

Network Management for Preventing and Resolving Human Trafficking Issues in Chonburi Province, Thailand

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Abstract

The objective of this research is to study, analyze, and synthesize network management for preventing and resolving human trafficking issues in human trafficking. A qualitative approach, including in-depth interview, group discussion, and network forum among 33 main informants, were used for data collection. Content analysis was bringing to apply afterwards. From the study, it has been found that network management for preventing and resolving human trafficking in Chonburi province are applied at both provincial and district levels. At the provincial level, the Provincial Office of Social Development and Human Security is the operational center that helps the affected persons, in collaboration with the police, the Provincial Office of Labor Protection and Welfare, the Provincial Office of Employment, and the Provincial Office of Public Health. In addition, training sessions are organized to educate workers and business owners. At the district level, the Provincial Office of Social Development and Human Security, the local police, and sub-district health promoting hospitals, with the chief district officer as the head of the working team. The suggestions include involving all agencies in the network in resolving human trafficking problems in order to unify the team and maximize the efficiency, improving human trafficking-related data organization system to make it more up-to-date and accessible to all relevant parties, expanding the collaboration to the public and other networks in the community to monitor and resolve human trafficking issues.

Keywords: Network Management, Human Trafficking, Chonburi Province

Introduction

Human trafficking is one of the world's most focus issue. It is considered to a violation of basic human rights and a devastation of humanity. It is becoming more serious these days with various means of illegal exploitation including deception, threatening, and consent from a third person. According to the 2012 Trafficking in Persons Report, in 2010 there were 70 human trafficking cases in Thailand with 79 culprits. In 2011, the police arrested 83 cases in total, of which 67 were related to female human trafficking for prostitution and 16 related to labour trafficking. Only 67 culprits were sentenced guilty in the court according to the Human Trafficking Act, most of which were Thai nationals. However, the figure was much lower than actual (Taweessit, 2013).

Thailand is globally known for human trafficking issues. Due to its convenient location for delivering and maintaining migration flows. Labors are being trafficked and sent to work in fishery business, agriculture, and prostitution. Child labours are also present (Jernsittiparsert, 2017). From the 2014 Trafficking in Persons Report. Then Thailand had been moved from

Tier 2 to Tier 3 because of incompetent operations compared to the United States law's minimum requirements and lack of serious effort to resolve human trafficking issues. The report stated that there were tens of thousands of human trafficking victims in Thailand, most of which were immigrants from neighboring countries arriving with the help of middleperson either by deception or threatening. They became labors, prostitutes, workers in fishery and clothes factories, and housekeepers. Trading between Thailand and the United States was also affected, especially from the reduction in fishery product exportation. Also, Thailand's business rivals might emphasize on the labour trafficking, child labour, and unwilling labour issues in order to discredit the country's industries (Thai Financial Planners Association, 2014). Despite Thailand's negative reputation in preventing and suppressing human trafficking, the government has been focusing on resolving the problems. Human trafficking has been treated as an urgent issue that needs to be solved as soon as possible. The National Policy, Strategies, and Measures to Prevent and Suppress Trafficking in Persons, B.E. 2554-2559 (2011-2016) is the main tool that drives the human trafficking preventive and corrective operation in Thailand (Buadaeng, Sirasontorn, Siripaiboon, and Wattanachaiyingcharoen, 2013).

There are several means to take advantages of the victims. The key factor is the need to migrate to the destination country. Human traffickers usually deceive or threaten the victims. While every person has the right to move freely and migrate for a better life due to financial reasons, higher education opportunities, civil war or natural disasters, only a small number are able to migrate legally (Chomketkaew, 2011). One of the severe examples of human trafficking that is a concern at a global level is trafficking of children and women for prostitution and labours, both domestically and internationally. A study revealed that there were approximately 200 000 prostitutes in Thailand, of which 30 000 were under 15. The prostitution business alone generated 100 billion baht (Pongpaijit, 2000).

