

# เงื่อนไขที่เกี่ยวข้องกับการกำหนดนโยบายควบคุมการขอทานของไทย

## Conditions Related to the Policy Formulation of Beggar Control in Thailand

สุรศักดิ์ วงศ์ษา<sup>1</sup> และ วรเมธ ยอดบุญ<sup>2</sup>

Surasak Wongsas<sup>1</sup> and Worameta Yodboon<sup>2</sup>

Received: 18 may 2024

Revised: 20 November 2024

Accepted: 4 December 2024

### บทคัดย่อ

บทความฉบับนี้มีจุดมุ่งหมายเพื่อศึกษาเงื่อนไขที่มีความเกี่ยวข้องกับการกำหนดนโยบายควบคุมการขอทานของไทย วิธีการวิจัยเชิงคุณภาพถูกนำมาใช้เพื่อเก็บรวบรวมข้อมูลจากผู้ให้ข้อมูลสำคัญ จำนวน 15 คน ร่วมกับการศึกษาเชิงเอกสาร การสังเกต และการสัมภาษณ์เชิงลึก ภายหลังจากเก็บรวบรวมข้อมูลเสร็จสิ้นผู้ศึกษาใช้วิธีการวิเคราะห์ข้อมูลโดยการตีความตามบริบทและนำเสนอด้วยการพรรณนาแบบสรุปความโดยผ่านการตรวจสอบความถูกต้องแบบสามเส้า ผลการศึกษาพบว่าเงื่อนไขที่เชื่อมโยงกับการกำหนดนโยบายควบคุมการขอทานมี 3 ประการ ดังต่อไปนี้ ประเด็นแรก คือ องค์ประกอบของปัญหา โดยปัญหาการขอทานมีส่วนสัมพันธ์กับความต้องการในการมีชีวิตรอด ความขาดแคลนจากความยากจน และความไม่พึงพอใจต่อการเข้าไม่ถึงระบบการบริการของรัฐ ประเด็นที่สอง คือ ความสอดคล้องของปัญหากับค่านิยมของรัฐ ซึ่งเกี่ยวกับความต้องการของรัฐในการพัฒนาประเทศให้เป็นสมัยใหม่ โดยนำแนวคิดจากต่างประเทศมาเป็นต้นแบบในการปรับปรุงกฎหมาย และประเด็นที่สาม คือ ความเป็นพลวัตของปัญหา โดยรูปแบบการขอทานสามารถแบ่งพัฒนาการของความเปลี่ยนแปลงจากระดับพื้นฐานมาสู่ระดับซับซ้อน ผลของเงื่อนไขดังกล่าวจึงผลักดันให้ปัญหาการขอทานกลายเป็นประเด็นเชิงนโยบายซึ่งเป็นสิ่งกระตุ้นให้ภาครัฐกำหนดนโยบายควบคุมการขอทานผ่านพระราชบัญญัติควบคุมการขอทาน พ.ศ.2559 โดยมีหลักการพื้นฐานเพื่อมุ่งปรับเปลี่ยนกฎหมายให้เท่าทันต่อการเปลี่ยนแปลงของโลก การจำแนกความแตกต่างระหว่างผู้ทำการขอทานและผู้แสดงความสามารถ ตลอดจนถึงการกำหนดบทลงโทษต่อผู้แสวงหาประโยชน์จากผู้ทำการขอทาน สำหรับข้อเสนอแนะต่อการศึกษาในอนาคต เห็นควรความสำคัญกับกลุ่มผลประโยชน์เนื่องจากมีบทบาทสำคัญในการผลักดันวาระนโยบายให้กลายเป็นประเด็นปัญหาสังคมอันเป็นที่รับรู้ในวงกว้าง นอกจากนี้สภาพแวดล้อมที่เกี่ยวข้องกับปัญหาการขอทานยังเป็นปัจจัยผลักดันเกิดกระบวนการกลายเป็นปัญหาทางนโยบาย (Policy Problematization)

