



Policy implementation: Case studies of private sector and public sector to develop prisoners

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Article Info

Article history:

Received 06 Mar 2019

Revised 27 August 2019

Accepted 17 September 2019

Available online 1 December 2020

Keywords:

develop,
policy implementation,
prisoners,
private sector,
public sector

Abstract

The objectives of this research were to study the policy implementation of private sector and public sector to develop prisoners, and to study conditional factors influencing the policy implementation. The researcher used a qualitative research method, by using in-depth interviewing of 20 key informants, including 5 Executives of the Department of Corrections, 12 prison staff and 3 entrepreneurs. The researcher selected three research areas, Samut Sakhon Prison, Chachengsao Central Prison, and Samut Prakan Central Prison. For the first objective, the study found that Samut Sakhon Prison provides training in transport and storage of products. There are trainers who closely supervise prisoners, divided into small groups, and leaders training the prisoners until they are skilled. Chachoengsao Central Prison provides training of bus body building, design and production. This training lets the prisoners work as general staff with no difference between entrepreneurs and prisoner. The prison officers have to ask prisoners about problems so as to resolve a situation quickly. Samut Prakan Central Prison provides training in production of drain, sump and brick blocks. This training has given prisoners more experience in the factory, where they are closely supervised. Policy Implementation to develop prisoners into the factory is separated into two levels including a macro level and a micro level. For the second objective, it was found that the factors affecting the implementation of private sector and public sector to develop prisoners consisted of purpose of the project, project resources, communication and reinforcement, operating characteristics, interest groups and attitude in practicing.

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Introduction

A policy is a set of actions that define the purpose and is intended to be applied by a person or group of people to solve a particular problem. (Anderson, 1984) However, Dye (Dye, 1992) mentioned that a policy is what the state chooses to do or not, while Nagel (Nagel, 1984) said that policy is a decision to solve social problems. Policy implementation is an important procedure in the policy process. Successfully

implementing the chosen policies is a very important procedure. Although a policy is well made and is reliable, if it is not properly implemented, or done under unfavorable conditions, the policy cannot be successful or accomplished.

The concept of rehabilitation of prisoners has evolved from the past measure, where prisoners were controlled without any rehabilitation. This type of control will not allow the prisoners to reform and will leave them worse off, because the prisoners have no chance to develop themselves. This impacts mental health and the likelihood of criminal behavior. In addition, the rehabilitation of prisoners also helps to properly control them. If there is no activity of rehabilitation,

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control will be difficult. Since the prisoners are doing nothing, they may entertain the idea of escaping. Current major rehabilitation remedies include vocational training. These studies target the prisoner having experiences, expertise and knowledge (Atikomnanta, 2013)

The problems of prisoner training include: the lack of knowledgeable people in training, management issues, such as site management, equipment supply, marketing and distribution. In addition, the Department of Corrections is not an educational institute, so it is not possible to allocate budgets for direct training, meaning the budget provided for training prisoners is insufficient to operate well. Regarding these problems, the Department of Corrections has a policy to allow prisoners to receive the training in establishments outside the prison in order to adjust, familiarize, and prepare themselves before releasing. Regarding the budget constraint, the Department of Corrections cooperates with the private sector to work in the field of vocational management of prisoners by creating a project named “Private sector and public sector to develop prisoners into the factory” in order to promote and encourage prisoners to take the opportunity to practice skills in the industries outside the prison. After the actual work and development to become skillful, the prisoners can apply what they have learned upon release.

Referring to the report of Bureau of Rehabilitation, Department of Corrections, the Public Participation Project for the development of prisoners in the factories outside the prisons, from 29 June 2016 – 1 March 2017, consisted of 260 prisoners from 20 prisons nationwide having vocational training. There were 22 entrepreneurs joining this project. Regarding the project implementation, from 143 prisons nationwide, there were only 20 prisons joining the project. This demonstrates that the central policy cannot be applied in different areas of the environment as it involves the adoption of agency policies at the local level. However, from a total of 20 prisons implementing the project, only a few prisoners from some prisons were employed after release. This shows that different factors lead to success in improving the performance of the agency to comply with the central policies. (Department of Corrections, 2017) The objectives of this research were to study the policy implementation of private sector and public sector to develop prisoners, and to study conditional factors influencing the policy implementation.