Chonburi is a province with rapid economic growth, in the commerce and other industries such as tourism, agriculture, and services. Therefore, it has become a route for human trafficking, especially deception and kidnapping of fishery workers. In 2009, the Mirror Foundation's Anti-Human Trafficking Center received over 103 calls for help, 3 times more than the previous year, from fishery workers who had been deceived, unwillingly forced to work, and abused. The consistent need for more than 100 000 fishery workers had led to middleperson supplying labours to business owners. As a consequence, Chonburi, Samaesan Harbour and Sattahip in particular, was listed as a port city with severe human trafficking issues (Loomchomkae, 2009). Moreover, in Pattaya, a world-famous tourist attraction, Thai and immigrant street children and beggars are frequently exploit, for example, child abuse by male foreigners, forcing child labours to sell flowers and fruits, and willing and unwilling prostitutes (Chonburi Provincial Office of Social Development and Human Security, 2014). The human trafficking network structure is very complex. The offenders and involved persons live in every community of every level. All relevant public, private, and civil society organizations shall work together to prevent and resolve the problems. The current human trafficking situation in Chonburi has motivated the research team to choose the province as the location for studying and analyzing network management for preventing and resolving human trafficking. The results will be utilized to improve network management in other areas in Thailand for more efficient operations in the future.

Objectives

1. To study and analyze network management for preventing and resolving human trafficking in Chonburi province.
2. To synthesize network management for preventing and resolving human trafficking in Chonburi province.

Research Methodology

This study is a qualitative research. Data collection was conducted by synthesizing related documents and researches, conducting in-depth interviews, organizing group discussions and network forum among the main informants. The study's main informants consisted of personnel of organizations related to preventing and resolving human trafficking issues in Chonburi (the network), including public, private, and non-governmental organizations. The public organizations included the Provincial Office of Social Development and Human Security, the Provincial Immigration Office, the Provincial Office of Employment, the Provincial Office of Public Health, the District Office of Public Health, the Children, Woman, and Family Protection and Anti-Human Trafficking Center, the Chonburi Province Port-In Port-Out Control Center, the Provincial Cultural Center, the Provincial Labour Trafficking Prevention Operational Center, and Chonburi Shelter for Children and Families. The private organizations included Samaesan Fishery Association. The non-governmental organizations included Tarn Cheewit Center, the Anti-Human Trafficking and Child Abuse Center, and the Chonburi Protection Shelter for Children. There were 33 informants in total.

Research Results

From the study, it is found that there are three forms of human trafficking that occur frequently: 1) Prostitution exploitation, of which the majority are young boy trafficking which is increasing and different from other provinces where female trafficking is more common, 2) Beggars, approximately 90 percent of which are Cambodian victims, 3) Forced and exploited labours, with explicit media production as a consequent issue where foreigners sexually abuse children and film them. As a result, the police are focusing on this issue by amending the law to include children-related media. It must be recognized that this problem need to be solved together by relevant agencies.

Network Management for Preventing and Resolving Human Trafficking Issues in Chonburi Province

In Chonburi, the following processes have been established to govern the operations of networks for preventing and resolving human trafficking issues at both provincial and district levels:

At the provincial level, there is an apparent operation integration. When the Provincial Office of Social Development and Human Security receives a call, all agencies will be contacted to visit the area together. Any organization with a clue will coordinate within the network in order to perform field operations. There are five main agencies, including the Provincial Office of Social Development and Human Security, the Provincial Office of Labour Protection and Welfare, the Provincial Office of Employment, the Royal Thai Police, and the Provincial Office of Public Health. The Provincial Office of Social Development and Human Security is the operational center with the following support networks: police stations handling the planning, arrest, prosecution, investigation, area and business inspection; the Provincial Office of Labour Protection and Welfare taking care of the welfare and labour protection, labours in business, and child labouring; the Provincial Office of Employment taking care of foreign labours' employment and registration; the Provincial Office of Public Health taking care of the victims and affected persons. In addition, training sessions are arranged for the staff from all relevant agencies by the Provincial Office of Social Development and Human Security. The Provincial Office of Labour Protection and Welfare, in collaboration with the Provincial Office of Employment, also organizes trainings for business owners. The working team always discuss and share monthly operational reports with high-level organizations.