**คำสำคัญ:** การกำหนดนโยบาย, นโยบายควบคุมการขอทาน, ขอทาน

<sup>1</sup> คณะพัฒนาระบบสังคมและยุทธศาสตร์การบริหาร สถาบันบัณฑิตพัฒนบริหารศาสตร์, อีเมล: surasak\_wongsas\_uk@hotmail.com

<sup>2</sup> อาจารย์ประจำหลักสูตรรัฐประศาสนศาสตรบัณฑิต คณะศิลปศาสตร์และวิทยาการจัดการ มหาวิทยาลัยเกษรศาสตร์, อีเมล: worameta.y@ku.th

<sup>1</sup> Graduate School of Social Development and Management Strategy, National Institute of Development Administration(NIDA)

<sup>2</sup> Lecturer of Public Administration at Faculty of Liberal Arts and Management Sciences, Kasetsart University

## Abstract

This study investigates conditions related to the formation of beggar control policy in Thailand. A qualitative research approach was used to gather data from 15 key informants through in-depth interviews, observation and documentary study. After data collection, the researcher used a contextual interpretation method to analyze the data and present it as a descriptive summary with triangulation. The findings are divided into three conditions related to the policy formulation. The first issue is the problem's components, which are created by numerous factors relating to survival necessities, scarcity due to poverty, and unhappiness with the inaccessibility of government services, hurting the quality of life. The second issue is the compatibility of the problem with state ideals in relation to the requirements of the government to modernize the nation. Thus, the notion of beggar reduction from outside was used as a model to enhance the legislation for addressing begging issues. The third issue is the problem's dynamics. The evolution of begging may be classified from basic to advanced levels. However, due to these circumstances, the difficulties of begging have become a policy issue for which the public sector must develop a control strategy with the control of the Begging Act, 2016. This policy problem seeks to reduce the number of beggars and prevent people from becoming beggars. Moreover, this will result in the efficiency of policy execution. In Future studies, research recommendations should pay attention to interest groups because their policy roles are important in pushing the policy agenda to become a problem issue. Moreover, the environment related to begging problems is also a driving factor that turns into a policy problematization.

**Keywords:** Policy Formulation, Beggar Control Policy, Beggars

## Introduction

Begging means asking someone for money or property by using the methods of verbal request, messages, physical expressions, and performance to make people feel pity and then people will hand over the property (Behravan, 1991; Ahamdi, 2010). In Thailand, A survey report conducted by the Department of Social Development and Welfare (2023) about the statistics of beggars in bangkok was found that there were only 404 beggars in 2021. After that, it was found that there were over 1,292 beggars in 2023. Then, it reflected

that the number of beggars has increased more than 3 percent per year (Department of Social Development and Welfare, 2023). Furthermore, the problems of begging have also led to several social problems such as human trafficking (Gallagher, 2010; Russell, 2018) and poverty (Hartley, 2009; Aufseeser, 2017). Therefore, it found that Thailand was presented through the Trafficking in Person Report (TIP Report). As ranked Tier 3 level in the report, it was showed that there were more than 595 people who were forced to become beggars in 2014 (Chirawat, 2017).

At present, the appearance of begging has changed from the past dramatically. It began with begging for subsistence to respond their needs. (Smith, 2005). In addition, a major purpose of begging for subsistence was due to the poverty in Thailand, mostly in North and Northeast region (Parnwell, 1988; Rodrigues & Rueanthip, 2019). Department of Social Development and Welfare (2023) reveals that from October 2014 to October 2020, there were a total of 5,587 beggars in these regions. Among these, 3,504 were Thai beggars, and 2,083 were foreign beggars. It reflects underlying issues related to illegal immigration along Thailand's borders with neighbouring countries such as Cambodia, Laos, and Burma. This phenomenon is closely tied to human trafficking. Also, the locals in these regions will refrain from farming and travel to the capital to become beggars. After the harvest season arrives, these locals will migrate back to their homeland for farming again (Hailu, 2017). After that, the begging for subsistence was developed to become a begging business that bring people to be beggars. Moreover, the begging business possesses a unified management process starting with having brokers to supply beggars, arranging a delivery service, providing foods, and sharing income from begging. Besides, the begging business groups utilize communication technology to coordinate and immigrate foreign beggars into the country. In addition, there is a follow-up to the news of global society in order to escape from officer's arrestment. Due to the severity of begging problem, it has been encouraging

to become the policy issue of the government. The government's policy statement to the National Legislative Assembly on September 12, 2014 announced that

