

**THE IMPLEMENTATION OF INTERNET POLICY FOR
CHILD ONLINE PROTECTION IN THAILAND**


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**A Dissertation Submitted in Partial
Fulfillment of the Requirements for the Degree of
Doctor of Philosophy (Social Development Administration)
School of Social and Environmental Development
National Institute of Development Administration
2019**


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February 2020

ABSTRACT

Title of Dissertation	The Implementation of Internet Policy for Child Online Protection in Thailand
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Degree	Doctor of Philosophy (Social Development Administration)
Year	2019

This purposes of this research were to 1) study the cause and necessity of internet policy formulation for child online protection in Thailand 2) to study the process and approach of internet policy implementation and 3) to study the factors which shape the success or failure of internet policy implementation for child online protection.

The research results were the internet policy for child online protection in Thailand is necessary and must be implemented to solve the problem, prevent the threats to children from using the internet for the three main reasons. Firstly, the situation and severity of the problem that has occurred continuously since 2002 have intensified to a greater extent. And it was found that there were four main types of internet threats to Thai children; Child Predation & Exploitation and Child Pornography, Cyberbullying, Internet Gambling, and Online games. Secondly, the government became aware of problem significance. And thirdly, Drive from the international organizations and NGOs. Results of Internet Policy Implementation were found to lack clear and specific policy and law. There were many collaborators that lack coordination and integration across the ministry, the mechanism, mutual supports, and clear guidelines. Thus, the policy objectives to solve problems and protect children online were not fulfilled, according to the consideration of two criteria of outputs and adequacy criteria. It was found that the factors affecting the unsuccessful implementation of the policy consistent with the literature review and

related studies. Total six factors are 1) Policy' clarity and coverage, 2) Capabilities of Implementing Agency, 3) Front-line implementers 4) Supports from the locality, the private sector, NGOs and the stakeholders, 5) Policy Resources, and 6) Political Support. Two additional factors discovered were 1) Complexity of Implementation and 2) Communication and coordination. Suggestions from studies ,the government should urgently legislate the necessary and international-standard enforcement of laws to protect children from all types of internet risks and harms also appoint the agency who responsible directly in the implementation of Child Online Protection approaches (or COP), as well as providing the "National Focus" for the coordination of implementation.

ACKNOWLEDGEMENT

This thesis originated from personal experience of problems regarding child online protection, in which the risks and harms are increasing in terms of diversity and severity. Another point of origin was when Mr. John Curtis, TCCN Project Advisor, Australian Federal Police, encouraged the researcher to join the international conference with Virtual Global Taskforce in Combating online child sexual abuse (2012). As a result, I became aware of the importance of conducting research in this topic to generate new knowledge to support policy solution. The researcher is grateful for his teachers who nurture his love of knowledge since high school, Director Praijit Sripraiwan, Ajarn Surasak Srisulai, and especially Ajarn Nimit Ratanasaeng, the great teacher who departed prematurely. And the researcher would like to thank all key informants for their time in providing complete and highly beneficial information for this study.

This research will not be possible without the guidance, care, and kindness from Associate Professor Dr. Suvicha Pouaree, thesis supervisor and advisor, who does not disregard academic independence. The researcher also thanks Professor Dr. Surasit Vajirakachor, chair of thesis committee, and Associate Professor Dr. Thanapan Laiprakobsup, thesis committee, who provided guidance in research and revision for further completion, accuracy, and reliability of this thesis, which will be beneficial if there is any revision of policy and implementation in the future. Additionally, the researcher thanks all instructors from the School of Social and Environmental Development who provide knowledge and wisdom. In addition, the support from friends in the PhD class 1, Khun Jintanon Wichaidit, and all of the faculty officers during the researcher's time in this honorable institution is highly appreciated.

Lastly, this research is dedicated to Mr. Sawat Yuanyee (deceased) and Ajarn Kanjana Yuanyee, the researcher's parents who always provide a full support for the education. And Khun Nattant Rattanachotinunt, Ms. Apitchaya Apichanont, and Miss Apipannapa Apichanont, who have been the morale during the long period of study.