At the district level, four main agencies are involved: the district office/administration with the district chief officer or deputy district chief as the chairman. The sub-district chief and village chief also work with the Provincial Office of Social Development and Human Security, the local police, and the District Office of Public Health, with sub-district health promoting hospitals working to take care of the affected persons. Private and non-governmental organizations also provide supports on the information.

In the case of fishery workers, a special agency has been established under the command of the Head of The National Council for Peace and Order no. 10/2558 that a port-in port-out control center be arranged under the Command Center for Combating Illegal Fishing (CCCIF). It is comprised of 16 officers from organizations like the Royal Thai Navy, the Department of Fisheries, the Provincial Labour Office, and the Provincial Office of Labour Protection and Welfare and handles the fishery business, with the Royal Thai Navy as the chief and the head of public agency, the Marine Department, the Department of Fisheries as deputy chiefs. 2 staff members from every unit in Chonburi work at the center. The team is divided into 2 sets of 8 members. They perform preventive inspection in the reported areas. The Human Trafficking Prevention and Resolving Center of the Command Center for Combating Illegal Fishing (CCCIF)'s special unit is in charge of suppressive work. This special unit will be abolished once Thailand's operation is up to standard with the United States law and the country has been moved up to Tier 2. The Department of Fisheries will handle the situation afterwards.

The Ministry of Labour issued the ministerial order no. 277/2558 on 15 Oct 2015 to establish the Provincial Labour Trafficking Prevention Operational Center. The Provincial Office of Labour established the operational center and the Provincial Committee and Sub-Committee for Labour Trafficking Prevention. The provincial committee consists of the vice-provincial governor and some agencies under the ministry, including the Provincial Office of Labour, the Provincial Office of Employment, the Provincial Office of Labour Protection and Welfare, director of the Skilled Labour Development Center, the Provincial Social Security, and the director of the Zone 2 Labour Safety Center. The committee is responsible for strategic planning for labour trafficking prevention under the order of the prime minister, the cabinet, the minister of labour, handling the issues and suggestions that appear in the TIP report, directing and following up the outcome of the Ministry of Labour's subordinate agencies and the center's sub-committee, and reporting the results to the minister on a weekly basis.

According to in-depth interviews with the main informants from public and private organizations, and NGOs who are part of the network for preventing and resolving human trafficking in Chonburi, network management and operation require collaboration from all parties. The following organizations have some important roles as found from the study:

Public organizations

The Provincial Office of Social Development and Human Security plays a major role in preventing and resolving human trafficking issues in Chonburi. With respect to the Anti-Human Trafficking Act, B.E. 2551, the Provincial Anti-Human Trafficking Center has been established. The committee consists of 22 members from different organizations related to human trafficking issues. The Provincial Office of Social Development and Human Security staff is assigned the secretary, the province governor the chairman, the vice-governor the deputy chairman. Staff from the Provincial Office of Labour Protection and Welfare, the Provincial Office of Employment, the Provincial Office of Culture, and NGOs are also included. The committee receives calls, investigates the case, and inspects the places and areas where there are risks of human trafficking. The operation teams are grouped according to levels. 99 local/sub-district level teams report to the district, and the district to the province. The network is quite strong and well-supported by various NGOs. The police, who

understands the issue very well, and important persons also provide assistance. Activities are arranged to educate the people about human trafficking, the network, and the preventing and resolving of the issues. There are five main agencies working together: The Provincial Office of Social Development and Human Security, the Provincial Office of Public Health, the Royal Thai Police, the Provincial Office of Labour Protection and Welfare, and the Provincial Office of Employment. Provincial networks are also present, such as 23 police stations in Chonburi, 124 district health offices which help the victims and affected persons, sub-district health promoting hospitals, and local volunteer networks which play an important role as well. In addition, the Provincial Office of Social Development and Human Security and the Provincial Office of Labour Protection and Welfare organize trainings about human trafficking for motorbike taxi drivers, mini-bus drivers, and van drivers, in order to increase the number of volunteers who would inform the agency of any related news. Meetings are arranged to discuss the suggestions and corrective actions as well.

