

Combating Corruption: Challenges of the Royal Thai Police's Anti-Corruption Policy Implementation

Watcharawit Nitiworrarat^a, Faculty of Social Sciences and Humanities, ^aMahidol University, Nakhon Pathom, Thailand, Email: athen4949@gmail.com

Corruption is a global phenomenon which is widespread in many societies including Thailand and particularly among the police personnel. This paper examines the problems and current context of the Royal Thai Police's corruption and the process of implementation of Thai Police's anti-corruption policy. The article also analyses the factors contributing to impeding the success of the implementation of the anti-corruption policy, and the relationship between these overarching factors. The research employed a mixed method technique in data collection and also examined different documents. In-depth interviews of police executives and experts were conducted and a focus group discussion (FGD) with the local people was organised. To assess the suitability and accuracy of structural equations and collected data, the researcher conducted content analysis; exploratory factor analysis (EFA), and confirmatory factor analysis (CFA). Later, to identify the relationship between the factors affecting the implementation of the Royal Thai Police's anti-corruption policy, the research analysed the structural model using SPSS computer software. The findings of the research indicate the dominant nature of corruption that still exists and remains unchanged in the society. Besides, the study found that there might be a rise in police corruption in some areas due to technological and social advancement. The quantitative study identifies that policy and regulatory factors had an impact on the immoral behaviour of police officers although the corrupt behaviour of police officers was not affected by organisational competency factors, personnel factors, human resource management factors, or political, social, and technological factors.

Key words: *Corruption, Royal Thai Police, Anti-Corruption Policy, Socio-Political Factors, Thailand.*

Introduction

The history of corruption in Thailand is rooted back in 1352 AD during the reign of King U-Thong of Ayutthaya dynasty with the introduction of a penal code to punish the misbehaving royal officials. During that period, misappropriation of royal fund, misuse of feudal fees, and some other social offences like abuse of power to abduct other's wives or children were considered as corruption (Kidd, and Richter, 2004, p.323). With the passing of time, popular perception about corruption transformed among Thais. From 1932 until 1975, corruption and bribery were controlled only by the respective Criminal Codes in Thailand. In 1975, Professor Sanya Dhamasakti (the Prime Minister), Pol. Maj. Gen. Atthasit Sitthisunthorn (the Minister of Interior), and some members of the Parliament felt the necessity of a special legislation to combat corruption in the public sector in Thailand and promulgated the Counter Corruption Act and established the Office of the National Anti-Corruption Commission (ONAC) (Straub, 2004, p.2).

According to a 2012 survey report of international corruption watchdog Transparency International (TI) that refers to the Corruption Perception Index (CPI) and Global Corruption Barometer (GCB), Thailand ranked 88 of 198 countries with a score 37/100 globally (Transparency International, 2012). The following year's report (2013) marked a rising trend of corruption in Thailand. After analysing data collected from 1000 respondents 66% viewed a rise in corruption while 25% thought the state of corruption state was unchanged and 9% of the respondents felt that corruption was decreasing in Thailand. Further, the study shows that members of the political parties and police officers were the most corrupt groups, followed by members of the House of Representatives and bureaucrats. (Transparency International, 2013).

The Royal Thai Police is an agency which is de facto centralised but decentralised by law and operates under the office of the prime minister of Thailand (Phetthong and Kutnjak Ivković, 2015).

Therefore, it is clear that corruption in Thailand has never disappeared, but it is likely to be more critical. However, although the Royal Thai Police gives priority to the anti-corruption policy, corruption problems seem to be worse. The researcher would, therefore, like to explore the situation and issues of corruption in Thai police and the implementation process of the anti-corruption policy along with key factors to its success and the relationship. This study focuses on bribery in police officers at police stations. The results of the study will lead to recommendations for the improvement of police administration to effectively resolve corruption problems for the public in response to the anti-corruption policy.

Literature Review

According to the study of the implementation of the Royal Thai Police's Anti-Corruption Policy, the researcher has reviewed the literature on related concepts and theories as follows:

1. Concepts and theories related to public policy, the implementation of public policy, factors contributing to the implementation of public policy, and the measurement of success of the implementation of public policy

- Concepts and theories related to public policy

Human ways of life from birth to death in every society inevitably have relationships with public policy. Therefore, the study of public policy is of great importance as a part of society because everyone must always be affected by the implementation of public policy of the state. However, public policy has different effects on people. Some policies may benefit certain groups of people, while some people lose their benefits (Sombat Thamrongthanyawong, 2006: 4).

