

Multi-functional Governmental Levels: Border Control Management in Customs, Immigration, and Quarantine (CIQ) on the Border between Thailand and Laos in the Northeast of Thailand

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This study aimed to propose the joint management of CIQ on border trade and cross-border trade between Thailand and Laos in the northeast of Thailand. Qualitative research was used with in-depth interviews of fifty-six key informants involved with the joint management of CIQ in border trade and cross-border trade between Thailand and Laos in the northeast of Thailand. The research found that the current approaches were both formal and informal. Meetings or forms of cooperation based on institutional structures were not established for joint border management with relevant agencies. Therefore, it could be concluded that the characteristics of CIQ's joint border management in the development of border trade and cross-border trade between Thailand and Laos, as shown in the study, could drive CIQ's collaboration to work efficiently in border trade and cross-border trade between Thailand and Laos in the northeast of Thailand. Common border management features include establishing the Common Control Area (CCA), improving the National Single Window (NSW) system, driving CIQ units as facilitators, developing the service and work process redesign clearly, and creating clear driving mechanisms. The researcher suggested that the establishment of multi-functional governmental levels and units would be an important solution for collaborative policy management.

Key words: *Public policy, Cooperative management, Border trade policy.*

Background and Significance of the Research Problems

The situation of business competition is currently more complicated. Creating competitive advantages are necessary for all organisations, whether public or private (Chetthamrongchai & Jermstittiparsert, 2019; Sutduean, Sutduean, & Jermstittiparsert, 2019). One of the important factors that could help the private sector to develop a more sustainable competitive capability are the policies and operations of a government. The policies and actions would support the trade and investment of the private sector. Policy formulation and successful implementation of the policy were important to the national economy, which affected the business sector for the whole country. Moreover, trade benefits would provide good benefits to the relationship between the people of both countries and between the border cities of both countries for greater economic stability. In addition, it was the essential foundation of stability and international relations, which was beneficial to the labour and trade experience of the border communities. Workers would have more trade skills and management practices based on social and cultural understanding, which is different in each area. Therefore, understanding these contexts was an important factor in successful trading. Understanding of the needs between the two countries could determine a suitable trade path and a good relationship between each other. It may also result in the opportunity to expand trade in order to invest in trading partner countries (Sunatwe Noisopa, 2014)

The Thai-Laos border trade between January and June 2019 had a total trade value of 99,396.11 million baht. Compared to the same period last year, which was 107,657.98 million baht, it decreased by 7.67 percent (YoY). Exports worth 59,546.63 million baht were decreased by 10.28 percent (YoY). Imports worth 39,849.48 million baht were decreased by 3.49 percent (YoY). Thailand received a trade balance of 19,697.15 million baht. Important trade barriers that have the highest 5 trade values include: (i) Nong Khai customs house, which accounted for 30.88 percent of the Thai-Laos border trade, (ii) Mukdahan customs house, (iii) Thung Chang customs house, which is not a customs area located in the north-eastern region, (iv) Chongmek customs checkpoint, and (v) Nakhon Phanom customs checkpoint.

Figure 1. Trade value of the Thai-Laos border

Unit: million baht



The top 5 export products were diesel fuel (-14.93%), automobile equipment (-11.64%), livestock products (+ 15.99%), refined oil (-6.46%), and other industrial products (-8.34%). The top 5 imported goods were other fuels (+ 0.37%), copper and products (-3.62%), transceivers and equipment (-25.40%), vegetables and vegetable preparations (-3.77 %), and telephone radios (-20.46%). The above data showed that the value of the Thai-Lao border had decreased when compared to the same period last year (Information and Communication Technology Centre Department of Foreign Trade, 2019). The analysis of Thailand's competitiveness index in 2019 of the World Economic Forum showed that Thailand had improved its competitiveness index from 67.5 points in 2018 to 68.1 points. However, the ranking decreased to 40th in the world from last year, when the country ranked 38th out of 141 countries. The increased competitiveness in the world was not due to the development of the country alone, but also the developmental capacity of other countries. Although the country's ability level had increased, the global economic context had evolved. Therefore, it must rely on a development strategy that is superior to the competing countries (Trade and Investment Cooperation Division, 2019).

Cooperative management in border areas is a global issue. For example, the European Union (EU) saw the external dimension of border management cooperation in the EU as an integrated border management (IBM) program under the Treaty of Isbon and Stockholm, a policy tool in operations at the external borders of EU member states (Raül Hernández i Sagrera, 2014). Thailand had signed an international cooperation agreement under APEC (APEC Paperless Trading Project) and the ASEAN framework on customs facilitation through electronic systems at the ASEAN Single Window. It had resulted in the Thai Customs Department, the main unit of trade facilitation, continually developing customs processes. The Customs Department has now upgraded to a Paperless Customs or e-Customs system. The development

of the Customs Department was based on the concept of digital government, which had been defined as a guideline for the operation of various government agencies.