*"... Preventing and resolving the problems such as human trafficking, fugitives, abuse of foreign workers, sex tourism, and begging. It will be conducted by improving the imperative laws and regulations as well as increasing the rigorousness of investigation..."* Government's policy statement on September 12, 2014

After, the National Legislative Assembly proposed to improve the principle of begging control law in 2016. Due to the illegal exploitation of beggars, those take advantage of physical weakness, intelligence, capabilities, and mental state from other people affect to the peace and order in the country. Also, the control of begging act 1941 has been enforced for a long time and it has contained inappropriate content for the current situation.

As mentioned, the researcher is suspicious that what conditions related to the policy process for controlling beggars and how those conditions led to policy formulation as control of begging act, 2016. The study results will support to understand the elements that encourage the problem of begging to be determined as beggar control policy in Thailand. Its main purposes are to prevent begging, to distinguish the difference between beggars and talent performers, and to establish the rigorous criminal penalties for the exploiters leading Thailand into a beggar-free area in the future sustainably.

## Literature Review

The policy formulation is considered as an initial stage of policy process. Also, this stage indicates the attributes of problem that how much the severity and effect influence a number of people. When the government pays attention on those problems, it is called as a "Policy issue" (Weldeslassie, 2021). Therefore, the conditions of policy formulation will support the public issues to gain government's attention and then it will lead to the policy determination which requires to contain at least three sections with the following details (Mattocks, 2021).

Firstly, Components of the Problem is important things that require to consider in the policy formulation because understanding of what is problematic or unproblematic is based on the explanation from those who is policy entrepreneurs. Thus, becoming public problems is mainly derived from the individual perception that one thing is problematic. It is caused by the interconnection of components such as need, deprivation, and dissatisfaction. When, three components have co-relation, it will drive the social problems to be more serious and sufficient for becoming a policy issue that decision makers will determine the policy to solve those problems (Patterson & Donsbagh, 1996).

Secondly, Consistency of the Problem with State Values was viewed that all social problems relate to values inevitably because it was considered as the determination to generate the preferences based on needs and satisfaction when people choose something to

explain why they desire one thing and reject one thing (Morck, 2014). Thus, it depended on the decision's politicians or governor through value-based judgement that which social problem should be determined to become a policy.

Lastly, Dynamics of the Problem was explained the attributes of problem can be changed by the time and environment continuously. According to the attitude, it was viewed that the dynamic social problems were different from the occurrence of continual problem over a period. Also, the attributes of problem can also be perceived and demonstrated empirically. (Cumming & Collier, 2005).

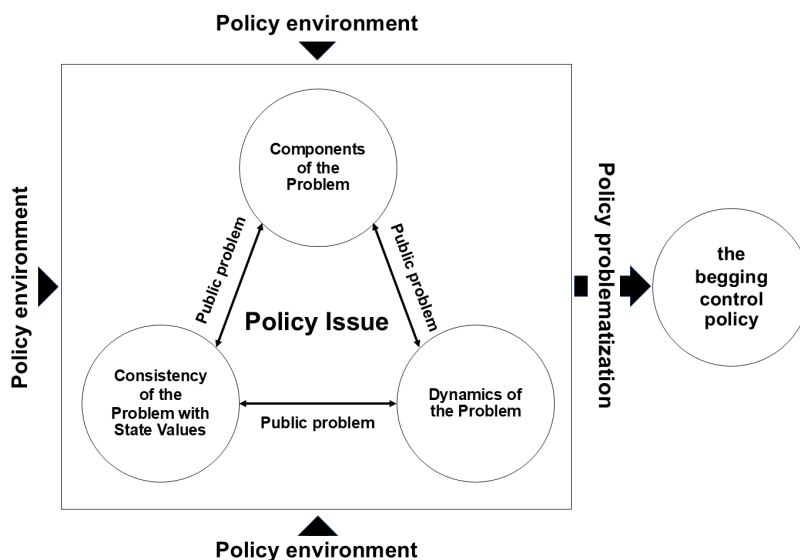
In addition, Human trafficking is a transnational crime that operates through extensive networks across various regions, posing significant social and economic security challenges for countries. Pearson (2003) defines relationship between human trafficking and begging as the movement of individuals through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