- Concepts and theories about the implementation of public policy

Public policy implementation is a vital step in the public policymaking process. To illustrate, the success or failure of policy implementation will have both direct and indirect effects on policymakers, target groups, operating units, resource worthiness, and national development. Although some good policies have passed many procedures, they would be futile if they could not be successfully implemented. This is consistent with Edward III (1980: 1) who introduced the relationship between a public policy being made and its implementation. It was stated that public policy implementation is the process between policymaking and the outcome of the public policy. If the policy is inappropriate, it may fail to achieve desirable goals.

- Concepts about factors contributing to the implementation of public policy

Van Meter and Van Horn (1975) introduced their study called "The Policy Implementation Process", which focused on the relationship between factors contributing to public policy implementation. The factors consist of external variables, including 1) policy standards and objectives, 2) policy resources, 3) economic, social, and political conditions, and 4) disposition of implementors.

- Concepts about the measurement of success of the implementation of public policy

The researcher has reviewed the literature associated with public policy evaluation. It is found that there are four factors that academics often use to develop the indicators for success or failure of public policies and plans, including:

1. The level of achievement in the objectives and goals of the policy in the specified period. It is viewed as a consideration of policy outputs that occur during the time specified by the policy.

2. Direct benefits of the target group are a consideration of policy outcomes.
3. The consistency of implementation after the end of the policy is a consideration of the persistence of regular activities.
4. The application of effective methods in other areas is a consideration of the ability to apply them in other places.

2. The National Economic and Social Development Plan, Government Policies, and the Royal Thai Police's Policy related to Anti-Corruption.

1. Thailand has launched the National Economic and Social Development Plan (NESDP), which directs various other national development plans in the country. The conceptual framework of this research had been drawn from the period 2004 to 2015, which was the period that the National Economic and Social Development Plans No. 9 – 11 were in charge. Every NESDP had imposed anti-corruption strategies and practical approaches.
2. Government anti-corruption policies in many periods from 2003 to 2015 had always given importance to the focus on solving corruption problems in Thailand. It can be seen that the main policy of each government always included strategies to resolve corruption.
3. The Commissioner-General of the Royal Thai Police in every period has consistently determined anti-corruption policies as the main policy in the organisation from 2004 to 2015. For instance, Police General Kowit Wattana, the ex-Commissioner-General (October 2004 – February 2007), launched an urgent policy in terms of organisational improvement in administration. The policy followed the criteria and procedures for good governance, which immensely decentralised the authority over organisational resources and decisions to operating units. Furthermore, the policy better promoted public participation in police administration at all levels to improve public confidence in the police, especially the war against all forms of corruption.

Concepts and Theories Related to Corruption

Damrongchai (2000) claims that corruption in Thailand is a parasite in the society as it is other parts of the world. However, good governance can assist in addressing the problems of corruption where change agents like ally; awareness; and faithful factors can contribute to eradicate corruption.

The fraud triangle introduced by Donald (1980) indicated that the high chance of corruption tends to occur when there are situations or risk factors for corruption (Patramontree, 2009, pp. 9-12). There must be the following three factors at the same time:

A. Pressure or incentive – Corrupt officials have pressure or incentive to commit corruption, which may result from 1) pressure of work or 2) personal pressure and incentive.

B. Opportunity – An opportunity for corruption is caused by weaknesses in internal control that prevents and detects corruption promptly, such as a lack of proper assignment for jobs that are at risk of organisational harm, the violations or exemptions of control without investigation or audit trail system. This allows employees to commit corruption without a trace or with difficulties in detection.

C. Excuse or rationalisation for better feelings – such as an excuse for the necessity of personal trouble, a claim of business traditions, or a claim of doing things for the public.

Research Related to Public Policy Implementation and Corruption

Kla Tongkaw (1991) introduced a study of "The analysis of factors affecting the success of public policy implementation: a case study of national literacy campaign". It was found that every independent variable correlated with the success of policy implementation in descending order as follows: 1) support from central and local units, 2) job and task assignments, 3) characteristics of the organisations that implemented the policy, and 4) measures to control, evaluate, encourage, and promote goals and objectives of the policy. Notably, the study proposed five recommendations for successfully implementing policy: 1) The government, as the policymaker imposing the standards of planning, needs to support the agencies in policy implementation in all dimensions along with an exploration of participatory support and cooperation from other related organisations. 2) Organisational structure - In addition to the centralisation mechanism of bureaucratic systems, internal structures in the organisation should consist of personnel from all sectors. The project manager should be selected based on great leadership qualities. There should also be a training system for practitioners. 3) The project manager should emphasise paying regular visits to employees in working areas for moral support and encouragement. 4) The specific functional competency should be considered in job assignments and work procedures. 5) The policy objectives must be clear, unambiguous, and measurable. Furthermore, the target group should be explicitly identified.