The Thai government approved the draft digital development plan for reforming the Thai economy and society as DIGITAL THAILAND. It aimed to enable Thailand to create and utilise the full potential of digital technology in the development of infrastructure, innovation, information, human capital, and other resources. In order to drive the economic and social development of the country to stability, prosperity, and sustainability based upon the government policies, it required the Thai government to be prepared to support the growth that would occur in the future by creating a model of collaborative border management. This would be achieved by working with various sectors in order to create understanding and help implement the border trade policies to be achieved. One concept that could be applied is the concept of coordinated border management (CBM). CBM is a holistic style of management, and is a guideline for the cooperation between border agencies both domestically and internationally on the basis of resource constraints that would maximise product movement and travel without violating relevant regulations (Customs Department, 2014). This concept helped the border management model to be more efficient at a lower cost, and could be adapted to suit the unique context of each area of Thailand in order to maximise benefits to the government and related agencies along the border in the future. CBM therefore emphasised adjusting the duties of border control agencies by adhering to the two main issues: physical product movement and data linking for the border control.

For border trade, there were agencies involved in border control in accordance with international standards, namely the CIQ system, which consists of C = Customs, I = Immigrations, and Q = Quarantine Bureau. The modern CIQ system at the border checkpoint was a very complex matter, as it must balance the facilitation of human and product transit and national security. The CIQ system in Thailand and the legal officers were from different agencies focused on the role of customs and immigration. The inspection and quarantine of plants and animals were a joint mission with two main tasks. Importantly, the government of Thailand had later determined the role of the Customs Department to be the main host of the matter. Therefore, the study focused on the CIQ system in the border area at which the Customs Department was responsible. In their work, they must set common goals, link mechanisms, work processes, and resource management of various departments into the same procedure from start to finish (alignment). Coordination was required for the success of the work, regardless of whose job it was or who was responsible. They shared resources, discussions, accepted ideas, and resolved problems that occurred with purpose and trust by taking risks and responsibility for the outcomes.

The problem of border management was limited and complicated and required cooperation between various sectors to solve the problem. This was an important reason for the study of

border management practices between organisations. The border management design must be appropriate and should be flexible enough to respond or change according to the area. The decentralisation of decision-making and appropriate budgetary support may be necessary for regional and local authorities in order for the border to be able to effectively handle the problems. This approach was in line with the World Trade Organisation (WTO) consensus approving the revised protocol and incorporating the Trade Facilitation Agreement (TFA) on reducing the procedures and time of customs clearance, as well as creating clarity in regulations and procedures. These were part of the Marrakech agreement. The WTO believed that trade management and trade facilitation techniques were tools in the trade policy management process (Staple, 2002) to solve problems of inefficiency and customs delays (ChomPloen SuwanPanu, 2005) according to 4 principles: simplification, harmonisation, standardisation, and transparency.

An example of a country that has undergone improvements in this regard was the Guangxi customs system known as the "one customs system". It was a measure to stimulate the expansion of the foreign trade sector according to the guidelines of the central government in the economy of the Gulf of Bei Pang Guangxi. Importers and exporters were able to enter the system of creating and submitting information (goods declaration) with their own tools. The system then proceeded to separate the data and forward it to the operating system of the customs office and the CIQ office automatically (in the past, importers and exporters had to create documents and submit them to both departments separately). Both departments had adopted the 'Joint inspection system' with the understanding that the customs office used a risk management system (except for some product lots). If any product, by agreement between the two organisations, was necessary to inspect, the two departments would conduct the inspection at the same time at the yard / warehouse (in the past, it had to be checked twice, resulting in waste of time and expenses). The system of the Customs Office and the CIQ Office would issue the release order to the checkpoint in order to release the goods at once. It reduced the complexity of the process (the required information, for example, decreased from 169 items to 92 items). It saved time and reduced the loss of goods (such as the time used for inspections, the time of storage, and time spent in transfers products up / down often). It also helped to reduce the cost of expenses (such as the waste of time that caused additional expenses in the rental of warehouse, loading, and unloading) (Thai Business Information Center in China, 2014).

For the reasons mentioned above, the author brought in the perspectives of Chris Ansell and Alison Gash (2008), as well as Wood and Gray (1991), who were cited in the work of Thomson & Perry (2006). They proposed a framework for analysing organisational cooperation in 3 main areas: starting conditions, collaborative process, and outcome. The objective of this study was to propose guidelines for the joint border management of agencies involved in border control in accordance with international standards for border trade and cross-border trade between

Thailand-Laos, which have been accepted internationally and are consistent the changes engendered by globalisation. This is to ensure that the missions were effective, cost-effective, and followed current government administration reform.

