a talent identification card request form at the designated issuing location.

The next step involves the evaluation of individuals or groups of applicants. The official in charge has the authority to convene a committee comprising representatives from government agencies, the private sector, and civil society. This committee, which may include representatives from the Office of Social Development and Human Security, Provincial Cultural Office, Provincial Education Office, or experts from local educational institutions, assesses the abilities of at least three or more card applicants.

Following the evaluation, the committee considers issuing a talent certificate. Upon receiving the request and associated documents, the official reviews the application and promptly notifies the applicant of the committee's decision within seven business days via a formal letter sent to the applicant's address. The committee evaluates applicants based on their elegance, beauty, and demonstrated abilities. The decision to issue a talent identification card rests with the ability review committee, which must reach a consensus of at least two-thirds or half of its members. If the committee decides against issuing a card, the applicant is informed of the reasons. The criteria for evaluation may be adjusted based on the specific context or area, emphasizing the importance of showcasing talents that genuinely satisfy audiences or listeners, rather than evoking pity.

This meticulous process ensures that talent identification cards are issued based on objective assessments of applicants' abilities and credentials, promoting fairness and transparency in recognizing and supporting talented individuals.

4.3.3 People Affected by Policy Implementation

The role and responsibilities of stakeholders impacted by policy implementation, including social activists (NGOs), beggars, and individuals demonstrating their abilities, involve overseeing and evaluating the operations of the administrative department, specifically the Department of Social Development and Welfare. Through this study, three key issues have been identified.

The first issue pertains to establishing a risk assessment system for beggar expansion to support and evaluate the effectiveness of beggar control policies. This system entails monthly reporting by the Department of Social Development and Welfare on beggar statistics to track trends and assess policy outcomes. Additionally,

annual reports and press releases will highlight beggar statistics, providing transparency on policy impact. NGOs will conduct surveys among at-risk groups and beggars to gather data, contributing to the development of a comprehensive database reflecting monthly field visit observations of beggar numbers. Based on the interviews with Mr. I (pseudonym: the officer, November 18, 2020) and Mr. O (pseudonym: the street performer, January 14, 2021), it is evident that developing a risk assessment system for monitoring the expansion of beggar groups is crucial for both civil society organizations and government agencies involved in addressing beggar-related issues.

"I highlight the systematic approach adopted by their agency, where statistical data is collected on various at-risk groups including homeless individuals and beggars. A dedicated field team conducts monthly visits to high-risk areas, verifying identities and documenting cases through preliminary examination forms. Coordination with the Department of Social Development and Welfare facilitates immediate assistance and protection for beggars identified during fieldwork. Data gathered from field visits is then recorded in a database and compiled into monthly statistics to monitor trends and inform policymaking decisions."

Similarly, Mr. O (pseudonym: the social activist, November 3, 2020) emphasizes the importance of tracking and monitoring beggar expansion despite operational limitations within Bangkok. This location serves as a critical point for scrutinizing government work and assessing the accuracy of beggar statistics provided by agencies such as the Department of Social Development and welfare. Discrepancies in data sometimes necessitate the presentation of alternative information to the media for aligning societal perceptions with actual realities. The establishment of a risk assessment system benefits both civil society and government agencies by supporting policy implementation and evaluation. It aids policymakers in gauging the effectiveness of beggar control policies and identifying improvements if policy goals are not met. Additionally, the system fosters mutual information exchange between stakeholders, promoting collaborative efforts to address beggar-related challenges comprehensively.

The issue of discrimination against beggars' post-protection and quality of life development underscores the importance of ensuring a dignified and fair reintegration process for individuals receiving assistance from the institutes. After being protected and rehabilitated,

beggars face various challenges upon returning to society, including potential discrimination and stigmatization. Following the implementation of beggar control policies, it is crucial to monitor and support the reintegration of protected individuals into society to prevent them from relapsing into begging or facing societal biases. This involves employing multiple methods to facilitate their return, such as sending them back to their hometowns, placing them in specific establishments, or relocating them to self-help settlements. However, the method of returning individuals to their hometowns may result in varying quality-of-life outcomes based on available support networks and community acceptance. It is imperative to protect and nurture the quality of life of reintegrated beggars to prevent recidivism and foster sustained societal integration.

When protected individuals have family support, officials from the Department of Social Development and Welfare facilitate their return to their hometowns and subsequent community living. Continuous monitoring and evaluation by welfare officials and civil society organizations are essential to ensure ongoing support and address potential challenges faced by reintegrated individuals. The collaborative efforts of government agencies and civil society organizations are instrumental in safeguarding the well-being and dignity of reintegrated beggars, mitigating the risk of societal discrimination, and promoting lasting social inclusion beyond the protection phase. By prioritizing the quality of life and societal acceptance of individuals reintegrating after protection, policymakers and stakeholders can work towards breaking the cycle of begging and fostering sustainable pathways to recovery and livelihood stability for vulnerable populations.

The process of monitoring and caring for beggars' post-protection and during their reintegration into society is essential to prevent discrimination and ensure sustainable outcomes. From Mr. N's perspective (pseudonym: the social activist, November 25, 2020), it was highlighted the importance of continuous follow-up after individuals are referred for protection and quality-of-life improvement in the institutes. Efforts to visit and inquire about their well-being, acknowledging the challenges beggars face in securing employment due to societal biases and past experiences. Also, Mr. K (pseudonym: the street performer, January 14, 2021) shared his struggles with reintegration into normal life, citing difficulties in securing jobs due to prejudice against former beggars. Despite efforts from officials and civil society organizations to monitor and support reintegration, discrimination and societal

attitudes pose significant obstacles to sustainable recovery and employment for reintegrated individuals.

These testimonies underscore the critical role of both government agencies and civil society organizations in post-protection care and the societal reintegration of beggars. Failure to address discrimination and support reintegration effectively may undermine the policy objective of reducing beggar populations and preventing recidivism. Another issue highlighted is the risk of bribery and corruption in the process of registering beggars as talented performers to circumvent the law and facilitate legal begging. While, Mr. O (pseudonym: the social activist, November 25, 2020) emphasized the importance of stringent background checks and document verification to prevent fraudulent registrations and illicit practices. The involvement of civil society organizations in overseeing the selection process is crucial to ensure transparency and integrity. And, Mr. M (pseudonym: the street performer, January 14, 2021), representing the perspective of Waniphok performers, expressed concerns about discrimination and extortion when attempting to showcase their talents in public spaces. Waniphoks, who are not yet registered as talent performers, face challenges due to legal restrictions and societal perceptions, leading to paranoia and encounters with individuals seeking bribes or exploiting their vulnerable status.

In conclusion, those affected by policy implementation, including civil society organizations and individuals such as Mr. N (pseudonym: the social activist, November 25, 2020) and Mr. M (pseudonym: the street performer, January 14, 2021), play pivotal roles as inspectors and advocates for accountability. Their involvement in monitoring government agencies and supporting the quality of life. To protect individuals is vital for achieving policy effectiveness and safeguarding the rights of vulnerable populations. By promoting active citizenship and engagement, they contribute to realizing policy objectives and fostering inclusive societies that protect the dignity and well-being of all citizens.

4.4 Context or Environment Related to the Policy Process

4.4.1 Context or Environment Related to the Policy Formation

1) Human trafficking problem

In the past, human trafficking was associated with the slave trade, which resulted from human migration due to warfare. The term “slave” originated from the capture of prisoners in war, often women and children, while captured men were typically used as forced labor. Human trafficking was formally addressed in the world's earliest known law, the Code of Hammurabi, which stated that enslaved individuals could redeem themselves and regain freedom. Subsequently, during World War I, Africa was extensively exploited, leading to the widespread practice of the black slave trade. The abolition of the slave trade began in 1494, notably declared in France, marking the world's first such action. Despite the end of World War I, opposition to the black slave trade continued in the form of forced labor until 1945, when the International Labor Organization (ILO) was established under the United Nations to combat forced labor and establish policies for member countries.

Regarding human trafficking in Thailand, a documentary study identified three distinct eras. The first era spans from the Ayutthaya period to the abolition of slavery in 1874. Laws from this era specifically linked human trafficking to prostitution, particularly involving women who transitioned from being war slaves to trading in jewelry. The second era covers the period from the abolition of slavery in 1874 to World War II in 1945. During this time, the Retirement Tariff Act for Thai Slaves was established, marking the first abolition of slavery in Thailand and significantly impacting prostitution by ending the status of prostitutes as slaves. However, the immigration of foreign women led to the enactment of the Disease Prevention Act, B.E. 2452, which tacitly allowed prostitution to resume. The final period, from post-World War II to the present, saw extensive international relations in Thailand, transforming the nature of prostitution to meet the demands of service users. Simultaneously, rural poverty drove labor migration from northern and northeastern regions, domestically and abroad, including to Japan, Hong Kong, Singapore, Malaysia, and European countries. Between 1978 and 1987, human trafficking became a driving force behind prostitution, with children and women lured into

prostitution and domestic work, fueling a more organized trafficking business. Trafficked individuals were charged a fee by traffickers as collateral, with initially low compensation that later led to substantial profits.

During this time, the human trafficking problem escalated, with estimates of over 400,000 women and children involved in prostitution, including more than 160,000 children under 16 years old. Exploitation not only encompassed jewelry trafficking but also sexual exploitation, forced labor, online sexual services, forced marriages for legal status, and coerced gaming for profit. In an interview with Mr. B (pseudonym: Commission, December 16, 2020), it was expressed the opinion that human trafficking has significantly evolved in modern times, involving various groups such as service traders, service users, and service distributors, along with government officials who exploit the process for personal gain. These operations exhibit characteristics of multinational organizations with extensive interconnected networks. For instance, some brokers visit villages to promote lucrative opportunities, influencing demand for labor. Parents who decide to send their children into prostitution may engage brokers who demand a bribe or half of the payment upfront. In some cases, families may need to borrow money for expenses as housing or transportation, deducting payments from daily or monthly wages as agreed upon. However, not all individuals involved in this profession achieve success as advertised by neighbors or previous examples. Some children and women are exploited for cheap labor or used as beggars or in other forms of work arranged by brokers (Figure 4.1).

Figure 4.1 Human Trafficking Processes

From the foregoing, it can be seen that human trafficking is considered a serious problem and inevitably affects people in society. The Thai government has made efforts to solve the problem of human trafficking by announcing the problem to become a national agenda on August 6, 2004, because Thailand was presented through the Trafficking in Person Report) or TIP Report, which is an annual report of the Department of International Affairs in the United State to prepare under the implementation of the Trafficking Protection Act: TVPA, which has been implemented since 2010. Thailand was classified as Tier 3 for The Human Trafficking Situation Report in 2014, meaning that standards for preventing human trafficking were not followed and no effort was made to prevent human trafficking. The results of the report are in line with the statistics of the prosecution of 595 victims of human trafficking in 2014, of whom 274 were Thai nationals, 108 were Laotian nationals, 83 were Burmese nationals, and 100 were Cambodian nationals. 29 people and others totaling 101 people, which information is from an interview with Mr. B (pseudonym: the extraordinary committee, December 16, 2020), it was found that

> "The most severe year for human trafficking in the international spotlight is likely to be the year when Thailand is ranked in the Human Trafficking Situation Report. The majority of victims are Lao people and Burmese people However, most of those who enter Thailand to beg are Cambodian. This group often illegally crosses the border on their own or bribes government officials to cross the border. In one case, it was heard that they paid a government official 2,000-5,000 baht to enter the country to beg in Bangkok."

The same is true of the interview from Mr. C (pseudonym: the extraordinary committee, December 17, 2020) which stated the severity of human trafficking in Thailand during the period in which the severity of the situation was reported.

> "Remember when Thailand was reported to have a very serious human trafficking situation in 2015, it was graciously appointed Minister of Social Development and Human Security, Police General Adul Saengsingkaew, who Proactive measures have been taken to resolve the issue very seriously.

> It can be considered that during that time every ministry, every department, and every division was talking about human trafficking."

When carefully considered, Thailand is not the only country in the ASEAN region that is ranked in Tier 2, a group of neighboring countries such as Brunei, Cambodia, Indonesia, Laos, Malaysia, Myanmar, Philippines, Singapore, Vietnam, Japan, India, etc. But the reason why Thailand is ranked in group 3 from an interview with Mr. C (pseudonym: the extraordinary committee, December 17, 2020) found that the conditions that mobilize the human trafficking situation to become severe are the country's neighbor environment.

> "Thailand is an area that is very conducive to human trafficking because of its borders with many neighboring countries. These neighboring countries are also the source and transit point for human trafficking at the same time. Moreover, the development of capitalist economies in neighboring countries, including Thailand, over the past 30 years has created a demand for labor. Especially non-agricultural workers or workers who do not require professional skills or expertise. For Thailand, it was found that people in the country have more education and more skilled skills, which results in more opportunities to choose jobs. All of this becomes a pull factor and a push factor causing a labor shortage within the country. At the same time, we need workers outside the country. Neighboring countries whose economic status is inferior to Thailand therefore inevitably flow in."

In addition, the political situation in neighboring countries, especially Burma, Laos, and Cambodia, is experiencing political turmoil, moreover, causing illegal immigration to be used as labor. Although the government has been trying to prepare a memorandum of understanding (MOU) since 2004, therefore, the economic, social, and political environment causes workers from neighboring countries to look for career opportunities in Thailand, causing the prevalence of the human trafficking problem. Moreover, the interview of Mr. D (pseudonym: the extraordinary committee, December 15, 2020) also commented that racial characteristics is also a condition affecting human trafficking.

> “Whenever Thailand has diverse racial differences, it causes exploitation by the majority group. A clear example is Burma, which has a large number of ethnic minorities causing a civil war. Conflict from ethnicity causes the exploitation of this ethnic group. I have heard that the Burmese government's military forces forced ethnic minorities to use them as laborers to develop agricultural infrastructure. The group includes children as young as 11 years of age. These forced laborers are intimidated and harassed to force them into labor. In addition, due to the remote area or border area ethnic groups are also at risk, making them easier to become victims of human trafficking. These people, if they enter the human trafficking process, will be treated as if they are not human beings, such as rape, forced to be a servant of the controller, etc.”

Characteristics of racial identity that put individuals at risk of being trafficked, this is because they are a small number of people being taken advantage by a large number of people. Incidentally, harassment of those ethnic groups is done in the form of forced labor in concentration camps. Sexual harassment and forced personal labor, in addition to the conditions that mobilizing human trafficking in Thailand, also arise from factors related to the resource environment. The potential of readiness in the economic field becomes a force that attracts people to enter the human trafficking process both voluntarily and consent. From the interview, Mr. E (pseudonym: the extraordinary committee, December 25, 2020) stated that

> “The key factors that make a person decide to enter the human trafficking process whether willingly or unwillingly. In some cases, you will receive what is higher than what you will pay. It may also succumb to being a victim of human trafficking, for example, a young woman on the Thai-Burmese border who is sold by her parents to a broker for working in Bangkok. When the daughter has a large amount of income from selling services, their family have a better economic position.”

Nowadays, the advancements in transportation and technology provide opportunities for those exploiting human trafficking to use such advantageous channels to engage in human trafficking, such as finding sources that can create good economic opportunities, grouping to communicate between domestic and international trade groups, propaganda through various online channels, etc. From the interview, Mr. F (pseudonym: the officer, December 20, 2020) commented that

> "Nowadays, cross-border communication has made the network of business operators expand widely without being limited to any one country. They only use a common internet communication channel to coordinate each group. The human trafficking process is still harmonious known as hidden human trafficking by creating propaganda to make victims understand that the act is legal, such as hiring a live broadcast to open a group about sex trafficking through a mobile application. There will be an invitation for other people to provide sexual services."

2) Legal problems of controlling beggars in the past

In the past, Thailand has prevented and solved the problem of begging by enforcing the Control of Beggar Act, B.E. 2484 on October 4, 1941, during the reign of Field Marshal P. Pibulsongkram, who held the position of Prime Minister, and Director of the Department of Public Welfare The formulation of the Control of Beggar Act, B.E. 2484 was based on the idea that begging is prohibited and controls for the protection of beggars are not considered criminal punishment. Incidentally, the classification of beggars for law enforcement has at least 4 important principles such as 1) Any person who has a chronic contagious disease (leprosy) needs to be protected by the state for designating a medical facility to treat the disease. 2) Persons with disabilities and the elderly must be provided with a specialized welfare. 3) Persons who are lazy and engage in begging should be provided with compensatory work, and 4) Any person who is a child or youth who has no relatives, no one to support them, or no one has a refuge should be designated a welfare center. In summary, all three groups of people, namely the elderly and disabled, beggars, and children or youths, should have laws specifically enforced for those groups. From the interview of Mr. G (pseudonym: the officer, December 21, 2020) stated that

> "Originally, we had the Control of Beggar Act, B.E. 2484. The essence of the law was to establish social welfare measures, such as protecting beggars by sending them to welfare institutions for vocational training. Once those people have the skills, we will send them to the establishment. Vulnerable individuals (children, women, the elderly, the disabled, leprosy patients) must also be protected by the state. Therefore, if this group of people is protected by the state to have a good quality of life, it is considered a basic right of citizens that must be received, and it is the responsibility of the state to take care of the people at the same time."

After the Control of Beggar Act, B.E. 2484 was enforced, it was found that the problem of begging did not tend to decrease as intended. At the same time, the beggars enter the treatment and rehabilitation process from the welfare center until they return to the cycle of begging. Therefore, the nature of this situation reflects that the law lacks efficiency and effectiveness in solving the problem of beggars. In the interview, Mr. H (pseudonym: the officer, December 20, 2020) stated that the legal problem with controlling beggars is not specifying the authority, duties, and roles of officials.

> "For The Control of Beggar Act, B.E. 2484 in the authority and duties, It does not specify who the governor has the authority to arrest, such as textbooks, officers of the Department of Social Development and Welfare, etc. Does this mean that the law needs to be for the police alone or not? or those working in connection with the protection of beggars. Therefore, officials viewed that the law did not give them direct authority. Arresting beggars is therefore more responsible for administrative officials."

The result of the lack of specifying the authority, duties, and roles of officials according to the Control of Beggar Act, B.E. 2484, therefore, officials of the Department of Social Development and Welfare act only as supporters of administrative officials or police in arresting beggars. At the same time, administrative officials used unlimited power to arrest beggars and enter them into the institutes. The consequence that occurred after the screening process for begging

individuals was inefficient. This is the reason why administrative officials lack expertise in social welfare procedures and arresting beggars. Victims of human trafficking and homeless people came to the institutes until it was filled with many different types of people. Most of them are not protected by individual laws.

The next legal problem is the inefficiency of the screening process for beggars. In other words, this problem is a result of giving authority to administrative officials who lack proper knowledge and understanding about how to behave towards beggars. Accepting beggars into welfare institutions without a strict identification and screening process, the institutes are filled with many different types of detainees. From the interview by Mr. G (pseudonym: the officer, December 21, 2020), it was stated that

> "There will be officials from various departments, such as administrative officials, Psychiatric doctors, etc. It is multidisciplinary work in screening beggars, there will hardly be a problem. Whenever there are important events, administrative officials will arrest beggars and send them to the shelters. Many beggars who were not carefully screened and searched were found to have dangerous objects with them."

However, interviews with beggars gave conflicting opinions. Living in public requires tools to protect themself, not just from unwanted people alone, but also includes administrative officials at the same time. In the interview, Mr. M (pseudonym: the street performer, January 14, 2020) commented that

> "In public areas, I have been attacked by crazy people, drunk people, or thieves. Therefore, we need to carry tools to protect ourselves which will be used only when we feel not safe. Police officers often use threatening words and tones to create fear. This is different from officials from the Department of Social Development and Welfare. He spoke kindly and asked about his sufferings and problems. Being outside makes us have a different kind of society and feel free."

The third legal issue is the length of beggar control in the institutes. The rehabilitation process in the welfare center has a clear time limit. As a result, beggars

who have been rehabilitated are limited in their freedom and freedom to return to society, although the Control of Beggar Act, B.E. 2484, there is no clear period specified. Also, Mr. G (pseudonym: the officer, December 24, 2020) stated that

> "Originally, the beggar control law did not specify the period for the protection, treatment, and rehabilitation of beggars. Because the process needs to be successful enough to return beggars to society, it must be evaluated by many involved parties, including social workers, psychologists, and psychiatric doctors. When everyone agrees that they can be returned to society, the beggars will be released. That means the duration of treatment and rehabilitation therefore depends on the adequate capacity of the beggar."

Similar to the interview from Mr. K (pseudonym: the beggar, December 26, 2020) who told about his experience of being treated and rehabilitated in the institutes for a long time until he felt a lack of freedom and had to escape from the institutes.

> "I used to beg for alms at Sanam Luang until i was detained by the authorities and sent to receive treatment at a welfare center in the Nonthaburi. So, i decided to enter the treatment process. We didn't know that we couldn't come out immediately, even if we wanted to leave. Because the officials were afraid that we would go out and beg again. So, I secretly escaped from the shelter because I felt not free."

The fourth legal problem of beggar control is the lack of measures to monitor and evaluate the results of assistance for beggars, that is after beggars have completed the treatment and rehabilitation process until they can be returned to society. However, according to the Beggar Control Act, B.E. 2484, officials involved in assisting beggars are not required to monitor, inspect, and evaluate the effectiveness of returning them to society. As a result, this creates a solution to the problem of begging that is not effective in a sustainable way. Particularly, problematic thing is a repetitive beggar, such as insufficient self-supporting capacity, lack of sponsors, lack of continuity in formal and mental health treatment, etc.

From the interview by Mr. I (pseudonym: the officer, December 25, 2020), it was found that

> "Beggars who have undergone a treatment and rehabilitation process which is sufficient to return them to society. However, we don't have a method for monitoring and evaluating. When we sent them back to his hometown, he took care of himself less, such as not taking medicine on time, throwing medicine away, not seeing a doctor, etc. As a result, the effectiveness of treatment and rehabilitation from the welfare center became a failure. We lack measures to take care of them after returning them to society."

Another aspect concerns the lack of measures to inspect and evaluate the results of assistance, causing beggars to enter the process of begging repeatedly. From the interview by Mr. K (pseudonym: the beggar, December 26, 2021), it was found that

> "Even though we have received treatment and rehabilitation in a welfare center until we have the skills and ability to do a job when we go to work, However, whenever we work in society with others, we will be seen as beggars. They probably thought we were petty thieves. Living in a society and being exposed as a beggar is therefore difficult. When we are in this uncomfortable situation, we feel stressed and pressured."