Research exploring the causes of corruption and its impact in the underdeveloped countries show that there are five factors that contribute to corruption. (i) Firstly, a bureaucratic system of government that allows the public sector to have a control over other private institutions and eventually government monopolizes the public services in every sectors of state function. (ii) Secondly, political instability leads to social anomy and ultimately allows the private enterprises to take advantage of the socio-political instability even by bribing government officials, or lobbying for private gain. (iii) Another important factor is patronage system that flourishes due to poverty, unemployment and other socio-economic disparity in a country. (iv) The fourth factor is the cultural aspect that contributes to provide an undue privilege to a person because of a personal relationship. (v) Finally, and most importantly, the government bureaucratic system and centralisation that creates unnecessary delay in public services. Due

to this malpractice, people often prefer to bribe public offices to avoid hassle and save time (Supachai Yavaprabhas, 2001, pp. 4-8).

Royal Thai Police's Structure and Relevant Agencies in Charge of the Implementation of Anti-Corruption Policy

The Royal Thai Police has four main units in charge of the implementation of anti-corruption policy:

1. The Office of Police Strategy is responsible for missions and tasks associated with policy analysis and the introduction of police strategies, four-year strategic plans, and annual strategic plans. It is accounted for driving, following, and evaluating police plans to succeed in their goals and objectives along with the supervision of units implementing the plans to successfully follow police annual plans.
2. The Police Education Bureau is responsible for the administration of police strategies in terms of planning, monitoring, inspecting, supervising, and proposing police policies, plans, and budgets for police professional development. Besides, it is in charge of determining the directions and standards of the promotion of police professional virtues and ethics for other units to comply with.
3. The office of the Inspector General is responsible for monitoring, inspecting and supervising police units to abide by the policy launched by the Royal Thai Police and its policymaking board.
4. The Counter Corruption Division under the Central Investigation Bureau is responsible for the prevention and suppression of corruption-related crimes. Moreover, it can conduct investigation and prosecution in accordance with the Criminal Procedure Code in terms of corruption-related crimes originated from government officials.

Methodology

This is a mixed-method study that employed both qualitative and quantitative research methods to explore the cause-effect relationship between variables.

Qualitative Research

The researcher aims to explore the factors that affect public policy implementation, corruption problems, and factors contributing to the practical implementation of the Royal Thai Police's Anti-Corruption Policy. The study was initially conducted through the searching of information from documents, textbooks, journals, academic articles, and research related to public policy; public policy implementation; the concept of corruption in the public sector; and anti-corruption strategies for corruption prevention and suppression in the Royal Thai Police. Then, the researcher conducted a content analysis to conclude the factors contributing to the

implementation of the Royal Thai Police's Anti-Corruption Policy. The content analysis assisted the researcher in creating the conceptual framework for this research and designing open-ended questions for in-depth interviews and a focus group discussion (FGD).

Quantitative Research

The researcher would like to test the factors affecting the implementation of the Royal Thai Police's Anti-Corruption Policy that originated from qualitative research with the sample population. The evidence-based collected data would then be tested to prove the research hypothesis. The population in this study consisted of commissioned police officers who held the position ranging from Superintendent (Police Colonel) to Sub-Inspector (Police Second Lieutenant) and non-commissioned police officers holding the position of Squad Leader (ranging from Police Senior Sergeant Major to Police Lance Corporal). At the time of research, there were 42,602 commissioned police officers and 93,621 non-commissioned police officers in Thailand (January, 2016). The determination of sample size was calculated from the sample population, which included both commissioned and non-commissioned police officers. The researcher employed the multi-stage cluster sampling method to represent the sample population according to the principle of complicated representativeness and to correlate with the demand in specific conditions. The researcher considered types of research data for advanced statistical analysis, which included confirmatory factor analysis (CFA) and structural equation model (SEM). After the calculations, the sample population consisted of 218 commissioned police officers and 482 non-commissioned police officers (700 participants in total).