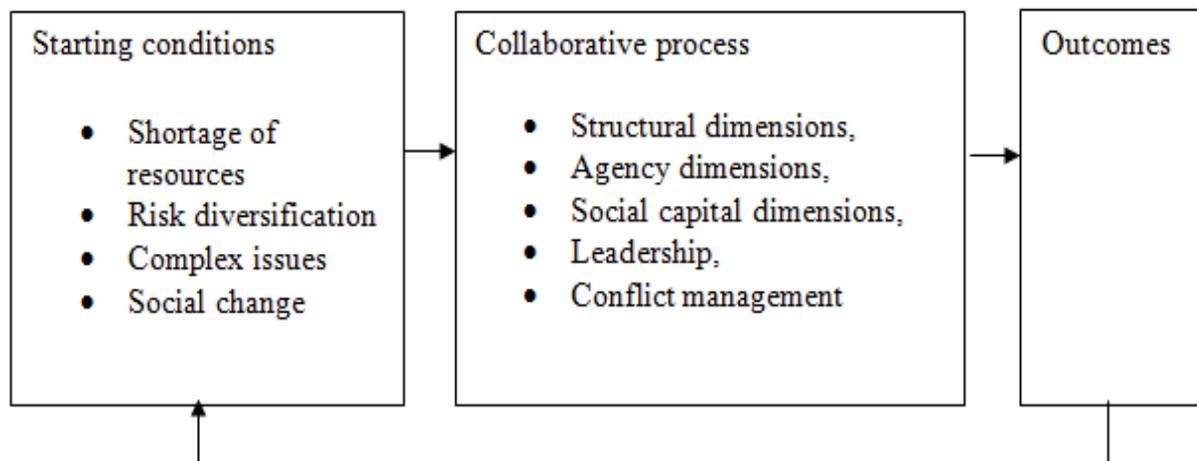
Literature Review

The related concepts were comprehensively reviewed including the concept of collaboration, the concept of Coordinated Border Management (CBM), and the concept of Customs Immigration Quarantine (CIQ). The details are as follows.

The Concept of Collaboration

Collaboration occurs between people from different organisations or departments within the same organisation who coordinated, connected, shared information and resources, and made decisions together (Linden, 2003) to achieve common goals (Bryson, Crosby, and Stone, 2006) through both formal and informal interaction (Thomson & Perry, 2006). On the basis of the literature reviewed, there are three main components of cooperation: (1) Starting conditions, which are cooperative conditions, (2) the Collaborative process, which is the dimension that emerged from the difference of conditions consisting of structural dimensions, agency dimensions, social capital dimensions, leadership, and conflict management, and (3) Outcomes, which are the result of the cooperation process and lead to the cooperation process in the future.

Figure 2. Collaborative analysis framework was adapted from Ansell and Gash (2008), as well as Wood and Gray (1991)



For the models of collaborative management, according to Robert Agranoff and Michael McGuire (2003), this research was consistent with the management model based on the scope of responsibilities (jurisdiction-based management model). It was a form of strategic action for

a variety of people and organisations from both the government and other sectors as a result of the scope of their obligations (jurisdiction). The goals of the job were important. The nature of the cooperative activities was based on vertical jurisdiction-based activity, which involves the relationship between different levels of government organisations that cooperated in management foundations and unique tasks on the basis of decentralisation. Negotiation was an important tool for collaboration and adjustment search activities in setting new goals for cooperation, using predictions and collective bargaining. Cooperation based on horizontal jurisdiction is a relationship of cooperation between organisations and various sectors without any organisation or sector having power above other organisations. It was a collaborative activity conducted by exchanging resources to fulfil the needs of each organisation to achieve its goals.

The Concept of Coordinated Border Management (CBM)

Joint border management is a method of border management that involved many public service agencies working together to achieve common objectives, which included trade facilitation and the traveling of people with security at the border at the same time.

The concept of Coordinated Border Management (CBM) consists of 2 dimensions: (1) the domestic border management system and (2) the international border management system. For this research, the dimensions of the domestic border management system, which have five factors leading to success, are studied. First, policy refers to the policies of each country in relation to economic cooperation in each region that helped to move goods and labour freely. However, there must be a balance between security and the economy. Second, the processes must focus on the development of relevant departments in border management by developing relevant rules and standards. Third, personnel focused on measuring the effectiveness of various departments that managed border and relevant personnel is needed. They must have clear authority on the structure and develop skills, knowledge, and experience in border management. Fourth, information and communications technology to promote the development of technology and database storage with international borders by establishing a data exchange action plan. Lastly, infrastructure and facilities focused on the development of infrastructure along the border is needed to facilitate and support modern work procedures.

Other factors related to the concept of border management together are factors related to the concept of border trade. Related research found that there are both similar and different factors. Therefore, the researcher had synthesised the factors related to border management guidelines between organisations in the development of border trade and cross-border trade with neighbouring countries. In a case study of customs office no. 2, such factors included regulation framework, tax, border infrastructure development, and database and information technology development.

