

THE IMPLEMENTATION OF GOVERNMENT POLICY: A CASE STUDY OF GOVERNMENT'S LOTTERY COLLOCATION STRATEGY

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Abstract - This research is conducted to study the conditions of the sales of government lottery and the policy implementation of the government's strategy on lottery collocation. This research is a qualitative research in which it utilizes documentary data and the in-depth interviews with the 8 key informants.

The research reveals that the Organizing Committee of the Government Lottery distributes the lottery based on the quota system. The printing of government lottery is 74 million copies for every fortnight. Out of these numbers, there are 52 million copies of government lottery and another 22 million copies of charitable lottery. All of the government lottery are sold to 3 major dealers who are 1) Large Dealers, such as legal entities, philanthropic organizations, 2) Retailers, and 3) Disabilities Groups. There is an appearance of the "middlemen" or a coalition of large dealers to buy up all of the available quotas and the amount of lottery in the market. They combine these individual lotteries into a set of "lucky numbers or cool numbers" and sell them at higher prices. The policy implementation of the government's lottery collocation strategy has failed because the enforcement of Section 44 cannot solve the grass-root problems. The overpriced sales of lottery come from various conditions.

Keywords - The Policy Implementation, Collocation Strategy, Government Lottery

I. INTRODUCTION

Thai society is drawn towards gambling. These phenomena can be seen in various activities such as paying obeisance to the sacred items, the scraping of trees, animal shells for lucky lottery numbers as well as the interpreting of dreams for potential lottery numbers. All of these incidents show that Thai society is heavily depended on gamble in order to come up with assets and wealth. The government lottery or lotto pairs up with Thai society for a long time. The lottery becomes part of Thai society in which Thai people pay their attention as one of the most important parts of life (Chalongrat, 2558). Government lottery or lotto is a hope of the poor since the rewards are huge amount of money that can turn the poor into the rich just overnight. Those poor people or less income earners always believe that lottery will bring good fortune or lump sum of money to their lives. The sales of government lottery creates an economic circulation of many hundred million baht. The winners of lottery receive a lot of money and at the same time they have a chance to make a merit since the Lottery Office will donate part of the selling income to various kinds of foundations in order to support and promote their respective operations (Thanakom, 2560).

At present, the sales of lottery is undertaken by using "agent" or "wholesaler." The Government Lottery Office will sell the lottery to the agents and/or wholesalers and then, these agents and wholesalers will re-sell it to retailers who finally will sell the lottery to the consumers. The agents and/or wholesalers must pay up the money to the Lottery

Office and cannot return the unsold lottery back to the Office. According to this practice, the Government Lottery Office never lose the money on the unsold amount of lottery. Later, it is found that the lottery is sold at the higher price than what is stated on the copy. When the government of General Prayut Chan-o-cha took over the country, it has been trying very hard to solve this particular problem. For instance, the government allows the buyers to directly order the lottery from the Government Lottery Office without going through the agents and/or wholesalers. And at the same time, the government reduces the quotas of the agent and wholesalers in the hope that they will not dare to sell the lottery at higher prices. In practice, the direct order of lottery from the Government Lottery Office causes a lot of problems for many small retailers, for example, they cannot order it in time, or they do not have enough money to buy, to name just a few. These are the reasons why the abolishment of agents and/or wholesalers is impossible. Aside from buying lottery from wholesalers and direct order buying from the Government Lottery Office, the government also allocate an amount of lottery for sales to the handicapped people. This is considered as special quotas specially prepared for the people who were registered with disabilities. The government of General Prayut Chan-o-cha has been trying to solve the problem for quite some time but the overpriced-lottery problems still persist, and the underground raffles are still exist (Kittisak, 2560). This proves that the overpriced-lottery problems are not easy to be solved, even the government with the supreme power of Section 44. As a result, the researcher is very interested in the study of the Implementation of

Government Policy: A Case Study of Government's Lottery Collocation Strategy.

II. RESEARCH OBJECTIVES

1. To study the general conditions of the sales of government lottery.
2. To study the policy implementation regarding the government's lottery collocation strategy.