Results and Discussion

Results from the Qualitative Study Regarding the Implementation of the Royal Thai Police's Anti-Corruption Policy.

The situation of corruption problems in Thai police is likely to remain static while decreasing in some areas due to advanced technology that allows people to better reveal corrupt behaviour of police officers on social media. A cause of police corruption is that police work closely to people, allowing them to have more chances to commit corruption than other agencies.

According to the study of police corruption causes from in-depth interviews, it could be concluded that there are two factors. The first factor is internal factors resulting from low salary and welfare despite a high level of responsibility, a lack of work equipment, organisational culture of bribery, imitation of corrupt senior officers or executives, problems of trading in police positions and unjust and unreasonable position transfers for police. The second factor is

external factors resulting from the patronage system rooted in Thai society, a lack of discipline in Thai people, the tolerance of corruption, and attempts to bribe officers for one's privileges.

The FGD of this research suggests that inadequate income or wages of the police personnel is one of the prime causes that triggers corruption. Previous research (Brever and Deleon, 1983) related to the successful implementation of public policy regarding incentives for implementors also supports the idea that shows a special salary increase as an incentive for policy implementors. It is a human phenomenon that appreciation and incentives for any work naturally moralised the employee and inspires to devote oneself further. So, to implement the anti-corruption policy, the incentives, moral support and inspiration by the senior executives can contribute positively. Another cause of police corruption was organisational culture and personal behaviour. Nevertheless, based on in-depth interviews and the FGD, the research finding has categorised the causes of police corruption and bribery under the following two groups:

Internal Factors

1.1 Police officers' income is too low and insufficient. Their incomes are inconsistent with responsibilities. Welfare is also inadequate, such as a lack of residential housing for police officers.

1.2 Personal behaviour can be a cause of corruption. For example, some police officers may have a bad spending habit that leads to debts, resulting in the need for more money from corruption. Furthermore, police officers who lack morality and ethics usually commit corruption.

1.3 The lack of budget and work equipment makes police officers earn their living from illegal business, namely brothels and illicit restaurants.

1.4 Organisational culture makes police officers believe that corruption is a regular activity which has been rooted in police tradition for a long time. Consequently, police officers can commit corruption without feeling guilty.

1.5 The police organisational structure is based on the hierarchy that senior police officers are superior to subordinates. This allows senior police officers to give either privileges or penalties to their subordinates. Therefore, subordinates must commit corruption when their commanders order them to do.

1.6 Unjust and unreasonable transfers of police officers enable trading in police positions that leads to police corruption to gain money for position trading.

1.7 Ineffective inspection systems fail to inspect police corruption.

External Factors

2.1 Political power has an influence on police work systems, including position transfers, resulting in the determination of police policy directions.

2.2 The patronage system has been rooted in Thai society. People who violate the law usually offer a bribe to police officers to terminate criminal proceedings or reduce the penalty.

3. According to the interviews and focus group, the patterns of police corruption perceived by the public can be divided into three items as follows:

3.1 Bribery for the termination of criminal proceedings or the reduction of the penalty

3.2 Trading in positions for promotion or transfers to desirable positions

3.3 Budget misappropriation

4. The approaches to the prevention and suppression of police corruption and bribery from the interviews and focus group can be illustrated below:

4.1 Anti-corruption policies must be clear and practicable. Importantly, the policies must be executed consistently.

4.2 Police executives need to be serious about dealing with corruption and behave themselves as a role model for subordinates.

4.3 An increase in the severity of punishment for corrupt police officers could make them afraid to commit corruption.

4.4 An increase in police officers' income and welfare based on their responsibility could help them sufficiently earn their living in the current economic situation.

4.5 The promotion of professional virtues and ethics for police officers by the provision of knowledge can raise awareness of the existence of police corruption. As a result, police officers who have been trained can differentiate whether what acts could be considered corrupt or not and distinguish between personal interests and the public ones.

4.6 The effective and serious inspection system could help inspect police behaviour better.

4.7 The promotion of public participation in police activities could allow people to monitor and inspect police officers via many platforms, such as social media.

4.8 Anti-corruption awareness campaigns could establish a new social value that encourages the refusal to offer a bribe to police officers when violating the law. Furthermore, the provision of legal knowledge could help people abide by the law.

4.9 The application of modern technologies for police work could enable more police inspection, such as CCTVs and Online Police Ticket Management System.