Apichart Apichanont

January 2020

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ABBREVIATIONS

Abbreviations

Equivalence

BTA	Basic Telecommunications Agreement
COP	Child Online Protection
CRC	Convention on the Rights of the Child
CWGCOP	Council Working Group on Child Online Protection
CSAM	Child Sexual Abuse Material
CAT	Communications Authority of Thailand
DCY	Department of Children and Youth
ITU	International Telecommunication Union
IWF	Internet Watch Foundation
INTERPOL	International Criminal Police Organization (also ICPO)
ITA	Information Technology Agreement
ICT	Information and Communication Technology
ISP	Internet Service Provider
MICT	Ministry of Information Communications Technology
MDES	Ministry of Digital Economy and Society
MSDHS	Ministry of Social Development and Human Security
NBTC	National Broadcasting and Telecommunication-Commission
NSTDA	National Science and Technology Development-Agency

NECTEC	National Electronics and Computer Technology Center
NESDC	National Economic and Social Development Council
NGO	Non-Government Organization
OBEC	Office of the Basic Education Commission
TSA	Telecommunications Services Agreement
UN	United Nations
UNICEF	United Nations Children's Fund
WSIS	World Summit on the Information Society
WGIG	Working Group on Internet Governance

CHAPTER 1

INTRODUCTION

1.1 Background and Significance of the Study

During the last two decades, information and communication technology (ICT) and especially the internet is increasingly important in changing the human society in every way. For the developing country, the internet contributes to the solution for poverty and economic growth stimulation (The World Bank, 2006). For example, mobile phones could create the communication network between markets, farmers, and entrepreneurs. The internet could transform the society by knowledge transmission to school. In terms of basic public health care, it could connect and respond to the need of patients and hospital instantly. For the government, there's the benefit from e-communication among the government agencies, e-government or the form of ICT application for public administration, e-commerce, information infrastructure, e-society, as well as the education development or e-education.

The role of internet in the social development is immensely important from the national, regional, to the international level. It can be said that the current society is completely the world of internet usage. The internet increasingly shapes the human life in various aspects, from the formulation of idea, vision, attitude, as well as human behavior (Jintavee Kasemsuk, 2011; Toffer, 1980). Held, McGrew, Goldblatt, and Perraton (2001, p. 15) commented that the information and communication technology led to the globalization and the swift expansion of socio-political and economic activities. It allows wider and more thorough connection, that an event, a decision, or an activity in one region of the world can significantly affect the society or individual in other region of the world immediately. Accordingly, the progress of ICT bring the opportunity for economic growth and social development to the world in the way that have never happened before. Meanwhile, it also brings the new kind of threats and risks, or the dark side which negatively impact the security and safety of children, who

are the fragile member of the society. As the internet and website grows continuously, the guideline to cope with the growth of the new generation in the future of internet usage becomes more necessary than ever, in order to protect the children in the cyber world (International Telecommunication Union, ITU, 2010; Olawuyi & Mgbole, 2010).

According to the survey of internet usage in Thailand in 2016, there were total 41 million internet users, or 60.1 percent from the total population. People in the age group between 15-24 years old are the heaviest users of internet at 85.9% (National Statistic Office, 2016). And social network such as Facebook is the network which is most popular among the teenagers. The survey revealed that there were about 46 million Facebook accounts in Thailand, or Thailand was the 15th country with most Facebook users. Psychologically, an individual under the age of 18 years old is in the group which is not yet matured. They are still children and juvenile who are psychologically and biologically weak (Jutharat Uaamnoey, 2007). They lack restraint, social experience, and self-control. As a soft target for the offenders (Tagert, 2010), they easily fell for the internet victimization which might occur in many forms such as grooming, fraud, child sexual exploitation and harassment, cyberbullying, or even become a juvenile delinquency themselves. Both cases share the mutual relation and interaction, and could all be counted as the violence towards children.

According to the international agreement on the Convention on the Rights of the Child: (CRC), 1989, which Thailand became an associate member, the state parties has the role and obligations to take all appropriate legislative, administrative, social and educational measures to protect children, or all individuals under the age of 18 years old, against all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parents, legal guardians, or any other person who has the care of the child. The state parties must create the fundamental prevention through the system of public health care, education, social services, and any other means to prevent all kinds of violence in all dimensions. And according to section 42 of the CRC, the Thai government is obliged to formulate policy, action plan, and monitoring system to protect children from the violence occurred from the cyberspace, which could be

considered a form of mental violence, or psychologically wrongful treatment or abuse, verbal violence, or mental neglect.