The Provincial Office of Labour Protection and Welfare collaborates with the Provincial Office of Employment and the Provincial Office of Social Development and Human Security to prevent and resolve human trafficking issues, handling labour and child labour issues. In small plants, there were issues about unwitting employment of child labours, which is not exactly considered human trafficking. Nowadays, the issues are not present. Knowledge sharing sessions on human trafficking are arranged by the Provincial Office of Social Development and Human Security. Port-In Port-Out Control Center (PIPO), taken care of by the Royal Thai Navy, has been established to monitor fishery worker trafficking. This corresponds with the following quote stated by the Provincial Office of Labour Protection and Welfare:

“...We all work together. The Provincial Office of Social Development and Human Security has their own focus issue when they lead the job, same as us when we are in charge as the secretary. However, all of us focus on human trafficking issues in Chonburi. It depends on the aspect. We focus more on the labours. They focus on street children selling flowers. The Office of Employment focuses on fishery workers, for example. Each agency has its own goal to focus on...” (Bovornnawwarat, 2015)

Chonburi Provincial Office of Employment helps prevent and resolve human trafficking issues by investigating foreign labours. Thai labours are under the Provincial Office of Labour Protection and Welfare. The Office of Employment's responsibility involves labour registration. The issues are related to foreign labours due to lack of evidence for investigation. The relevant problems include deceived labours working abroad, both Thai labours and foreign labours working in Thailand, but most of them are foreign labours. As for the prevention and resolving issues, the responsibility falls mostly on the Department of Labour Protection and Welfare since their duty is inspecting working and employment condition, both onshore and on the boats. The Office of Employment handles foreign labour issues and employer inspection. If there is no foreign labour involved, the Department of Labour Protection and Welfare will handle the inspection, which is more appropriate. A policy has been established to found fishery labour administration centers to work under the Department of Labour Protection and Welfare in 22 provinces. The Ministry of Labour has issued a cabinet resolution to establish the Center for Fishery Labours, with the Department of Employment as the secretary, now under the Port-In Port-Out Control Center. Training sessions have been arranged to educate the staff on human trafficking by the Provincial Office of Social Development and Human Security and on human trafficking prevention by the Department of Employment. The trainings are conducted by the Provincial Office of Employment for business owners and Thai and foreign labours alike.

The police stations help on the investigation and conviction and collaborate with the Provincial Office of Social Development and Human Security on the responsibility related to

different professions. They handle the planning, arrests, prosecution, and investigation. The Royal Thai Police often organizes trainings on human trafficking prevention.

“On prevention, we inspect the area to see if there is any human trafficking-related issue. If yes, we arrest and handle them legally. We monitor the area regularly to prevent illegal acts. On correction, we arrest and prosecute and let them know of the charges and punishment. We consistently monitor the area so that the arrested persons will not commit the crime again and we give suggestions on how to do it in the right way. We coordinate with all agencies in the area...” (Sudsakorn, 2015)

Private Organizations

Samaesan Association of Fishery collaborates with public organizations to promote fishery both domestically and internationally, shares knowledge and professional skills, works with the government to provide fishery courses. The main responsibility is taking care of fishing boats, foreign workers, working with PIPO to monitor the boats. PIPO provides knowledge on boats and foreign workers. Nowadays, after the crew started registering and doing proper documentation, human trafficking is almost not an issue anymore. The association takes care of four jetties. The most common problem is the communication between the association and the crew. Interpreters help resolve the language barrier, as in the association staff’s statement on preventing and resolving human trafficking issues:

“Our responsibility includes monitoring fishing boats. We register them in and out and pass them on to the PIPO center. The association’s objective is to handle fishing boats and foreign labours, provide them assistance. The PIPO center inspects the boats and takes care of the crew. Since we started issuing crew ID cards, human trafficking is no longer an issue...” (Sasiwattanaporn, 2015)

Non-Governmental Organizations

Than Cheewit Center works on preventing and resolving human trafficking issues focusing on protecting children, educating them on life skills, risky situations, and safety in life. The center works with the Provincial Office of Social Development and Human Security, police stations, the Office of Public Health, and Pattaya Fishery Network.