comprehensive strategies that address its root causes, dismantle criminal networks, and protect the rights and well-being of vulnerable individuals subjected to exploitation and abuse.

## Research Methodology

According to this study, it was utilized the qualitative research methodology that emphasizes on three conditions of formulating the beggar control policy including the components of the problem, the consistency of the problem with state values, and the dynamics of the problem. For selecting the key informants, the purposive sampling was used and there were 15 informants that can be distinguished into 3 groups including 5 committees from Extraordinary Committee Considering the control of begging act

2016, 5 officers from Department of Social Development and Welfare, and 5 people from interest groups such as beggars, talent performers, and NGOs. Furthermore, there were three methods of data collection including documentary study, participatory observation and in-depth interview. After gathering the data, the researcher conducted three steps of data analysis starting with (1) data organization through the placement of corresponding “Word”, “Phrase”, and “Sentence” into the same category, (2) data display which is the connection of data that is organized and described the definition by the interpretation, and (3) finding the conclusions and validation that need to reach the point by relying on an inspection method of triangulation to confirm the study results.



**Figure 1** Conceptual Framework of the Study

## Ethic approval

This study was approved by the Ethics Committee in Human Research, National Institute of Development Administration, on September 22, 2020 (Certificate of approval no. 2020/0069).

## Results

According to relation between conditions of the problem and policy formulation that gain attention from the government in driving these to become a policy issue, there are three attributes based on the study results as follows.

### 1. Components of the Problem

According to the study, it was found that the attributes of begging problem are occurred in the form of need, deprivation, and dissatisfaction. In addition, the correlation of components influences to formulate the beggar control policy. The first attribute is a need. The cause of begging problem is derived from needs with regard to the need of peaceful survival. Likewise, the begging problem is derived from the incapability to meet the need adequately such as lack of unstable accommodation, insufficient foods for consumption, and so on. The conditions which are derived from the need of survival in the basic level will enforce people to beg. Some beggars state that

*"The poverty makes me feel hopeless. The last choice is being beggars for preventing the death. Sometimes, I sleep at bus stops and train stations due to choiceless. If I got enough necessities for basic living, I*

*would not be a beggar."*

*beggar (December 17, 2020), key informant*

The second attribute is deprivation, and this element relate to the need. Also, the scarcity is considered as a condition that there is insufficiency of essential necessities for basic living. Therefore, this scarcity is caused by the poverty. According to the documentary study, it was found that there were 5.4 million people (7.79%) suffering in the poverty in 2007 (Office of the National Economic and Social Development, 2007). Moreover, the beggars were engaged in agriculture and often suffered in natural uncertainties. Also, it was found that there were 727 beggars from the southern region followed by the north-eastern region and the north region with 459 and 258, respectively. This would mean that the proportion of poor people can be divided by region and the proportion of beggars demonstrates the consistency between poverty and beggar. After in-dept interview, three social activists who have work experience about the begging problem state that

*"In the capital city of Thailand, we will see beggars who immigrate from north and northeast provinces. Most of them are engaged in agriculture and often suffered from poverty."*

*social activist (December 20, 2020), key informant*

The third attribute is a dissatisfaction. According to the study, it was found that the dissatisfaction is associated with the need and scarcity which are derived from the

begging problem. This would mean that individuals have a demand for a good quality, but they suffer in the poverty and lack of essential necessities for living. Furthermore, it also consists of the inaccessibility of the government's public service system that will alleviate the difficulties of living. Due to individuals who are dissatisfied with the quality of life that they are existing, it generates the behavior that deviates from the social norms and this behavior is called as a beggar behavior. Some opinion on government's service by beggars and officers state that.