The current problem of internet risks and threats which negatively affect the security and well-being development of Thai children confirms that policy, measure, and enforcement of laws related to internet control of Thailand is utterly necessary and required appropriate implementation in order to solve the problem of risk and threat towards children, effectively respond to the problem situation and the highly complex society, under the constantly changing socio-economic environment and the rapid development of ICT progress. According to the preliminary study, it was found that the factor of economic developmental is more influential to the public policy formulation than the political system. (Dye, 1966, as cited in Sombat Thomrongthanyawong, 2012, p. 256) And although there were technocrats who became the informants and reviewer of projects prior to policy and implementation, the social and environmental dimension hardly received any attention. (Patcharee Siroros et al., 2015, p. 334) The guidelines from international organization, the European Union, or the United states were usually used as the model, even if sometimes the guideline might not be suitable for the developing country (Tagert, 2010). Furthermore, the World System Theory is influential as the push towards internet policy in the periphery state or semi-periphery state, as a part of economic system (Akdenizli, 2005). Nevertheless, the circumstances of cyber threats to children differ among different country, as the context of political, economic, social, and cultural system varies. Therefore internet policy and implementation cannot use the one size fit all approach, but rather require a specific tailor and application for each country. Furthermore, it was found that most Thai internet policies were formulated under the positivism paradigm of the empiricists and bureaucrats with the science and technology training, that the policies were evaluated quantitatively. The facts, values, and outputs were separated as a general rule, without any consideration of social context and rapidly changing situation. Most policy content emphasis the support and development of economic and internal political stability, with weakness in the social and cultural dimension and the lack of focus and value on the society. Most importantly, policy lack the measure of protection for children which could be concretely and effectively implemented.

1.2 Objectives of Study

1) To study the cause and necessity of internet policy formulation for child online protection in Thailand.

2) To study the process and approach of internet policy implementation for child online protection from 1987-2017.

3) To study the factors which shape the success or failure of internet policy implementation for child online protection within the context of Thai society and bureaucratic system.

1.3 Limitations

This is a qualitative research which aim to explore and explain the cause and necessity of government to formulate internet policy for child online protection, investigate the process of policy implementation by the implementing agencies, and understand the characteristics and development of policy implementation, policy content, consequence, and effectiveness. Data analysis follows the approach of descriptive interpreting evaluating, in order to reveal the characteristics and details of policy implementation as well as the movement and changes in each period, from the first usage of internet in Thailand in 1987 to 2017. This study focus only the internet policy related to child online protection and consider them from the social perspective and context.

1.4 Benefits of Study

1) The study will reveal the problem condition of the implementation of internet policy to protect children, especially the problem's root and obstruction.

2) The study will show the factors which influence the success or failure of internet policy implementation to protect children.

3) The study will propose the approach of improvement and revision for a more effective policy, as well as the suggestion of policy implementation improvement.

1.5 Definitions

Child refers to any individual with the age under eighteen years old, excluding those who reach their legal age through marriage. (Convention on the Rights of the Child: CRC, Thailand's Child Protection Act, 2003, section 4, Thailand's Child and Youth Development Promotion Act, 2007)

Child Online Protection (COP) refer to the Initiative which is established by International Telecommunication Union in November 2008 and endorsed by the UN Secretary-General, Heads of State, Ministers and heads of international organizations from around the world as a multi-stakeholder effort within the Global Cybersecurity Agenda (GCA) framework brings the global community to protect children worldwide against cyber threats by five key approaches ; Legal measures, Technical and Procedural Measures, Organizational Structures, Capacity Building and International Cooperation (ITU, n.d.)

Child Protection means the prevention and measure to handle violence, exploitation, and wrongful action against children, including sexual exploitation business, assess to illegal or harmful content, human trafficking, child labor exploitation, and any harmful custom towards children. (Department of Children and Youth Affairs, 2016)

Child Protection Policy means the policy which cover the obligation, responsibility, measure of prevention and solution for problems, as well as the activities which member organization of the CRC Coalition of Thailand mutually agreed to ensure that all children related to the member organizations will be protected from all forms of violence. (CRC Coalition of Thailand, 2017)

Cyber Space or Information Space, or Technospace, refers to

1) The new form of social space which originate with the computer that led to the creation of automatic information and communication technology (AICTs) (Munt, 2001, p. 11; Hakken, 2008, p. 216 as cited in Nayar, 2010, p. 2)

2) The environment which communication occurs over the computer network (International Telecommunication Union, 2017; Wikipedia, n.d.), or the separated computer networks which can communicate with other network of different rules or standards. As a result, internet is only one network of the cyberspace.

Harm refers to damage, physical injury, or mental damage which occur from the action of an individual or an event (Merriam-Webster, 2017; Longman Exams Dictionary, 2017)

Media Literacy refers to the ability of an individual to access and understand the online media for specific use, with the ability to analyze and differentiate information and opinion, fact checking, value interpretation, evaluation of advantage and disadvantage as well as the impact of online content. Individual with media literacy should be able to think critically and see other social context related to online media, without falling under the influence of online media or becoming a slave of technological media, while able to selectively adopt and use online media creatively. (Department of Children and Youth Affairs, 2016)

Risk refers to what might happen after receiving or losing valuable things, such as health, social status, emotional well-being, or financial status, which could happen from doing or not doing something, with or without previous expectation. Therefore, risk could be defined as an intended interaction which is uncertain, or possibility, or the amount of damage from threat, injury, accountability, lose, or negative impact from external or internal fragility, which can be prevented with action beforehand (Wikipedia, n.d.).