The fourth legal problem for controlling beggars is the inappropriateness of punishments for beggars, because the punishment rate that has been assigned to those who escape or refuse to receive protection from the institutes under the Control of Beggar Act, B.E. 2484 has been enforced for a long time, making it inappropriate for the changing conditions in the present. That is the penalty rate, fine not exceeding 100 baht or imprisonment not exceeding 1 month, or both. When such punishments are applied to today's society, it will be found that the punishments are not severe. On the other hand, begging in public areas generates much higher income. Such conditions cause beggars in the institutes to flee and go through the process of

begging for babies again. In an interview with Mr. K (pseudonym: the beggar, December 26, 2021) gives an opinion that

> "There are conditions that encourage and push us to escape from the institutes. The opportunity to live freely outside and earn an income that is higher than what you have to pay back is worth it."

In addition to punishing those who escape from shelters, there is also an important related problem, which is the lack of punishment for those who take advantage of beggars. The current form of begging is done as a process in the form of a business organization. There is a systematic planning of operations. At the same time, the results of the beggar movement also cause migration from rural populations to be beggars in urban communities. The business beggars and gangs generate enormous income, especially in tourist and industrial areas such as Chiang Mai, Bangkok, Chonburi, Songkhla, etc. Those who take advantage of beggars will provide convenience in delivering food, providing pick-up and drop-off vehicles, place of residence as well as sharing benefits with beggars. However, the Control of Beggar Act, B.E. 2484, although the goal is to control the number of beggars to a maximum or disappear, there are no clear penalties or measures to punish those who take advantage of beggars in the form of human trafficking. Therefore, the situation of human trafficking in the form of begging does not tend to decrease. In the interview, Mr. C (pseudonym: the extraordinary committee, December 17, 2020) gave his opinion that

> "Thailand has no measures or penalties to deal with the problem of begging through human trafficking. On the other hand, those who take advantage of beggars are considered to be an important part of the human trafficking process. As a result, the effectiveness of the original beggar control law did not achieve its objective of resolving the beggar problem. Moreover, it also reflects the confidence of international countries in setting measures to protect the country's population."

The fifth problem with the Control of Beggar Act, B.E. 2484, is the determination of a general definition of what it means to be a beggar, which confuses enforcement. In particular, the content of Section 6 states that the meaning of begging is that

> "Requesting another person's property without doing any work or giving any property or anything in return, and without requesting a relative. It is considered to be begging. Singing, playing, performing, various plays or other similar actions, when there is no agreement or implication to collect a fee for listening to a viewing fee, but requesting property according to the listener, the viewer will subscribe to not listening as an excuse for not having done begging following the Act of this section."

From the above definition, beggars include people who beg for alms in various places. They can be children, women, elderly people, disabled people, etc. In this case, it means blind bands, Wanipoks, and talented people who perform in public. Therefore, the meaning of begging has a wide scope and is not consistent with the current social conditions. From the interview with Mr. N (pseudonym: the social activist, December 27, 2020), it was found that

> "The word "beggar" in the Control of Beggar Act, B.E. 2484 has a very wide meaning. We lack looking at the context and social conditions from the past to the present, that is, giving money or things to certain groups and individuals cannot always be interpreted as begging. Because it is giving and receiving according to the culture of helping and supporting and is also involved with Buddhist beliefs, these things usually occur in groups of people called Wanipoks who wander around singing songs with musical instruments. Whoever is satisfied can give money or things. It is not given because of asking, while it is satisfying. In addition, Thai people also have a culture of giving, which means helping one another to solve problems as much as possible. This group of people, if we look carefully, are not beggars, but when the Control of Beggar Act, B.E. 2484 came up, we assumed that this group were all beggars."

In addition, begging has many forms and in some cases is not actual begging, making the definition of begging with the Control of Beggar Act, B.E. 2484 confusing for enforcement. In the interview, Mr. N (pseudonym: the social activist, January 15, 2020) commented that

> "Think about whether these people are considered beggars. For example, there are children carrying things to sell in public places such as flea markets, food parks, public walkways, etc., Because of being a child, we feel pity and agree to buy the item with unwanted what they are selling."

Therefore, the legal problems of the Begging Control Act, B.E. 2484, have content that is inconsistent with the changing situation. At the same time with its contents. The definition of what it means to be a beggar is still very broad, making it impossible to classify beggars as people who create problems. At the same time, it also created problems for the talent show group and Waniphok.

The sixth problem in the law is that it does not give local administrative organizations the power to control begging. According to the Control of Beggar Act, B.E. 2484, it is enforced to control the number of beggars to a minimum until there are no beggars at all. By trying to enforce it in an overall manner throughout the country. This means using state power to control the number of beggars living in the country. On the other hand, controlling beggars in specific areas is neglected, that is, local administrative organizations lack the authority to control begging in their localities. The essence of this appears in the Control of Beggar Act, B.E. 2484, Section 7, which it appears from the investigation whoever begs for alms and is an elderly person, a mentally ill person, a disabled person, or a person with a disease who cannot engage in any occupation and there is no other way to make a living. The official will send you to a welfare center. As the interview of Mr. J (pseudonym: the officer, December 24, 2020), it was stated that

> "Based on the original law, it appears that it was designed to be used in metropolitan areas, especially, Bangkok which is like the center of state power. The capital or tourist city is considered an area at high risk of seeing beggars. Meanwhile, non-metropolitan areas were neglected, especially rural areas. Therefore, the law is designed to empower the central state to deal

with problems arising in the capital region. That means we will mostly encounter beggars in the capital. When they become beggars, we will take them to a welfare center. While, local administrative organizations will only have a role if the legal design emphasizes prevention. This means that the Local Administrative Organization can help monitor where people are at risk of becoming beggars. The problem of begging from the beginning will disappear. It's just that our previous law did not have the authority of local administrative organizations."

Currently, Thailand requires laws that reflect the decentralization of state power to local areas, such as the Provincial Administrative Organization Act, B.E. 2540, the Municipality Act, B.E. 2496, and the act of specifying plans and procedures for decentralizing power to local administrative organizations, B.E. 2542, etc. However, in terms of the power to determine measures for solving the problem of beggars at the local level, it is not generally specified which is depend on the enforcement of the Cleanliness and Orderliness Act, B.E.2535. it provides the duty for government agencies to be responsible for taking care of public places or roads only. Therefore, officials must work under the Cleanliness and Orderliness Act, B.E. 2535 by taking care of public roads for people to travel easily. and cannot be enforced against beggars. Some comments from Mr. F (pseudonym: the officer, December 24, 2020), it is described as

"Although we have decentralized local power by enacting many laws, it was found that those laws did not directly help solve the problem of begging. The reason is that we have not empowered the local administrative organizations to solve the problem of beggars. This is a lower-level agency that acts like a fence to prevent its citizens becoming beggars. However, the cleanliness and orderliness laws of the country can be enforced for local governments. Therefore, there is a problem of begging that does not have a local authority to support and solve the problem from the beginning level."

3) Poverty problems

Poverty is a major problem in the world at the present. Poverty received the attention by the World Bank, which reported that approximately 2.8 billion of the world's 6 billion people live on less than $2 per day (The World Bank, 2000). Therefore, overcoming poverty has become a policy for national development around the world. In Thailand, the National Economic and Social Development Plan No.1 (B.E.2504-2509) has been announced until the present. Thailand has developed greatly, but it is found that the results of development are concentrated only in certain groups of people. According to the statistics, most of the wealth in Thailand (80 percent) belongs to only 500,000 rich people. Although Thailand currently has a poverty situation report in 2019 that poverty has improved in a better direction from 9.85 percent in 2018 to 6.24 percent in 2019, It is considered that the number of people in poverty decreased from 6.7 million to 4.3 million, the level of stability in the proportion of poor people must be continuously monitored. As stated by Mr. E (pseudonym: the extraordinary committee, December 25, 2020), it was showed that poverty is the cause of other social problems such as crime. drug problem, inequality, etc., Poverty is a condition that pushes people into the process of begging. Although the proportion of poor people has decreased, the problem of begging remains the same.

> "Poverty is a very important factor in pushing a person to be beggar. His choice as a means of survival is begging. Poverty becomes the cause and is associated with begging. Therefore, if we solve the problem of poverty, it is likely that the problem of begging will be reduced. However, it is still not true that if the poverty problem is resolved until there are no poor people left in the country, it does not mean that begging will go away. Because many conditions push people to become beggars."

However, even though the proportion of poor people has decreased, there are many people at risk of poverty. Considering the population whose consumption expenditures are low or close to the poverty line. Therefore, this means that this population is at risk to easily become the poor, and this includes beggars as well. The report by The Office of the National Economic and Social Development Council

found that in 2019 there were a total of 5.40 million people at risk of poverty (7.79 percent), and this group must be closely monitored for preventing to be a poor person or a beggar at the same time. From the interview with Mr. D (pseudonym: the extraordinary committee, December 18, 2020), it was demonstrated that

> "People at risk of poverty are the ones that we need to prevent them from falling into poverty. Therefore, we can see that the government is trying to find measures to stimulate consumption potential so that people can take care of themselves on a basic basis at first. However, in recent years, the number of beggars has decreased accordingly. which is consistent with the decrease in the number of poor people. The two things may indeed be in harmony. Less poor means fewer people at risk of begging."

If poverty is classified along with each region in Thailand from the report of the Office of the National Economic and Social Development Council, it was found that in 2019, the southern region was the area with the highest proportion of poor people (11.27 percent), followed by the northeastern region (8.37 percent). and the northern region (6.67 percent), although the northeastern region was originally the area with the highest proportion of poor people in the country, while at present the southern population is the region with the poorest people. Most of them work in the agricultural sector, more than 40 percent. For the reason, this is that the southern region faces the problem of rubber prices which is reducing continually. This makes the southern region face with the most severe poverty. So, on the other hand, the poor people involved in becoming beggars are mostly domiciled in the South and Northeast. This is reflected in the statistics of service recipients in the in statutes from the Department of Social Development and Welfare in 2013. It was found that service recipients in the institutes from Northeastern region have the highest number of service recipients as 459 people, followed by in the institutes from the southern region, as totaling 727 people. Therefore, the data on the proportion of poverty classified by region and the proportion of service recipients in the institutes are consistent between poverty and beggars. In addition, the interview from Mr. I (pseudonym: the officer, December 23, 2020), it also explained that

> “Most of the beggars who receive treatment and rehabilitation in the institutes are those who suffer from poverty. Most of these people usually have a working background as farmers, or gardeners. During farming, planting or harvesting season, they would wander around and beg for alms in urban communities because there are quite a lot of poor people in this area. Now, The number of beggars residing in the southern region is found to be very high which tends to gradually increase.”

In contrast, the provinces with the least poverty problems were Nonthaburi (0.24 percent), followed by Pathum Thani (0.24 percent), Phuket (0.40 percent), Samut Prakan (0.56 percent), and Bangkok (0.59). It can be seen that the above province is a province with high economic growth. In contrast, provinces that are not economic centers such as Mae Hong Son, Tak, Pattani, Narathiwat, etc. These provinces will suffer from extreme poverty, because it is far from the economic center. however, it is worth noting that provinces with less poverty explore a high number of beggars. In contrast, provinces with high levels of poverty will see fewer beggars. From the interview, Mr. K (pseudonym: the beggar, December 26, 2020) viewed that

> “I came to Bangkok originally to look for work. The people who worked as rice farmers were poorer and poorer, so I decided to travel to Bangkok. We didn't study, so when we applied for a job, they didn't accept it. Now, not all begging involves asking and getting money, because It will only be certain areas, such as tourist attractions, flea markets, roads, etc. It's just that the conditions for each person's decision to become a beggar are different. Most of them come from other provinces. they must have encountered the same problem.”

When considering the characteristics of the population in poverty, it was found that poor people have a higher dependency rate than non-poor households. (Number of children under 15 years and the elderly to the working age) the report of the Office of the National Economic and Social Development Council found that in 2019, there was a high dependency rate of poor people at 98.6 percent, or poor households with 1 working-age

population. They must be responsible for looking after one child under 15 years of age or one elderly person. In contrast, people who are not poor will find that two people of working age can take care of one elderly person or one child. Therefore, poor people have a higher burden of caring for themselves and their families than non-poor people. It was showed that the situation of the dependency in the poor on the working-age population who have to bear the burden of caring for themselves and their families as well. Therefore, there is a risk of becoming a beggar. This is because you will have to find additional income by relying on begging to create additional income. In an interview with Mr. O (pseudonym: the social activist, January 16, 2021), it was stated that

> "As we all know, poor people have a lot of burdens. Especially having to take care of himself and his family. But even though the burden of the poor and the rich is the same, the burden-bearing potential of these two groups is not the same. Because rich people have more wealth, money, relatives, and influence than poor people. While some poor people's cost of living is zero or even negative. Alone in taking care of oneself, one could barely survive. Having to take care of his family was considered to be an aggravation to his fate. Likewise, some people have no means of living and have no better choice than begging. He had to do it because the conditions forced him. Some people come to beg for alms, so it is an option to replenish their capital or through debt repayment. At the same time, the capital he gets from begging may be used as income to support himself and his children. Therefore, we can see that some types of beggars, who are women, will carry their children to beg with them. Or even if they are children who can help themselves, He has to provide for his children until he has better career options."

Incidentally, the high level of dependency among the poor is mostly children and youth (ages 6-14 years). If it was classified the level of dependency by age group, it will be found that children and youth suffer from poverty more than the elderly and working age groups. The reason for this is that the working-age population has more income-earning potential and the elderly also have income from the monthly senior living allowance as well. In an interview with Mr. N (pseudonym:

the social activist, January 14, 2021), it was given an opinion on the poverty situation. The group of children and youth is a group that needs more dependency than other groups, and they are at risk of becoming beggars.

> "There is the group that may be called hidden beggar. This group will walk around carrying things to sell in various places where there are a lot of people, such as flea markets, food stores, bus stops, red light intersections, etc. They will sell things such as orange juice, garlands, hair clips, etc. In the word hidden here, it is about the fact that they don't directly ask for money or property from us"

The next issue is considering poverty classified by household size. It will be found that households that are large or have many members Households with 7 or more members have the highest proportion of poor people (12.13 percent). In contrast, small households and single households have the lowest proportion of poor people (4.79 percent and 2.53 percent, respectively). Therefore, households with the poor will be households with a large number of members. This is a characteristic of households that are more at risk for entering the begging process than small households or single households. In the interview, Mr. L (pseudonym: the street performer, January 13, 2021) stated that

> "There are seven people in my family such as father, mother, grandfather, grandmother, myself, younger sister and younger brother. We lived together with great difficulty. The money was not enough because we were in debt. As I got older, I started to look for additional careers to help my parents. What I choose to do is playing music and sing in public places. I hope that people passing by will be kind and considerate and offer their kindness and help."

If poverty is classified according to occupational characteristics, it will be found that agriculture is the occupation with the most poverty. The group of households that work in fishing, forestry, or hunting has the highest proportion of poor people (21.43 percent), followed by the group of agricultural worker households (17.1 percent), and the third place is the group of agricultural land renters (11.19

percent). Therefore, this group is a household that is more at risk to enter the begging process than other types of households. From the interview Mr. L (pseudonym, the street performer, January 13, 2021), it was told us that

> "From what I have told you, my family background is not very good. Parents could only do general labor such as harvesting rice, trimming trees, and cutting grass. Grandfather and grandmother grew vegetables to sell. This income is not enough to cover expenses. We had to come out and play music like this. But actually, it's like begging and because we're asking for it. Only the way we show them that we are not asking makes us not beggars."

Therefore, from the foregoing, the environment or context that is relevant to the formation of policies to control begging has at least three aspects. the first is the problem of human trafficking. Begging is related to human trafficking in the form of forced labor to beg. The process will be done in a business type as recruiting people to become beggars. Transportation will be arranged and meals will be taken care for placing appropriate positions for begging at the end of each day or month, the earned assets are divided between the exploiter and the beggar. At the same time, there is also a wide network both within the country and outside the country.

The second is a legal problem. In the past, Thailand enforced the Control of Beggar Act, B.E. 2484, but the results of law enforcement caused many problems, such as a lack of clearly defining the authority and duties of officials. The screening process for beggars is inefficient. The length of control of beggars in the institute, Lack of monitoring and evaluation measures to assist beggars, and Inappropriateness of punishment for beggars. The definition of begging is vague, and local administrative organizations lack the authority to control beggars. Therefore, legal problems to control beggars in the past have been ineffective for solving the problem and those who take advantage of beggars. Therefore, it can be seen that the beggar situation has no better direction. It is also an obstacle to the work of officials and is not consistent with the changes in Thai society.

And lastly, there is the problem of poverty. Poverty is a condition that pushes people into begging due to hunger and lack of necessities for living. Choice as a way of survival must inevitably lead to the process of begging.

4.4.2 Context or Environment Related to the Policy Alternatives and Policy Decision-Making

1) Thai society's values towards begging

Thai society's attitudes towards begging reflect its underlying values. “Values” constitute an integral aspect of culture, serving as the foundation that reflects human ways of life and elucidates the characteristics of specific groups or societies. In this context, values encompass the collective beliefs of individuals or society regarding daily practices deemed virtuous and worthy of adherence. Values are rooted in each person's cognitive framework for evaluating and determining what is considered good or valuable. When these assessments consistently align, they shape behaviors and personalities, guiding individuals in their actions and interactions within society. In terms of the values of Thai society related to begging, there are at least five factors. The first factor is the value placed on self-importance and the importance of others. The characteristics of Thai society emphasize the individual as essential for survival. Individuals aim to satisfy their own needs while also depending on others who can assist. Referring to an interview with Mr. B (pseudonym: the extraordinary committee, December 25, 2020), who shared his opinion on the situation of begging as actions taken by individuals to meet basic needs for survival.

> “In Thai society, we uphold the value of individual importance. This value influences our conduct and behavior. When we consider begging, it reflects the actions of individuals who are striving to fulfill their essential human needs. Beggars seek only the necessities of food, clothing, shelter, and medicine. However, many beggars lack these means or the ability to meet them independently. Therefore, one option for them to continue living is to resort to begging.”

The actions and behaviors exhibited by beggars are driven by survival and the pursuit of sustenance, relying on others who can assist them, particularly individuals in favorable positions or wealthier individuals. Nevertheless, such values can sometimes manifest in other aspects of beggar behavior, such as a lack of diligence, enthusiasm, and a carefree nature. According to the perspective of Mr. I (pseudonym: the officer, December 23, 2020), who explained that

> “Begging can be viewed from two perspectives. Firstly, it may arise from desperation, where individuals must reach out and request assistance from others to sustain their lives. Secondly, asking for anything from others may reflect laziness, indicating a failure to seek better means of livelihood as apart from begging. Similarly, passive begging, where one simply sits and waits to receive money or goods from others, represents an effortless and comfortable pursuit.”

Therefore, society's emphasis on the self-importance of beggars reflects their primary concern for survival. Those who resort to begging use it as a means to meet fundamental needs for basic living necessities. Being a beggar necessitates dependence on others, typically individuals with higher incomes or a better quality of life, demonstrating reliance on those who can assist. However, the societal value of emphasizing individual importance can also manifest in another aspect related to begging. the behavior exhibited by these individuals indicates a belief that begging can serve as a viable source of income, despite potentially having better alternatives available. These beliefs are reflected in behaviors such as lack of enthusiasm, laziness, and a preference for comfort. Begging is viewed as a means of generating income with minimal effort invested.

The second social value related to begging involves the concept of reciprocity and returning favors. In Thai culture, there is a strong belief in reciprocating kindness and receiving benefits, dating back to ancient times. Thai people express their generosity by giving to others, and recipients are expected to find ways to reciprocate appropriately. Failure to do so by the recipient can be viewed as lacking morals. According to Mr. N (pseudonym: the social activist, January 15, 2020), who commented on the nature of compensation in the context of begging.

> "Begging may seem like a one-sided request where a poor person asks from a richer individual. However, as frequent almsgivers, we often notice that when we give money or items to beggars, we don't necessarily receive the same in return. Instead, beggars often express gratitude through gestures like raising their hands in worship or offering blessings. This demonstrates

their attempt to show appreciation, even if it's not in the same form as the giver."

Similarly, Mr. K (pseudonym: the beggar, December 16, 2020) shared his perspective on returning the favor to those who offer alms.

> “I feel pity for someone who has to ask for money from others. We are solely dependent on such acts. Regardless of the amount given, whether it's a small sum like one baht or five baht, it greatly helps us in our daily lives, ensuring we have enough to eat for the day. We are genuinely grateful because the giver sacrifices a portion of their income that could have been used for their family or personal needs, yet they share it with us.”

Furthermore, Mr. M (pseudonym: the street performer, January 14, 2021) also shared his perspective on reciprocation.

> “As a street performer using art, often combined with a disability that evokes sympathy, one of the best ways we can repay our audience is through our craft. If someone gives us money in appreciation, we must reciprocate by showcasing our talent to the best of our ability or by extending well wishes for their prosperity, health, and happiness. This exchange is based on their generosity and kindness toward us.”

Therefore, the concept of reciprocating kindness in begging is rooted in feelings of generosity and goodwill between the giver and the receiver. The giver offers money or items out of concern and compassion, while the receiver is expected to respond in a manner that acknowledges and appreciates the giver's goodwill. The response from the receiver can take various forms, such as displaying behavior that pleases or impresses the giver (e.g., offering blessings or expressing gratitude), conveying appreciation and praise, or any action that demonstrates acknowledgment of the giver's benevolent intentions. These behavioral expressions serve as the connection in the exchange between the giver and the receiver, emphasizing that exchange in this context is not solely limited to material goods but also encompasses emotional and relational elements.

The third value related to begging pertains to social morality, emphasizing that both the giver and the recipient perceive acts of giving and receiving as acts of merit and social responsibility. The giver acts based on the belief that aiding others is inherently good, leading to personal happiness and societal approval. Despite the emphasis on self-importance in Thai culture, individuals are inclined to assist those in need because of their shared humanity. Mr. O (pseudonym: the social activist, January 14, 2020) expressed this sentiment in an interview.

> "Assisting beggars, street performers, and individuals showcasing their abilities through various means makes us feel valuable as givers. We do not expect specific returns from our actions. Whether or not they reciprocate, we find joy in giving because the act of giving is more fulfilling than receiving. Additionally, those around us, including those we assist, often reciprocate with praise and acceptance. This mutual support contributes to creating a better society."