*"Even, eating is a basic thing, we cannot make a choice what we want to eat due to nothing. [...] I escaped from HPPI because I feel more comfortable to when I am outside"*

*beggar (December 18, 2020), key informant*

*"To be inaccessible the welfare service, this problem makes them unsatisfied to government's work. Similarly, we will see customers escaping from HPPI and return to be beggars."*

*department of social development and welfare office (December 25, 2020r, key informant*

## **2. Consistency of the Problem with State Values**

According to the study, it was found that government's viewpoints on the begging problem with regard to the values can become a policy issue including the need of developing a country to become a

modernization. It was found that the law, control of begging act 1941, was cancelled because it has been in force over 83 years and some contents were inappropriate for current social conditions. At the same time, there are changes when the government requires to develop the country into the modernization, especially in laws, rules, and regulations. Two extraordinary committee views that a group of western countries emphasize on talent performers who can achieve to develop the country, and the punishment to the person who seek benefits from beggars will make the begging problem to released.

*"We only mentioned beggars in the past; nowadays, we talk about the person who seeks benefits from beggars and performers. [...] So, it is very important to include this issue into new law as well as foreign counties."*

*extraordinary commission (December 10, 2020), key informant*

*"...it is particularized to forward control of begging act, 2016 and related regularity. [...] They must adjust the law because world society keep an eye on improvement in Thailand. The new improvement of begging control law is a goal to reduce beggar problems..."*

*extraordinary commission (December 11, 2020), department of social development and welfare officer (December 7, 2020), and social activist (December 19, 2020), key informant*



### 3. Dynamics of the Problem

According to the study results, it found that the dynamics of begging problem are divided into two forms which demonstrate the development of begging problem from basic level to complex level. The first form is a begging subsistence (basic level). The begging subsistence responded the basic need of human being for survival. When the off-season of farming arrives, these groups of people will travel to the capital and tourist cities for begging such as Bangkok, Chonburi, Chiang Mai, Songkhla, and others. By the time the harvest season arrives, these people will migrate back to their homeland for farming as usual. Some extraordinary committees propose that the basic level of begging is a begging subsistence.

*“After finished rice planting, rural people persuade to beg money. They keep money when they starved. Because of the scarcity, it is essential to save their life.”*

*extraordinary commission (December 11, 2020), key informant*

The second form is a begging business (complex level) that has developed from the begging subsistence. The begging business is to bring people for begging through comprehensive management process starting with having brokers to supply beggars, arranging a delivery service, and providing foods, accommodation, and medicine as well as sharing income from begging. Begging emerged as a significant concern which is back in 1994. When the United Nations General Assembly adopted a resolution addressing

trafficking in women and children, it was defined as the movement of individuals within and across borders, often from developing to more economically prosperous countries. This process involves illegal profiteering through the smuggling and transportation of these individuals. Subsequently, in 1995, the Secretary-General of the United Nations reported that the General Assembly broadened its focus beyond human trafficking solely to prostitution. Instead, it began considering other forms of forced labor and exploitation. This shift reflected a growing recognition of the diverse and complex dimensions of human trafficking, underscoring the need for comprehensive international efforts to combat all forms of exploitation and protect vulnerable populations from trafficking and forced labor.

According to the report of child beggars in 2023, it found that there were 371 Cambodian child beggars who were exploited and associated with the offense of human trafficking through a brokerage process that utilizes a buy-sell method or renting children and infants from poor families. Also, begging workers will earn an average of 500 – 1,000 THB per day. In addition, the change of begging problem is caused by the person who seek benefits from beggars. After in-depth interview from 3 groups of key informants, it was interactively showed that the begging problem is changing from begging subsistence to seek business benefits that those need to be punished by law to reduce the circle of begging.