Chonburi Protection Shelter for Children helps take care of victims of child abuse and child prostitution, abandoned children. They provide information and education to foster home staff, inspect foster homes and ensure they comply with the social development and human security law, and arrange trainings on child abduction for officers.

The Anti-Human Trafficking and Child Abuse Center informs and collaborates with all relevant parties, including the Provincial Office of Social Development and Human Security, the police, public and private networks. The approaches are divided into three parts: Ban Kru Ja, the police, and the Shelter for Children and Families. Educational sessions on human trafficking and child abduction issues are organized for the local community, the local administration, students, and motorbike taxi drivers.

Synthesis of Network Management for Preventing and Resolving Human Trafficking in Chonburi Province

From the study, the operation can be summarized based on the roles and responsibilities as follows:

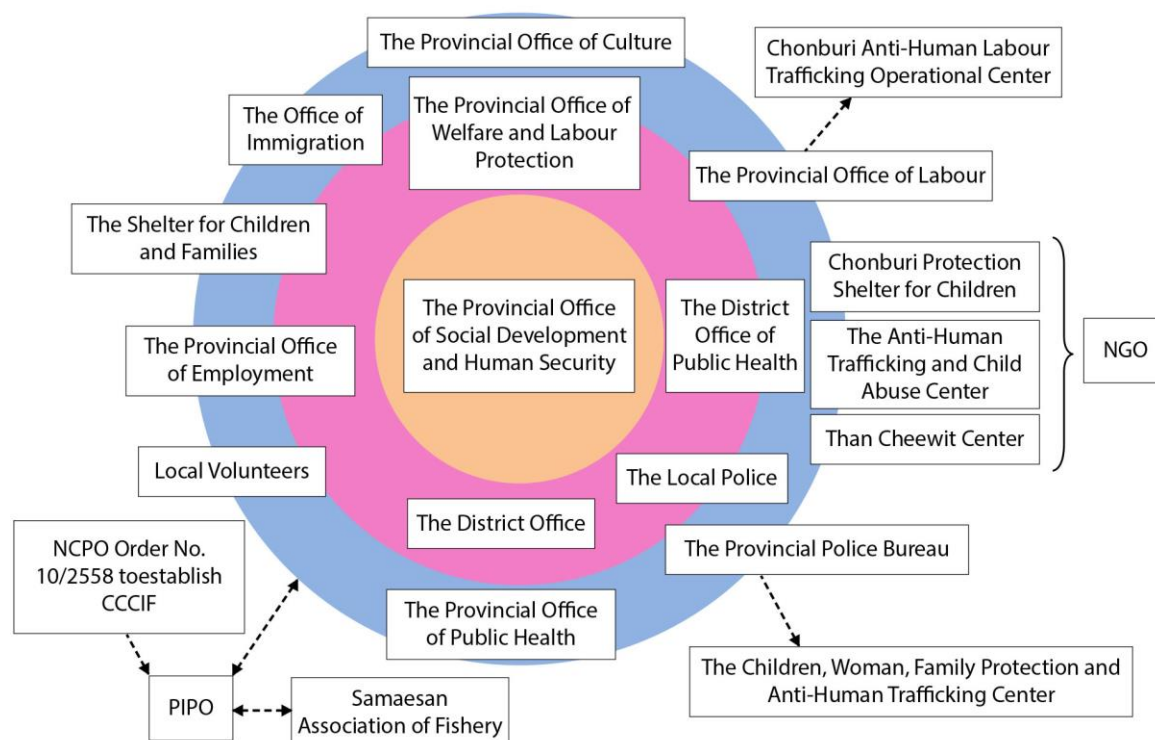


Figure 1: Operation of the network for preventing and resolving human trafficking issues

Conclusion and Discussion

Network Management for Preventing and Resolving Human Trafficking Issues in Chonburi Province