Similarly, Mr. N (pseudonym: the social activist, January 15, 2020) emphasized the significance of helping others, particularly individuals lacking social status or familial ties.

> "When we assist others, we do not limit ourselves to aiding only those we know personally. We extend our support to those who face greater hardships and fewer opportunities than us. This broader perspective goes beyond mere friendships; it strengthens the bonds among fellow human beings and contributes to the betterment of our society."

Therefore, the values associated with begging in terms of social morality act as a bridge between the giver and the receiver through a social exchange. Those who offer money, property, goods, or any form of assistance to those in need do so not solely based on personal relationships but also a broader sense of shared humanity. The act of helping others fulfills the giver's desire to contribute to improving the quality of life for fellow human beings. The satisfaction derived from helping others extends beyond the specific return received from the recipient. Even if the response or repayment is different from what was given, the giver still finds

fulfillment in knowing that their actions contribute to fostering a society where mutual support and interdependence among individuals are encouraged. This collective effort for assisting strengthens social bonds and promotes a culture of empathy and collaboration among people.

The fourth value associated with begging is rooted in Buddhist beliefs, which profoundly influence Thai society where the majority practices Buddhism. Central to these beliefs are the concepts of merit-making and cultivating a compassionate heart, motivating individuals to engage in acts of merit and generosity. Making merit is deeply ingrained in the belief that it brings positive returns and fosters happiness and comfort in the future. According to Mr. F (pseudonym: the officer, December 20, 2020), it was showed that

> "The act of giving money or goods to a beggar stem from the belief that doing so generates merit. Many Thai people engage in merit-making without concerning themselves with what a beggar might do and the offering. Instead, they feel a sense of happiness and fulfillment in assisting others, believing that even small acts of merit contribute to accumulating positive karma for future happiness and comfort."

From the perspective of Mr. A (pseudonym: the extraordinary committee, December 25, 2020), Thai society, deeply rooted in Buddhism, embodies a culture of giving that revolves around the notion of merit-making. Giving encompasses various forms such as material goods, property, or money, mobilizing by the belief that generosity begets abundance. The giving is viewed as accumulating positive qualities that enhance one's quality of life in the future. Buddhist values intertwine closely with the practice of begging, where giving is perceived as accumulating merit that leads to personal happiness and future comfort. Those receiving alms are regarded as having lesser merit, which may contribute to their lower quality of life, prompting them to seek assistance from those with higher status. This culture of giving and receiving based on Buddhist principles serves as a conduit for exchange between individuals, reinforcing the interconnectedness of generosity and spiritual well-being in Thai society.

The final value related to begging in Thai society is the value of enjoyment and entertainment. Thai culture is characterized by a deep appreciation for fun and leisure, evident in various aspects of daily life, including tourism, performing arts, and recreational activities. This emphasis on enjoyment extends to the realm of begging, where a distinct group of individuals, known as Wanipoks (street performers) and those showcasing talents, leverage their skills in music, dance, magic, or other performances as a means of livelihood. As mentioned by Mr. L (pseudonym: the street performer, January 13, 2021), it was shared some perspectives on performing in public spaces.

> "I enjoy playing music and performing in public. I have a genuine passion for music and rhythmic singing since childhood. I prefer independent work that aligns with my interests and dislikes being confined to traditional employment. Engaging in talent-based performances allows me to express myself freely."

Similarly, Mr. M (pseudonym: the street performer, January 14, 2021) described his journey as a visually impaired musician.

> “I have been visually impaired since birth, and music has been my solace and passion. Listening to music helps me visualize and escape from the darkness of my world. I taught myself to sing and play instruments, eventually adopting street performance as a means of earning a living.”

Mr. H (pseudonym: the officer, December 22, 2020) reflected on the joy derived from observing performances by wanipoks or talented individuals.

> “During my role in social services, I encountered Wanipoks and performers in various areas. Their performances often brought joy to audiences and garnered support through gratuities. I appreciate entertainment and feel satisfied watching these artists showcase their talents. Their charm captivates me, and I find myself compelled to show my appreciation through giving.”

In Thai society, the values associated with begging reflect a multifaceted approach to addressing social needs. These values encompass self-reliance, reciprocity, social responsibility, Buddhist beliefs in merit-making, and a fundamental enjoyment of life through entertainment. Begging is not solely viewed as a means of sustenance but also as a platform for artistic expression and communal enjoyment, bridging connections between performers and audiences through shared experiences of pleasure and generosity.

2) The influence of the welfare state concept on begging

A welfare state is a system of governance focused on providing universal welfare and social services within a country or state, with the government assuming the responsibility of caring for its citizens through various social policies. This approach is guided by principles of equality and fairness, aiming to ensure that all individuals receive a certain standard of living and access to essential services. The funding for these welfare programs typically comes from taxes collected by the state. Countries such as Sweden, Denmark, and Norway are often cited as successful models of the welfare state concept. The development of welfare states can be attributed to several significant factors. One key mobilization is the demographic shift towards an aging population. As aging society, there is an increased demand for healthcare and social support for elderly individuals, posing challenges to the existing resources and infrastructure. Another factor is the need to accommodate and support new labor groups, including immigrants and migrant workers, by providing adequate welfare arrangements and support services. Additionally, pressure from non-governmental organizations (NGOs) plays a crucial role in advocating for social welfare and equity. These organizations often serve as intermediaries between the state and the people, pushing for policies that address poverty, inequality, and social justice issues. Moreover, welfare states are designed to alleviate poverty and provide assistance to those in need, focusing on supporting disadvantaged groups to reduce socio-economic disparities.

The concept of the welfare state has historical roots, particularly in England, where early legislative measures aimed to address poverty and social welfare concerns as far back as the 1300s. Over time, England found significant developments in social welfare legislation, culminating in landmark Acts such as the

Pension for the Poor Elderly Act in 1908 and the National Insurance Act in 1911. These laws aimed to provide financial support and security for vulnerable populations, marking important steps towards establishing a comprehensive welfare system. Despite the absence of a written constitution, England's constitutional principles are embedded within its legal framework, customs, and judicial interpretations. The emergence of the welfare state in England is reflected through the enactment of various Acts from their parliament, ultimately leading to the establishment of social security system with the National Insurance Act in 1948. This legislation mandated contributions from individuals through taxes or insurance premiums in exchange for lifelong benefits, ensuring social and economic rights and promoting greater equality and stability within society. The welfare state paradigm seeks to promote social justice, economic security, and equal opportunity for all citizens, reflecting a commitment to the well-being and welfare of the entire population.

Thailand has been influenced by the welfare state concept, drawing inspiration from models in England and other countries. Additionally, fundamental principles related to Buddhism and the concept of Dhamma Raja governance have also shaped the country's approach to social welfare. Throughout history, Thai rulers have demonstrated a commitment to protecting social rights and freedoms, with evidence dating back to the Sukhothai period. During the Sukhothai period, King Ramkhamhaeng's stone inscriptions revealed a system where complaints from the people were heard, and assistance was provided to address their concerns. This early form of governance highlights a commitment to the well-being of the populace.

In subsequent periods, such as the Ayutthaya era, while there was less emphasis on improving quality of life due to priorities in trade and territorial defense, the principles of protecting rights and freedoms persisted. Kings continued to engage in acts of charity and almsgiving in alignment with Buddhist principles. The reign of King Rama V marked a significant shift towards Western ideas, particularly regarding equality and fairness. The Slavery Abolition Act, influenced by global trends, was enacted to end the practice of slavery in Thailand. Additionally, state-led initiatives in education and public health further underscored the government's commitment to welfare provision.

However, the transition to democracy from 1932 onwards found mixed progress in realizing the welfare state ideal. Although efforts were made, such as Pridi Banomyong's proposals for comprehensive legislation to ensure the happiness and well-being of the people, political tensions hindered their implementation. In more recent times, with the adoption of constitutions and the influence of Western models, Thailand has pursued a welfare state framework, emphasizing state involvement in economic activities related to public welfare. This approach has been debated within the context of differing political ideologies, with some advocating for greater state control while others prioritize free-market principles. Despite these debates, the welfare state concept remains integral to Thailand's development trajectory, reflecting a commitment to caring for the lives of its citizens and ensuring social and economic well-being.

After that, the Constitution was enacted in 1974. It is considered that this constitution emphasizes democracy, people's rights, and freedoms, and promotes the use of welfare state concepts in government administration. It includes the right to receive compulsory education without paying tuition, the right to receive scholarships to promote education for the poor and disadvantaged, the right for people with disabilities to receive an occupational promotion and the right for low-income people to receive housing. The designation of the Constitution arose from the desires of those who wished for Thailand to become a welfare state, meaning a government administration system operating according to the democratic rule of law, relying on state intervention to help disadvantaged groups in society promote equality and fairness. Although the constitution was in effect for only 2 years, the concept of a welfare state continued to be important.

The importance of the welfare state concept received renewed attention when these principles were included the Constitution in 1997, falling into at least two categories. The first category emphasizes rights and liberties, promoting access to the public health education system and protection of vulnerable groups such as children, youth, the elderly, and the disabled. This became the state's mission to set social policy as a tool for government administration and a guarantee for the people. The second category comprises the basic policy guidelines of the state, establishing the state's duty to protect social and economic rights and freedoms clearly and

legitimately, which the government must implement along with to policy statements. Additionally, the constitution eliminated the clause that previously stated “does not create the right to sue the state”, reflecting mandatory conditions for implementing government policies as stated in the constitution. Failure to act or avoid action could result in citizens suing the government. According to an interview with Mr. A (pseudonym: the extraordinary committee, December 25, 2020), it was demonstrated that

> “The 1974 Constitution is the spirit of the welfare state concept that has existed since 1932. Although there was stagnation during its enactment, the concept of the welfare state for people to live happily still appears in the constitution's principles. Moreover, the 1974 Constitution emphasizes the principle of state obligation to carry out policies successfully, especially those promoting rights, freedom, and equality for all groups to have a better quality of life.”

Currently, Thailand has formulated and promulgated the Constitution in 2017, the 20th Constitution consisting in 16 sections and 279 articles. The sections that most clearly demonstrate the promotion of the welfare state concept include Section 3 on the Rights and Freedoms of the Thai People, emphasizing that anything not prohibited or restricted in the Constitution or law is protected, and Chapter 5 on the state’s Duties, requiring all children to receive compulsory education and encouraging local government organizations and the private sector to participate, including establishing a fund to help those in need. This which is continued emphasis on the welfare state concept has led to the formulation of welfare state policies under the Ministry of Social Development and Human Security, aligning with the principles of dignity and sustainable social development for all groups to become self-reliant as follows:

(1) The social development policy, which focuses on integrating the efforts of all sectors, is overseen by the Ministry of Social Development and Human Security. Its goal is to prevent and monitor social problems, akin to a comprehensive alert system formed through collaborative efforts.

(2) The policy for strengthening basic livelihood security aims to ensure people have stable housing and meet housing standards. This includes developing the living environment to be conducive, ultimately upgrading it into a livable community.

(3) The policy for developing strong family institutions seeks to serve as a foundation for harnessing the potential of the country's population, enabling them to participate in community development that is robust and sustainable.

(4) The policy for developing the social potential of at-risk groups, particularly children and youth, aims to empower them to think, act, and express themselves confidently. This includes promoting them as community and societal leaders and facilitating communication between the government and the public sector to understand and address problems effectively.

(5) The social welfare policy for at-risk groups such as children, youth, women, disabled individuals, and the elderly facing social problems ensures comprehensive and equitable access to the public service system. The state's public service system prioritizes meeting the basic needs of at-risk groups.

(6) The policy to protect rights, equality, and fairness for target groups involves enforcing specific laws, including the Control of Beggar Act, B.E.2559, The Protection of Helpless Persons Act, B.E. 2557, The Child Protection Act, B.E. 2546, The Social Welfare Promotion Act, B.E.2546, and The Elderly Act, B.E.2546, and others.

(7) The administrative development policy focuses on enhancing work systems in alignment with environmental and governmental policy changes. Additionally, a central unit has been established to manage information systems, serving as a tool for administrators in policy formulation, improving laws to facilitate operations, promptly responding to service recipients' needs, and fostering ongoing personnel development to deliver exceptional services.

Therefore, the influence of the welfare state concept from Western society, emphasizing rights, freedom, and equality to ensure economic and social stability for the people, has become a guiding principle shaping the state's governance decisions. Thailand, in particular, has embraced the welfare state concept as a policy guideline since the reign of King Rama V, despite the longstanding existence of welfare state foundations in Thai society. Evidence demonstrates this policy direction

is rooted in the welfare state concept, including the abolition of slavery to emancipate slaves and the development of state-run public services as Siriraj Hospital and the Thai Red Cross Society.

The foundation of the welfare state concept, aimed at promoting the well-being for the population, persisted through political changes until 1974. During this period, the welfare state concept was articulated in the direction of national governance through the Constitution in 1974, which emphasized the rights and freedoms for all and sought to enhance the quality of life across various dimensions including education, public health, economy, and society. Although this constitution was in effect for only a brief period, it laid the groundwork for national development strategies that influenced subsequent constitutions. The decision to govern the country according to the welfare state concept through constitutional principles led to the restructuring of the public administration system, including the establishment of the Ministry of Social Development and Human Security, and the enactment of specific laws to protect the rights and freedoms for specific groups. These developments reflect the enduring impact of the welfare state concept on Thailand's developmental trajectory.

3) Relationship of laws related to control begging

In the past, Thailand addressed the issue of begging through the enforcement of the Control of Beggar Act, B.E. 2484, which primarily prohibits begging as outlined in Section 6:

> "Requesting another person's property without performing any work or providing any property in return, and not as a request made as a relative, constitutes begging. Additionally, engaging in activities such as singing, playing instruments, performing games, or similar acts, without an agreement for collecting fees voluntarily offered by listeners or viewers, shall not be deemed as an excuse for not begging."

The Control of Beggar Act, B.E. 2484 has been enforced by the Department of Public Welfare, now known as the Department of Social Development and Welfare. According to an interview with Mr. F (pseudonym: the officer, December 20, 2020), it was displayed that

> "The Department of Social Development and Welfare is the sole agency responsibility for enforcing laws related to begging. Initially, during the tenure of Field Marshal P. Pibulsongkhram as Prime Minister and Director-General of the Department of Public Welfare, full authority was utilized to control and manage beggars. Administrative officials were tasked with screening beggars, and those identified as beggars were taken to welfare centers for further care and protection."

In addition to the Control of Beggar Act, B.E. 2484, the government sector enforces other related laws, including the Protection of Helpless Persons Act, B.E. 2557, the Anti-Trafficking in Persons Act, B.E. 2551, and the Cleanliness and Orderliness Act, B.E. 2560. This multilateral approach stems from the limitations of the the Control of Beggar Act, B.E. 2484 in fully addressing the issue of begging. Therefore, utilizing complementary laws has become necessary to effectively manage the problem of begging. Similarly, an interview with Mr. E (pseudonym: the extraordinary committee, December 19, 2020) highlighted the necessity of enforcing additional laws related to begging

> "Despite having a direct law to control begging, this law still exhibits various gaps, such as insufficient penalties for those exploiting beggars, lack of authority for local government organizations to participate in addressing begging issues, and inadequate recognition to differentiate between beggars, Wanipoks or performers, potentially leading these groups into begging. Hence, the limitations of traditional begging control laws underscore the need to rely on related legislation to address the begging problem effectively."

Due to the limitations of the Beggar Control Act, B.E. 2484, efforts are being made to implement and enforce related laws aimed at enhancing the effectiveness of addressing the issue of begging. One key law is the Protection of Helpless Persons Act, B.E. 2557. This legislation is designed to protect individuals who may be engaged in begging or at risk to become beggars due to homelessness and inadequate means of sustenance.

Firstly, Under the Protection of Helpless Persons Act, B.E. 2557, individuals falling within the definition of “homeless persons” are entitled to receive protection and support for improving their quality of life. This includes provisions for social administration, enhancement of physical and mental well-being, access to medical treatment, promotion of education and career development, facilitation of employment and shelter opportunities, and prevention of discrimination against vulnerable individuals. Moreover, the Protection of Helpless Persons Act, B.E. 2557 allows for the participation of various agencies in assisting homeless individuals. Public benefit organizations, certified private sector entities engaged in social welfare activities, and community welfare organizations are encouraged to contribute towards supporting homeless individuals. Additionally, government agencies and state enterprises at all levels are enlisted to participate in these efforts.

When incidents involving homelessness are observed or suspected, concerned individuals can report to nearby agencies, prompting the coordination of multidisciplinary teams to assist. This assistance may include financial support, life counseling, legal protection, or referral to appropriate agencies for further assistance. In cases where individuals lack sponsors or dependent relatives and are unable to support themselves, they may be taken into the care of the Department of Social Development and Welfare, specifically through the 77 Protection Centres for the Destitute (PCD) established throughout the country.

The Protection Centres for the Destitute (PCD) are tasked with providing comprehensive assistance to homeless individuals, conducting assessments, planning interventions, and coordinating with relevant agencies to address their needs. They facilitate access to essential services such as healthcare and education while promoting social inclusion and empowerment of homeless individuals. These legislative measures reflect a broader approach toward addressing the root causes of begging by offering holistic support and protection to vulnerable individuals, ultimately aiming to prevent and mitigate the challenges associated with homelessness and begging. The scope of Protection Centres for the Destitute (PCD)'s powers and duties are:

1) Survey and follow up on the problems of homeless people

2) Investigate information about helpless people and provide basic protection to those people including taking in defenseless people to look after as well

3) In the case, where homeless people have laws to protect the homeless, there is a specific law to protect them, coordinate to send the homeless people to be protected to that law

If the primary unit needs to send someone to the secondary unit, which is 11 Helpless Person Protection Institutes (HPPI) in various regions, the powers and duties of the institutes are as follows:

1) Survey and follow up on the problems of homeless people in the area of responsibility as well as search for information about homeless people who were sent to the institutes

2) Provide appropriate and hygienic shelter, food, and clothing including providing physical and mental health examinations, training and vocational training as well as finding jobs for the homeless

3) In the case, where a helpless person has a specific law to protect them, they must be sent for protection to that law.

4) Provide advice, guidance, and assistance to helpless people in the areas of living, legal matters, and other related areas so that they can live in society as normally and happily as other people

5) In the case of returning homeless people to society, it is necessary to monitor, inspect, and evaluate their protection as well.

From the above, it can be seen that the Protection of Helpless Persons Act, B.E. 2557 helps bridge the gaps of the Control of Beggar Act, B.E. 2484 in terms of opening up opportunities to define at-risk groups of people. Especially Waniphok, independent actors or people who may enter the cycle of begging and become defenseless. Because these groups of people face social problems, they have to roam in public areas. Likewise, it also provides an opportunity for the participation of those involved in preventing and solving problems at all levels of government agencies. Community welfare organizations and public benefit organizations in addition, there is also coordination across agencies to send homeless people to receive protection

according to specific laws as well. Therefore, persons involved in begging are protected under the Protection of Helpless Persons Act, B.E. 2557.

The second is the Anti-Trafficking in Persons Act, B.E. 2551. This law is used to take legal action against those who take advantage of beggars. Incidentally, illegal exploitation is an offense of human trafficking, which means exploitation of prostitution producing or planning to distribute obscene materials or pornographic material in other forms of national exploitation, taking people for granted or causing them to have a slave-like status bringing people to beg alms commercial organ, cutting forced labor for services or any other similar act that exploits a person whether that person consents or not. Therefore, those who have the following characteristics are called “human traffickers”

In addition, those involved in the process will receive the same punishment as traffickers. The related actions are as follows.

1) Supporting the commission of human trafficking crimes

2) Support by giving property, providing a meeting place, or residence for perpetrators of human trafficking

3) Demand, receive, or accept any property or benefit from the perpetrator of human trafficking to prevent the perpetrator of human trafficking from being punished; and

4) Invite, guide, or manipulate persons to become members of a criminal organization for the benefit of committing the crime of human trafficking.

Therefore, the limitations of the lack of punishment for those who take advantage of beggars in the Control of Beggar Act, B.E. 2484 must rely on the enforcement of the Anti-Trafficking in Persons Act, B.E. 2551 to help solve the problem in the case. Some people bring people to beg for alms and take advantage of those actions. At present, human trafficking business operators operate as a movement and have a wide network of relationships throughout every area. Moreover, there is a systematic process for managing beggars, starting from recruiting people to beg, providing a place to stay and income sharing. People who take advantage of beggars are therefore an important insulator in creating endless begging problems. Taking action against this group therefore helps prevent and manage the problem together.

However, due to the policy limitations of beggar control in the past with no punishment for this group of people, the problem of beggars will never end.

Although the Anti-Trafficking in Persons Act, B.E. 2551 was enacted instead, this resulted in a lack of unity in the policy to control beggars. For this reason, policy decision-makers recognize the importance of this problem and therefore seek ways to improve policies to control beggars by bringing the issue of punishing those who take advantage of beggars into the agenda for determining options and making decisions.

Lastly, there is the Act of Maintaining Cleanliness and Orderliness in the Country, B.E. 2535. This law grants authority to local administrative organizations and is enforced in specific areas as the Sukhaphiban Municipality, Bangkok, and Pattaya City. These areas are densely populated and economically significant, making them prone to the presence of beggars. The act addresses issues related to cleanliness and orderliness in public spaces, particularly areas frequented by large numbers of people such as shopping malls, restaurants, overpasses, bus stops, and footpaths. Begging in such locations can lead to litter, disorderliness, and an unappealing visual impression. By empowering local administrative organizations to enforce this law, efforts are made to maintain cleanliness and orderliness in these areas, ultimately enhancing the overall environment and public perception. This approach complements broader strategies aimed at addressing the multifaceted challenges associated with begging and homelessness, contributing to the well-being and aesthetic appeal of public spaces in these key urban centers.

In an interview from Mr. G (pseudonym: the officer, November 29, 2020), it was discussed the coordination efforts during festivals or royal processions in the capital area to manage beggars. The Department of Social Development and Welfare collaborates with the police and Bangkok Municipality officials, including psychiatrists, to organize beggars during these events. Police and municipal officials patrol these areas and request ID cards from beggars. If a beggar resides nearby, they are advised about the ongoing event and discouraged from begging there due to its negative impact on the area's cleanliness and atmosphere. If the beggar is not local, coordination is made with Baan Mitmaitri officials to provide protection and facilitate their return to their hometown.