*“Beggar situation has been extremely changed. [...] The business only has a good management, It will make a lot of money. Thus, this people will be blamed by the law as well as beggars.”*

social activist (December 18, 2020), department of social development and welfare officer (December 5, 2020), and extraordinary committee (December 12, 2020), key informant

The United Nations General Assembly's commitment to combatting human trafficking prompted Thailand to enact the Anti-Trafficking in Persons Act, 2008. This legislation defines human trafficking as the act of procuring, selling, buying, distributing, sending to, taking from, detaining, harbouring, or receiving any person through threats, force, fraud, kidnapping, or abuse of power. It also includes providing money or benefits to patrons to obtain consent for exploitation. Reflecting on historical events, human beings have been commodified similarly to human trafficking through practices such as the slave trade in Portugal, England, France, and other nations, where black Africans were kidnapped and enslaved. This historical context underscores the longstanding existence of human trafficking throughout history, evolving into new forms of slavery over time. Such historical perspectives highlight the enduring challenge of combatting exploitation and trafficking, emphasizing the importance of robust legal frameworks and international cooperation to address this pervasive issue.

The 20th century witnessed the rise of new forms of slavery, commonly

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

This situation brings the government to defined to organize the establishments including 11 Helpless Person Protection Institutes (HPPI) and 77 Protection Centres for the Destitute (PCD). These establishments have the authority to provide the assistance, treatment, physical and mental rehabilitation as well as vocational training for beggars from district level to provincial level. This would mean that PCD have a duty as a protector to prevent the disabled people for being beggars such as offering education about the legal rights of venerable people and the payment of allowance, providing things which are necessary for living, and so on. Nevertheless,

people who enter the cycle of begging can inform their intention to be protected in HPPI. In doing so, the procedure of social work is organized to provide services toward beggars such as personality training, career training, physical and mental training, and others. Therefore, it can be mirrored that the

implementation process of PCD emphasizes on preventing the entry of begging cycle into venerable people while the HPPI pays attention on the treatment of beggars to have an ability of helping themselves which meets the basic needs physically and mentally at the same time.

**Table 1** Helpless person protection institutes (HPPIs) and the number of beggars in 2023

Helpless person protection institutes	Province	Areas	Beggar (N)
1. Banmetta HPPI	Nakhon Ratchasima	Northeast	43
2. Preuyai HPPI	Sisaket	Northeast	52
3. Prachuap Khiri Khan HPPI	Prachuap Khiri Khan	South	56
4. Phark Tai HPPI	Nakhon Si Thammarat	South	79
5. San Mahaphon HPPI	Chiang Mai	North	61
6. Wang Thong HPPI	Phitsanulok	North	87
7. Khum Sa Kea HPPI	Phetchaburi	East	47
8. Thap Kwang HPPI	Saraburi	East	74
9. Chai Thanyaburi HPPI	Pathum Thani	Central	166
10. Ying Thanyaburi HPPI	Pathum Thani	Central	132
11. Nonthaburi HPPI	Nonthaburi	Central	189

Therefore, the policy formulation of begging control emphasizes on controlling the behavior of begging. The violators will be guilty and punished through the imprisonment of one month or a fine of less than 10,000 Thai baht (THB) or both. Additionally, if the beggars participate in the protection and quality of life development and then escape, those beggars will be considered that they are still guilty because of begging. Also, those who seek benefits from beggars by using, hiring, asking,

encouraging, instigating, or any methods to make people being a beggar will be punished through the imprisonment of 3 years or a fine of less than 30,000 THB or both. All of policy's main purposes are to prevent begging, to distinguish the difference between beggar and talent performer, and to establish the rigorous criminal penalties for the exploiters in order to lead Thailand into a beggar-free area in the future sustainably.