Literature Review

Prisoners Rehabilitation

Prisoners rehabilitation is developed from the idea of punishment to deter committing crimes, with the appropriate punishment. Deterrence punishment aims to affect prisoners in understanding the pain of their actions. After that, punishment is to reduce the chance to commit crimes. This is to prevent re offending and in the present time, punishment is to rehabilitate prisoners with individual study.

Concept of prisoner rehabilitation

Punitive Ideology, the classical school of criminology, believes that prisoner punishment needs to reflect the criminal action. This is because prisoners will receive the same feeling and be scared of recommitting crimes. Positive School in the 19th Century shows that scientific methods can be used to find the reasons of offending. This is because people who commit crimes do so when they have high stress in both body and mind, including social situation. The goal of punishment focuses on many aspects. (Frank & Mc Shane, 1999)

Rehabilitation Ideology is an ideology to rehabilitate prisoners rather than punish them and the desire to rehabilitate individuals. Criminologists of the positive school support punishment for rehabilitation theory because offending occurs from abnormality of the patients. They have to be rehabilitated rather than punished. Crime is one of the phenomena in society. Prisoners do not intend to commit crime. (Bohm, 1997)

Policy of department of corrections

Department of Corrections assigns prisons to conduct the training programs. This is to support prisoners to get jobs after getting released. Prison will select prisoners who have eligibility according to appropriate jobs, age, hometown, health, education, and interest, including volunteering to attend the training that is set by prisons. Moreover, the Department of Corrections has cooperated with Department of Skill Development to support the vocational skills such as carpenters, electric mechanics, painters etc.

From the vocational training programs for prisoners, there are many problems such as lack of instructors, management, place, materials, marketing, and budget. From these problems, the Department of Corrections has the policy in training prisoners within the factory outside prisons. This is because factories outside prisons have abilities in every aspect and prisoners are also able to adjust themselves to be familiar with outside environments before released. (Department of Correction, 2017)

Policy implementation

Regarding the policy implementation, in addition to its importance, it is also complex, since it involves individuals and multiple organizations that affect achievement. Mazmanian and Sabatier (1989) stated policy implementation is the decision to implement the policy to succeed. Moreover, it is collaboration under the law passed by the legislature, or an order of management, or the judgment of the Supreme Court. Pressman and Wildavsky (1989) stated policy implementation is to operate the work as accomplishment to be completed product. It is the act of the government agency that will be responsible for implementing the policy to succeed in all aspects.

Policy implementation process is to settle the preceding steps of policy implementation to get the policy to succeed. It can be classified into macro level and micro level. (Berman, 1978) Macro level has 2 steps: Step 1: Transformation policy to project. It is policy conversion to be a guideline, or come out in the form of a plan or project. Generally, the responsible agencies are Ministry, Department or Central Administration. These state agencies have to recognize and be consistent with

society trends. Step 2: Acceptance of lower-level agencies. Acceptance of the way, plan, project or effect of the policy conversion to practice while being aware of the benefits of the project and coordinate to implement the project. Implementing a policy requires coordination to contact other people to get support, and ask for cooperation to achieve the same understanding. Micro level: It is a step in the implementation of the central policy in the environment of each area. It can be divided into 3 steps. Step 1 Mobilization: It is a step that lower authorities have to consider to accept the project and find the way to support. Step 2 Practicality: Modification of accepted projects in the form of actual implementation with full intention to perform. The officers have a role and cooperate with involved people. Step 3 Create continuity: It covers the pursuit of how to adjust the policy and make it acceptable.

Conditional Factors Affecting the Implementation

Van Meter and Van Horn (1975) wrote the article named “The Policy Implementation Process: A Conceptual Framework”. The objective is to study project implementation and offer model. It is named “A Model of the Policy Implementation Process”. Condition factor affecting the project implementation by Van Meter and Van Horn explains the relationship between project implementation and outcomes of practice based on the 6 elements in linking project and project implementation as following: 1) project resources. It is a facility for project management. 2) communication and reinforcement. For people who comply with the project is consistent understanding. 3) operating characteristics. It is a team element. Management support and relationship. 4) interest groups. This component takes into consideration the allocation of resources. The opinion of the beneficiary group, whether they will oppose or support. 5) attitude in practicing. Practitioners must have a positive attitude toward the project implementation.