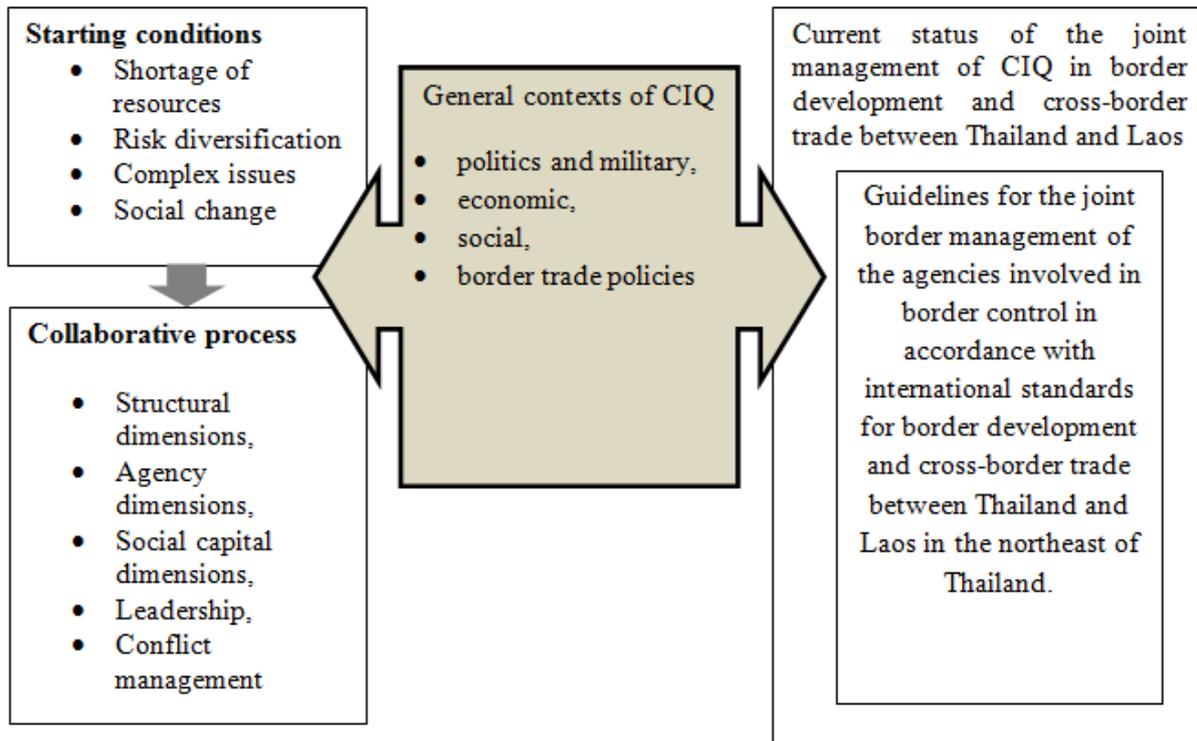
The Concept of Customs Immigration Quarantine (CIQ)

The management of customs, immigration procedures, and the quarantine of plants and animals based on the CIQ system at the modern border area is a complex matter as there needs to be a balance between the ease with which people and goods to pass through and the security of the country. In addition, the border was also a strategic point in determining the country's territory and was a checkpoint preventing people or unwanted items from entering or exiting. Moreover, border management was complex in the sense that there were many players involved, whether government agencies such as customs, police, immigration, public health, and the private sector with relevant interests such as importers, exporters, transport operators, tourists and so on. The border is also a place where various laws were enforced, such as immigration law, food safety law, environmental law, law related to trade policy, customs tax, VAT, excise tax, and so on.

According to the study of cooperation between agencies involved in border control in accordance with international standards from various organisations, the development of border trade consisted of C = Customs, I = Immigrations, and Q = Quarantine bureau regarding plants, animals, food, and medicine. These are all government agencies. The researcher began to study the general context of cooperation based on the concept of C I Q, which was a general context that common border management must be faced or related to. Such general contexts consisted of political, military, economic, social, and border trade policies. Later, the researcher conducted a study of the conditions of the joint border management of CIQ beginning with: one, the study of the initial conditions of the department CIQ, which was a cooperative conditional condition, two, the study of the collaboration processes, which lead to cooperation from different conditions, including structural dimensions, agency dimensions, social capital dimension, which required appropriate leadership and conflict management, and three, the study of the relationship between CIQ agencies in border management in various areas such as policy, processes, people, information and communications technology, legal regulations, tax, and infrastructure in border areas. The relationships between CIQ departments was studied from formal relationships to formal relationships.

This research studied horizontal jurisdiction-based cooperation, which was dependent on joint action with no organisation having power over other organisations. It was a relationship in the exchange of resources between each other. In addition, this research also studied the vertical jurisdiction-based activity of decentralisation with important tools, such as negotiation. After that, the researcher concluded with the guideline for border management cooperation between agencies involved in border control in accordance with international standards for border development and cross-border trade for Thailand and Laos in the northeast of Thailand. From the synthesis of the above concepts, a conceptual framework could be constructed as follows.

Figure 3. Conceptual framework



Research Methodology

This research used qualitative research by analysing both secondary and primary data. Secondary data was data from documents or a related document research. Primary data was data from the field by interviewing people involved in border management agencies involved in border control in accordance with international standards for border trade development and cross-border trade in Thailand-Laos in order to get information covering conditions and relationships between various departments in border management. The research methodology was conducted through in-depth interviews using the qualitative interview approach, which was based on the review of related concepts, theories, and literatures.

This research selected key informants who were involved in the joint management of border agencies. The key informants were personnel at the 8 customs checkpoints, namely Tha Li Customs, Chiang Khan Customs, Nong Khai Customs, Bueng Kan Customs, Nakhon Phanom Customs, Mukdahan Customs, Khemmarat Customs, and Chong Mek Customs. Key informants were involved in border trade with neighbouring countries in the CIQ (Customs / Immigration / Quarantine) process, for a total of 56 informants. In this regard, key informants must have more than three years of work experience in border control.