III. RELATED THEORIES

The policy implementation concepts

The process of strategic interactions in order to achieve the desired objectives of any interest groups may or may not be inconsistent with the stated policy's objectives (Piyanuch). The policy implementation is considered as a continuous process and a dynamic one. The implementation is prepared and molded among policy objectives, strategies, and the nature of responsible organizations. The implementation is undertaken through the compromise between the objectives and the strategies that come from the limitations, conditions, and real situation of the operational units (Woradech, 2540). The work of Michael Lipsky (Larry, 1985) on "Street Level Bureaucracy: Dilemmas of the Individual in Public Service" identifies the flaws and weaknesses of the policy implementation in which it leads to the failure because of the negligence of policy implementers, and lower-level officers. This situation has an effect on policy implementation in the following 3 dimensions that are 1) the use of discretion, 2) the autonomy, and 3) the differences between the policy planners and the policy operators. Lipsky has been proposing the solutions for the operational officers in order to achieve the highest benefits and they are 1) there must be a clear objective of policy implementation, as well as a set of priority so that the policy implementers will understand of what, when, where and how to do the work, 2) there must be an investigation of work, 3) there must be a performance comparison among the implementers, 4) there must be a "carrot and stick" for the work performed. However, to implement the policy, the officers must always use the appropriate judgment to make sure that justice and fairness is served to the people. Therefore, it is important that discretion is crucial and, at the same time, it may become inevitable problem in policy implementation. The successful policy implementation must pay attention to the contingent factors (a contingent theory of policy implementation) being called "PIIP Model" which is Policy, Program, Implementation, and Process. These factors are continuously inter-related and the success of policy implementation largely depends on: 1) responsible persons in policy implementation, 2) other related individuals, 3) operation rules, 4) the characteristics of organization or unit structure, 5) attitudes and/or understanding towards the policy, and 6) the clarity of the policy,

people's support, resources, and political support (Larry, 1985). On top of that, the supporting factors contributed to the success of policy implantation must come from the high level of management. Donald S. Van Meter and Carl E. Van Horn (1975) have proposed an interesting model that is a model of the policy implementation process in which it focuses on the 2 important external factors that are standard and the objectives of the policy. For in the internal factors, there are 1) communication between organizations and thrust activities, 2) the characteristics of the implementing units, 3) political, economic, and social conditions, and 4) character and attitude of policy implementers.

Social organization concepts

The social organization is a systematic social order. It is a behavioral pattern and relationship process between groups of people and among individuals. Social organization is undertaken by a group of people coming to live together in order to benefit the co-existence of life. The grouping is done on the basis of geographical location, such as a group of households or a common place for a regular meeting. These people live together and are familiar to each other, for instance, the neighborhood and neighboring communities. Groups based on biological substrate are those people with the same age, or the same genealogy. Social groups are the grouping of people that concentrate on international relationships as witnessed by family (Ka-buan, 2537). There must be a development of rules, law enforcement, and evaluation for social organization in order to lead the society towards civilization that is the ultimate goals of all mankind. It is crucial and becomes a fundamental of social existence (Sirirat). Social organization or social structure is established with pattern and/or regulations concerning the interactions among individuals and groups of people. The guidelines for social organization are: 1) the development of rules, rule enforcement, and evaluation leading toward civilization, 2) a systematic human social order, 3) behavior pattern layout including relationships among individual and groups, 4) various rules and regulations concerning relationships among individuals and groups, 5) system organization or social structure organization that are appropriate and relevant to the situation leading to social peacefulness. All of these concepts must be carefully developed, adjusted and efficiently controlled in order to come up with the social guidelines (Jamnong.).

Causes of social organization

The co-existence of men in a form of a society needs to have a basic social and relationship interaction. Moreover, it is basically true that human being has different emotion, and behavioral values. When people come to live together, this may create a chaotic condition (Jarun, 2526). Since men were born with endless needs, there must be systems, rules, and patterns used for a co-existence. This is a reason why

men need a social organization. The most important reasons for having a social organization are: 1) men have different living behaviors, 2) men are mutually dependent to each other in order to satisfy the most basic needs, 3) men were born with fighting nature, execution of power, and conflict, 4) men have different values and behaviors, and 5) men have endless needs.