The enforcement of the Maintenance of the cleanliness and Orderliness in the Country Act, B.E. 2535, particularly Section 19, prohibits placing objects on roads without authorization, while Section 37 prohibits standing, sitting, lying, or sleeping in public places or on public bridge tracks. These regulations apply to individuals including beggars, street vendors (Wanipoks), and performers who exhibit direct skills. Beggars often place objects as buns, drinking glasses, or containers to receive money, thus obstructing public spaces.

Also, Mr. I (pseudonym: the officer, November 29, 2020) highlighted the challenges arising from enforcing the Maintenance of the cleanliness and Orderliness in the Country Act, B.E. 2535, particularly concerning beggars. Municipal officials are limited to mobilize beggars out of areas where they are causing disorder, as this law does not empower officials to address the issue comprehensively. Similarly, provincial officials lack the authority to manage beggars effectively, merely relocating them without solving the underlying problem.

Therefore, although the Maintenance of the cleanliness and Orderliness in the Country Act, B.E. 2535 grants authority to local government agencies to address issues related to begging, its limitations prevent the effective management of beggars. Moreover, relying solely on law enforcement to manage the problem at its source does not eliminate the issue, leading to persistent begging in communities. The inherent challenges in addressing beggars indicate the need for broader approaches beyond legal enforcement. The Control of Beggar Act, B.E. 2484 fails to comprehensively solve the beggar problem. Utilizing the Protection of Helpless Persons Act, B.E. 2557 to define street vendors and individuals displaying skills as homeless rather than beggars acknowledge their vulnerable situations and aim to improve their quality of life without punitive measures typically applied to beggars. This nuanced approach reflects the complexity of addressing and managing issues related to homelessness and begging in public spaces.

Also, The implementation of the Anti-Trafficking in Persons Act, B.E. 2551 targets individuals who exploit beggars through human trafficking, recognizing that this exploitation perpetuates a cycle of begging. Unlike the Control of Beggar Act, B.E. 2484, which lacks provisions for punishing such exploitation, the current environment facilitates exploitation due to technological advancements and network

relationships, enabling systematic management by traffickers. While relying on the Anti-Trafficking in Persons Act, B.E. 2551 to prosecute offenders is a step forward, it highlights historical inadequacies the beggar control policies in the past, which did not comprehensively address the complexities of the beggar problem.

Meanwhile, the Maintenance of the cleanliness and Orderliness in the Country Act, B.E. 2535, encourages the involvement of government agencies at all levels for managing begging-related issues, aiming to prevent the creation of filth and unsightly environments associated with beggars. This law empowers local government officials to address begging problems but primarily focuses on managing surface-level issues without resolving the underlying causes. Prohibiting begging to prevent disorder alone does not eradicate the problem, often leading beggars back into the cycle of begging. The influence of relating laws to begging management catalyzes policymakers to adopt more comprehensive approaches in formulating policies to control beggars. There is a growing recognition that addressing begging requires holistic solutions that encompass prevention, protection, and rehabilitation, considering the social, economic, and legal dimensions of the issue. By acknowledging and addressing the root causes of begging, including poverty, homelessness, and exploitation, policymakers can develop more effective strategies to combat the persistence of begging in communities.

4.4.3 Context or Environment Related to the Policy Implementation

1) civil society's participation in polcy implemention

Nowadays, the third sector, or civil society plays a huge role in promoting and supporting development along with the government and business sectors. The civil society means non-governmental organizations, Public benefit organizations, Community welfare organizations which have taken part in helping and developing society since the reign of King Rama IV onwards and have increased in importance in their role In the past, it was only a supporter of government work. Providing resources to citizens and service recipients, It also acts as an inspector of public and private works, advocating for policies and implementing them to benefit the public. Therefore, the work of civil society organizations must have relationships with many groups of stakeholders, including the public sector, the private sector, the public, and

service recipients to create a joint working process to achieve the same goals. In the interview with Mr. N (pseudonym: the social activist, January 15, 2021), he emphasized the importance of civil society participating in following government policies.

“Previously, we did not place much importance on participating in state development activities because we believed that we pay taxes to the government for operating and providing public services based on established policies. However, nowadays, participation is considered a political activity and is seen as one of the citizens' duties to monitor whether the state's work is progressing as planned, identify corruption, and realize our potential as actors rather than mere recipients of government actions. Therefore, participation can be done individually or by joining groups and networks sharing similar ideologies and ideas.”

Regarding civil society's involvement in implementing policies to control beggars, in the past, such policies were not developed based on participatory political culture principles. Consequently, policies to control beggars have historically emphasized the state's role comprehensively, often resulting in policies that do not promote participation. For example, the Control of Beggar Act, B.E. 2484 focused solely on specifying the authority and duties of officials, such as administrative or police personnel and those appointed by the Minister. Upon investigating individuals begging for alms, officials were instructed to send them to a welfare center. This approach reflected a lack of opportunities for a participatory process in screening or investigating beggars, denying relevant agencies or civil society a chance to establish systems for protecting and improving the quality of life for beggars.

The Act included provisions pertaining only to specific groups, such as non-elderly or mentally sound beggars who were physically disabled, unable to work due to illness, lacking support from relatives, and with no alternative means of livelihood. Although employees were encouraged to refer beggars to government employment offices for further assistance, there was no specified method or process for protecting these vulnerable groups. Consequently, this led to abandonment and perpetuated the cycle of resorting to begging for survival. Moreover, Mr. J

(pseudonym: the officer, dated December 24, 1993) highlighted the challenges faced when enforcing the beggar control act, emphasizing the plight of service recipients or beggars, particularly the elderly, disabled, chronically ill, and homeless individuals. When police encountered beggars, they were typically sent to employment facilities without adequate protection. Although some received protection under specific laws, begging behavior persisted, leading individuals to resume begging upon returning to their hometowns. Additionally, the policy restricted other agencies, including local governments, NGOs, public benefit organizations, community welfare groups, from participating in addressing the beggar issue.

The lack of community-level initiatives to prevent begging perpetuated the problem, undermining the government's efforts to address it at its core. These limitations hindered civil society's involvement in social development, contradicting the democratic political system's emphasis on participation in state activities. Consequently, policymakers recognized the significance of the issue and integrated participation into the Protection of Helpless Persons Act, B.E. 2557. This updated legislation outlined the roles and responsibilities of various government agencies, such as the Ministry of Social Development and Human Security, Royal Thai Police, Department of Employment, Department of Provincial Administration, Department of Medical Services, Department of Children and Youth Affairs, Department of Elderly Affairs, Department of Disease Control, Department of Skill Development, Department of Cultural Promotion, Department of Mental Health, as well as capable civil society sectors involved in social work and development.

The Act aimed to establish policies and measures for controlling beggars and enhancing the protection for beggars. Based on the interview with Mr. I (pseudonym: the officer, December 23, 2020), following the enactment of the Control of Beggar Act, B.E.2559, the work system previously monopolized by a single central government agency has shifted responsibility to the collaboration of other government agencies with relevant missions or scopes of authority in implementing policies to control beggars. This collaboration extends to numerous civil society organizations, Mirror Foundation, White Cane Artist Group, Association of the Blind of Thailand, and others. Consequently, the responsibility for protecting and enhancing the quality

of life does not solely rest with the Department of Social Development and Welfare, but it is shared with partner organizations that collaborate and coordinate efforts.

civil society's participation in implementing the policy to control beggars will occur at the community level, focusing on a rehabilitation model that emphasizes changing knowledge and attitudes to prevent individuals from returning to begging. It aims to promote social inclusion and equal opportunities through the involvement of various stakeholders, such as government agencies, community welfare organizations, private entities, and networks of beggars.

The beggar rehabilitation will prioritize local areas or communities based on at least four guiding principles.

1) Reducing reliance on institutions (Deinstitutionalization) to prevent accepting beggars into the institutes.

2) Community-based is a way to support the community in preventing and participating in managing the problem of begging, promote job training and professional skills for beggars.

3) Promoting the strength of the social network is the participation of all sectors in society, including the government, private sector, and public benefit organizations, and everyone to protect and develop the quality of life for creating an integrated learning process and promote each other.

4) Self-reliance is building the potential of beggars to develop themselves. It is based on improving the quality of life, both physical and mental, expertise in various fields such as doctors, psychologists, social workers and, social developer However, there must be the availability of resources that arise from mobilization through the assistance of many sectors to create a system, developing the quality of life for maximum efficiency, leading to self-reliance and not returning to the cycle of begging again. In the interview with Mr. E (pseudonym: the extraordinary committee, December 25, 2020), he emphasized the positive impact of decentralization on the protection and development about the quality of life for beggars by engaging local government agencies and civil society for managing at the community level. This decentralized approach not only promotes participation but also fosters a process of mutual learning and adaptation within society. By exchanging knowledge and leveraging diverse expertise, communities can strike a

balance and capitalize on each other's strengths. Importantly, Mr. E (pseudonym: the extraordinary committee, December 25, 2020) highlighted that when beggars are cared for within their community rather than being sent to welfare centers, they feel more integrated and valued, reducing feelings of social alienation.

The efforts to protect and enhance the quality of life for beggars involve not only promoting participation from government agencies and civil society but also supporting them with budgets, personnel, knowledge, and resources. This inclusive approach creates an environment conducive to the treatment and rehabilitation of beggars, emphasizing the importance of societal integration and equality. Treatment and rehabilitation processes are ideally conducted within the beggars' localities to ensure proximity and community engagement. However, the success of initiatives aimed at protecting and developing the quality of life for beggars' hinges on robust participation from civil society. From Mr. N's perspective as a social activist (pseudonym: the social activist, January 15, 2021), the effective implementation in the policy and the successful rehabilitation and improvement of beggars' quality of life hinge on several essential elements. Firstly, there are the necessity of comprehensive supports from various disciplines such as medicine, education, career development, and broader societal engagement. This holistic approach ensures that beggars receive multifaceted assistance tailored to their individual needs. Secondly, community and local participation are paramount for active involvement from community members including teachers, monks, neighbors, relatives, and even the beggars themselves. Their participation spans all stages of the rehabilitation process—from initial monitoring and coordination to facilitating transportation to community-run shelters and subsequent reintegration into society. Furthermore, I was highlighted the importance of leveraging community resources, particularly natural therapies, to aid in the rehabilitation and development of beggars' quality of life. This approach not only utilizes local assets effectively but also fosters a sense of ownership and sustainability within the community.

In Mr. N's view (pseudonym: the officer, November 29, 2020), government agencies play a supportive role rather than taking the lead in direct implementation. Their duty lies in facilitating and empowering the civil society sector—comprising NGOs, public benefit organizations, and community welfare

groups—to mobilizing meaningful change and impact. Finally, there are the significance of acceptance by both service recipients and relevant agencies in restoring the quality of life for beggars. This acceptance is foundational to fostering inclusivity and societal integration, ultimately enabling beggars to be recognized as equal members of their communities. By promoting a participatory approach that embraces local engagement and community-based care, a policy framework is not merely reliant on government agencies, but fosters collaboration across different levels and empowers civil society organizations. This approach not only enhances the efficiency and effectiveness of policy implementation but also contributes to positive service experiences and elevates the image of the country in addressing complex social challenges.

2) Decentralizing power to local administrative organizations to implement the policy

Decentralization is a form of managing relations in democratic governance. The central government empowers localities to provide certain public services independently by taking into account the needs of local people. Incidentally, decentralization gives decision-making rights to local government agencies without needing to be under the control by the central government. They only serve to provide convenience. The essence of the policy to control beggars which is consistent with the decentralization of power to local-level agencies to participate in implementing the policy, appears in the content related to the assignment of roles and responsibilities to officials at the local level. According to the Control of Beggar Act, B.E.2559, they are called local officials, including:

1) President of the Subdistrict Administrative Organization (SAO)

2) Mayor of Pattaya City

3) Mayor of Pattaya City for the Area

4) Governor of Bangkok

5) Local Administrators or Heads of Local Administrative Committees

Each of these positions plays a crucial role in local governance and administration, ensuring effective management and development within their designated areas of responsibility in Thailand's administrative structure. The roles and duties directly related to local government organizations, particularly concerning the

regulation of performances or talent displays in public areas, involve a process of notification and authorization to ensure transparency and community safety.

Local officials within the area are responsible for receiving notifications from individuals wishing to showcase their talents or performances in public spaces. Upon receiving such notifications, local officials issue a receipt as evidence of approval. They also have the authority to make public announcements specifying the boundaries, dates, and times for using equipment or conducting performances to demonstrate talents. This process is crucial in the context of decentralization, where local government organizations have the mandate to oversee policies related to controlling performances and talent displays, particularly those involving solicitation of funds from audiences. By registering their performances with the Subdistrict Administrative Organization (SAO), performers are afforded protection and support from local officials.

However, performances or talent displays that occur without proper registration can raise concerns, especially if they involve soliciting donations or are suspected of being linked to illicit activities as human trafficking. In such cases, local officials are empowered to intervene and halt unauthorized performances, even if the individuals involved lack of proper identification or authorization from relevant departments such as the Department of Social Development and Welfare. This regulatory framework underscores the importance of local oversight in managing public performances, ensuring accountability, and safeguarding against potential abuses or illegal activities within the community. By adhering to these guidelines, local officials can maintain order and protect both performers and the public from potential risks associated with unauthorized displays of talent or solicitation.

For individuals who are interested in legal registering as talent performers but lacking identification cards, the first step involves consulting local government officials, specifically within the Subdistrict Administrative Organization (SAO), for guidance on the registration process. Local officials play a crucial role in overseeing public performances and can provide necessary information on the documentation or requirements needed to demonstrate talent and intent to perform publicly. Once ready to proceed, performers must engage with local officials to initiate the notification process. Local authorities have its authority to issue announcements that specify

public areas which is suitable for performances, along with details such as dates, times, and permissible equipment. Additionally, private venues can be utilized for performances at no cost, but they must be officially designated by the local government organization to ensure compliance with regulations.

Following the notification, local officials coordinate with external agencies to conduct surveys of proposed performance areas under the supervision of the local administrative organization. This step ensures that performance spaces meet safety and suitability criteria. If necessary, assistance can be sought from relevant agencies to evaluate and approve the proposed performance area. Subsequently, a working group is appointed by the local government organization to examine and approve the area as a designated talent show location. The working group convenes a meeting to review the proposed talent show area and, upon agreement, responsible officials proceed to demarcate performance boundaries and install notice boards as specified in the initial announcement. Finally, local officials disseminate information to relevant agencies and mass media to publicize the designated talent show area, inviting individuals without identification cards to showcase their talents within the approved boundaries. This comprehensive process ensures transparency, safety, and compliance with local regulations governing public performances, providing aspiring talent performers with the opportunity to legally register and share their talents in approved venues.

From the documentary study, it was found that the Announcement of the Lampang Municipality defines the area as a public place and the date and time for using the equipment or anything else to use in demonstrating abilities. The details are as follows.

1) The following 6 areas and points will be announced as talent display areas.

1.1) Thetsaban Market 1 (Lak Mueang Market) at the entrance to the market, at the intersection of Wat Bunwat Worawihan

1.2) Lampang Provincial Bus Terminal Area in front of the souvenir shop

1.3) Pratu Wiang Public Park, the area of the teak arch on the right-hand side park entrance gate

1.4) Khelang Public Park, the area behind the entrance to the park

1.5) Clock Tower Intersection, Public Park Area around the city road

1.6) Wiang Lakon, Public Park Parking area entrance to the park

2) Dates and times to be used to demonstrate abilities are as follows

2.1) Municipal Fresh Market 1, Pratu Wiang Public Park, Khelang Nakhon Public Park, and the Clock Tower Intersection, Park Can be shown every day between 5:00 p.m. - 11:00 p.m.

2.2) Lampang Provincial Bus Terminal, to be able to demonstrate abilities every working day except on public holidays between 5:00 p.m. - 11:00 p.m.

3) Equipment used to demonstrate abilities are as follows

3.1) Portable mobile, sound amplifier, Carrying bag, or megaphone

3.2) Musical instruments related to their ability

3.3) Other equipment used to demonstrate abilities

For the preparing process of the announcement in the area to showcase and the abilities of local officials.

1) Agencies or officials who are responsible for work according to the Control of Beggar Act, B.E.2559 prepare a memorandum to the internal departments of the local government organization. To Survey the local government organization area, which has ownership that can be declared as a space to display talent

2) Agencies or officials who are responsible for informing local administrative organizations of area information. It has ownership that can be declared as a space to display talent

3) Prepare an order to appoint a working group to examine the suitability of the area as well as select the area and designate the announcement point as an area to display capabilities

4) Invite the working group, consider the suitability of the area as well as select the area and determine the spot to be announced as a talent display area

5) Present the results of the meeting of the working group to provide a space for showing the ability to local officials. If approved, local officials will sign

the announcement. In case of disagreement, invite the working group to meet and propose new areas and points to be announced and sign the attached announcement

6) The responsible official draws a line at the point where the ability will be demonstrated according to the size announced

7) Install a sign announcement for the talent show area in the spot designated as the talent show area

8) Send letters to relevant agencies and the media to publicize the talent show area for those who can demonstrate their talents

In the interview with Mr. E (pseudonym: the extraordinary committee, December 19, 2020), it was highlighted the historical neglect of assigning roles or responsibilities to local administrative organizations for controlling beggars. This oversight was attributed to a centralized approach to policymaking that prioritized consolidating power at the national level. However, with the shift towards decentralization, there has been a growing recognition of the pivotal role in local government organizations, particularly in influential areas such as Bangkok and Pattaya, as well as in provinces where subdistrict administrative organizations and municipalities were established through decentralization efforts. Nowadays, these local units play a crucial role in preventing individuals from entering into cycles of begging, akin to how health stations focus on disease prevention. Local officials and public health personnel within these organizations are empowered to engage in proactive measures to prevent and screen individuals from becoming beggars or getting trapped in the cycle of begging, leveraging their authority to safeguard community welfare.

Similarly, in the interview with Mr. I (pseudonym: the officer, December 23, 2020), it was emphasized how the decentralization of power to local government organizations, as outlined in the Control of Beggar Act, B.E.2559, reflects a deliberate shift towards involving multiple stakeholders in decision-making processes. This inclusivity ensures that is familiar with local issues can advocate for their communities' concerns at higher levels of governance. Sections 5 and 14 of the acts, specifically empower local officials to make critical decisions, such as ordering the cessation or cancellation of talent shows or performances conducted without proper registration or identification. Additionally, local officials are authorized to coordinate

with relevant agencies for addressing potential child exploitation, animal cruelty during performances, or solicitation behaviors exhibited by talented performers.

This decentralization strategy not only empowers local government organizations to address issues of public concern more effectively but also underscores their role as frontline advocates for community welfare and ethical governance. By involving local stakeholders and granting decision-making powers to those familiar with local contexts, the Control of Beggar Act, B.E.2559 seeks to promote accountability, responsiveness, and sensitivity to the diverse needs and challenges faced by communities across Thailand. For the nature of the solicitation, it is considered from these criteria.

1) Have a talent identification card and a license to solicit

1.1) If the person uses the money for personal use, it is considered that the person has demonstrated ability according to the Control of Beggar Act, B.E.2559

1.2) If that person uses the money to carry out the purpose of the solicitation, that person is considered to be a person who is permitted to solicit following the Solicitation Control Act, B.E. 2487

2) Have an identification card showing ability but there is no license to solicit

2.1) If that person uses the money to carry out the purpose of the solicitation, that person is considered a soliciting person. According to the Solicitation Control Act, B.E. 2014, advising to contact the Department of Provincial Administration to request permission to solicit solicitation. Ministry of the Interior or district office of each province

3) Have a license to solicit but there is no identification card for the person showing the talent.

3.1) Proceed for that person to contact the Protection Centres for the Destitute (PCD) or the Provincial Social Development and Human Security Office to produce identification cards for those who demonstrate their abilities

4) No license to solicit and do not have an identification card showing competence

4.1) Officials or local officials in the area who have the power to order that person to stop or cancel the act according to Section 14, paragraph two of the Control of Beggar Act, B.E.2559, Then it is recommended that you contact the Protection Centres for the Destitute (PCD) or the Provincial Social Development and Human Security Office to issue identification cards for those who demonstrate competence, or contact the Department of Provincial Administration for permission to solicit donations.

4.2) If that person knows the order of the official which orders according to the authority provided by law Failure to comply with that order without a reasonable reason or excuse will be punished with a penalty of not exceeding ten days or a fine not exceeding five thousand baht, or both imprisonment and fine according to Section 368 of the Criminal Code.

The concept of decentralization to local government organizations, as exemplified by the Control of Beggar Act, B.E.2559, represents a deliberate transfer of powers and duties related to controlling beggars from centralized authorities to local administrative agencies. This decentralization empowers local officials to autonomously manage and address issues within their communities, including the organization and oversight of talent shows and performances. Under this framework, local officials are tasked with identifying suitable local talent and issuing public announcements to promote these events within their respective areas. They also have the authority to intervene and terminate any illegal performances or activities that contravene the policies outlined in the beggar control framework.

Moreover, decentralizing power to local government organizations extends beyond managing talent shows. It equips local agencies with the authority and responsibility to address the root causes of begging at the community level, thereby breaking the cycle of beggar problems. This includes serving as a frontline defense unit and providing welfare support to individuals in distress, helping alleviate basic needs such as food insecurity that can lead individuals into begging. By empowering local administrative organizations, decentralization fosters an environment conducive to the effective implementation of policies aimed at controlling beggars at the community level. This approach not only prevents the escalation of beggar-related issues into larger urban areas such as the capital but also promotes collaborative

efforts between central agencies and local authorities to address societal challenges comprehensively and efficiently. Through this partnership, missions and powers that manage problems at the local level are harmonized with broader national objectives, facilitating a more integrated and responsive approach to social governance and welfare.

4.4.4 Context or Environment Related to the Policy Evaluation

1) Goals of sustainable development towards determining results to evaluate policies for controlling beggars.