CHAPTER 2

LITERATURE REVIEW

This chapter will explore the literature related to the success and failure of policy implementation from scholars with various perspective of policy implementation, in order to find the approach for the study of the implementation of internet policy for child online protection in Thailand. The second part of this chapter will explore the literature related to internet policy and the evolution of implementation of internet policy for child online protection in Thailand during 1997-2007. It will demonstrate the change in policy and the process of implementation according to the political, economic, social, and technological context.

The last part of this chapter will provide the overview of researches related to the causes and necessities of internet policy for child online protection , factors and elements which impact the harms and risks from internet for children, factors of success or failure for policy implementation, and the international approaches of internet policy implementation for child online protection. This chapter thus follows the structure below.

2.1 Concept and theories of policy implementation

2.2 The development of policy and implementation of internet policy for child online protection in Thailand during 1997-2007

2.3 Implementation of internet policy for child online protection in the International Level

2.4 Related researches

2.1 Concept and Theories of Policy Implementation

The study of policy implementation is a part of the science of Policy Analysis, Which involves 4 topics of policy formulation, policy implementation, policy evaluation, and policy feedback analysis. The traditional administrative concepts since

the classic period tend to be rather disinterested in policy implementation. But apart from being just a step in the policy process, policy implementation also refers generally to the administration of policy, plan, project, process, and techniques, in order to reach the designated goals. Nevertheless, the approach of “Black Box” study concluded that the policy implementation is automatic within the study of Policy Decision. As a result, there were continuous issues in the study in this area due to the different approaches. Policy Decision aims to generate the desired and intended outcomes and focuses on improving the quality of decision. (Sombat Thomrongthanyawong, 2012, p. 396). Meanwhile, Policy Implementation focuses on reaching the expected outcome through the relationship of policy implementation and various policy processes.

Pressman and Wildavsky (1979, p. 176) stated that policy implementation is a process of interaction between outcome projection and other actions which aim to reach the goal. In other words, policy implies the theory of logical chains between the preliminary conditions and future results. Policy implementation is thus the ability to combine the chains of cause and effects for the desired outcome. Therefore, the goal and implement action is a part of the interaction process. Regarding the question of what came first, the answer is that each element actually depends on each other, which means the implementation must be a seamless network that policy implementation exists everywhere. The separation of Policy Design from Policy Implementation could be disastrous. On the other hand, the assumptions of most scholars deem that good policy will succeed in the implementation is not always certain. As Majone and Wildavsky (1979) commented that in fact, the objective of policy analysis is to bridge the design and implementation together, as the decision of policy alternatives by the policy maker always consider the feasible alternative first. Without the confidence that a policy could actually be implemented, the policy maker has to ignore it no matter how good such alternative might be. If the policy implementation can be both good or bad, the same can be applied with policy design, as both process depend on each other. Following this logic, the good policy actor should know the right way to implement the plan.

In conclusion, policy implementation consists of three behaviors; policy implementation as a control, an interaction, and the shape of policy. First, policy as a

control requires both monitoring and the control of action in order to reach the outcome. Second, policy as an interaction among the policy actors require communication, support, negotiation and formulation of needs by each partner. Third, implementation could shape the policy, and policy might be transformed by the result of implementation which facilitates the change of resource and goals. (Majone & Wildavsky, 1979, pp. 178-187)

The study of policy implementation received more attention during the transformative period of knowledge in Public Administration, Organization Theories, and research in government administration as well as political sciences, which seems to lack clarification. Their essences and body of knowledge were deemed unimportance academically, and often resulted in the project or policy which received preliminary approval as a good project but fail during the actual implementation. However, the body of knowledge in this field became clearer and received more attention from the work of Hargrove (1975) and the in-depth study as well as empirical analysis found in the works of Pressman and Wildavsky in 1970 (Jumpol Nimpanich, 2011, p. 7) which investigated the failure of the United States' Central Government in the implementation of project to increase employment in Oakland, California. According to Pressman and Wildavsky, the definition of policy implementation means the level of accomplishment of the predicted policy outcome. Policy implementation might be deemed as the process of interaction between goal and the implementing actions which geared towards the achievement of goal. Policy implementation is the ability to manage and combine things which will happen later in the form of cause and effect chain, in order to achieve the desired outcome. (Kitti Bunnak, 1993, p. 48; Surapon Seansalai, 1996, pp. 89-90) Gerston (2004) also provided similar definition of the awareness of change from policy plan to the actual result. In this meaning, policy implementation concerns only with the process and interaction between planning the goals and action to reach the goals. Hence, most definitions tend to ignore the gap between policy intent and policy outcomes, whether the factors might influence the succeed or failure of policy.