After the information was completed, the researcher analysed the interview content which was qualitative data using the ATLAS.ti program. The process was to classify the categories so as to summarise problems and suggestions from the findings along with the interpretation. Then, analysis and synthesis was conducted before processing in order to develop a common border management approach for agencies involved in border control in accordance with international standards for border trade and trade development between Thailand - Laos in the northeast of Thailand.

Results

The research results were divided into two issues according to the conceptual framework. The research results related to the cooperation of agencies involved in border control in accordance with international standards from various organisations in the development of border trade, which included C = Customs, I = Immigrations, and Q = Quarantine Bureau.

The Current Status of CIQ's Joint Border Management in the Development of Border Trade and Cross-Border Trade between Thailand - Laos in the Northeast of Thailand

The general context of CIQ cooperation was a common context that border management must face or be associated with. In politics and the military, research had shown that after the revolution by the National Council for Peace and Order (NCPO) on May 22, 2014, all customs checkpoints had military and security units in temporary and permanent crossing points in order to control and observe the checkpoint area due to abnormal conditions in the country. However, the arrival of the military to control the area did not affect the performance of the officers in the operation. They provided convenience and help. Different customs checkpoints in the northeast region had distinct characteristics. Rongxing Guo (2005) described the challenges that arose and affected management efficiency, such as the topography, the laws of each country, and religious and cultural differences. For customs areas in the northeast region, the terrain could be classified into 2 major categories consisting of the areas with the Mekong River separating international boundaries and the areas with adjoining land boundaries. These two types of differences affected the security of Thailand. The areas with the Mekong River crossing international borders made illegal transportation much more difficult than land-linked areas. However, border trade and cross border trade was not so different because they were transported by large trucks. Social factors found that customs checkpoints in the northeast region did not have much problems, especially since the language and culture is quite similar to Lao PDR. They can communicate without an interpreter, unlike other customs groups with different languages and cultures. Moreover, there were also important factors such as mass communication, increased transportation convenience in various routes, and the expansion of tourism in Laos. All of these factors contributed to the increase of Lao people having Thai

language skills (Ratana Chantao, 2011). In communications, therefore, there was not a lot of obstacles. This area was different from other customs with different languages and cultures.

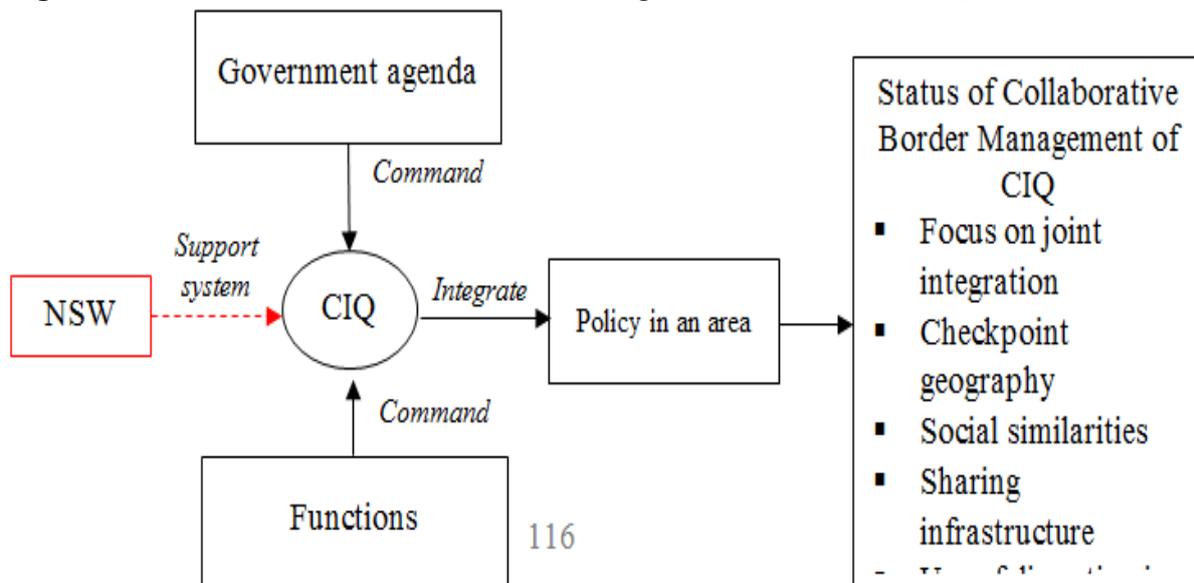
In preliminary operations, each customs house would carry out a mission or specific policy assigned by the government with a focus on common goals and operations. The operation had: (1) a host responsible, (2) clear support from the government policy (Agenda), and (3) a primary mission with clear goals within the scope of authority and responsibility of the ministry / department. The operation was in line with the national goals and strategies, which were the strategies of the ministry / department (function). In addition, it also had missions or policies that were targeted and strategically focused on specific areas to be in line with the goals / strategies of the ministries / departments and government policies which were the areas of focus (Pornchai Theppanya, 2018). In addition, each checkpoint must implement a policy assigned by the Customs Department. However, they could have policies for each province to manage border areas. In this regard, the overall policy of a province in which all organisations must respond to is that of national policy. For example, the Happy Valley policy, which was like an additional mission, allowed the customs departments to perform additional tasks from the main mission.