Results from the Quantitative Study Regarding the Implementation of the Royal Thai Police's Anti-Corruption Policy

The survey of police officers' attitude towards the prevention and suppression of police corruption from the sample population of 570 police officers at the operational level found that 54.56% had never seen corrupt behaviour of police officers or executives, but ever heard from storytelling and media. 20.18% had ever seen police corruption from their personal experience. 18.25% had experienced corruption from intimate persons, such as family members, siblings, or relatives. 7.02% had never seen or heard about police corruption. Regarding the patterns of police corruption, 34.74% was related to lobbying for position transfers and trading in police positions. 25.61% involved the demand for personal benefits using position power for the termination of criminal proceedings. 17.54% was related to the distortion of information or giving false information. 13.51% was involved in budget misallocation in the procurement for personal interests. 8.60% was the use of the public property for private interests. Furthermore, regarding the feelings towards corruption, 76.32% of the sample population perceived corruption as a disgusting issue. 11.05% of them perceived corruption as a usual matter as they got used to it. 6.84% of them stated that corruption was none of their business. 5.79% of them felt indifferent. In terms of the penalties for corruption, 53.51% of the participants recommended imprisonment and confiscation, while 26.49% suggested only confiscation and 15.26% supported imprisonment. 2.81% of them proposed capital punishment for corrupt officers, while the same number of participants recommended exile and banishment.

When considering the factor loading of observed variables in alternative models, it was found that the relationship between variables can be identified by common factors as follows:

1. Political, social, and technological factors – it was found that the standardised factor loading of three observed variables was at a significance level of 0.01. The highest standardised factor loading belonged to social factors, accounting for 0.82, while political factors had a factor loading at 0.81, and technological factors had a factor loading at 0.63.
2. Human resource management factors – it was found that the standardised factor loading of three observed variables was at a significance level of 0.01. The highest standardised factor loading belonged to functional inspection, complaints, and punishment, accounting for 0.74, while income and welfare had a factor loading at 0.69 and position promotion and transfers had a factor loading at 0.64.
3. Personnel factors – it was found that the standardised factor loading of three observed variables was at a significance level of 0.01. The highest standardised factor loading belonged to commanders, accounting for 0.69, while the development of virtues and ethics had a factor loading at 0.64 and police attitude had a factor loading 0.37.

4. The factors of corrupt behaviour of police officers or executives – it was found that the standardised factor loading of three observed variables was at a significance level of 0.01. The highest standardised factor loading belonged to corrupt behaviour, accounting for 0.84, while the patterns of corruption had a factor loading at 0.25 and the feelings of corruption perception had a factor loading at 0.24. However, an observed variable, the penalties for corruption was not at a significance level, with a factor loading at 0.01.

From this research the statistical analysis of the relationship between observed variables, it has been found that the majority of the variables had positive correlations, accounting for 71 pairs. The minority of observed variables had negative correlations, accounting for three pairs. No variables in this study had multilinearity problems. The result of construct validity analysis of the measurement model was found by exploratory factor analysis (EFA). It was found that the relationship between each variable had enough correlations to be analysed and identified as factors. The factors are classified into 11 groups. The first group is policy and regulatory factors (PL). The second group is organisational competency factors (CP). Group 3-5 include personnel factors (PSN), namely senior police commanders (PS), the promotion of morality and ethics (MR), and police officers' attitude (AT). Group 6-8 consist of human resource management factors (PMN), including salary, welfare, and privileges (MN), police inspection system, complaints, and punishment (PU), and position transfers (AP). The last group is political, social, and technological factors (PST), including politics (PT), society (SC), and technologies (TN). All groups could illustrate the pooled standard deviation of 64.248%. This can be implied that overall results are not in the same direction.

Discussion

Research results from in-depth interviews with executives and experts and the focus group with local people have identified the factors contributing to the success of the implementation of the Royal Thai Police's Anti-Corruption Policy as follows:

1. Policy and regulatory factors include the clarity of organisational goals, the consistency of objectives, plans, projects, activities, regulations and work procedures. This accords with a study of Van Meter and Van Horn (1975) indicating that policy implementation is an act of successfully achieving the determined objectives. Therefore, goals and objectives are vital to the implementation of public policy.
2. Organisational competency factors refer to the administrative structure and decentralisation, transparency in work procedures, the reduction in officer's consideration, and adequate and accessible resources for both budget and work equipment. A study of Cheema and Rondinelli (1983) supports this idea that stated that the executive structure and implementors at regional and local levels were significantly influential factors in policy implementation. Besides, the sufficiency of resources could help the organisation to be ready for policy implementation and

allocate adequate resources for successful activities and projects. Furthermore, Hambleton (1983) indicated that budget factors could support the goal achievement of policies and encourage people to work.