Social organization factors

Culture is derived by people in order to benefit the co-existence of groups of people or society and it is expected that it will provide a guideline and a control for social interactions being known as social organizations. Social organization comprises of 1) norms, that is behavioral guidelines based on rules, regulations, and manners in living together in society, and 2) status, that means capability (achieved status) in terms of interactions and relationship with other people, and norms that govern appropriate roles (Suda, 2544). Besides, Jarun Promyou adds further that social organization is composed of 1) the layout of norms, that means patterns used by the people in society as behavioral guidelines in doing activities together and they can be divided into 3 main categories as folkways, mores, and laws, 2) the determination of status, that means duty arising from social interactions of people in the society, there are 2 different types of status, ascribed status is an innate or inborn status, and achieved status is one that is based on the capability, 3) roles, that means explicit behaviors according to the status, 4) social value, that means things that people want to possess, to get, to have, to be, or to develop a favorable attitude towards that things, and 5) the control of groups (integrating the group), that means the maintenance of the balance of groups' rules (the rough social control).

Social organization methods

Social norms are standards for operations that come from advice, and inculcation from the agents in the society. Social instruction is deemed as an appropriate fundamental method in social organization and it must be taken place at the beginning of life and onwards as long as he/she lives. On top of that, every time, when there is a new comer coming into the society, there must always be an orientation for that new persons in terms of roles and status. There are various methods of orientations such as by using rules and regulations, words of advice, suggestion, and/or reprimand and imitation. There can be also in the forms of favorite behaviors, or disapproved manners, a set of rules and regulations for the punishment when there is a violation of norms, including a reward presentation for those desired behaviors that become good examples according to the social norms (Pattaya, 2536). There are 3 steps in the Thai social organization: 1) the adjustment of Act and its enforcement, 2) the issue of a Royal Decree and its enforcement, 3) the

establishment of awareness among the Thais to follow code of conduct (Purachai, 2545).

Social organization models

There are 5 patterns of social organizations (Prayut, 2558). 1) The kinship pattern, it is the social organization based on social norms and family system status by heavily relying on rules of family relationships to control behaviors. 2) The loyalty or patronage system, it is based on the relationship and commitment between the master and the servant, in which the master is a benefactor and the servant is a faithful waiter. 3) The status pattern, it is a social organization with a specific rules based on social status or social position. 4) The contract pattern, it is a relationship based on the contract of the 2 or more parties. 5) The bureaucracy pattern, it is a relationship among people living together under organization rules and regulations in which it separates people into different groups, units or types of work and having relationship based on that specific types of groups.

IV. RESEARCH METHODOLOGY

This research is a qualitative research. The data collection is done by utilizing related academic papers and research. The collected data were analyzed, and categorized based on the content analysis. The in-depth interviews were also conducted in order to acquire the needed data. During the interview, both structured and unstructured interviews were used with 8 key informants working in the Government Lottery Office.

V. RESEARCH FINDINGS

The generality of the sales of government lottery

The Government Lottery Office is responsible for the printing and quota arrangement. Every fortnight period, the Government Lottery Office will print the amount of 74 million copies of lottery. Out of these numbers, 52 million copies are government lottery, and another 22 million copies are charitable lottery. All of these batches of lottery are sold to 3 large major dealers as follows:

1. Large dealers in the forms of juristic entities, and huge charitable organizations
2. Groups of retailers
3. Groups of disabilities

The 2 different types of "discount rate" have been set up by the Government Lottery Office (or a profit margin in which it was set up for the last 30 years) for the lottery dealers namely:

1. The very large dealers in the forms of charitable organizations, and the quotas prepared for those official units such as provincial administration offices. The discount rate is 9 percent or 7.20 baht for a lottery that is priced for 80 baht.
2. The dealers who are legal entities, retailers, and handicapped people. They will receive a discount of 7

percent or 5.60 baht from a stated price of 80 baht on the lottery.

The amount of discount is believed to be very appropriate and sufficient for life existence of the dealer. The sales of lottery is conceived as a supporting occupation. As the time passes by, the cost of living becomes very high. As a result, selling government lottery turns out to be a main income for many grass-root thousands of people in the country. The profits earning of about 5,600 baht from selling 5 batches of lottery or 1,000 copies of lottery is not enough to live life anymore. This incident contributes to the emergence of the "middlemen" who collect all of the lottery in the market and control all of the selling and buying transactions in the country. There are collections of large lottery dealers with a lot of capital who will buy up all of lotteries in the market at the prices of 85-90 baht. These dealers then will make these lotteries in pairs by using a marketing strategy of "lucky numbers or cool numbers" and sell them at very high prices. These activities also make the small retailers and even various charitable organizations sell their quotas to the middlemen in the hope that they can make lump sum of money (10-15 baht of profit for each pair) without selling the lottery one by one to the individual buyers. The middlemen can also re-sell the pairs of lottery to the small retailers or any other dealers who do not have a quota or an allocation to sell at the price of 100-120 baht. The selling prices will go much higher and higher if a large pairs of lotteries is made. For the lucky numbers, the selling prices may go up to 130-150 baht for a pair of lotteries.