According to the study, the relevant parties agree that human trafficking in Thailand is a critical problem and required collaboration from all agencies. It has been made more extensive and the structure is complicated. Children are exploited and labours trafficked. The involved persons are everywhere in the community. The network for preventing and resolving human trafficking issues has been working together in an integrated manner with a more defined operational model that realizes every independent agency in the network in order to resolve human trafficking issues at all levels. Therefore, the network's integrated operational and management model can be utilized to prevent and resolve human trafficking issues. This corresponds with de la Sierra's idea (de la Sierra, 1995 cited in Thai Asian Friendship Society, 2015) which stated that network management required engagement and responsibility in network building, readiness to collaborate, and realization of the participating agencies' independency, and clearly-defined goals. The network works in prosecution, prevention, providing assistance and knowledge to the staff, volunteers, and the public, making the society aware of the severe consequences of human trafficking at community and national levels. The network's management model includes provincial and district levels. At the provincial level, the Provincial Office of Social Development and Human Security is the operational center. The following are part of the network: the police which is in charge of arrest, prosecution, investigation, business and area inspection, the Provincial Office of Welfare and Labour Protection which is responsible for labours, child labours, labours in business, the Provincial Office of Employment which handles foreign labours and foreign labour registration, and the Provincial Office of Public Health which helps the victims and affected persons. Approach strategy is applied. Trainings are organized by the Provincial Office of Social Development and Human Security for the staff of all

parties related to human trafficking. The Provincial Office of Welfare and Labour Protection collaborates with the Provincial Office of Employment to provide trainings for business owners. Meetings are arranged among the working team and monthly reports are submitted to high-level organizations. At the district level, there are four main agencies working together in an integrated manner. The district chief officer or the deputy district chief is the chairman. They work with the Provincial Office of Social Development and Human Security, the local police, and the district office of public health, along with sub-district health promoting hospitals which take care of the affected persons. This corresponds with Sasiporn Maen-nontarat's study (Maen-nontarat, 2013) which stated that the operational model of the network for preventing and resolving human trafficking should be used at all levels, starting from the community, the district, the province, and at an international level as well.

At the community level, there are volunteers from the village committee, such as the Social Development and Human Security volunteers, the Village Security Team, and civil networks. These volunteers work in the village committee in various fields. The village chief is assigned the chairman of committee. At the district level, there is the District Anti-Human Trafficking Operational Center, of which the district chief officer is the chairman and the deputy security chief officer the secretary. The working team includes a network of public and private organizations and NGOs. At the provincial level, there is the sub-committee of the Provincial Anti-Human Trafficking Operational Center. The Provincial Office of Social Development and Human Security is the operation center itself. The sub-committee drives the process and coordinates with local public and private organizations and NGOs. In addition, Ranong World Vision and an international organization, the International Organization for Migration (IOM), are also part of the network in Ranong. This corresponds a study (Sojirat, 2003) which stated that coordination can be done as inter-organizational coordination, in which each organization retains its own responsibility and participate in the problem solving, planning, and decision making as a multi-professional team. The success of network collaboration does not depend only on the number of networks, but also all network members realize to the mutual goal. Network management for preventing and resolving human trafficking issues require good communication and a mutual objective. Satian Jirarangsiman (2003) stated that objective is an essential component of a network. If the group are working together on something without a mutual objective or motivation, it cannot be considered a network. Being a network is called "collaboration with direction" in achieving something. As for the relationship and communication, a network consists of intertwined relationship, information exchange, and communication. Communication enables perception, acceptance, and good relationship among the members. The following problems are still present in the network for preventing and resolving human trafficking issues in Chonburi province: insufficient manpower, personnel movement, and resignation, which result in inconsistency in the operation. The existing staff is not competent. This corresponds with Eberhard's idea (Scheuing, 1994 cited in Thai Asian Friendship Society, 2015) which stated that the problems with network operation included lack of regular staff, since each member has a main job independent of the network, lack of coordination skill which is crucial to network operation, and too much emphasis on immediate success. All these have led to insufficient learning and mutual experiences.