Methodology

The study used qualitative research methodology by using in-depth interviewing of 20 key informants.

Participants

The researcher used the method of purposeful selection with the unstructured interviewing form. The main purpose of this sample selection was to obtain the best possible sample. The samples could provide in-depth information and best reflect the reality which was the most appropriate for the study: Five directors of the Department of Corrections included the director of Bureau of Rehabilitation, the director of Administration and Product Distribution, the director of Professional Training Division, the head of Labor Management, and the head of Vocational Training. Twelve prison officers working in the first top three prisons sending the prisoners to have training were the prisoners development director, the head of professional training, staff who are in the training department, and the prisoners control officers of the participating prisons involving the sending of the prisoners to

be trained outside the prisons including Samut Sakorn Prison, Chacheongsao Central Prison, and Samutprakarn Central Prison. The managers of the factories in the first three provinces participating in the project that receive the prisoners to have professional training were; manager of the industry established in Samut Sakorn province, manager of the industry established in Chacheongsao province, and manager of the industry established in Samut Prakarn province.

Sending prisoners to training outside the prison helps them learn from the real thing. The top three prisons were as follows: 42 prisoners from Samut Sakhon Prison, 37 prisoners from Chacheongsao Central Prison and 25 prisoners from Samut Prakarn Central Prison.

Data Collection

The researcher collected data by in-depth interview of 20 key informants that included issues related to bringing the project in to action, conditional factors that affect the implementation of the project to practice, and how to bring the project into action. Regarding non-participant observation, researchers used observation to look at various phenomena alongside in-depth interviews to collect all-round data.

Data Analysis

Qualitative analysis was based on in-depth interview questions. The researcher collected data, studied and then analyzed data from the fieldwork, content analysis, and distinguished and categorized information in order to summarize the findings, and examined the information collected as to whether such obtained data could answer the research question completely and met the research requirement or not. The data collected were analyzed based on a conclusion form and content analysis. Finally, the data obtained from in-depth interviews were analyzed in order to summarize the findings, and then the results were compiled.

The accuracy and relevance of data are considered important. The researcher used the following methods for qualitative research methodology: an appropriate time of interview and familiarity, and rapport with the key informants: the researcher spent approximately two hours, which is a standard period for interviewing each key informant in order to ensure that the information obtained from field research can reflect the actual situations and environments. Conversations with experts: the researcher exchanged information with other researchers including experts and advisors in order to get effective and accurate guidelines for conducting the research. Data verification with the key informants: data validated by the key informants are considered to be important for accurate data. After the researcher finished the tape decoding, the interviewing data were returned to the key informants in order to be verified again in order to ensure that the researcher did the transcription correctly and conveyed the ideas and opinions of the informants straightforwardly.

Results

Fundamental Information in Study Area

Samut Sakhon Prison has 1,025 prisoners. The training field was the job of moving and storing products. There were 42 prisoners who joined the program. Chachoengsao Central Prison has 1,220 prisoners. The training field was the production and design of bus chassis, moving and storage of products. There were 37 prisoners who participated in the project. Lastly, Samut Prakarn Central Prison contains 1,480 prisoners. The training field was the job of producing sewer, ponds and brick blocks. There were 25 prisoners who joined the program.

Analysis Result of the Policy Implementation of Private Sector and Public Sector to Develop Prisoners

The project contains both internal and external factors that are consistent with Berman (1978) concept of classifying the policy process into two levels: Macro and Micro.