From the above situation, it can be easily understood that lottery quotas are a treasure trope that is desperately needed by the lottery dealers. As mentioned earlier, the total amount of printed lottery is 74 million copies. When they are made in pairs, there will be altogether only 37 million pairs of lottery. These numbers are not sufficient when they are compared with the real demand for lottery buying in the market. This drives up the selling prices of the lottery to be even higher. The amount of money that comes from the sales of the overpriced lottery is estimated at about 26,000 million baht annually. This also contributed to the emergence of "lottery mafia" that is deep-rooted in the Thai society. In this respect, the Prime Minister and the Leader of National Council for Peace and Order (NCPO), General Prayut Chan-o-cha, by exercising Section 44 of the Constitution of the Kingdom of Thailand (Interim), B.E. 2557 (2014), issues measures in dealing with the sales of an overpriced lottery. On top of that, the government uses various strategies in order to organize the sales of lottery. These strategies include the additional implications for those dealers who sell the lottery at a higher price in the forms of imprisonment and fine. According to the Government Lottery Act, B.E. 2517, the fine for selling the lottery at a higher price was 2,000 baht. Based on a new Act,

there will be one month of imprisonment or a fine of up to 10,000 baht or both.

VI. THE IMPLEMENTATION OF THE POLICY

The sales of government lottery at an overpriced has long been a problem for many of the governments to deal with. The government of General Prayut Chan-o-cha has a policy on a collocation of government lottery with a main objective of making a selling price of the lottery to be consistent with the stated price on the lottery. In this respect, Section 44 of the Constitution of Kingdom of Thailand (interim), B.E. 2557 is used to absolutely solve the overpriced lottery problem. General Prayut Chan-o-cha emphasizes that the government has to use decisive measures in dealing with the problems in the television broadcasting program on "Returns the Happiness to Thailand," May 8, 2558, in order to ease the troubles of an overpriced lottery the Thai people [15]. General Prayut says that many of the governments have tried to solve the overpriced lottery by using many different measures such as a re-arrangement of quotas, a re-arrangement of lottery, and a re-arrangement of large lottery dealers (in the forms of legal entities, charitable organizations, retailers). All of these mentioned activities have been failed.

From the in-depth interviews, it is discovered that the implementation of government policy on government's lottery collocation strategy has been failed because the Section 44 cannot solve the real grass-root problems on the sales of government lottery at an overpriced. The government uses the authorized power in order to stop or to suppress the undesired behaviors and its consequences are in the forms of legal punishments for those who hinder or violate the rules and/or regulations set by the government. In this case, the penal clause is one year imprisonment or a fine of 20,000 baht or both. Besides, the punishment has a direct effect on the small retailers who sell the lottery to the ultimate buyers. The sales of lottery at higher prices are caused by many factors. Therefore, the implementation of government policy on government's lottery collocation strategy to become effective and efficient, the following considerations are most recommended:

1. The Government Lottery Office should listen to the opinion and provide a chance for the people, the 3 major lottery dealer groups, academicians, and civil society to participate in solving the problems.
2. There should be an opportunity for lottery dealers to fairly and directly deal with the lottery office by establishing various possible channels in order to place an order in advance and to deliver the lottery directly to the dealers.
3. There should be a study on the demand of government lottery in the market, the information be

used in the designation of an equilibrium price that pleases both the sellers and buyers.

4. There should be a screening process system for lottery dealers and can be verified.

5. There should be measures in order to prevent the pairing up of lottery. For instance, there should be a drawing of the first price for each set of the lottery. As a result, the first prize winning for each set of the lottery will be only 6 million baht. This is to discourage the large set of pairing up lottery and the manipulation of prices.

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