## Conclusion and Discussions

According to the purpose of this study, it intends to understand the conditions related to the determination of Thailand's begging control policy including the components of the problem, the consistency of the problem with the state values, and the dynamics of the problem through the qualitative research methodology to collect data from 15 key informants through documentary study observation and in-depth interview.

As a study result of the first issue, it is found that the components of the problem are derived from the relation between need, deprivation, and dissatisfaction that influence on the policy formulation. This is because all individuals require to reach the necessities for living sufficiently, especially when the individuals suffer in the scarcity arising from the problem of poverty. This is consistent with findings in the work of Khan and Menka (2014) that the quality of life has been caused by poverty. Nevertheless, when the individuals do not reach those needs, it will lead to the dissatisfaction with the quality of life that they are encountering. Consequently, the alternative which is considered as a way of survival for living generates the begging behavior. It is similar to the proposition derived from Shelley (2010) and Namwata et al. (2012) that the components of need, deprivation, and dissatisfaction are a melting point to generate the behavior of begging. Thus, the policy formulation of begging control has emphasized reaching the needs in cases where individuals suffer from a shortage, as well as forbidding

begging to protect the behavior that deviates from social norms at the same time

For the next issue, it is the consistency of the problem with state values. Also, the Members of the National Legislative Assembly proposed the issue that ought to revise the new begging control law such as classifying the difference between beggars and talent performers and determining the punishment toward the exploiters who seek benefits from beggars. In doing so, it intends to be in line with the direction of implementing the begging control policy in overseas where has been found the efficiency of controlling a large number of beggars effectively. Therefore, the purpose of improving the government's begging control policy plays an important role in promoting the development in line with the Western countries as a model of resolving the begging problem to generate the tangible results. In line with the finding of Turnbull (2019) that the values were considered as the determination to generate the preferences based on needs and satisfaction. When the government choose the problem to be resolved by the policy, it has connected between values and policy.

The last issue is the dynamics of the problem. Additionally, the begging can be categorized the attributes of the problem that has been changed by the time into two phases. According to the first phase, it is a begging subsistence that aims to alleviate the starvation of rural people. When the off-season of farming arrives, those people will invite each other to be beggars. And those people will

migrate back to their homeland when entering the season of farming again (Khan & Menka, 2014). For the second phase, it is a begging business which is considered as an occupation to seek benefits from beggars. Thereby, the result stimulates the government to impose that they will get higher penalties than beggars (Russell, 2018). Additionally, it reflects the change on the form of begging based on the time from the basic level that intends to alleviate the starvation to the complex level. This is in line with Vora Sittha (2012) that the first period of poverty was generated severe impacts into Thai society. It was resolved by the policy that is emphasized on the distribution of income such as progressive taxation. After that, the solving direction has been changed to human-cantered solutions. This includes work by Russell (2018) that the government will formulate the policy dynamically when the attributes of problem can be changed by the time and environment continuously. Thus, those policy measures have become a model for the policy formulation of begging control to generate the sustainable effectiveness in the future.

## **Recommendation**

### **1. Theoretical recommendation**

Policy formulation is the starting point of the policy process. In general, the policy process consists of policy formulation. Implementation of policy and policy evaluation. Thus, the policy cycle progresses step by step in a relationship and influences one another. However, there are two conditions in the policy

process that move the policy to the next stage. The first condition is policy structure, which refers to the environment or policy context, such as the characteristics of social problems, societal and economic changes, etc. The second is Policy Agency, which concerns the characteristics of people involved in the policy process, such as the needs of the state. People's expectations, etc. Both elements create policy forces to achieve objectives, and the action result led to the next step.

### **2. Practical recommendation**

In formulating policy, it is necessary to consider the environment and individuals that are related to policy every aspect because the policy makers and policy implementer are the same group of people. Similarly, comprehensive consideration of the policy environment will lead to the formulation of policies, plans, programs, projects and activities that are consistent with the context. Therefore, the connections between policy processes and interest groups will influence each other. For instance, when the policy establishing to control begging related to human trafficking and poverty problems and interest groups have needs to solve those problems, The implementation of policy is also related to the formulation of plans, plans, projects, and activities related to those issues and policy implementors are as well as interest groups.