Policy implementation at macro level. Transformation policy to project. The study included the following factors. Realize the importance of the project. It was found that the entrepreneurs realized the importance of this project as it meets the requirements of prisoners. It is a policy that provides opportunities, surety in line with the current of society, the government has a policy that the government, the private sector and civil society take part in for the resolution of problems. Create understanding to project executors. It was found that confidence was created in the private sector in transferring knowledge to prisoners. Acceptance of lower-level agencies. The study included the following factors. The realization of the benefits. It was found that cooperation with the private sector was needed to solve problems and to return the prisoners to society effectively. Project coordination. It was found that creating understanding of the process gave effectiveness in the operation. Cooperation with entrepreneurs. It was found that sharing resources gave maximum benefits to the organization. Vocational training is appropriate to the level of punishment and expertise. Some cases have the opinion that if the prison administrators have a good relationship with the entrepreneurs, the project will operate well, but if the relationship is not good, the project will be not progressive.

Policy implementation at micro level. Mobilization. The study included the following factors. Project Consideration. The project executors found that prisoners have a chance to learn and adjust themselves. Finding sponsors. It was found that the project was supported by a group of entrepreneurs in the area. Entrepreneurs get more work in the workplace without arranging accommodation. Some cases have the opinion that the project executors have changed the way of implementing the project to suit the conditions of the organization. Practicality. The study included the following factors. Intention to perform. It was found that the staff is willing to participate in the operation, including entrepreneurs paying attention to the prisoners. The prisoners were determined to learn. Roles of officers. It was found that the staff cooperated

well and were proud of helping the prisoners to gain knowledge and be accepted by the entrepreneurs and society. Collaboration with stakeholders. It was found that the staff cooperated well with entrepreneurs, and the entrepreneurs cooperated in the care of prisoners so as not to be able to escape. Some cases have the opinion that the project must process to be successful despite some obstacles such as lack of manpower to take care of prisoners, transportation and the problem of training prisoners to work with discipline. Create continuity. The study included the following factors. The attention of involved people. It was found that the authorities and entrepreneurs care for the prisoners to get professional coaching from actual locations and equipment. Entrepreneurs pay attention to the prisoners to provide accommodation, places to eat, etc. Management sees importance. It was found that Executives pay attention and are coordinators. Dedicated staff fully participate to implement the project. These actions make the vocational training for prisoners effective. Demand to be routine duty. It was found that the authorities want this project to continue and further expand. This is to reduce congestion within the prison. The prison has available room for redevelopment of other prisoners, such as older prisoners, disabled prisoners, and prisoners with HIV. Some cases have the opinion that there are more entrepreneurs to join this project, because the prisoners want to show their abilities.

Analysis Result of the Conditional Factors Influencing the Implementation of Private Sector and Public sector to Develop Prisoners

The study of the conditional factors that affect the implementation of the project is consistent with Van Meter and Van Horn (1975) of six factors as follows.

The purpose of the project

The study included the following factors. The purpose is consistent with reality. It was found that the objective of the project is to meet the requirements. It is a project settled for mission accomplishment. Acceptance in objectives. It was found that the purpose has been accepted and benefit to prisoners. They have a chance to practice the training, to work in actual place, and have knowledge in the occupation. The project executors follow the purposes. It was found that the training followed in the objectives of the project to let the prisoners adapt to society. Some cases have the opinion that prisoners not only must comply with the goals of the project, but also with the goals of the entrepreneurs.

The project resources

The study included the following factors. Human resources. It was found that professional trainers from private sector are more knowledgeable than prison staff as they practice every day. Vocational training divides the prisoners practicing based on each experience. Budget. It was found that most budgets are from the public sector, but some private sectors provide support because entrepreneurs benefit from the production. Materials. It was found that entrepreneurs provide well-equipped and modern facilities. Prisoners use quality equipment. Management. It was found that the management

of the private sector is ready and attentive to the practice as the factory's standard, since it is a certified factory. Some cases have the opinion that the entrepreneurs will focus on commercial training and each entrepreneur provides training within their own styles. They will train the prisoners based on the purchase orders of the day.

The communication and reinforcement

The study included the following factors. Communicating with practice centers. There is good communication with the practice centers to help understand the project. As a result, the project implementation process is in the same direction. Communication with entrepreneurs. There is coordination with entrepreneurs to assist in controlling prisoners not to be able to escape. Reinforcement to the authorities. Provide allowances and benefits to staff because prisoner escape is a risk. Some cases have the opinion that there should be regulations for protection of the staff because of the risk of prisoner escape.