The Sustainable Development Goals (SDGs), established by the United Nations in 2015, represent a comprehensive global framework aimed at addressing various development challenges and improving quality of life worldwide. These goals build upon the earlier Millennium Development Goals (MDGs) and encompass a broader range of objectives to achieve sustainable development by 2030. In the context of Thailand and specifically concerning the policy to control beggars, several SDGs are particularly relevant:

Goal 1 of the Sustainable Development Goals (SDGs) focuses on the eradication of poverty in all its forms, aiming to end poverty everywhere and ensure that all individuals have access to necessities and opportunities for a better life. Despite global progress, over 800 million people still experience poverty, defined as living on less than $1.25 (or less than 40 baht) per day. Women are disproportionately affected by poverty due to limited employment opportunities, lower levels of education, and unequal property ownership compared to men. Achieving this goal is fundamental to sustainable development, addressing the root causes of poverty and promoting inclusive economic growth.

Goal 2 of the SDGs emphasizes reducing inequality, particularly related to poverty. Economic inequality is stark, with the richest 10 percent of the global population earning over 40 percent of total income, while the poorest 10 percent earn only 2.7 percent. This disparity is especially pronounced in developing countries, where inequality has increased by 11 percent alongside population growth.

Addressing economic inequality is crucial for achieving sustainable development and reducing poverty. By promoting equitable distribution of resources,

improving access to education and employment, and empowering marginalized groups, including women, progress can be made towards creating a prosperous world. Goal 1 and Goal 2 are interlinked, as reducing inequality is essential for lifting people out of poverty and ensuring that development benefits everyone, regardless of their socio-economic background. These goals underscore the urgency of tackling systemic inequalities and promoting inclusive economic policies to foster sustainable development globally. The sustainable development goals encompass a broad spectrum of objectives aimed at improving global well-being and fostering a more equitable and sustainable future. These goals, ranging from health and education to climate action and social justice, provide a comprehensive framework for governments and organizations to address interconnected challenges and promote inclusive development.

In the context of government social policies, there is a clear alignment with the goals of reducing social inequality and expanding access to essential services. By prioritizing initiatives that enhance livelihoods, create job opportunities, and ensure stable incomes, governments can empower marginalized groups, including women and underprivileged individuals, to gain skills and participate in the labor market. This approach not only addresses poverty and inequality but also helps prevent issues such as human trafficking, labor exploitation, and sexual tourism involving children. Moreover, efforts to establish and enforce regulations and laws play a crucial role in achieving desirable outcomes, particularly for combating the exploitation of vulnerable populations, including beggars and individuals engaged in informal work or talent showcasing.

In subsequent phases, the focus shifts towards strengthening social protection systems to ensure efficiency and safeguard the rights of marginalized groups, which encompass individuals engaged in begging, panhandling, and talent display. This includes implementing policies and programs that provide essential support, protection, and opportunities for social integration, thereby reducing dependency on informal and precarious means of livelihood. By integrating the principles of sustainable development into social policies, governments can address the root causes of social inequality and vulnerability, fostering inclusive growth and resilience, and advancing the collective goals of sustainable development. Public

participation and stakeholder engagement are essential components of this process, ensuring that policies and interventions are responsive to diverse needs and promote shared prosperity within societies. Achieving sustainable development requires holistic and collaborative efforts, guided by a commitment to equity, justice, and human dignity for all individuals, including those most marginalized and vulnerable.

The success and impact of the beggar control policy have influenced the development of broader national strategies and plans in Thailand, particularly the 20-year national strategic plan (B.E. 2560-2579) and the National Economic and Social Development Plan No. 12. These strategic frameworks reflect a commitment to addressing social inequality, promoting inclusivity, and enhancing social welfare systems, with specific provisions aimed at solving the beggar problem. In the 20-year national strategic plan, Strategy 4 emphasizes creating opportunities, equality, and social justice to foster fairness and reduce inequality across all dimensions. This involves decentralizing economic growth, expanding development opportunities for all sectors, and empowering communities to achieve self-reliance and quality of life. Key components of this strategy include enhancing social security systems that cater to individuals of all ages, genders, and social groups, facilitated by the development of comprehensive welfare information systems and effective intergovernmental, local government, community, and civil society cooperation. Targeted social investments are also highlighted to directly support impoverished and disadvantaged populations, ensuring equitable access to public health services and justice.

Similarly, in the National Economic and Social Development Plan No. 12, Strategy 6 focuses on creating fairness and reducing inequality in society by enhancing the quality of social services, particularly in public health, and expanding economic and social opportunities for vulnerable populations. This strategy’s goals revolve around broadening economic and social opportunities for the most economically disadvantaged groups and promoting inclusivity in social administration.

These strategic plans underscore the government's commitment for advancing social welfare, reducing inequality, and creating inclusive economic opportunities to address the root causes of begging and destitution. By prioritizing comprehensive social services, economic empowerment, and targeted interventions,

Thailand aims to build a more equitable and resilient society where every individual has access to essential resources, opportunities, and dignity. The integration of these goals into national development strategies reflects a holistic approach to sustainable development, ensuring that progress is measured not only by economic growth but also by improvements in social well-being and human development outcomes.

Therefore, it can be seen that the 20-year national strategy and the 12th National Economic and Social Development Plan emphasize the importance of reducing social inequality. It relies on the provision of public services by the state and the development of careers for vulnerable groups or those who are in need in their daily lives. If considered, the two strategies' goals are consistent with solving the beggar problem in the sense that beggars and skilled workers are considered to be a vulnerable group that is similar to the poor. At the same time, they are also a group that is similar to women, the elderly, or the disabled because they are at risk of being treated unfairly. Especially career opportunities and protection from government agencies. Therefore, the tool or goal for overcoming such obstacles and limitations must be to accelerate the creation of a public service system from the government sector, especially the public health system, and to promote opportunities for developing occupational skills and abilities in line with the needs of the public. needs and the labor market.

In determining the success of the policy to control most clearly, the Department of Social Development and Welfare as a government agency is committed to implementing policies to control beggars, it was found that strategic issues that demonstrate the relevance of the results in solving the beggar problem appear in Strategy 2, raising the quality of life and strengthening the capabilities of the target group. The goal is to provide for helpless people, people in difficult situations, beggars, underprivileged people, and at-risk groups for having a good quality of life and being able to rely on yourself. However, clarity as to the concrete goals for overcoming the problem of begging appeared after the Department of Social Development and Welfare set out the Driving Plan of Beggar Control No. 1 (B.E.2562-2564) with the vision of "Society Reduce beggars on a collaborative basis"

The Sustainable Development Goals (SDGs) outlined by the United Nations post-2015 have set ambitious targets for all countries, including goals directly

related to preventing and addressing the issue of begging. Among these goals, Goal 1 focuses on eradicating poverty, while Goal 10 aims to reduce inequality within countries. Poverty is recognized as a critical issue, particularly prevalent in developing and underdeveloped nations, serving as an indicator of inadequate consumption levels and insufficient access to necessities. Individuals caught in the cycle of begging are often deeply affected by poverty, which also manifests in disparities in property ownership and limited access to rights, equality, and justice. To effectively address the problem of begging within the framework of sustainable development goals, it is imperative to establish robust standards for state-provided public services that ensure security and reduce poverty-related vulnerabilities that may lead individuals into begging. Additionally, those already engaged in begging must be protected by the state and offered viable alternatives to begging, particularly through the promotion of vocational skills development. This dual approach not only reduces the number of beggars but also contributes to poverty alleviation and inequality reduction by enabling access to public services and welfare, ultimately improving the overall quality of life.

CHAPTER 5

CONCLUSION, DISCUSSION, AND RECOMMENDATION

The process of beggar control policy aims to examine the public policy process, focusing on key characteristics and elements involved in policy formation, policy alternatives and policy decision-making, policy implementation, and policy evaluation. The study also aims to identify the roles of relevant stakeholders and understand the contextual environment associated with each beggar control policy process. This research employed qualitative research methods, including document analysis, participatory observation, and in-depth interviews with 15 key informants. The findings of the study are summarized and discussed, and recommendations are provided based on the results.

5.1 Conclusion

5.1.1 Public Policy Process

1) Policy Formation

Policy formation marks the initial phase of the public policy process, where specific problem characteristics are identified to capture government attention. This identification process transforms the recognized issue into a policy concern, prompting the exploration of potential solutions. According to the study findings, the first key characteristic is the problem connection. The begging issue is intricately connected to fundamental human needs, deprivation, and dissatisfaction. Everyone requires necessities for survival, and when individuals cannot fulfill these needs independently, they may resort to begging for support. Additionally, poverty and limited access to welfare systems contribute to dissatisfaction with governmental assistance, further reinforcing the necessity of begging. These elements—need,

scarcity, and dissatisfaction—converge to shape the behavioral drivers underlying begging behavior.

Another critical aspect is the related problems with state values. The outdated nature of beggar control policies, coupled with the imperative to modernize the country, prompted members of the National Legislative Assembly to propose a new beggar control law. This updated law aims to align policy content with the developmental standards of Western countries, distinguishing between genuine beggars and performers while imposing penalties on those exploiting beggars. The reformulated law emphasizes addressing the severity of the begging issue to yield tangible outcomes. Furthermore, the linkage between begging and human trafficking underscores the government's recognition of the need to combat human trafficking, particularly forced labor involving beggars. Enhancing laws targeting exploiters of beggars is crucial, as this group significantly contributes to the persistence of the begging phenomenon. Consequently, the effort to enhance government policies for beggar control plays a pivotal role in advancing development aligned with Western models, thereby achieving concrete results in addressing the begging problem.

The third issue pertains to the chronicity and severity of the begging problem, which has wide-ranging impacts and societal repercussions. Begging significantly disrupts society by impeding traffic flow and causing annoyance to road users, affecting diverse groups of people. Beggars are commonly observed in crowded areas such as tourist attractions, entertainment venues, flea markets, bus stops, and overpasses, where their presence obstructs pedestrian pathways and can pose risks to life, property, and personal safety. Moreover, the association of begging with human trafficking tarnishes the country's image and affects its global reputation. According to Ministry of Foreign Affairs in The United State, the beggar problem worsened notably between 2010 and 2017, with the severity escalating to Tier 3 status in 2014, impacting the country's reputation in economic investment, tourism promotion, and international cooperation. The chronic nature of the beggar problem is evident historically, dating back to the Ayutthaya period, persisting through subsequent eras to the present day.

The final aspect concerns the problem dynamics of the beggar problem, which has evolved over two distinct periods. Initially, begging primarily served as a means for rural individuals to alleviate hunger during periods of downtime from rice farming, with individuals returning to their hometowns once farming season resumed. In the second period (from 2008 to present), a shift occurred towards what is termed as business begging, where certain individuals exploit beggars for personal gain, significantly contributing to the complexity of the beggar issue. This form of begging involves systematic management, including providing food, shelter, transportation services, and profit-sharing schemes derived from begging activities. The emergence of business begging highlights the intricate use of communication technologies to coordinate and stay informed about global societal trends. Consequently, the government has responded by imposing higher penalties on those exploiting beggars compared to the penalties for actual begging. This characteristic reflects the evolution of begging from a basic survival strategy to a sophisticated, technology-driven enterprise involving comprehensive management, teamwork, and cross-border communication.

2) Policy Alternatives

The policy process of alternative determination involves evaluating the merits and drawbacks of various approaches from different stakeholders to identify desirable and feasible options for decision-makers. This step is crucial in moving public issues onto the policy agenda for further deliberation. There are four conditions must be considered. Firstly, innovative alternatives are essential. Historically, Thailand did not distinguish between genuine beggars and skilled performers, leading to a proliferation of begging due to the lack of differentiation. Introducing the concept of protecting and developing talent emerged as a new policy option for implementation in Thailand. Defining specific criteria for performance skills provides individuals with opportunities to showcase their abilities professionally. This policy shift aims to redefine begging, where individuals in receiving need compassion while talented performers demonstrate their skills proudly. Adopting this policy option in Thailand serves as a filtering mechanism to differentiate beggars from non-beggars, allowing only genuine beggars to access further protective measures.

Another important condition is creative alternatives that aim to promote and develop the potential of beggars by creating distinct occupational groups for beggars and talented performers. These new occupational categories serve as catalysts for positive societal change, such as enhancing tourism in commercial areas through entertainment initiatives and showcasing talent at national fairs. It is crucial to recognize and empower talented individuals with disabilities within these groups, ensuring they are defined by their occupational contributions, not their disabilities. While there have been concerns about the potential for covert begging under this policy alternatives, especially in the absence of a clear distinction between beggars and performers, this choice represents a transformative shift in begging control policy. It not only aims to reduce the prevalence of begging but also fosters the creation of new occupational opportunities that contribute to the country's development. These initiatives harness the potential of skilled groups, demonstrating a form of social innovation that drives societal advancement.

A third important condition involves responsive need alternatives that address the specific needs of individuals affected by beggar control policies, transforming this issue into a state concern that requires maintaining constructive relationships with affected populations and devising methods to meet their needs which is divided two issues. The first issue focuses on distinguishing between genuine beggars and performers (Wanipok). In the past, beggar control policies lacked clarity in this regard, leading to performers being unjustly arrested and prosecuted under the Control of Beggar Act, B.E. 2484. This policy alternative seeks to establish a clear definition to differentiate between beggars and individuals demonstrating their abilities. By addressing this distinction, the policy not only aims to solve the beggar problem but also responds to the needs of those adversely affected by past policies, such as restrictions on occupational freedom and societal stigma associated with being labeled as beggars. The second issue pertains to imposing penalties on individuals exploiting beggars, as they contribute to perpetuate the problem. By establishing guidelines within beggar control policies that penalize exploiters and differentiate between beggars and performers, these policy options can gain traction in decision-making circles, generating satisfaction among those affected by such policies.

Consequently, policy proposals addressing these concerns are likely to advance onto the decision-making agenda of relevant authorities.

The fourth condition involves goals-achieved alternatives, following the Cabinet's policy directive to the National Legislative Assembly aimed at implementing a new policy to control begging by imposing penalties on exploiters of beggars. This initiative aligns with Thailand's goal to address severe human trafficking issues, as the country is rated at the highest level (Tier 2) for human trafficking problems, which are closely intertwined with the issue of begging. The government's national policy emphasizes the urgent need to combat human trafficking, while the National Legislative Assembly seeks to address beggar exploitation by targeting those who force individuals into begging. Both objectives are aligned toward the same goal. Consequently, the policy alternatives focused on these goals are advanced to the next decision agenda.

3) Policy Decision-Making

For a policy to gain approval or be rejected by decision-makers, certain characteristics of the policy alternative must be considered, particularly its feasibility for implementation. When making policy decisions, at least four key conditions are taken into account. The first condition is the interconnection of the content, which hinges on important elements related to the clarity and coherence of the policy. In the context of a policy aimed at reducing the number of beggars, this involves measures such as distinguishing between genuine beggars and performers, imposing penalties on exploiters of beggars, enhancing the quality of life of beggars to prevent recidivism, and fostering the potential of those with abilities to prevent them from entering a cycle of begging. These methods collectively address the issue of reducing beggar. Unity of the policy pertains to the cohesion of various provisions within the beggar control policy. Each section should maintain consistent content; any conflicts between sections could undermine the policy's effectiveness. However, a policy that exhibits internal consistency and unity, conveying consistent policy objectives, carries significant weight and enables decision-makers to exercise discretion in selecting a coherent set of policy options to pursue.

The second condition involves the necessity of the policy, which is determined by policymakers focusing on fulfilling the basic needs of the people.

These needs encompass both physical and mental aspects. Addressing physical needs involves establishing a state public service system to aid individuals in distress, aiming to prevent them from entering the cycle of begging and eliminating illegal exploitation by beggars. This system also provides specific treatments for certain types of beggars who lack access to other service systems. On the other hand, mental needs stem from fulfilling material requirements to achieve satisfaction and reduce stigmatization. This includes distinguishing between genuine beggars and performers to combat stigmatization and determining penalties for exploiters of beggars to enhance security and prevent all groups from falling into the cycle of begging. By embedding measures that address basic physical needs within policy content, policymakers are guided in their decision-making.

The third condition concerns relationships with interest groups, namely government officials and networks of talent exhibitors. Government officials, including members of the National Legislative Assembly and civil servants from the Ministry of Social Development and Human Security, play a pivotal role as they raise issues for decision-making by the Special Committee drafting the beggar control policy. The network of talent exhibitors, comprising individuals showcasing their abilities, does not have direct interactions with decision-makers. Instead, their issues and needs are presented through government officials. This indirect interaction involves the Waniphok network and performers sharing their opinions through social media platforms like Facebook, Twitter, and websites, as well as participating in conferences and seminars organized by agencies to convey their perspectives to decision-makers.

The final consideration is the consideration of public interest, focusing on the expected effects on a large number of individuals. For a policy to gain effective public support, decision-makers must evaluate its aspects that have widespread impacts, thereby legitimizing democratic policymaking principles. This assessment encompasses three key issues: Firstly, the benefits to the general public include protection and prevention measures to deter individuals from entering the cycle of begging and becoming vulnerable to related social issues. This includes the establishment of shelters dedicated to the protection and enhancement of beggars' quality of life. Secondly, the benefits extend to every region, aiming to create

accessible channels for individuals to access government welfare services distributed nationwide. This includes primary units as well as the 77 Protection Centres for the Destitute (PCD), located in 77 locations across the country, and secondary units, known as 11 Helpless Person Protection Institutes (HPPI), situated in 11 locations. This demonstrates the commitment to improving and protecting the lives of beggars beyond major cities. Lastly, the policy aims to uphold human rights by offering opportunities for beggars to avoid criminal charges related to begging. Instead, beggars can opt to receive protection and quality of life development in designated centers, facilitating their transition to self-sufficiency and alternative livelihoods for a normal, fulfilling life.

4) Policy Implementation

The implementing process of the Control of Beggar Act, B.E.2559 involves translating the legislation into practical guidelines for enforcement. Five key conditions contribute to the effectiveness of this implementation. Firstly, the policy must exhibit clarity in its objectives and directives as called “policy attribute”. A clear and focused policy direction enables operators and stakeholders to understand and align their efforts toward addressing the begging problem in a consistent and coordinated manner. This clarity fosters uniformity of action and ensures that all parties involved have a shared understanding of the policy's intent and goals. Additionally, the beggar control policy needs to align seamlessly with regular operational work within the Department of Social Development and Welfare, the agency responsible for translating policy into practice. The Control of Beggar Act, B.E.2559 serves as the operational standard for the agency, highlighting the intertwined nature of issues related to begging and homelessness. The agency's efforts in protecting the homeless naturally extend to addressing the needs and challenges of beggars. This consistency ensures that the policy is integrated into ongoing operations and initiatives, facilitating its effective and sustained implementation.

Secondly, the successful implementation of policies to control begging hinges significantly on robust resource support and engagement, encompassing both financial allocations and technical partnerships. Within the Department of Social Development and Welfare, the Welfare Protection and Quality of Life Promotion Division serves as the principal agency tasked with executing these policies. In the

fiscal year 2019, a substantial national budget totaling 568,019,100 baht was allocated to this division. These funds were strategically allocated across various policy objectives aimed at addressing different dimensions of the begging problem and supporting vulnerable populations. For instance, specific budgets were earmarked for assisting the vulnerable to return to their hometowns, providing support to low-income and homeless individuals, establishing welfare stations, empowering and rehabilitating beggars and homeless populations, fostering collaboration with local administrative organizations, promoting self-reliance networks, providing social welfare services to offenders, and organizing workshops to develop occupational skills for beggars. Moreover, to enhance technical expertise and knowledge exchange, the Department of Social Development and Welfare has forged partnerships with organizations such as Minda Organization in Australia and Friends International Organization in Thailand. These collaborative efforts are geared towards improving the protection and quality of life of beggars through the exchange of best practices and innovative approaches.

Thirdly, law enforcement is pivotal in implementing policies to control begging and address public behavior that could pose risks, particularly involving beggars. If an individual is found begging, they will be deemed guilty. However, if the person agrees to enter a shelter for the homeless to receive protection and improve their quality of life, or consents to another form of care under specific laws, they will not be considered guilty of begging. Nevertheless, if a beggar who has received protection subsequently escapes, they will revert to being guilty of begging. There are also penalties for those aiding beggars, especially during their stay in shelters; aiding escape from such facilities is also considered an offense. Additionally, the law addresses those exploiting beggars, recognizing their systematic and extensive networks of operation, often facilitated by modern communication technologies. Therefore, the core of the Control of Beggar Act, B.E.2559 aims to control and disrupt these networks, ultimately breaking the cycle of begging.

Fourth, communication plays a crucial role in facilitating the policy implementation to control begging, primarily through interactions between administrators and operators. At the highest level, this involves communication between the Minister of Social Development and Human Security, who oversees

policy administration following the Control of Beggar Act, B.E.2559. The chain of command within the bureaucracy descends in order of importance, from the Director General of the Department of Social Development down to Division Directors, Group Leaders, and operators. This communication along the hierarchy is facilitated through a process known as policy delegation, encompassing both vertical and horizontal communication. Vertical communication flows downwards through the organizational structure, whereas horizontal communication utilizes technology as a medium to enable information exchange among peers. The topics discussed between communicators and receivers can range from general to specific issues. Technologies, the LINE application, are utilized for communication among officials and between officials and the public.

Fifthly, organization improvement is essential for effectively implementing policies to control begging. This involves restructuring the organization to streamline operational models. Administrative, academic, and practical functions are delineated to ensure that prevention and problem-solving efforts within each area are autonomous and well-coordinated. Work characteristics are also modified to align with the operational focus of specific agencies within the Ministry. Following organizational enhancements, the Department of Social Development and Welfare has designated the Welfare Protection and Quality of Life Promotion Division to spearhead policy implementation. This division assumes comprehensive oversight responsibilities, with four main work groups dedicated to driving the begging control policy such as Measures and Mechanisms Group, Rights Protection and Promotion Group, Development and Promotion Group, and Welfare Assistance and Protection Group. Internal authorities and duties are established within this agency to support holistic policy implementation, with work systems organized into cyclical performance structures.