### **3. Future Research recommendation**

Future research should pay attention to diverse interest groups because their policy roles are important in pushing the policy

agenda to become the problem issue. These results led to the formulation policies of beggar control. Not only policy making's, government officials and civil society groups, are presented in this study, but also private sector agencies in formulation should be considered in the

future. Moreover, the influence of media and technology in a globalized society also plays a role in pushing public policy as a policy tool. These should be highlighted for further studies in the future

## References

- Ahamdi, H. (2010). A study of beggars' characteristics and attitude of people towards the phenomenon of begging in the city of Shiraz. *Journal of Applied Sociology*, 39(3), 135-148.
- Aufseeser, D. (2017). *Street children and everyday violence*. Springer.
- Behravan, H. (1991). Description of begging as a social issue in terms of sociology and Islam. *Meshkat Quarterly*, 30(1), 75-87.
- Chirawat, Y. (2017). Anti-trafficking through reporting: The case of the TIP report and Thailand. *Burapha Journal of Political Economy*, 5(1), 90-125.
- Cumming, G. S., & Collier, J. (2005). Change and identity in complex systems. *Ecology and Society*, 10(1), 1-13.
- Department of Social Development and Welfare. (2023). *Annual report 2023*. Ministry of Social Development and Human Security.
- Gallagher, A. T. (2010). *The international law of human trafficking*. Cambridge University Press.
- Hailu, D. M. (2017). Begging in a fast-growing city: Trends and situations in Bahir Dar city, Ethiopia. *Research on Humanities and Social Sciences*, 7(3), 9-24.
- Hartley, E. (2009). The beggar's play: Poverty, coercion, and performance in Shenyang, China. *Anthropological Quarterly*, 82(1), 7-35.
- Kaewkun, P. (2000). *Female trade: From the concept of human rights to practice*. Amarin Printing and Publishing.
- Khan, J., & Menka, S. (2014). Socio-economic status of beggars in Aigarh district, India. *International Journal of Social Sciences and Humanities Invention*, 1(5), 344-359.
- Mattocks, K. (2021). Policy experimentation and policy learning in Canadian cultural policy. *Policy Sciences*, 54(4), 891-909.
- Morck, R. (2014). The social value of shareholder value. *Corporate Governance: An International Review*, 22(3), 185-193.
- Office of the National Economic and Social Development. (2007). *How to resolve poverty: Competition, distribution or welfare*. Office of the National Economic and Social Development Board.

- Parnwell, M. J. G. (1988). Rural poverty, development and the environment: The case of North-East Thailand. *Journal of Biogeography*, 15(1), 199-208.
- Patterson, T. E., & Donsbagh, W. (1996). News decisions: Journalists as partisan actors. *Political Communication*, 13(4), 455-468.
- Pearson, E. (2003). *Study on trafficking in women in East Africa*. Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).
- Rodrigues, I. P., & Rueanthip, K. (2019). Does being old mean being poor? Evidence from Thailand. *DLSU Business & Economics Review*, 29(1), 165-177.
- Russell, A. (2018). Human trafficking: A research synthesis on human-trafficking literature in academic journals from 2000–2014. *Journal of Human Trafficking*, 4(2), 114-136.
- Shelley, L. (2010). *Human trafficking: A global perspective*. Cambridge University Press.
- Smith, P. K. (2005). The economics of anti-begging regulations. *American Journal of Economics and Sociology*, 64(2), 549-577.
- Turnbull, N. (2019). Policy problems and policy design. *Local Government Studies*, 45(1), 147-149.
- Vora Sittha, P. (2012). Governance and poverty reduction in Thailand. *Modern Economy*, 3(5), 487-497.
- Weldeslassie, S. (2021). Basis for policy formulation: Systematic policy analysis or intuitive policy decision? *Journal of Public Administration and Policy Research*, 13(1), 11-19.