The general context of CIQ cooperation affected the common border management conditions of CIQ. The starting conditions of the CIQ were the conditions for cooperation in the work process. The conditions started from the working styles of CIQ, which was a form of working in a collaborative manner. Most resources for operations were interdependent. For operational buildings, as the customs inspection was an ongoing operations, the staff of each department must have an office to prepare for the operation. Most customs would own the buildings. The customs received a budget from the Customs Department to support the construction. The buildings of the Customs had the Department of Highways or the local authority that owned the land, which would take care of the general environment. Customs would be an agency that allocated space for various agencies that wanted to use the area, especially the Q unit that would have staff shifted to work at the customs. Some agencies had offices that were far from customs.

Joint operations at the customs had quite complex and delicate problems. Due to the nature of detection, discretion was needed to detect or diagnose the fault. For example, in detecting shrimp paste or various processed foods. Considered from the perspective of a customs department, customs considered shrimp paste as a common ingredient for cooking. However, the fishery agency viewed that krill was a type of aquatic animal that needed to be searched, etc. Aside from duplication, social change also affected the joint border management of CIQ, in particular, the issue of the facilitation of important people in each department to travel to neighbouring countries to meet with family or for holidays.

The current status of the collaborative process based on the CIQ concept could explain the phenomenon that the CIQ process was a formal collaboration, based on the structure of work that needed to be integrated and interdependent. The key players in the collaboration process were leaders who were important people and made a connection between departments to have good relations with each other in a formal way. For example, a meeting with a province or a meeting of various agencies around the checkpoint could lead to exchanges, consultations, and discussions about the issues at the customs. This meeting was to create familiarity at the executive level, which would affect the next level of operators. In addition, methods that helped ease operations and reduced operational times included information technology systems, which were now the National Single Window System (NSW), a system for linking government and business information (G2G, G2B and B2B) for import, export, and logistics so as to support international data linking among ASEAN members and countries in other regions. This was an automated and semi-automated service system that was carried out in parallel with process reforms, service procedures, and document reductions by facilitating users to conduct electronic transactions with government agencies and businesses through safe electronic documents. Information was shared with all relevant organisations. There were links to license and certificate information between domestic and international government agencies. Users of both governmental and business sectors could follow up on import, export, and approval operations via the internet (e-Tracking) every day for 24 hours a day. Currently, most users would use this system in the case of large cross-border trade and border trade.

Figure 4. Summarised the common border management conditions of CIQ.



Guidelines for border management of agencies involved in border control are in accordance with international standards in the development of border trade and cross-border trade between Thailand and Laos in the northeast of Thailand.

1. The Common Control Area (CCA) was a common border management approach for agencies involved in border control in accordance with international standards for border trade development and cross-border trade that occurred in many countries. The research results were in line with governing by network in the public sector, according to Chumpol Nimphanit (2019), who described it as a new dimension of public administration. Changing the direction of operation to be joint, the government integrated many levels of cooperation in order to create integrated or mutual services. However, Thailand did not have any border areas to do so yet. This was a method that helped to reduce the time of sending goods through the border. Importantly, it was a one stop service for document processing and procedures. This area would be a joint operation with other relevant departments. However, this problem was still encountered with important document formats. Therefore, determining the format of the relevant documents for passing goods on the border was another thing to consider.

2. National Single Window System (NSW) improvement. Although Thailand had a system for linking government and business services for import and export, it did not cover all central government agencies in every ministry. This was due to the limitations of each department, especially on the issue of common goals between governments which resulted in confusion and conflicts between agencies. In addition, it was also about the traditional operating style that personnel attach to paper usage. Also, regulations did not support the use of electronic data. Therefore, creating understanding between relevant agencies and setting guidelines together is something that top management should consider. At the same time, improvements of the National Single Window (NSW) system should be consistent with use and hosted by the Customs Department. This would be one way for other agencies that had not joined to realise the importance of cooperation in the future. The research supported the World Customs Organisation (WCO) guidelines, which focused on trade facilitation as a key strategy for governments and the administration of customs agencies around the world that required effective resources by bringing IT systems to help exchange information with businesses and other government agencies (Luca Urciuoli, Juha Hintsa, Juha Ahokas 2013).

3. CIQ agencies are in the role of facilitators. The public sector should be a leader and the government a supporter. The CIQ should act as a facilitator for border trade and cross - border trade. The CIQ should not only be using the powers and duties of facilitators and regulators, but also provide advice in relevant processes to allow border trade and cross - border trade to proceed correctly. In addition, organisations must focus on empowering the people by reducing the role of the government by exchanging knowledge, resources, and negotiating common goals. The process should be based on mutual trust and abide by the negotiated rules under the supervision of the government (Amphorn Thamrongsak, 2010). The important goal is to reduce the carrier's business costs both in monetary and time based accepted practices and international standards. A facilitator must adapt roles to suit changing dynamics (Sanne Grotenbreg, 2019).