5) Policy Evaluation

The policy evaluation for controlling begging is based on three established criteria. The first criterion assesses whether the policy goals are being met, as outlined in the driving plan of Beggar Control No. 1 (B.E.2562-2564), which categorizes the work plan into five distinct areas. Overall, each plan has met the evaluation criteria in alignment with the policy goals, when broken down into sub plans. Plan 1 focuses on

protecting and enforcing the law. This includes Strategy 1: Preventing entry into the begging process and Strategy 2: Enforcing policies to control begging. The operations under this plan have been effective according to the established criteria. Plan 2 is centered around protecting and improving the quality of life. This encompasses Strategy 1: Developing life skills through case management (Case Management) and Strategy 2: Promoting and developing the potential of individuals who demonstrate abilities. Operations under this plan have been effective overall, with ongoing work to develop standards for certifying competent individuals. Plan 3 combines efforts to protect and enhance the quality of life. Strategy 1 focuses on strengthening knowledge related to protecting and improving the quality of life of beggars, while Strategy 2 promotes problem-solving and the protection and improvement of beggars' quality of life. Operations under this plan have been effective according to the evaluation criteria. Plan 4 aims to raise awareness and foster social communication to reduce beggars. Strategy 1 involves campaigns and public relations efforts, while Strategy 2 focuses on changing societal attitudes. The operations under this plan have been effective as per the established criteria. Plan 5 focuses on enhancing system efficiency and working mechanisms. Strategy 1 involves developing information systems to support work, Strategy 2 focuses on improving work mechanisms, and Strategy 3 involves creating a knowledge base to support work. The operations under this plan have also been effective according to the evaluation criteria.

Secondly The public benefit is the policy evaluating criteria. The policy implementation of control begging has yielded several notable benefits that align with the public interest. These benefits can be categorized into three main issues. Firstly, reduction in severity of the begging problem, since the establishment of the Control of Beggar Act, B.E.2559, there has been a significant reduction in the severity of the begging problem. This has contributed to improving Thailand's image, particularly in addressing human trafficking concerns. The country's management of human trafficking has progressed to level 2, reflecting the effectiveness of policies implemented to manage begging and related issues. This positive image also enhances tourism appeal and improves the convenience use of using public. Secondly, punishment for Exploitation of beggars, the policy has led to benefits in terms of punishing those who exploit beggars. This acts as a deterrent for the general public

and vulnerable groups, preventing them from being ensnared in the cycle of begging. By creating stability and safety, individuals are less likely to fall victim to deception, thereby contributing to societal well-being. Thirdly, development of beggar potential, another significant benefit is the promotion of beggars' potential development. By identifying and nurturing individuals who demonstrate abilities, opportunities for income generation and career advancement are created. This development not only improves the economic prospects of beggars but also enhances public satisfaction through showcasing skilled performances and individual talents.

Finally, the flexibility of organizational competencies. It is a form of evaluating organizational efficiency after the policy has been implemented to control begging. The results have at least 2 issues, with the first issue being related to organizational structure. The mission of the agency has been improved. Establishment of new division-level agencies and the transfer of certain powers and duties to related agencies within the same ministry. This resulted in work occurring within the same unit due to the establishment of a new unit. Service recipients can receive services within the same agency and complete the work which creates satisfaction for the service recipient.

5.1.2 The Role of Stakeholders Involved in the Policy Process

1) Policymakers

For the study of policymakers' roles and duties concerning the Control of Beggar Act, B.E. 2559, it was identified that they are tasked with addressing at least two key issues. The first issue involves advocating for policy changes. The committee must fulfill its responsibilities by providing policy recommendations during collaborative brainstorming sessions, which include articulating views that align with those of others and persuading others to share consistent viewpoints. Both of these approaches are essential for presenting information on any issue effectively and persuasively to gain acceptance from various stakeholders. The second issue concerns policy negotiation, which entails aligning the mutual interests of individuals or groups through discussion and information exchange, including reasoned critique. This process aims to give policy proposals greater persuasive power compared to opposing suggestions, often involving a comparison of the benefits and drawbacks of each proposal. Therefore, the role of policymakers entails crafting proposals that are

substantiated by comparing their strengths and weaknesses until they are implemented, aiming to identify policies with more positive outcomes than negative ones, thereby rendering other proposals less viable.

2) policy implementers

An important aspect of driving policy to control begging involves the duties assigned to officials known as “officials”, who have at least four powers and responsibilities. First, they are responsible for receiving notifications and referrals. When officials encounter individuals begging, they must refer them to a homeless shelter for assessment. This process includes investigating the person's circumstances, taking photographs, and assessing their physical and mental condition to determine if they are indeed begging. Individuals are then categorized into different groups, such as victims of human trafficking, aliens, children, women, the elderly, the mentally ill, disabled individuals without guardianship, and others displaying characteristics of vulnerability. Secondly, officials collaborate with multidisciplinary teams to coordinate efforts and assign responsibilities based on each team member's abilities. This collaborative approach ensures effective handling of cases and comprehensive support for individuals in need. Thirdly, officials provide assistance and support to improve the quality of life for individuals in shelters. They explain rights, protection measures, and shelter regulations, conduct document verification, and create Individual Rehabilitation Plans (IRPs) to prepare service recipients for reintegration into society. Lastly, Continuous monitoring and evaluation are essential to prevent relapse into begging and ensure successful rehabilitation outcomes.

Moreover, officials play a role in talent performer licensing. When officials encounter talented individuals without identification cards, they recommend applying for a talent performer's license through specific steps. This process involves applying for an identification card at designated centers, undergoing evaluation by social development authorities or the Protection Centres for the Destitute (PCD), and consideration by a committee comprising government, private sector, and civil society representatives. The committee reviews at least three card applications and decides on card issuance based on demonstrated abilities. If denied, reasons are promptly communicated to the applicant. These officials play a crucial role in implementing

and enforcing policies aimed at addressing begging and supporting vulnerable individuals in society.

3) People affected by policy implementation

The roles and responsibilities of those affected by policy implementation involve supervising, monitoring, and inspecting implementing department's works. Several related issues have been identified. Firstly, the establishment of a risk assessment system for the proliferation of beggars is crucial. Such a system supports and monitors the effectiveness of policies aimed at controlling begging. This risk assessment system, within civil society organizations, serves as a vital tool to aid in addressing begging issues and supporting the missions of government agencies through mutual information exchange. Secondly, there's a concern about potential discrimination against beggars once they enter the process of protection and quality of life development. It's important post-implementation of the beggar control policy to monitor the reintegration of treated and rehabilitated beggars into society. Both government officials and civil society play a crucial role in monitoring and improving the living conditions of protected beggars to prevent any discrimination that could lead them back into the cycle of begging. Lastly, it's essential to oversee and prevent bribery of officials to deter beggars from being falsely registered as potential exhibitors. Civil society sectors impacted by policy implementation must scrutinize and follow up on the committee's work in selecting individuals who demonstrate competence to prevent corruption or bribery. This oversight ensures that the registration process remains fair and lawful, avoiding illegal registration due to monetary or property exchanges for personal gain. These measures are vital to ensure the effective and ethical implementation of policies aimed at controlling beggars and improving the lives of vulnerable individuals within society.

5.1.3 Policy Environment

1) Context and environment related to policy formation

In the context of policy formulation to control begging and addressing related social issues, there are at least three significant concerns. Firstly, the issue of human trafficking, particularly linked to prostitution, poses a significant challenge. Women and children from regions in northern and northeastern Thailand are

particularly vulnerable to being trafficked, often to foreign destinations such as Japan, Hong Kong, Singapore, Malaysia, and European countries. Human trafficking has evolved into a highly organized enterprise, with individuals from rural villages being transported abroad for exploitation. Traffickers require victims to pay a set proportion of their earnings as collateral. Advances in transportation and technology have facilitated this illicit trade, enabling traffickers to exploit various channels for recruitment, including promising economic opportunities and facilitating communication between prostitution networks. This problem became so severer that Thailand was downgraded to Tier 3 in the Trafficking in Persons Report (TIP Report) in 2014, indicating a lack of sufficient measures to prevent trafficking and insufficient efforts to address the issue. This dire situation prompted the government to introduce policy measures, including improvements to laws, regulations, and practices to better combat human trafficking and adapt to social changes.

The second issue pertains to the legal challenges surrounding the control of begging in Thailand's history. In the past, efforts to address begging were centered around enforcing the Control of Beggar Act, B.E. 2484, enacted on October 4, 1941. However, it became apparent that begging did not decrease as intended. Additionally, after receiving protection and improvements in quality of life, beneficiaries often reverted to their previous cycle of begging. This recurrence of begging is attributed partly to shortcomings in law enforcement, particularly the lack of authority and clear duties for officials in the Department of Social Development and Welfare. Although administrative officials possess the power to apprehend beggars, they often lack the necessary expertise in social work processes, leading to inefficiencies in the screening and rehabilitation of beggars. Consequently, facilities such as children's welfare centers have become overrun by beggars, including victims of human trafficking and homeless individuals, resulting in limited resources and a time-bound approach to protecting and improving their quality of life. Moreover, the lack of robust monitoring and evaluation exacerbates these challenges. Furthermore, practical issues arise from the absence of a precise definition of beggars, leading to interpretations that exceed the intended scope of coverage. Additionally, local administrative organizations lack the authority to effectively address begging at the community level, contributing to ongoing problems associated with begging within communities.

The third issue concerns poverty, which remains a significant challenge globally and within Thailand. Despite Thailand's considerable development, the benefits of this progress are often concentrated among specific groups, leading to what is known as “Clustered Rich and Spread Poor”. Although there has been improvement in poverty indicators, as evidenced by the poverty report in 2019, many individuals remain at risk due to low consumption expenditures or proximity to the poverty line. This vulnerable population, including beggars, is susceptible to falling into poverty easily. Analyzing poverty by region reveals that the Southern Thailand had the highest proportion of poor individuals in 2019, with over 40 percent working in agriculture, making it the area most severely affected by poverty. Notably, many individuals who turn to begging due to poverty originate from the southern region, as evidenced by statistics from The Protection Centres for the Destitute (PCD) in this region, which housed the highest number of individuals (727 people). Interestingly, provinces with lower levels of poverty tend to have higher numbers of beggars, while provinces with higher poverty rates generally see fewer beggars. This discrepancy underscores the complex interplay between poverty and begging, highlighting the need for targeted interventions, addressing poverty at both regional and individual levels to effectively combat begging, and its associated challenges.

2) Context and environment related to policy alternatives and policy decision-Making

The first issue concerns Thai society's values towards begging, which exhibit at least five characteristics. Firstly, self-Importance and survival, there is a strong emphasis on self-reliance and meeting one's own needs while expecting dependency on others who can provide benefits. Secondly, in Thai culture, it is emphasized reciprocity in relationships, where generosity is expressed through giving or doing favors, and recipients are expected to reciprocate when it is possible. Thirdly, social morality, witnessing poverty prompts help from fellow humans due to a sense of mutual reliance and social obligation. Fourthly, Buddhist values, it is played a significant role, particularly in the merit gained through giving and the belief that those receiving assistance are burdened by past sins. And, entertainment values, Thai activities often revolve around enjoyment. In the context of begging, this relates to showcasing one's abilities.

The second issue concerns the influence of the welfare-state concept on begging, shaped by the provision of welfare to citizens by the state. Thailand has been influenced by the welfare state model, particularly from England and other countries. The principles of the welfare state were prominently displayed to constitute in 1974, emphasizing democracy and promoting the welfare of the population through policies focusing on rights, freedoms, education, public health, economy, and society. In 1974, the constitution set a foundation for national development guided by the welfare state concept, influencing subsequent constitutions and public administration. This constitutional emphasis led to the establishment of institutions such as the Ministry of Social Development and Human Security, and specific laws to protect rights and freedoms. These developments reflect the enduring impact of the welfare state concept on Thailand's governance and development direction.

The third issue revolves around the legal framework related to control beggars in Thailand, encompassing laws beyond the Control of Beggar Act, B.E. 2484. Other pertinent laws enforced by the government sector include as, Firstly, in the Protection of Helpless Persons Act, B.E. 2557, This law safeguards individuals who may engage in begging or find themselves homeless due to insufficient income to support themselves. It also extends protection to those facing dire circumstances where they cannot rely on others. The law allows relevant agencies to participate in aiding vulnerable individuals. Secondly, In the Anti-Trafficking in Persons Act, B.E. 2551, This legislation criminalizes human trafficking and enables legal action against those exploiting beggars. It aims to address cases where individuals are coerced into beggar or victims of exploitation. However, historical limitations for controlling beggars without punitive measures for offenders have perpetuated the issue. Lastly, In the Act on Maintaining Cleanliness and Orderliness of the Country, B.E. 2535, This law grants authority to local government organizations in Sukhapiban (Bangkok) and Pattaya City to enforce cleanliness and orderliness regulations. It aims to prevent public areas from becoming dirty or obstructed by beggars or other elements.

3) Context or environment related to the policy implementation

The first issue concerns the participation of civil society in policymaking related to control beggars, highlighting historical limitations in fostering participatory political culture. Previous policies focused predominantly on state-led initiatives,

lacking inclusivity and participation. However, the Control of Beggar Act, B.E.2559 introduced a new model emphasizing community-based rehabilitation as a policy implementation tool. This model aligns with decentralization principles, aiming to facilitate participation without solely relying on centralized institutions as well as the Helpless Person Protection Institutes (HPPI) under the Department of Social Development and Welfare. Communities and localities have established shelters with government support in budget, knowledge, and personnel, fostering proactive initiatives that prioritize social welfare to enhance the physical and mental well-being of beggars. These efforts leverage multidisciplinary knowledge and community engagement to nurture bonds and mutual understanding between beggars and society, fostering equality and integration of beggars as valued members of society.

The second issue addresses the decentralization of power to local administrative organizations, enabling them to manage certain responsibilities related to control beggars independently. Local officials are empowered to organize talent shows within designated areas, issue public announcements regarding local talent showcases, and enforce bans or interventions if stunts are deemed illegal under beggar control policies. Decentralization of local government organizations empowers them to address beggar issues at the community level, breaking the cycle of begging by providing welfare support to meet basic needs. This proactive approach alleviates distress within communities, reducing dependency and helping to mitigate household consumption inadequacies that contribute to the cycle of begging. Overall, decentralization fosters an environment conducive to implementing effective policies to control beggars and address underlying social challenges.

4) Context or environment relevant to the policy evaluation

The goals of sustainable development, as outlined by the United Nations through the Sustainable Development Goals (SDGs), have become a pivotal framework for evaluating policies worldwide, including those aimed at controlling beggars in Thailand. These goals provide a unified direction for countries to address pressing issues, with specific relevance to poverty eradication and reducing inequality, both of which are closely linked to the prevalence of begging. In Thailand, achieving the SDG of “No Poverty” involves comprehensive efforts to eliminate poverty in all its forms, recognizing that poverty often drives individuals into

situations of begging. Similarly, the goal of reducing inequality underscores the importance of addressing social disparities associated with poverty and ensuring equitable access to services and opportunities for all segments of society. By aligning with these sustainable development objectives, Thai social policies aim to create a more inclusive society and reduce the conditions that contribute to begging. The effectiveness of beggar control policies is measured at various levels, including departmental initiatives such as the Driving Plan of Beggar Control No. 1 (B.E.2562-2564), which emphasizes collaborative efforts towards reducing the prevalence of begging in Thai society. This vision underscores the importance of collective action and social cooperation in tackling the root causes of begging, moreover, promoting sustainable development goals. By prioritizing poverty alleviation, addressing inequality, and enhancing social services accessibility, Thailand strives to achieve both the objectives of effective beggar control policies and broader sustainable development goals for societal progress and well-being.

5.2 Discussion

The process of beggar control policy encompasses various stages, starting from policy formation, policy alternatives and policy decision-making, policy implementation, and policy evaluation. This comprehensive examination also considers the roles of stakeholders and the contextual factors involved in shaping policies related to begging control. The study was initiated with the formulation of the Control of Beggar Act, B.E.2559 driven by members of the National Legislative Assembly advocating for the establishment in this policy. The characteristics underlying the begging problem, which led to policy formulation, are multifaceted and include four interconnected elements. Firstly, the begging problem is intricately linked to need, deprivation and dissatisfaction known as problem connection. The basic human need for survival and access to necessities underscores the connection between deprivation and dissatisfaction, driving individuals towards begging when they are unable to meet their needs independently. Poverty exacerbates this condition, creating a cycle of deprivation and compelling individuals to resort to begging for sustenance. In 2013, Thailand witnessed a substantial number of people experiencing

poverty, totaling 5.40 million individuals (7.79 percent of the population). Regionally, the southern region recorded the highest poverty proportion at 11.27 percent, followed by the northeastern region at 8.37 percent and the northern region at 6.67 percent. This regional disparity underscores the localized impact of poverty on driving individuals into situations of destitution and potential begging, highlighting the need for targeted policy interventions tailored to regional contexts. These results connected to the study by Chiangkun (2004) and Abraham (2017) that understanding these interconnected elements is essential for formulating effective policies. To address begging and combat the underlying socioeconomic conditions contribute to this societal issue. By analyzing stakeholder roles, contextual factors, and regional disparities in poverty, policymakers can develop targeted strategies aimed at alleviating poverty and mitigating the root causes of begging within different regions of Thailand (Colebatch, 2009; Dean, 2019).

Groups of beggars residing in rural areas often engage in agriculture and are susceptible to natural instability that impacts their livelihoods. Traveling to urban centers such as the capital to beg for alms serves as a means to alleviate hunger, particularly during periods when agricultural activities are not yielding sufficient income. However, this migration and reliance on begging highlight deeper systemic issues related to access to welfare and dissatisfaction with government support systems. The inability of individuals to access the welfare system exacerbates dissatisfaction with governmental efforts to address poverty. Similar to Derthick (1970) and Goodsell (1990), It is found that when individuals face unmet needs and persistent scarcity in rural areas, coupled with dissatisfaction towards government interventions, it creates a fertile ground for engaging in begging behavior. The conditions of need, scarcity, and dissatisfaction serve as pivotal factors contributing to begging behavior, aligning with research by Khan et al. (2014) that attributes begging to economic challenges, particularly prevalent in remote or rural regions where poverty is rampant. Beggars migrating to urban centers reflect the economic desperation and lack of government infrastructure to alleviate poverty and improve living conditions, as highlighted by studies such as Kawekum (2000). Moreover, Namwata et al. (2012) further emphasize that the lack of necessities and economic impact on individuals' livelihoods fuels the motivation for begging, underscoring the

vital role of the social welfare system in safeguarding and enhancing the quality of life.

Secondly, the state's perspective on the beggar problem in Thailand reveals two significant issues that underscore the need for policy reform and modernization. For the first issue, the historical obsolescence of the Control of Beggar Act, B.E. 2484 highlights the necessity to adapt to contemporary societal norms and values. This outdated policy lacked provisions to distinguish between beggars and skilled individuals and failed to penalize those exploiting beggars. The evolving global landscape, including the recognition of skilled demonstration as a legitimate occupation, necessitates legal updates and measures to deter exploitation within the beggar community. The government's broader agenda to modernize laws and regulations aligns with efforts to foster societal development in line with current realities, prompting the National Legislative Assembly to advocate for a revised beggar control policy (Baumgartner & Jones, 1991; Brosius & Weimann, 2019). For the last issue, the severity of the problem, particularly, it links to human trafficking and forced labor, demands concrete solutions. Reports in 2013 highlighted instances of child beggars, predominantly of Cambodian nationality, being exploited through human trafficking schemes involving brokers who buy, sell, or rent children from impoverished families. These exploited beggar workers earned meager daily incomes, indicating a dire situation that necessitated urgent intervention. The convergence of these challenges underscores the imperative for policy interventions that modernize beggar control measures, address human trafficking, and align with broader national goals of societal advancement and protection of vulnerable populations. As a result by Hall (1986) and Bentley (2016), The government's proactive stance in reforming policies for tackling these complex issues reflects a commitment to upholding human rights, combating exploitation, and fostering inclusive development in Thailand.

Thus, the consistency of the beggar problem with the state's values is deeply rooted in the government's commitment to modernize the country and effectively address societal challenges. This alignment reflects the perspective highlighted by Gorard (2006), which suggests that when a government acknowledges a social issue as a problem, it signifies a connection to underlying values and priorities. In this context, repealing the long-standing Control of Beggar Act, B.E. 2484 underscores

the government's value of modernization, recognizing the need to adapt to evolving societal norms and requirements. The introduction of new laws and regulations signifies a commitment to modernity in addressing the complex issue of begging. Moreover, the state's dedication for resolving the beggar problem reflects a broader desire to produce tangible outcomes and alleviate longstanding social issues. Despite the existence of numerous societal challenges, the government's focus on modernization and effective problem-solving underscores a specific commitment to tackling begging as a priority. This commitment aligns with findings from studies by Haikio (2010) and Mena (2014), emphasizing that governments prioritize issues that resonate with their values and align with societal aspirations. As mentioned by Wallach (1976) and Cascio (2003), issues that closely reflect government values are more likely to receive policy attention and resources to facilitate concrete solutions. Therefore, the emphasis on modernization and proactive problem-solving for addressing begging in Thailand underscores a strategic alignment of state values with societal development goals.

Thirdly, the issue of begging exhibits a dynamic evolution from basic to complex characteristics over time, reflecting changes in societal conditions and economic dynamics. It is defined as problem dynamics (Onaran, (2016). Historically, the problem of begging can be traced back to early periods, such as the Ayutthaya era, where references to beggars are found in writings. The Prosecutor's Law for the Civil and Military Districts, B.E.1998 further underscores the regulation of land ownership for beggars and Wanipoks, highlighting early attempts to manage this social issue. During the initial period, begging primarily served as a means of subsistence to meet basic survival needs. This form of “subsistence begging” was prevalent among individuals from rural areas engaged in agriculture, facing poverty and seasonal fluctuations in income. Scholars such as Daranont (1996) have characterized this early begging phenomenon as “seasonal begging”, where individuals migrated to urban centers during off-farming periods to alleviate hunger and sustain themselves until the next harvest. Moreover, Studies indicate that beggars during this period often led impoverished lives, relying on rudimentary tools such as bows to collect alms from passersby which is related to the view by Kahaban (2014) and Rogers and Weiss (2007). They typically wore worn-out clothing and sometimes exploited physical

disabilities, children, or animals as a means of eliciting sympathy and support from the public. This depiction underscores the harsh realities faced by individuals resorting to begging for survival, highlighting the socio-economic challenges prevalent in rural communities. The transformation of begging from a basic subsistence activity to a more complex societal issue underscores the need for comprehensive interventions that address underlying causes of poverty, economic disparities, and inadequate social support systems (Sabatier, 2007; Saranchit, 2015).