3. Personnel factors refer to the leadership of commanders, the advancement of police virtues and ethics, and police attitude towards corruption. This is consistent with research findings that claimed that the leadership skills among the executives and their personal attitude play an important role in facilitating employee's understanding and in successful implementation of any policy (Robin, 1983; Van Meter and Van Horn, 1975). Therefore, it can be said that the successful implementation of anti-corruption policy largely depends on the attitude and other personal factors of the leadership among police.

4. Human resource management factors refer to salary, welfare, privileges, police inspection systems, complaints, punishment, and promotion. Research supports this idea that described the causes of corruption in theory related to the structural approach. The study revealed that a weak corruption inspection system could lead to corruption (Piriyarangsana, 2006).

5. Political, social and technological factors refer to the priority and support of the government leader's policy in problem-solving and being a role model for other agencies, public participation, press conference, and the application of technological tools for anti-corruption. This is consistent with a study of Mazmanian and Sabatier (1980) expressing that successful policy implementation requires political support and the public.

The relationship between factors affecting the success of the practical implementation of the Royal Thai Police's Anti-Corruption Policy.

According to the research from the in-depth interviews and the focus group, it was found that each variable has both direct and indirect relationships with each other in both positive and negative ways. This can be illustrated as follows:

1. Policy and regulatory factors have an impact on corrupt behaviour of police officers and executives. When considering the relationship, it was found that policy and regulatory factors correlated with evidence-based information, with a direct positive influence of 0.36, which was at a significance level of 0.01. This supports the hypothesis that the Royal Thai Police has imposed regulations to respond to the government anti-corruption policy. When considering policy and regulatory factors affecting corrupt behaviour of police officers and executives, it was found that police officers believed that the Royal Thai Police's regulations correlated with the government anti-corruption policy according to qualitative data. It can be seen that it is vital that the process of policy implementation requires effectiveness.

2. Organisational competency factors have an effect on the corrupt behaviour of police officers and executives. When considering the model, it was found that organisational competency factors had a direct influence of 0.05, which was not at a significance level. Therefore, the result is against the research hypothesis. Most of the respondents totally agreed with the fact

that police stations gained support for sufficient budget and work equipment. When considering organisational competency factors affecting corrupt behaviour of police officers and executives, it was found that there were more channels for providing public services for people. However, police stations lacked the support of work equipment, resulting in a lack of efficiency in their work. Furthermore, it was found that statistical data contradicted the information gathered from the interviews. In reality, it has been widely known that every police station suffers from a lack of work equipment. Therefore, it can be concluded that budget factors play a crucial role in the implementation of the Royal Thai Police's Anti-Corruption Policy. Policy implementation would be successful if budget appropriation were adequate. This is consistent with Hambleton (1983), who stated that budget factors were the factors contributing to goal achievement of policy implementation. Those responsible for this task at the operational level tend to follow the guideline as imposed in the policy when there is financial support from budget appropriation.

3. Political, social, and technological factors have an influence on corrupt behaviour of police officers or executives. When considering the relationship, it was found that political, social, and technological factors had a direct negative influence of -0.13, which was not at a significance level. Most of the respondents believed that the government gave significance to anti-corruption policies. Furthermore, the Royal Thai Police provided legal knowledge for people to prevent them from committing corruption along with the application of modern technologies to enhance work efficiency. When considering data from police officers, it was found that the areas that exist illegal business could result in corrupt behaviour among police officers. On the contrary, technology could be used to control and inspect police behaviour, leading to a fear of committing corruption. This is contradictory with the current state of corruption in Thailand because it has been found that many police officers are still corrupt.

4. Human resource management factors have an influence on the corrupt behaviour of police officers or executives. When considering the relationship, it was found that human resource management factors had a direct influence of 0.21, which was not at a significance level. Most of the respondents believed that income, welfare, and privileges were sufficient. When considering data regarding human resource management factors, it was found that the budget was inadequate, leading to police corruption for an increase in income for themselves and their families. This is consistent with a study which found that some officers expressed that corruption was tolerable because they believed that other people were able to commit corruption without any moral awareness. Also, corrupt officers were normally the influential people that could make it impossible for their subordinates to resist or report their corrupt behaviour. Consequently, officers at the operational level preferred to ignore corrupt behaviour. Sometimes, they even followed their commanders to commit professional misconduct. As a consequence, corruption might be viewed as a normal act in the organisational culture.