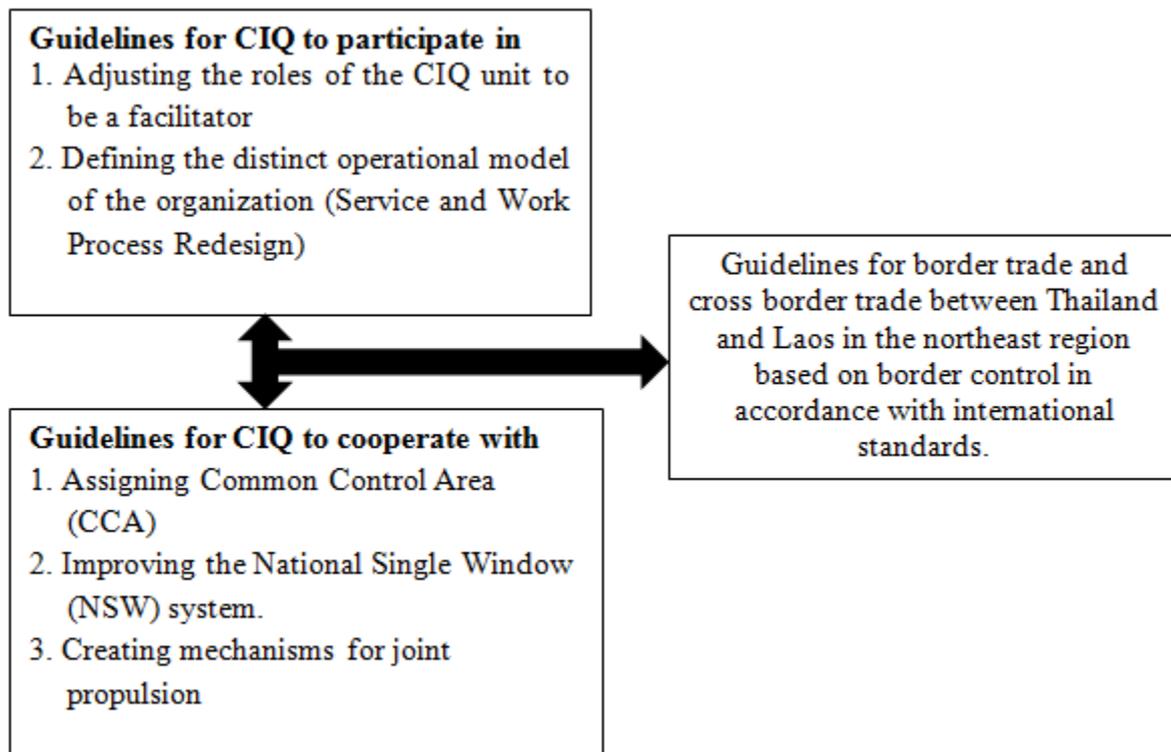
4. There should be a clear operational model of the organisations (Service and Work Process Redesign). For international shipments, CIQ agencies should have a classification of the transportation methods to ensure efficient and timely transportation. For example, products did not need to be delivered quickly and were not easily damaged, or had no expiration - such as electronics, machinery, clothing - and products that were easy to damage - such as fresh fruit, frozen food, living things, and others. The CIQ agency should have different operational settings, especially those that were easy to damage and should reduce the time and process of transit in CIQ. For example, requiring the carrier to notify urgent shipments in advance by using only one document or not many documents. In addition, there should be a clear inspection schedule in order to reduce product damage. However, it should maintain the standards of each country. The governance paradigm was first mentioned in Reinventing Government during the reign of Vice President Al Gore (referred to in Lawrence E Lynn, 2006), which was the use of power and a smaller chain of command. It cut red tape operations and put customers first by cutting back to the basics to allow public organisations to have smaller, cheaper, and more effective performance. One of the main reasons for a clear organisational model with the Reinventing Government was the emergence of a globalised era of an "information technology society," which resulted in trade all over the world to be free. Government operations, therefore, were necessary to deliver all related services to be effective under the said globalisation era. For example, the customs management of the Republic of Macedonia had a very sophisticated management procedure that added individual inspections, goods, and high-risk transportation methods (Jovanka Biljan Aleksandar Trajkov, 2012). The study by Panadda Pucharoensilp and team (2012) found that the social and environmental risks of the Thai-Laos border communities were of two types: the informal risk model and the formal risk model. Informal risk patterns were carried out through customs, traditions, knowledge, and local knowledge. Beliefs, customs, traditions, culture, and families were risk management mechanisms that would strengthen the management of social and environmental risks. Formal risk models run through community structures using mechanisms of community organisations, rules, agreements of people in the community, and operations through state structures. Laws, and law enforcement members of relevant government agencies were risk management mechanisms that would help to strengthen the capacity of social and environmental risk management communities in border areas.

5. Establishing mechanisms for joint propulsion. There should be a mechanism for coordinating cooperation between the central government agencies or regional agencies that were related to the CIQ. It should be based on the principle that state organisations or governing bodies at all levels had a fundamental obligation to coordinate and create common understanding about operations. There should be a development of understanding of the tasks of each assigned as they were responsible. They should promote and support each other's roles in carrying out the mission by driving through the mechanism of coordination in managing the mission together. Larson (1992) explained that continuous exchanges would become a network of traditions or

cooperation. The continuous interaction between each other was a sequence of mutual exchanges that resulted in smooth operations. The structure of a flexible network was a dynamic change process, with mutual trust and responsibility being the things that connected the network to the definition of a network organisation (Chumphon Nimpanich, 2019).