As Thailand transitioned into a globalized society marked by increased interconnectedness and technological advancement, the nature of the begging problem evolved from basic survival to a more complex phenomenon known as “business begging”. The evolving patterns of begging over time reflect the dynamic nature of social problems, as noted by Nisbet (1972), where societal issues transform in response to changing environments and contexts. Despite changes in begging dynamics, the persistent existence of this problem underscores the need for comprehensive interventions that address underlying factors such as poverty, exploitation, and human trafficking. This shift as begging from individual subsistence to organized business models underscores the exploitation and commodification of individuals for profit, echoing insights from scholars as Cha Lueng-Urai (2016) on the commodification of human beings in contemporary society. Efforts to combat business begging must prioritize collaborative strategies involving law enforcement, social services, and community engagement to dismantle illicit networks and protect vulnerable populations from exploitation and abuse. By understanding the evolving nature of begging, stakeholders can develop targeted responses that address contemporary manifestations of this complex social issue (Bowen & Zwi, 2005; Rusenko, 2015).

Fourthly, the severity and chronicity of the beggar problem have profound implications for both individuals and society as a whole. At the micro level, the impact of begging behavior can be seen in public spaces such as tourist attractions, markets, and transportation hubs, where beggars obstruct pedestrian traffic and pose risks to personal safety and property. Studies by Katprayur (2007) and Roensumran (2009) highlight the challenges posed by street children who engage in begging, often resorting to criminal activities such as theft and vandalism. These individuals, driven

by socioeconomic hardship, may become entangled in criminal networks that exploit and manipulate them, exacerbating their vulnerability and perpetuating a cycle of crime and destitution. Furthermore, the macro-level consequences of the beggar problem extend beyond immediate public safety concerns to impact the nation's reputation and development efforts. The correlation between begging and human trafficking, as reported by the Ministry of International Affairs in The United States, underscores the gravity of this issue on an international scale. The inclusion of forced labor as beggars in the Human Trafficking Situation Report (TIP Report 2018) at Tier 3 reflects the severity of this problem and its implications for tourism, foreign investment, and global cooperation.

As mentioned above, the issue of begging has become a significant policy concern that has captured the attention of political officials, primarily due to its interconnected nature with fundamental human needs and social norms. This is linked to a Brikland (2010)'s study. The begging problem is inherently linked to the lack of necessities required for living, which every individual should ideally have access to. When individuals are unable to meet their needs through existing welfare systems or other means, they may resort to begging, which can be seen as a violation of social norms as well as Shafer et al. (2001)'s perspective. The response to this issue intersects with the values and priorities of the state, particularly in the context of modernizing the country. The state's values emphasize the importance of adapting laws, regulations, and practices to align with societal changes. By modernizing legal frameworks and welfare systems, the state can provide more comprehensive support to individuals in need, reducing the conditions that lead to begging and promoting a richer quality of life for all citizens (Pinyaphund, 2007; Peters, 2014).

Although, Thailand established the Control of Beggar Act, B.E. 2484 as the first policy to control begging, the enforcement has been in place for more than 75 years, making it ineffective in solving problems. This is because begging has changed over time. This dynamic nature means that in the past begging was aimed at famine relief and was undertaken by a single individual or a close group through persuasion, and there was no clear process until the present (Roth, 2012). Both forms of begging are intended for business and are related to the process of human trafficking which is carried out by a group of more than two people, together with a comprehensive

management process, therefore the existence of the problem can be known at all times when the problem of begging occurs. Although the nature of the problem changes over time, begging can still be seen continuously. This type of behavior can be said to indicate that the problem of begging is chronic. While the social environment determines the severity of the problem, especially during the years 2007-2017, Thailand has been ranked as critical in the severity of the human trafficking problem. With the policy formation conditions mentioned above, it is necessary and sufficient to drive the problem of begging to receive the attention of policy advocates for consideration in the Drifting Act of Beggar Control B.E. ....

For those pushing public problems to become policy issues leading to consideration of alternatives and policy decisions, they are the Extraordinary Committee to Consider the Drafting Act of Beggar Control, B.E. ... which this group of people is a group of elected council members and appointed from persons who are senators and appointed from several general persons. It involves listening to opinions from those with knowledge, and specific expertise regarding begging problems. For the role of this group of people, they will act in pushing for policy. The method will be in the form of expressing opinions in a direction that is consistent with the Special Commission only, and convincing other extraordinary committee members to express views that are consistent with the issues presented by themselves. Advocating for policies of the Special Committee, It will be stimulated, promoted, and supported policy proposals that are pushed by various groups of people, such as social activists, government officials, Waniphok groups, beggars, etc. And as a special committee that is pushing policy, it must also have ideas. In the same way, this is consistent with the view of Simon (1976) who explained that an important condition that can influence thoughts, beliefs, and attitudes that may induce desired behavior is persuasion. which has the main purpose of leading to decision-making towards something Moreover, if many parties have the same opinion and support a certain action. It will help promote things that those who have desires and desires for those things will achieve as they need.

In the view of Monrou and Ethinger (1975), it is also seen that the communicator can compose the content step by step to stimulate interest. You must also demonstrate the needs of your own goals or those around you as well. This

characteristic is therefore consistent with the results of the study that found that the acceptance of policy proposals will be strong and must come from the role of various policy advocates. It must be also known expertise and experience. It also includes the art of convincing the presenter's opinions on those issues. As a result, policy proposals are pushed onto the agenda for consideration and decision-making to become the next policy. This is consistent with the study of Roberts and King (1991) which found that policy advocates are important in deciding policy making. that creates awareness of the problem and makes it interesting through various strategies such as creating special interest, using standardized data and indicators of problem severity, changing social norms through legal power and morality for politics, etc. Thus, policymakers will agree on the issues.

The role of the extraordinary committee still needs to be negotiated through debate and exchange information Including reasoned criticism to make policy recommendations more reliable and acceptable than proposals from different points of view. This characteristic is consistent with the view of Boasson and Wettastad (2014) that policymakers must be able to exchange new knowledge that provides proposals and alternatives in policy design. As well as proposals that provide clear guidelines in addition, the role of the extraordinary committee in negotiating includes comparing the benefits and disadvantages. In each such proposal, this refers to the issuance of a talent identification card. This is in line with the view of Brouwes and Haiterna (2018) who suggest that a key skill for policymakers is to create attractiveness in policy alternatives by making them realistic. Similarly, Zhu's (2008) view further states that policymakers will avoid proposing alternatives that are difficult or impossible to implement for their proposed policy alternatives to gain support. As can be seen, the role of the extraordinary committee in negotiations is to criticize it to find the most feasible, reasonable, and more beneficial policy alternatives than the negative ones and minimum negative impact to bring it into the next decision agenda.

However, this study also found additional findings that the emergence of the extraordinary committee came from many parties, including government officials, social activists, academics, and Wanipok network group. The diversity of the group of extraordinary committees, particularly their differences in knowledge abilities, and experiences, have a common purpose to demonstrate the need to establish a policy to

control begging which is consistent with the view of Christopoulos (2006) opined that policymakers must support policy proposals to achieve policy decisions. Whether the proposal will be supported or not will depend on the satisfaction and needs of policymakers and society as a whole. Although the Extraordinary Committee, which is the policy maker for controlling beggars, has only 15 people, it works together within the effective policy process in the form of a network. Policymakers will promote flexibility in policy choices. This is as Exworthy and Powell (2004) suggest that effective policy change cannot be achieved. If relying on only one person means, building a coalition of policymakers will be a powerful force in pushing for policy.

When the issue of controlling begging enters the process of policy determination to solve the problem through the special committee, determining desirable or feasible policy alternatives in practice can influence the decisions of those in power. The alternatives must have at least four characteristics. The first is an innovative alternative. Although Thailand enacted the control of Beggar Act, B.E. 2484 to solve the beggar problem as the first policy, there is still no clear distinction between beggars and those who demonstrate competence. When this happens, it affects the screening process for beggars. At the same time, the policy environment for controlling begging in Western countries differentiates between the two groups. Therefore, applying the concept of protection and development of talent has become one of the new policy options in Thailand. This is because defining the definition of being a performer will allow people to have status in careers such as singing, magic, acrobatics, dancing, art, etc., and will also change the concept of society to see that the two groups of people are not the same type of person.

Similarly, having the above methods in place will help make the screening process more efficient. This characteristic is consistent with the concept of Frankael (1988) who views innovative alternatives as applying new ideas to areas where those ideas have not existed before. At the same time, the results of the study are also related to the study of Jandi (2007), which found that traditional policy options is not effective in solving problems, it will be resisted. On the contrary, if the policy is novel things that have not happened in that area before will receive more support. As can be seen, the policy of evacuating people from the area has been continuously practiced when there are government projects until it was criticized as being an inhumane

policy, and was eventually canceled. On the other hand, the creative policy alternatives challenges and rejects the ineffectiveness of past beggar control policy models in terms of depriving those who can become individuals as well as those who do. Innovative alternatives therefore open up new perspectives for understanding the problem of begging and open up new areas of definition.

The second is creative alternatives. After distinguishing between beggars and those who show their abilities, at least two groups of people will be created that will lead to the determination of different processes for protection and development of quality of life. In the case of those showing talent, it will be a mechanism to promote change in society as a whole in terms of promoting tourism to create a pleasant atmosphere and encouraging the display of talent at national fairs to provide opportunities for Those who demonstrate their abilities have shown their potential on a par with the general public. This characteristic is consistent with the characteristics of creative options according to Mohr's (1969) view that creativity is the bringing of new things, such as ideas, inventions, knowledge, etc., into reality. Therefore, in this sense, it refers to the emergence of a professional group of people who demonstrate skills that have been screened and are defined as being different from beggars. Until it leads to promoting and supporting the development of abilities to be a creator of benefits to society, both promoting tourism and organizing exhibitions to showcase talent.

In addition, creative alternatives and innovative alternatives are related together. For innovative alternatives, it provides an opportunity to redefine the characteristics of begging, making it possible to distinguish between beggars and those who demonstrate the ability. Meanwhile, creative alternatives will help create the use of new products for benefit. This means that when there is a group of careers that show talent, there will be promotion and development on the quality of life to be a person with the same potential as the type. The correspondence between these two alternatives is therefore consistent with the views of Mohr (1969) and Frankel (1988) that innovative alternatives lack robustness and are of little practical possibility. If there is a lack of creative options to reinforce Innovative choices creative choices are therefore inevitably related.

Third is goals-achieved alternatives. A policy to control begging arises from the introduction of principles that demonstrate the need to address the problem of begging. The main idea is that the situation of the begging problem has changed, causing groups to illegally take advantage of the physically and mentally handicapped as tools for begging. Therefore, the objective of goals-achieved alternatives is to reduce the number of beggars. However, the problem of begging that arises is not only caused by the beggars but also by those who take advantage of the beggars. Therefore, the policy's goals is to support beggars by prohibiting beggars and to punish offenders who take advantage of beggars as well. This characteristic is therefore an indication of the clarity in policy according to Heywood (2013), which states that policy options that clearly and comprehensively specify the desired outcomes are linked to the desired goals of the policy. Therefore, setting the goals of the beggar control policy that aims to reduce the number of beggars is the expected output. While the need to address begging was clearly stated in the policy statement to the National Legislative Assembly, this characteristic of goal-directed policy choices makes them more likely to be considered by policymakers in the decision-making process (Meehan, 1975).

Fourth is need-responsive policy alternative. The alternatives that reflect the needs of the people regarding policies to control begging have become of interest to the state. The first issue concerns the difference between a beggar and a performer. This issue arises from calls for the repeal of the Control of Beggar Act, B.E. 2484, as it has been in existence for more than 75 years. In addition, the policy has had an impact on many talented individuals. Until there was a call to the relevant agencies and people to cancel such policy, solving the above problems by distinguishing between the two. In addition, it is also a response to the needs of the people who were affected by policy implementation in the past in terms of limiting freedom in occupation and being labeled as the same person as a beggar. The second issue is the imposition of penalties on beggars. This is because the past policy did not specify punishment for beggars. Thus, the efficiency for controlling beggars has decreased. As a result, this is an important claim that in addition beggars will be punished. If there is an offense at the same time, those who take advantage of beggars deserve the same punishment. Therefore, both issues are destined to become responsive policy

issues. That means that if the government can set guidelines for the content of the substance of the policy to control beggars is following the above demands and can be included in the decision-making agenda, which will help create satisfaction for the people.

This characteristic is consistent with the view of Kaufman and English (1981) that need satisfaction is an action taken to eliminate conflict between what is present and what is desired. Here, what are current means that it has been affected by the implementation of policies to control beggars in the past? What is desirable therefore is the need for the policy to control begging be improved. Both in terms of specifying the difference between beggars and those who show the ability, and imposing penalties on those who take advantage of beggars. When the state can determine policy options that can eliminate conflicts arising from desires with the current situation, it will respond to needs and be satisfied. According to the views of Hogwood and Gunn (1984) and Dunn (1994), The alternatives to meet the needs of different groups of people will be possible according to the decisions of policymakers.

The next step in the policy process is policy decision-making. It concerns the content of the policy letter that must be approved. Addition and rejection from those with policymaking authority, policy decisions must therefore be based on realistic conditions. The following conditions were taken into account. The first is interconnection of the content which is related to the directness and unity of the policy. Relevance will be a condition that affects decision making. In deciding the policy to control begging, this is because, within the letter of the policy, some provisions or sections show the objectives of each policy. This is consistent with the view of Gerston (2004) and Birkland (2015) mentioned If the content of the policy is relevant, it must be shown through the identification of words, phrases, or sentences that are related to each other. It will create strength for decision-making in the consideration process. Both words and phrases may be revised to include practical possibilities. While the unity of policy is the next element in decision-making, this is because the beggar control policy will consist of several provisions that have consistent content. The provisions aimed at reducing the number of beggars is found in Sections 13, 15, 14 and 20.

Although within those sections there is consistency, if there is conflict with other sections, it may result in a lack of unity in the policy. Therefore, policymakers must adjust the content in the same direction to lead to further action. This characteristic is consistent with Singleton et al.'s (1988) view that consistency within policy content arises from the combination of elements of each policy content that aim in the same direction. And if the whole of each aspect is consistent, it is called unity. Here, the Special Committee will consider how consistent the beggar control policy is. If a policy has characteristics that indicate consistency among its components, it will be formulated as a policy (Peter, 1983; John & Wegrich, 2007; Wayne, 2003).

The second is consideration of necessity of the policy. Policymakers' decisions are based on physical and psychological needs. The physical necessity relates to the designation of a protection and development site. Quality of life as a public service system of the state under the policy to control beggars, which helps vulnerable people and beggars through assistance treatment in physical and mental rehabilitation as well as vocational training for beggars for psychological needs. All of these are unavoidable because physical necessities meet the basic needs of at-risk people and beggars, such as food, clothing, shelter, medicine, etc. Likewise, psychological necessities, if any the decision to impose policy will create a mental response, particularly, reducing stigma when differentiating between beggars and performers.

The decision to establish a policy to control beggars reflects an acknowledgment of the multifaceted nature of human needs, which extend beyond mere physical or psychological aspects. Scholars as Jurek et al. (2018), Baldock (2012), and Dean (2019) emphasize that effective policy formulation requires a holistic approach that considers both the tangible and intangible needs of individuals. Human needs encompass a range of dimensions, from basic material requirements to social inclusion and psychological well-being. In this context, the development of a beggar control policy represents a proactive response to societal challenges, striving to address the root causes of begging and promote comprehensive solutions (Lang, 2009; Solway, 2010). This aligns with scholarly perspectives that advocate for policies grounded in an understanding of human complexity and the

interconnectedness of physical, psychological, and social factors. By integrating these considerations into policy decisions, policymakers can better meet the diverse needs of vulnerable populations and foster a more inclusive and compassionate society

Third is the relationship with interest groups. It was found that interest groups were involved in the decision-making process of setting policies to control beggars, including government officials and networks of talented individuals. Consequently, the committee's decisions are influenced by the needs of these interest groups due to their proximity to the issue of beggars. The interest group of government officials comprises members of the National Legislative Assembly and civil servants from the Ministry of Social Development and Human Security. This group plays a role in the policy decision-making process by providing information related to the issue of beggars, thereby clarifying the problem further during the policy formulation stage. Members of the National Legislative Assembly use this information to draft policies and submit them for consideration by the extraordinary Committee. The other involved group is the Waniphok network and individuals demonstrating talent. Although, this group is not directly involved in the decision-making process, they present the problems and needs of their group primarily through government officials and online media. Therefore, from the above, it can be seen that the decision-making process involves interest groups that drive the issue and provide input based on past policy implementation experiences and expectations to meet the needs of the Waniphok group and talented individuals. These policy proposals are then integrated into the decision-making process by civil servants from the Ministry of Social Development and Human Security and members of the National Legislative Assembly, who advocate for issues and recommendations in subsequent policy formulation.

This characteristic aligns with Alexander's (2006) view that the decision-making process involves interaction with interest groups to negotiate decisions for the benefit of those groups. When policy formulations reflect the objectives and needs of interest groups, there is a clear connection between policy decisions made by policymakers and these groups. In the case of deciding on policies to control beggar, issues and suggestions from interest groups are taken into account, reflecting a characteristic of policymaking that involves relationships with interest groups.

Furthermore, the decision-making process across various policy domains, including government, independent organizations, and civil society, supports a democratic participatory process, according to Beyers et al. (2013). This perspective emphasizes that policy decisions are significantly influenced by interest groups. This implies that policy decisions favoring specific groups of people reflect the political culture of the country. In this case, the policy to control begging benefits the Waniphok group and individuals demonstrating talent, despite the Special Committee playing a pivotal role in allocating benefits across all groups.

The fourth is consideration of consideration of public interest. This gives importance to the results that will be obtained from the policy, which is an important condition for policy makers to make decisions for the public benefit. The first issue is the public benefits. Although the policy benefits the beggars and street performer, the benefits that accrue to the general public are related to protection and prevention into the cycle of begging problems. Especially when those people are at-risk groups or target groups affected by poverty and human trafficking. It also includes giving people the opportunity to have career options as talent exhibitors. The second issue is the benefits that occur in every area. The policy has created a channel to bring the government service system to every. The third issue is the benefit to respecting human rights. Even if there is begging, if that person agrees to receive protection, that person is considered not guilty. Therefore, the decision by policy makers takes into account the public interest in terms of public benefits, benefits for all, and benefits for respecting human rights. These are the basic characteristics for the policy-making in a democratic political environment related to Cooper and Dhavan's study (1987). Not only the products obtained from the policy for groups or individuals, but it also includes all groups of people. In the study by Avblaster (2002) and Didion (2011), They found that the principles of a democratic governance system come from the police policy which everyone get the benefits equally (Thomson, 1987). The policy maker's decisions are therefore based on the consideration of public interest.

The policy which is aimed at controlling beggars was enacted through the Control of Beggar Act, B.E.2559 by the Department of Social Development and Welfare. The key individuals driving efforts to control begging under this policy are designated as "Competent Officials", tasked with implementing specific powers and

duties. These officials have at least four main responsibilities. Firstly, they are required to be notified upon observing someone begging. Upon encountering a beggar, officials are mandated to intervene for the protection and improvement of quality of life. In cases where the beggar is identified as a child, pregnant woman, elderly person, mentally ill individual, or disabled person, they are to be handled according to specific laws aimed at their protection. Secondly, officials must conduct screenings in collaboration with a multidisciplinary team comprised of experts from various fields. This team works together to devise comprehensive strategies tailored to each type of beggar. Utilizing a multidisciplinary approach helps maximize the potential of each team member for the greatest benefit, as different types of beggars require distinct forms of protection and quality of life enhancement. The third aspect involves providing protection assistance and enhancing quality of life through a series of at least four steps. The fundamental principles begin with admitting beggars into protective care, with officials required to gather thorough and relevant evidence. Subsequently, protection is administered through individualized performance assessments (IRP) following the completion of the protection and quality of life enhancement process. Once services are completed, the recipient is reintegrated into society, potentially with family and community support. Finally, periodic follow-ups and quality-of-life assessments are conducted to prevent a return to the cycle of begging.

In relation to issues concerning the protection and development of talent shows for individuals without identification cards, officials should advise them to apply for a permit to perform at the Protection Centres for the Destitute (PCD) in Bangkok or the Office of Social Development and Human Security. Additionally, if officials encounter performances that are deemed inappropriate, they have the authority to order the cessation or cancellation of such performances. Therefore, the primary duties and responsibilities of officials dealing with individuals demonstrating talent fall under the issuance of identification cards for performers. This approach to policy application designates “Competent Officials”, appointed by the Minister in compliance with the Control of Beggar Act, B.E.2559. The appointment to carry out such tasks is akin to delegating authority to achieve the objectives of the matter (Veochio et al., 2010). Jalal and Patri (2015) argue that empowering individuals to

enforce policies or orders leads to improved policy application. The operational structure of every organization, especially government agencies, necessitates the delegation of authority. Without sufficient authority, there would be obstacles in commanding compliance, fostering obedience, and ensuring respect, as well as in grouping and coordinating officials. The department operates under the supervision and oversight of the Department of Social Development and Welfare, which is also a government agency.

Furthermore, effective policy application relies on the authorization of individuals to act, as highlighted by Conger and Kanungo (1988), who identify two sources of power. The first source is positional power, derived from one's official authority within a designated role or position of duty. In this context, officials appointed to lead and implement the beggar control policy wield positional power, which contributes to the policy's effectiveness. The second source of power is personal power, stemming from an individual's knowledge, experience, expertise in specialized fields, or unique abilities. When considering the protection and enhancement of the quality of life for beggars, the involvement of a multidisciplinary team appointed by the minister demonstrates the combination of both positional and personal power. This team includes professionals such as psychologists, social workers, social developers, doctors, police officers, and others who bring specialized knowledge and expertise to the table. By harnessing both positional authority and personal capabilities, these individuals contribute significantly to the more effective application of policies aimed at controlling beggars.

The implementation of the Control of Beggar Act, B.E.2559 by officials involves several factors that facilitate policy translation into actionable work. There are at least five contributing factors to this process. Firstly, the characteristics of the policy or policy attribute, including its clarity and consistency with routine operations, play a crucial role. The policy to control begging demonstrates a problem-solving direction, enabling all departments to carry out their duties consistently due to clear objectives and straightforward operational guidelines. This characteristic aligns with Van Meter and Van Horn's (1975) perspective that public policies with clearly defined goals facilitate practitioner work, leading to efficient policy implementation. This finding is also supported by Pressman and Wildavsky (1973) and Henry (2017),

who highlight that effective policy implementation hinges on the clarity of policy directives communicated to implementers.