5. Personnel factors have an influence on corrupt behaviour of police officers or executives. When considering the relationship, it was found that personnel factors had a direct influence

of 0.04, which was not at a significance level. Most of the respondents believed that police executives usually motivated their subordinates to work with the best of their ability. Additionally, the executives were responsible for their own deeds and never put the blame on subordinates. They also trained police officers to differentiate whether what acts were right or wrong. Furthermore, they were willing to resolve police corruption problems in the Royal Thai Police. When considering relevant data regarding personnel factors, it was found that police officers were still corrupt, but the respondents had never actually seen police corruption themselves. This fact shows that the research participants who worked as police officers did not answer with the truth, resulting in the inconsistency of research results. It can be concluded that the Royal Thai Police is aware of resolving police corruption. However, the causes of corruption more generally originate from personal matters, such as income, cost of living, and greed. This is consistent with the statistics on corruption from the Office of the National Anti-Corruption Commission (ONACC), which found that police officers were ranked in the top five of the most accused of corruption, compared with other government agencies.

Conclusion and Recommendations

Conclusion

The problem of corruption in Thailand is historical and has prevailed in the cultural atmosphere for a long time. It is because of the dominant bureaucratic system that control peoples' daily affairs that results in a surge in corruption both in the public and private sector. It is the corruption that triggers socio-political unrest and political turmoil in Thai society including Coup D'états after a regular interval. While the corruption drains out a huge amount of public money, the anti-corruption measures adopted by the government will also waste at least same amount of money if not more from the public fund. This study reveals that police corruption and bribery still exist and remain unchanged at the moment. Besides, there might be a rise in police corruption in some areas that facilitate the wrongdoings, namely brothels and factories that employ a large number of migrant workers. The most common type of corruption is bribery for the termination of criminal proceedings or the reduction of penalties. Another reason for the rise in corruption is the perception of corruption among many people that is viewed through social media. The research findings commensurate with the Corruption Perception Index (CPI) and the Global Corruption Barometer (GCB), conducted by TI. However, good governance can contribute in regulating corruption if not completely ending of it. The Thai Police's anti-corruption policy can be one of the agents of change to reduce corruption in the prevailing situation of corruption in Thailand. Nevertheless, this research discloses to some extent, how complex the problem of corruption is in Thailand and what kind of challenges there are to go over while combating corruption.

Recommendations

The Royal Thai Police should impose policies and regulations with precise goals and objectives in accordance with the government policy. Tangible and practicable regulations should be launched to support the policy. The organisation should also assure transparency in work and execute the policy seriously and consistently. Furthermore, the policymaking processes should be open for the participation of police officers or implementors to express their opinions to the policymakers.

The Royal Thai Police had better promote morality and professional ethics for police officers to develop their mind and attitude to perceive corruption as an intolerable matter. The first step of anti-corruption measures is to begin implementing them with senior police officers or executives prior to their subordinates. Importantly, the cultivation of morality should be initially conducted in police academies. More importantly, police officers who have graduated should also be consistently trained to develop their virtues and ethics.

According to organisational competency that contributes to the success of policy implementation, the researcher recommends that the Royal Thai Police should give significance to anti-corruption measures. There should be an agency directly responsible for anti-corruption policy. A cause of corruption is the centralisation of power for promotion and transfers of police positions at the Royal Thai Police headquarters. Therefore, in order to solve this problem, the decentralisation of power to regional headquarters is required. Meanwhile, the Royal Thai Police should provide adequate financial support and work equipment for police officers.

Human resource management factors have an influence on the success of policy implementation, including salary, welfare, privileges, police inspection system, complaints, punishment, and position transfers. It is recommended that police officers' income and welfare should be increased to a proper level in order to enhance their quality of life and socioeconomic status. Meanwhile, police inspection systems should be improved to inspect police behaviour and allow people to make complaints against corrupt officers. This will enable more accessible inspection for the public and encourage the fear of committing corruption for police. The punishment for corrupt police officers must be more severe than other offenders. Regarding the promotion and position transfers, the rules of appointment must be clear and decentralised to low-level officers in the hierarchy to ensure the transparency and impartiality in the promotion and position transferring process.