Therefore, it could be summarised in two ways. The first was the way that CIQ had to participate in the co-operation, co-propose, co-plan, formulate the policy, and participate in the sacrifice of the unit's resources to achieve the goal of developing border trade and cross-border trade in Thailand - Laos in the northeast region. This approach included: one, adjusting the roles of the CIQ unit as facilitator, and two, defining the clear operational model of the organisation (Service and Work Process Redesign). The second approach was a way for CIQ to collaborate with people in and outside the organisation or other government organisations with mutual assistance based on intentions and trust in each other. In addition, they should be prepared to take risks and take responsibility for the results together in order to achieve the same objectives. This guideline consists of: 1. Setting Common Control Area (CCA), 2. Improving the National Single Window System (NSW), and 3. Creating a mechanism for joint drive. These two approaches must be implemented at the same time for the development of border trade and cross-border trade between Thailand and Laos in the northeast to be efficient and effective on the basis of border control in accordance with international standards.

Figure 5. Summarised of guidelines for border trade development and cross-border trade between Thailand and Laos in the northeast.



Discussions

Based on the study and review of relevant documents, it could be said that multi-functional governmental levels and units were guidelines for driving border management. The results of the joint operation studies are as follows. First of all, collaboration is based on the structural role of the government with unclear work patterns in various roles. The related agencies therefore drove the border management policy together by working primarily at their offices. Secondly, there are two forms of cooperation: (1) cooperation according to the structure of government institutions, and (2) specific cooperation. Although cooperation under the institutional structure was organised to facilitate the listening and sharing of opinions between the government based on the CIQ in the area, it still needed the cooperation of other sectors. For example, consultation meetings, and job transfers. Specific cooperation was a cooperation arising from activities or projects of government agencies that were specific to the government action plans of government agencies. This type of cooperation, therefore, needed cooperation from related agencies to join the project and exchange resources in activities.

The organisation must emphasise the interaction between the involved parties, which would be a link to the various official needs and mobilise assistance from other agencies that are necessary to achieve the organisation's goals (McNamara 2012, p. 391). These results are similar to Robinson et al. (2011), who showed that particular projects and activities were often discussed among action level groups, while programs and priorities were discussed among organisational level groups. However, there were no stakeholders participating or connecting the collaboration of the two levels. This led to the implementation gap. The multilateral cooperation model to manage relations between departments was thus an important part of the joint border management of the relevant agencies. According to the pluralism model, it was believed that each unit could coexist if peaceful negotiations and integration techniques were used, which would help drive cooperation based on trust building, and commitment (Emerson et al., 2011; Ansell and Gash, 2008).

This corresponded with the study by Patcharee Sirorose (2008), which stated that policy processes in the dimension of network policy or public administration had a policy actor join in the form of pluralism in both the public sector and the civil sector. The relationship between the state and various interest groups was different to the previous implementation of policy. It was developed from the concept of public relations at all levels, because it was believed that the public administration policy network focused on interdependency between departments and creating gaps in which there was no actor in public administration that could completely control the area (Twida Kamonwej, 2012). In addition, the study of Amporn Thamronglak (2013) emphasised the participation of all participants. She proposed that meetings and communication between the actors could be negotiated.

The regional bureaucratic mechanism has an important role as an intermediate structure that connects the central administration process of various ministries with the joint border management of the relevant agencies. The regional bureaucratic mechanism could be divided into 2 types. Firstly, the central bureaucratic mechanism had a formal administrative structure that was clearly defined by law. Second, the provincial government mechanism was only a system of administration called "Out-of-centre" (sub-national governments). Ministries in the central region regularly sent their representatives to carry out their duties in the region and established regional offices in the northeast region (Nakarin Mektrairat, 2003). Field administration agencies had been established, and were spread throughout all regions of the country for the joint management of CIQ in border development and trade between Thailand and Laos. The establishment of the administrative units in the areas ensured that the work of the mechanisms for driving public policy at various levels would be directed and controlled in the direction that the government had set. In addition, it confirmed that operations were in line with the standards and regulations set by various agencies at the centre. Why central government agencies had to set up the administrative system in the area around the country had many reasons. The difference in dimensions in terms of area width, population, economic and social conditions in each area had an effect on determining whether the border development and cross-border trade between Thailand and Laos was suitable for that area (Sisk, 2001).

From the above conclusion, the researchers had the following discussion. The pattern of cooperation was formal and informal. Meetings or forms of cooperation based on institutional structures were not established for joint border management of the relevant agencies. Therefore, it could be concluded that the characteristics of joint border management of agencies involved in border control in accordance with international standards for border trade development and cross-border trade consist of determining the Common Control Area (CCA), improving the National Single Window System (NSW), and encouraging CIQ agencies to be facilitators. Joint border management should have a clear service and work process design. They should also have a clear mechanism for driving operations. These changes would be able to drive agencies involved in border control in accordance with international standards in the development of border trade and cross border trade between Thailand - Laos to work efficiently. The researcher proposed that the establishment the "multi-functional governmental levels and units" will be an important solution for the management of the collaborative policy.



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