Secondly, the policy's alignment with routine work is essential. Before the policy formulation to control begging, the Department of Social Development had already adopted policies to protect the homeless (The Protection of Helpless Persons Act, B.E. 2557), fostering familiarity among personnel with similar work patterns. Consequently, implementing the policy to control begging becomes less challenging, as it aligns with existing processes for protecting and developing the quality of life, including social welfare procedures for protection, rehabilitation, and societal reintegration. This alignment is consistent with Sabatier and Mazmanian's (1980) assertion that effective policy implementation requires alignment with routine work practices. Divergence from established work patterns complicates adaptation to new processes, potentially limiting policy leaders' full utilization of their capabilities and awareness of policy implementation nuances. Pressman and Wildavsky (1973) also emphasize that incongruence between policy nature and related problem domains or work scope undermines effective implementation outcomes.

The second factor contributing to the policy implementation is resource support, which plays a pivotal role in policy implementation. This support encompasses both financial and technical resources. Financial support is crucial, as evidenced by the Division of Welfare Protection and Quality of Life Enhancement within the Department of Social Development and Welfare receiving budget allocations from the National Budget Office in 2019 totaling 568,019,000 baht. These funds are allocated specifically to achieve the policy objectives related to providing assistance, protection, and fostering the development of target groups by the law governing begging control. Financial resources are paramount for the successful implementation of policies to control begging, echoing the perspectives of Minsky (1975) and Ozbas (2005), who emphasize the critical role of financial resources in policy effectiveness. Budgetary allocations are essential for operators to carry out activities across all facets of the policy and achieve its objectives.

In terms of technical resources, the Department of Social Development and Welfare has partnered with The Minda organization from Australia to exchange knowledge on protecting and improving the quality of life for beggars, including

personnel training and the establishment of a learning and development center for beggars in Thailand. Additionally, cooperation has been sought with Friends International Thailand for case management to facilitate the return of beggars to their hometowns. This support for technical resources aligns with Garmoran and Morrett's (2000) study, which underscores the importance of technical resources in bolstering implementation capacity. Furthermore, the study suggests that technical resources extend beyond physical materials, equipment, and operational manuals to encompass knowledge and information. Notably, financial resource support often precedes technical resource support as it serves as the primary mechanism driving policy implementation and is characteristic of bureaucratic organizational structures.

The third factor influencing the implementation of the beggar control policy involves law enforcement related to regulating public behavior that could pose risks, specifically addressing beggars according to The Control of Beggar Act, B.E.2559. Under this act, individuals found begging are subject to punishment. However, those who accept protection and quality-of-life improvement measures are not considered offenders. If a protected individual absconds during the protection period, their previous offense is reinstated. Law enforcement also targets individuals aiding beggars during their protection and rehabilitation period, encompassing actions such as using, hiring, supporting, inciting, promoting, or engaging in activities that encourage others to beg. This behavioral control exemplifies law enforcement aimed at protecting public interests and conferring state authority over individuals. Officials tasked with enforcing the beggar control policy are entrusted with overseeing public welfare and addressing disturbances caused by public begging. Law enforcement, as viewed by Sampson et al. (2006), must be impartial and equitable, applying equally to both beggars and those exploiting them.

The fourth factor, communication, plays a crucial role in facilitating policy implementation by fostering understanding between workers and supervisors. Two forms of communication are instrumental in this process such as vertical communication and horizontal communication. Vertical communication refers to interactions between executives, such as the Minister of Social Development and Human Security, the Director-General of the Department of Social Development and Welfare, the Director of the Welfare Protection and Quality of Life Promotion

Division, and workers. This form of communication, often termed “policy delegation”, flows downward from higher to lower levels of authority. Operators wishing to address issues or needs to senior management must convey them through junior-level supervisors and above. Horizontal communication serves to address general and specialized issues using communication technology as a medium. This form of communication is characterized by its speed and convenience in message delivery. LINE applications are frequently employed by operators and frontline workers to share messages, photos, and files, particularly in interactions with the public.

Therefore, Communication is pivotal for the successful implementation of the policy. This aligns with Abbot et al. (2005), emphasizing that communication fosters collaboration among workers and between workers and supervisors. Moreover, the study's findings highlighting the use of technology to support efficient control of begging resonate with Sloper's (2004) view that effective communication leverages information technology systems for enhanced convenience and speed. Efficient communication not only encompasses interactions among workers but also fosters understanding between workers and supervisors. As Scheir (1981) suggests that establishing communication channels between lower-level and upper-level personnel promotes a shared understanding within the organization, paving the way for successful policy implementation.

The fifth factor is organization improvement, a critical aspect of policy implementation. Organization improvements involve restructuring to optimize operational efficiency. The need for restructuring arises from distinct operational models within the organization, delineating administrative, academic, and practical tasks into separate entities. This compartmentalization impedes effective public service delivery. Additionally, there is a necessity to align the designation of at-risk groups or individuals experiencing social problems with the agency's mission within the ministry. The Department of Social Development and Welfare, originally tasked with diverse target group initiatives, experienced overlaps with other agencies, complicating duties and creating inconsistencies in service delivery. Consequently, a new organizational structure was implemented, redistributing overlapping responsibilities to other departments and streamlining service recipient groups

following specific laws. The Welfare Protection and Quality of Life Promotion Division within the Department of Social Development and Welfare spearheads the policy to control beggars, structured into four work groups such as Measures and Mechanisms Group (policy and strategy), Rights Protection and Development Group (quality of life enhancement for beggars), Promotion and Development Group (prevention and correction), and Assistance and Welfare Protection Group (support and correction initiatives). This restructuring aims to enhance organizational efficiency and streamline policy implementation efforts. Improving the organizational structure by establishing comprehensive operational units within the same department contributes to effective policy implementation. This approach aligns with Minberg's (1979) perspective on organizational improvement, emphasizing the division of work to avoid duplication and enhance efficiency. Also, as mentioned by Koonta and Cyril O'Donne (1961), it is that restructuring the Department of Social Development and Welfare to better focus on beggars' issues and align authority and responsibilities with addressing beggar-related challenges aims to optimize policy implementation.

During the policy implementation, outcomes affect at least three groups such as beggars, talent performers, and social activists. These groups play supervisory, monitoring, and inspection roles in the policy process. Key issues arise in this context. Firstly, establishing a risk assessment system to manage beggar population expansion supports policy implementation effectiveness through interagency collaboration and information exchange. Secondly, addressing discrimination against beggars' post-protection and quality of life development involves civil society organizations monitoring and evaluating individuals' quality of life improvements upon reintegrating into society. Lastly, preventing bribery of officials to register ineligible individuals as talented performers is essential. Appointing competent officials and involving civil society members in talent evaluation committees is crucial. Civil society's role in monitoring and preventing bribery aligns with Hill's (2009) findings, emphasizing civil society's significant role in monitoring government activities at local and national levels to combat corruption. Also, Baker and Eckerberg (2013) support civil society's involvement in addressing social issues, highlighting that governmental efforts alone may be limited in addressing complex problems and adapting to change. Therefore, civil society organizations actively engage in the

begging control policy, not merely awaiting policy outcomes but contributing to enhancing state operations' efficiency. Collaborating with government agencies, civil society organizations monitor activities to prevent corruption that could compromise effective policy implementation in controlling beggars.

For evaluating the policy to control begging, three evaluation criteria have been defined as policy goals, public benefits, and competency of fixable organization. Based on these criteria, work plans are categorized into five phases according to the Driving Plan of Beggar Control No. 1 (B.E.2562-2564) Plan 1 focuses on preventing and enforcing the law, which has been effective in achieving the policy goal of reducing the number of beggars. Plan 2, aimed at protecting and improving the quality of life, has been effective in realizing the policy objectives of enhancing quality of life and facilitating suitable career opportunities. Notably, a project to develop the skills of professional performers is currently underway. Plan 3, involving collaborative efforts to protect and enhance quality of life, has proven effective in engaging network partners to support beggars' well-being. Plan 4, which emphasizes raising awareness and fostering social communication to reduce beggars, has successfully discouraged almsgiving to beggars. Lastly, Plan 5, focused on enhancing system efficiency and mechanisms, has demonstrated effectiveness in improving operational efficiency and mechanisms.

By evaluating the policy against these target criteria, it becomes possible to assess whether the outcomes align with policy objectives. This evaluation approach is consistent with Vedung's (2008) perspective on goal-oriented policy evaluation, which involves understanding policy goals and measuring the degree of goal attainment. Each work plan outlines specific projects aimed at achieving these goals, and evaluating their successful completion provides insights into policy effectiveness. Furthermore, using these criteria to evaluate policy goals helps determine whether adjustments, modifications, or even discontinuation of the policy are warranted if objectives are not met (Lipsey, 1997; Dhaler and Larsen, 2006). Overall, the policy to control beggars has yielded results aligned with policy goals, indicating a propensity to continue the policy into the subsequent year based on its demonstrated effectiveness.

The evaluation of the policy to control begging based on public benefit criteria reveals three significant outcomes. Firstly, a notable benefit is the reduction in the number of beggars following the enforcement of the Control of Beggar Act, B.E.2559. This decrease has contributed to enhancing the country's image and the convenience of using public areas. The improved country's image is evidenced by reports showing a positive shift in the human trafficking situation, moving from Tier 3 crisis level in 2014 to Tier 2 in 2018. Additionally, this reduction positively influences tourism and enhances foreigners' perception of Thailand's efforts in addressing begging issues. Furthermore, the reduction in beggars enhances convenience, cleanliness, and safety for users of public areas, fostering greater confidence among the public in using these spaces without disturbances. Secondly, a benefit emerges from the enforcement of punishment against those who exploit beggars, aiming to protect vulnerable individuals from falling prey to such exploitation. Lastly, the policy has resulted in developing the potential of talented individuals who showcase their abilities, satisfying viewers with models showcasing talent development and skill enhancement after receiving promotion and skills development.

Evaluating the policy based on public benefit criteria underscores its effects on all affected groups, including not only beggars, Wanipoks, and talented individuals but also the general public, including travelers using public areas and at-risk groups such as children, the elderly, and disabled individuals. Furthermore, the policy's impact extends to the overall country's development. This approach aligns with Vedung's (2008) concept of evaluation criteria focusing on public interest, where benefits from policies extend to various groups, fostering acceptance and satisfaction among the general public. Also, Dror (2017) emphasizes that public interest evaluation criteria promote policy acceptance by benefiting diverse groups. Kallman's (1998) classification of public benefits further supports this notion, distinguishing direct effects on policy stakeholders (e.g., beggars and talented individuals), indirect benefits on directly involved and affected groups (e.g., at-risk individuals and the general public), and broader impacts benefiting citizens through enhanced country image and tourism promotion.

The policy evaluation for controlling beggars based on the flexibility criteria of organizational competencies examines how effectively the policy operates within the driving organization. This assessment focuses on three key issues such as organizational structure, policy resources, and communication. Regarding the flexibility of organizational competency in terms of organizational structure, positive outcomes emerged following the restructuring of the Department of Social Development and Welfare. This restructuring involved refining the agency's mission, establishing new division-level entities, and delegating specific powers and responsibilities to related agencies within the same ministry. These changes have facilitated more effective policy implementation by aligning the new structure with the integrated objectives of beggar control policies. Consequently, service recipients now benefit from more streamlined and expedited services due to clearer decision-making authority and reduced overlap with other departments. In terms of policy resources, including financial and technical resources, challenges were identified with decreasing financial allocations for implementing the beggar control policy from 2016 to 2020 within the Department of Social Development and Welfare. Consequently, operational strategies have been continuously adjusted to emphasize goal achievement and resource conservation. Strategies include expediting the reintegration of service recipients into society to reduce protection center expenses, generating income through alternative careers, and increasing agricultural production for internal consumption. Additionally, collaborative efforts with external agencies have enhanced technical resources by providing knowledge, personnel, locations, materials, and equipment to address and prevent beggar-related issues. This broad network of relationships spanning government sectors, civil society organizations, and local government entities has bolstered organizational competency and facilitated efficient policy implementation. In summary, the evaluation of the policy's flexibility in organizational competencies underscores the importance of aligning organizational structures, optimizing policy resources, and fostering robust communication networks to drive effective policy outcomes. These efforts ensure streamlined operations, resource efficiency, and collaborative partnerships essential for successful policy implementation.

Therefore, relying on policy evaluation criteria that emphasize organizational competency involves assessing how flexible the organization's capacity is to assume responsibility for policy implementation. The study's findings align with the perspectives of Posavac and Raymond (2003), who emphasized the importance of organizational structure in policy implementation, specifically focusing on whether it is agile enough. The post-renovation organizational structure was found to significantly enhance the efficiency of beggar control operations. This observation resonates with Daron and Robinson's (2012) assertion that highly agile organizations exhibit streamlined structures that facilitate effective communication, decision-making, and adaptation to change. Additionally, resource allocation is recognized as crucial for supporting operational effectiveness, echoing Gosling's (2004) findings. Adequate resource support enables the implementation of new job roles, expands professional networks, and extends operational impact to neighboring areas. This cyclical progression underscores the efficient and effective advancement of the beggar control policy's aim to significantly reduce the number of beggars and ultimately envision a beggar-free country in the future.

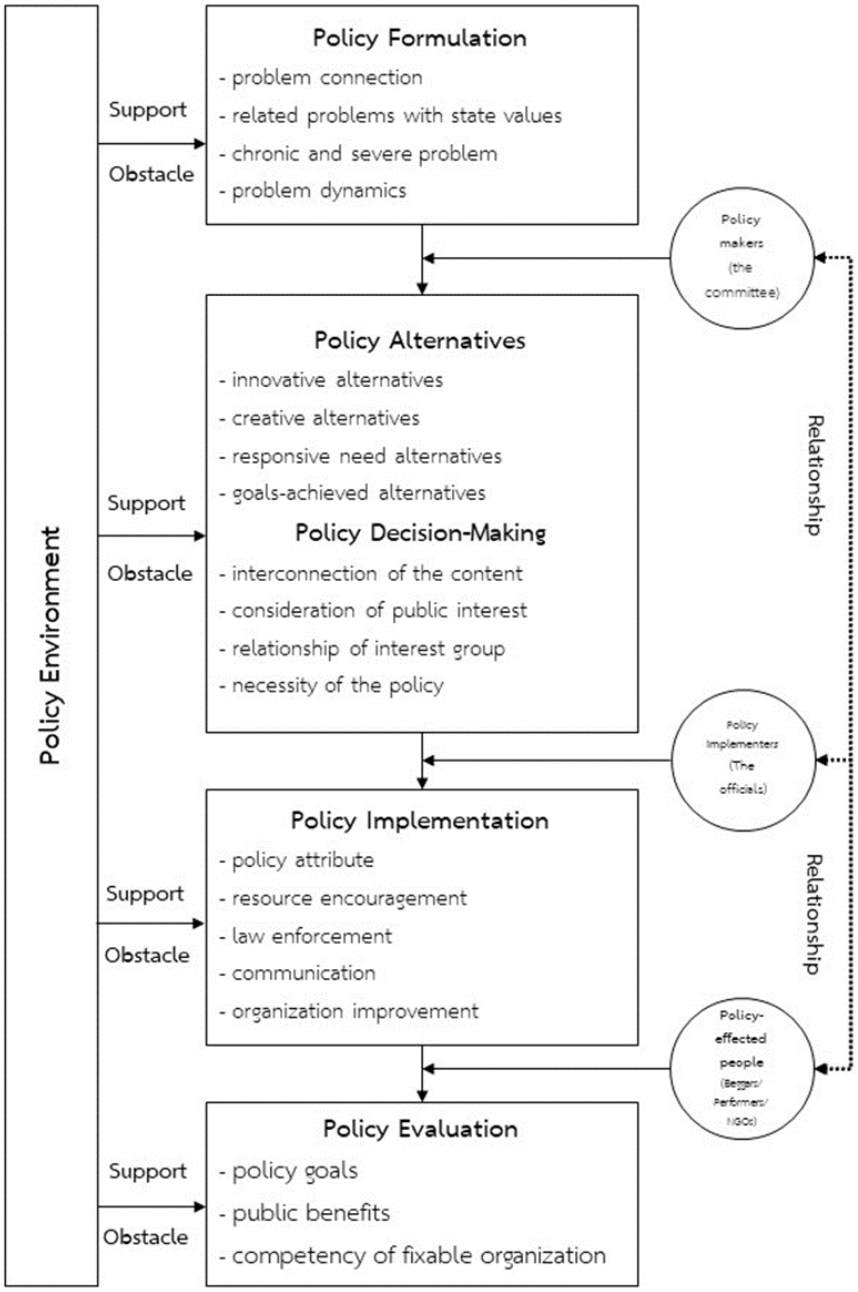

Figure 5.1 Improvement of the Conceptual Framework

5.3 Recommendations

Based on the study results, the researcher has derived recommendations categorized into policy recommendations and suggestions.

5.3.1 Policy Recommendations

1) In every policy process, policy formation involves a strategic approach to identifying and addressing social problems that require attention from policymakers. Advocates for policy change must emphasize the interconnected nature of these problems, demonstrating how societal needs, shortages, and dissatisfaction contribute to broader social issues. Moreover, the presentation of social problems should align with the fundamental values and priorities of the state. State values play a critical role in determining which issues are elevated to the status of public policy priorities, shaping the agenda for policymakers. Understanding the dynamic nature of social problems is also essential in policy formation. Advocates must illustrate how these problems evolve, becoming more complex and multifaceted. Chronic social issues, those that persist over time, highlight the ongoing awareness and necessity for continuous efforts to seek effective solutions. By highlighting the chronicity and severity a problem, advocates can underscore its significance and the urgency for policy action.

In policy alternative and policy decision-making, policymakers should explore innovative alternatives that have proven successful in other contexts but have not been implemented locally. This innovative approach to policy adaptation involves leveraging successful ideas from diverse areas and applying them creatively to address local challenges. Creative policy alternatives are essential in responding to emerging trends and landscapes, crafting unique solutions that align with current needs and preferences. Furthermore, clear goal-setting is fundamental to effective policy decisions. Articulating specific objectives and desired outcomes provides direction and clarity on what the policy aims to achieve. By setting clear goals, policymakers demonstrate determination toward achieving tangible results through their formulated policies. Lastly, meeting diverse demands and preferences within society should guide policy choices. Prioritizing policies that align with public

preferences fosters acceptance and support for initiatives, enhancing their overall effectiveness and impact.

When preferred policy alternatives enter the decision-making agenda, policymakers must focus on several critical aspects to ensure effective decision-making and implementation. Firstly, consistency within the policy content is crucial. A well-articulated policy text with clear provisions and objectives provides a strong direction for decision-making. Consistency ensures that policymakers understand the policy's purpose and objectives without difficulty, aiding in informed decision-making. Secondly, policymakers must address societal needs when formulating policies. Human needs, both physical and mental, should guide policy decisions to ensure they resonate with and satisfy the populace. Aligning policies with societal needs fosters satisfaction and acceptance among the public and policymakers alike. Another important consideration is the relationship with interest groups. Policymakers should engage with various interest groups during the decision-making process. While policymakers have the authority to set directions, ignoring the needs of interest groups can lead to resistance during implementation. Engaging interest groups promotes a more democratic decision-making process and enhances policy acceptance. Furthermore, policymakers should prioritize public interest considerations. While policies benefit specific groups directly, they should also create broader societal benefits. Policies that benefit society as a whole contribute to public acceptance and support.

During policy implementation, practitioners should focus on factors that support efficient work aligned with policy objectives. Understanding policy objectives guides resource allocation and work direction. Practitioners should leverage existing knowledge from routine operations to inform policy implementation, ensuring flexibility and efficiency. Resource support is critical for effective implementation. Financial resources, followed by technical resources, are essential for operational stability and effectiveness. Financial stability enables the provision of technical resources, facilitating coordinated and effective operations. Law enforcement is another key aspect practitioners should emphasize. Understanding and utilizing state-granted authority responsibly are vital for societal benefit. Effective coordination within bureaucratic structures, complemented by communication technology,

streamlines operations and enhances communication. Lastly, organizational improvement is essential for efficient operations. Overlapping agency roles and decision-making powers hinder effective governance. Streamlining organizational structures and defining clear scopes of work reduce redundancy and promote efficient decision-making within agencies. Addressing these critical aspects during policymaking and implementation ensures effective, inclusive, and beneficial policies for society as a whole.

When conducting policy evaluation, evaluators should focus on specific criteria to assess the effectiveness and impact of policies. These criteria guide evaluators in understanding how well policies achieve their intended objectives and inform decisions about future policy directions. Firstly, evaluators should prioritize evaluating policy goals. This criterion helps assess the extent to which policy performance aligns with its objectives. Evaluators identify areas where policy implementation faces challenges or falls short, leading to insights for improving work methods or determining whether to continue or terminate the policy. Evaluators should analyze both expected and unexpected outcomes to inform policy adjustments. Secondly, policy evaluation based on public interest is crucial. Policies often benefit multiple groups beyond their primary beneficiaries. Evaluators should assess broader societal impacts, considering indirect effects on the general public. Understanding these broader impacts helps evaluate policies comprehensively and ensures they align with societal needs and values. Lastly, evaluators should consider organizational agility and competency as evaluation criteria. This involves assessing how well the organization's operational efficiency and flexibility support policy implementation. Evaluators should determine whether the organization is adequately prepared and suited for policy implementation, considering its nature and structure. By utilizing these evaluation criteria, evaluators can comprehensively assess the effectiveness and efficiency of policy implementation. They gain insights into direct and indirect outcomes, enabling informed decision-making and continuous improvement in policy development and implementation processes. This holistic approach to policy evaluation ensures policies are responsive to societal needs and contribute positively to public welfare.

5.3.2 Suggestions for Further Development of Knowledge

Based on the suggestions for further development of knowledge related to policy processes for controlling beggars, here are some specific recommendations and steps to consider.

1. There should be a model policy process to control beggars, which can be used as a case study in public policy and to extract information that can serve as a guideline for developing policy processes applicable to broader areas of knowledge, organizations, practitioners, service recipients, and society as a whole.

2. A policy process model should be introduced, considering both the context and stakeholders involved in driving the process step by step. This model can be applied to conduct studies in various areas and can be adapted to suit specific needs, such as within agencies, especially the Office of Social Development and Human Security.

3. Since this study is qualitative in nature, the model derived from it may have limitations in terms of generalizability and in explaining the relationships among the conditions under each component of the policy process, as well as the empirical influence of context and stakeholders on the public policy process. Therefore, further study using quantitative methods is needed to predict the influence of each process and how they interact with each other.

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