Political, social, and technological factors have an influence on the success of policy implementation. In terms of politics, it is suggested that the government should emphasise anti-corruption policies and be serious about resolving this problem. The establishment of an agency



responsible for anti-corruption in the Royal Thai Police is required. Furthermore, the Royal Thai Police should promote public participation in police activities, such as volunteering and anti-corruption campaigns to raise awareness of corruption in Thailand and personal accountability to avoid offering a bribe to police officers. Regarding technologies, the Royal Thai Police should take advantage of modern technologies to enhance work efficiency for police officers, such as Online Police Ticket Management System. In addition, the application of technologies will enable the public to gain more access to information about police work and create more channels for complaints related to police misconduct.

Recommendations for future research: the research results from qualitative and quantitative studies are not in the same direction, resulting from incomplete data collection. Therefore, future research should improve the process of data collection for both qualitative and quantitative studies for better and complete results. The research areas should be expanded. Alternatively, the future researcher should collect data from the areas that have a large number of corruption problems.



REFERENCES

- Breuer, G. D. & DeLeon, P. (1983). *The foundation of policy analysis*. Homewood: IL: Dorsey.
- Cheema, G. S. and Rondinelli, D. A. (1983). *Implementing Decentralisation Programmes in Asia: Local Capacity for Rural Development*. Nagoya, Japan: United Nations Centre for Regional Developments, Nagoya, Japan.
- Damrongchai, P.(2000). Good governance & counter corruption in Thailand. [Pdf] Retrieved from < https://tdri.or.th/wp-content/uploads/2013/04/prasit_e.pdf>. Accessed 22 June 2020.
- Greenwood, W.T. (1965). *Management and organisational behavior theories: An Interdisciplinary Approach*. Ohio: South Western.
- Hambleton, R. (1983). Planning systems and policy implementation. *Journal of Public Policy*, Volume 4, PP.397-418.
- Kidd, J. & Richter-J. R (2004). *Fighting Corruption in Asia: Causes, Effects and Remedies*.
Google Books.
https://books.google.com.bd/books?id=xjZpDQAAQBAJ&dq=Thai+Police%27s+Corruption&lr=&source=gbs_navlinks_s
- Kla, T. (1991). *The analysis of factors affecting the success of public policy implementation: a case study of national literacy campaign*. Doctoral Thesis in Development Administration. National Institute of Development Administration.
- Mazmanian, D. A. & Sabatier, P. A. (1980). The implementation of public policy: A framework of analysis. *Policy Studies Journal*, 5 (54): 538 - 560.
- Piriyarangsana, S. (2006). *Absolute Corruption*. 1st Edition. Bangkok: Edison Press Products.
- Phetthong, N., & Kutnjak Ivković S. (2015). police integrity in Thailand. In: Kutnjak Ivković S., Haberfeld M. (eds) *Measuring Police Integrity Across the World*. Springer, New York, NY
- Robin, H. (1983). Planning systems and policy implementation. *Journal of Public*. 3(4). 397-418.
- Sombat Thamrongthanyawong. (2006). *Public policy: Concept, analysis and process*. 14th Edition. Bangkok: Sematham.



- Straub, K. (2004). An overview of Thailand's Anti-Corruption Legislation.[online]Availableat:<https://www.tilleke.com/sites/default/files/anti_corruption_updated_2009_0.pdf> Accessed 20 June 2020.
- Supachai Yavaprabhas. (2001). *Public policy*. Bangkok: Chulalongkorn University.
- Transparency International, (2012). Corruption perception index. Retrieved <<https://www.transparency.org/en/cpi/2012/results/tha>> Accessed June 21, 2020.
- Patramontree, U. (2009). *Modern internal audition*. Bangkok: Chamchuri Products.
- Van Meter, D. S. & Van Horn, C. E. (1975). *The Policy implementation process: A Conceptual Framework*. Administration and Society.
- Vonganannon, S. (2013). *The anti-corruption strategy in the administration of an ex-prime minister, Yingluck Shinawatra*. Bangkok: The Secretariat of the Prime Minister.
- Warsta, M. (2004). Corruption in Thailand. International management: Asia Swiss Federal Institute of Technology. [pdf] Retrieved from <http://aceproject.org/en/regions/asia/TH/Corruption_in_Thailand.pdf>