Synthesis of Network Management Model for Preventing and Resolving Human Trafficking Issues in Chonburi Province

From the study, it has been found that the network for preventing and resolving human trafficking issues operate at provincial and district levels. Integrated collaboration is evident. Once the Provincial Office of Social Development and Human Security is informed of the case, it coordinates with all relevant parties to inspect the area together. Any party that receives information coordinates within the network. There are five main agencies: The

Provincial Office of Social Development and Human Security, the Provincial Office of Employment, the Provincial Office of Labour Protection and Welfare, the police who is in charge of prevention and suppression, and the Provincial Office of Public Health who helps the affected persons. This is corresponding with Pornnipa Onkerd's study (Onkerd, 2013) which found that there were six organizations related to human trafficking prevention and monitoring in Kanchanaburi: Kanchanaburi Provincial Office of Social Development and Human Security, Kanchanaburi Office of Immigration, Kanchanaburi Shelter for Children and Families, Kanchanaburi Civil Society, the World Vision, and the Children of the Forest Foundation. Kanchanaburi Provincial Office of Social Development and Human Security and Kanchanaburi Office of Immigration takes care of the prevention and suppression. The approaches include organizing trainings on human trafficking prevention and suppression for related staff. The Provincial Office of Social Development and Human Security takes care of this matter. The working team have regular meetings and consistently submit monthly reports to high-level agencies. This corresponds with Patchara Santad and Chetta Ratchadapannanikul's study (Santad and Ratchadapannanikul, 2014) which stated that it was important to provide knowledge and understanding on human trafficking prevention and suppression, especially on the Anti-Human Trafficking Act, B.E. 2551 and other relevant laws, to police officers in order to emphasize the importance of present human trafficking issues and for them to efficiently apply the information in their job. This also corresponds with Pongnakorn Nakornsantipap's study (Nakornsantipap, n.d.) which revealed that the operational guideline for human trafficking prevention and suppression should involve consistently educating the community, especially business owners on the penalty in case of illegal acts. Problems found in network operation included lack of manpower and regular working staff due to each member having a main job. This corresponds with Eberhard's idea (Scheuing, 1994 cited in Thai Asian Friendship Society, 2015) which stated that problems are inevitable in network operation. The problems might be interrelated to one another. For example, lack of regular staff because each member has a main job independent of the network, lack of coordination skill which is crucial to network operation, and insufficient fund and efficiency evaluation method. Also, it corresponds with Sasiporn Maen-nontarat's study (Maen-nontarat, 2013) which revealed that the human trafficking is a complicated movement that involves a network in every area and has a constantly-changing operational model.

In addition to network management improvement, it is also important to have a serious coordination from all relevant parties, especially the government officials who have the rights to enforce the law and protect the victims' rights - as expressed in Wanwipa Muangtham's study (Muangtham, 2016). Another study conducted in the Bangkok area also explored problems on the corruption between the government officials and business owners (Trimek, Jernsittiparsert, Akahat, Sieangsung, and Ratchaphan, 2016) which clearly is a nationwide obstruction to solving human trafficking issues. According to the study, a strict policy should be implemented to prevent such unethical acts. Combined with the people and staff's adequate understanding on the issue, this will definitely improve the human trafficking situation in Thailand.

Recommendations

1. All agencies in the network should be involved in every matter related to resolving human trafficking issues. The agencies can learn to collaborate and work in substitution for each other in order to achieve unity and maximize efficiency.
2. From the study, it is found that the operation data of the agencies are not integrated. A system should be developed to organize the data and link between relevant parties regardless of level.

3. The network is operated like an organization. Collaboration should be expanded to the public and other networks as well, in order to prevent, monitor, and resolve human trafficking issues. This will help in accessing the data and approaching troublesome situation, which requires constant changing.
4. The people, organizations, agencies, and the network itself should be educated and aware of the Anti-Human Trafficking Act, B.E. 2551, the consequences of human trafficking, and ways to prevent and resolve human trafficking issues.
5. Collaborate with other networks abroad to help the affected persons and exchange news.

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