The operating characteristics

The study included the following factors. Capability of authorities. It was found that the staff have developed the efficiencies and attention to care, such as catering arrangement, talking to the prisoners and entrepreneurs to understand the problem. Command control. It was found that management has an obvious quality. There is a systematic division of tasks, and close monitoring. Relationship in the agency. It was found that the staff need to develop the project effectively. Some cases have the opinion that there should be increase in the number of staff in prison control. In addition, there should be regulations to allow the prisoners to assist the caretaker.

The interest groups

The study included the following factors. People group. It was found that people in the area agree with the project, especially prisoners' relatives, because they have the opportunity to meet the prisoners before the impunity period. In addition, local people also help to take care of them. Local leaders. It was found that local leaders provide support to prisoners, because prisoners and prisoners' relatives are local people, so the local leaders give priority to the project. Private Sector. It was found that private sector plays an important role in the project to practice, gain expertise, provide opportunities for prisoners to work.

The attitude in practicing

The study included the following factors. Understanding of staff towards the project. It was found that officials think helping prisoners to have a source of work at the moment of acquittal is important. This is because when the prisoners have an occupation, they do not make mistakes again. Feeling for the project. It was found that staff are dedicated for this job. Entrepreneurs have a thorough understanding of the project to make the prisoners adapt to the outside world, and have an opportunity to work after their impunity period. Behavior on the project. It was found that the authorities agree with this project that it is a good project for the prisoners to be able to find a job in the future.

Conclusion

Policy implementation to develop prisoners was based on the concept of Paul Berman, which separates the policy implementation into 2 levels including a macro level and a micro level. The macro level is divided into 2 steps: transformation policy to project and acceptance of lower-level agencies. The micro level is divided into 3 steps: mobilization, practicality and creating continuity.

As a result of training, prisoners have the knowledge to work in a career with sufficient income to spend. After the impunity period, they can work immediately meeting the prisoners' requirement. This helps reduce mental stress, reduces congestion within the prison. The prison has plenty of room for prisoners to organize rehabilitation activities for other prisoners, such as older prisoners, disabled prisoners, etc. Some interviewers commented that the government should promote basic vocational training for prisoners first, and should modify the procedures to suit the condition of the area.

Factors affecting the implementation of private sector and public sector to develop prisoners, according to the concept of Van Meter and Van Horn, consisted of 6 factors including the purpose of the project, the project resources, communication and reinforcement, the operating characteristics, interest groups and attitude in practicing.

Regarding the result of professional training, the prisoners try to adapt themselves to society again. Prisoners have the opportunity to use the available tools. Having practiced with the real device means that it is safer than those devices in prison. Some interviewers gave an opinion that prisoners must comply with the regulations of the entrepreneurs. There should be regulations on the protection of officials from the prisoners' escape. The number of staff should be increased to make it easier for caregivers.

Recommendation

The researcher proposes some policy recommendations. According to the study, it was found that sending prisoners to training outside the workplace had lack of the mobility. It is suggested that agencies should arrange to carry out special missions to put prisoners to practice at entrepreneurs outside the prison. It was also found that there is a lack of clear regulations for prisoners to practice the vocational training at entrepreneurs outside the prison. It is suggested that the Department of Corrections should set regulations in taking prisoners to practice at entrepreneurs outside the prison, and also provide a handbook for the entrepreneurs.

According to the study, it was found that prison officials still do not understand the relevant regulations. To implement improvement, it is suggested that understanding should be created to the prison authorities to better understand the relevant regulations. It should be adjusted to suit the conditions of the area, such as working time, dress, behavior, etc. In addition, it was found that the practice of prisoners training is not diversified. It is suggested that Prison Administrators should consider the nature of the work from the entrepreneurs to be more diverse in order to allow the prisoners to have the opportunity to practice their profession as interesting and to become expert.

It is suggested for further study, that there should be research and evaluation of the project about occurring obstacles in order to improve the procedures based on changing circumstances, and to study the development of prisoners who have been released from prison and how much knowledge can be used.

Conflict of Interest

There is no conflict of interest.

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