Goggin, Lester, and O'Toole (1990, as cited in Jumpol Nimpanich, 2011, pp. 337-340; Bemph, 2012, pp. 23-29; Sombat Thomrongthanyawong, 2012) grouped the study of policy implementation in 3 periods. The first group of study during the

1970s-1980s emphasized the investigation or description of detail which a policy is implemented in one area or many areas. They were research on the Process Theory, with the focus on the events, the order of events, and the final events. Hence, the method of study was case study that put no emphasis on the clear generalization. The study by Pressman and Wildavsky (1973) was deemed as the start of the early studies which explore and discover the complexity of responsibility in the failed coordination. It led to the discovery that the actions at the street level could highly impact the policy implementation process. Furthermore, the fact that a project is not based on a sound theory or the transformation of policy into project is complicated, full of decision processes as policy involves many agencies, delayed, and faced the dynamic opposition from the political throughout the process, that policy implementation became problematic and failed eventually. Policy implementation in this period is top-down, focusing on the importance of policy and the control of policy implementation that policy maker is more important to the policy success than the street level actors. (Woradej Chantarasorn, 2011, pp. 76-77)

The early studies identified factors of success in policy implementation such as the size of agencies, inter-organizational relationship, commitment, capacity of agencies (Williams, 1971, p. 144), and complexity of institution or agencies (Paudel, 2009), but did not mention the importance or model to explain the success or failure of policy implementation. Scholars during the early period provided interesting perspective and definition of policy implementation below.

Dor (1968) and Lineberry (1977) defined policy implementation as policy management. And Jones (1970) saw it as the application of policy for action, while Gross (1966) defined it as the development of plan. On the contrary, Edwards and Sharkansky (1978) had different perspective of command, control to meet the command, lending budget, providing resources in different forms, making contract, information collecting, news sharing, appointing officer to take action, hiring people, and set up an organization, etc.

For Van Meter and Van Horn (1975), policy implementation involves activities of each individual or group, both in the government or private system, in order to reach the goal designated by policy.

Williams (1975, p. 531) saw that policy implementation is one step between a decision and operations, starting from the development of project guidelines or the design of detail, and follow a rather long process with quite large technical and administrative team, then end when the activities are completed. During this step of bringing policy towards implementation, policy actors should truly analyze the meaning, clarity, specificity, and reasonability of a policy in order to prevent problem in practice. Meanwhile, Sabatier and Mazmanian (1983, pp. 20-21) further added during the later period that policy implementation is the operation according to a policy decision appeared in the law, government administrative order, or the court decision. There are many processes involves, from the legislation which is the main policy and many decisions of organizations who must fulfill the duty of policy implementation, the acceptance and compliance by the target group, the consequences, and the revision of those laws.

Honadle (1976) saw policy implementation as a process to transform resource towards merchandise and service to support the behavioral change in the beneficiary group.

Jumpol Nimpanich (2011, pp. 8-10) summarized that policy implementation means policy administration which cover the analysis of behavior, organization, interaction between individuals and groups, capacity, collaboration of staffs in the government and private sectors, system environment, and other factors which impact the fulfillment of policy.

The second group of study during the 1980s-1990s was the wide development of research conceptual framework, focusing on explanation of variance in the process of policy implementation by comparison between policies. Goggin (1990, pp. 18-19) deemed that researches in this period were based on the Variance Theory and emphasis the variables related to causes, causality, and the question on the difference between policy implementation and the intended action or the factor of success for a policy. Thus, the studies in this period were more specific in policy analysis, in order to develop a theoretical explanation through the development of framework to explain the relationship between policy, implementation, and hypothesis generation. It was the period which involve both policy study approaches of top-down, such as the group of Van Meter & Van Horn; Sabatier & Mazmanian, and bottom-up approach, such as the

group of Lipsky, Gjern, and Hull, etc. The influential scholar in this period is Bardach (1977, p. 1980), who studied the implementation game and deemed that policy implementation is like a game which the stakeholders played different roles and obstruction of political process through the technique of transformation in resource usage, laws, and rules, or using any trick in the process that originated from the conflicts between groups, in order to ensure that the policy implementation would follow the direction desired by the group, from abstract to concrete plan which can be implemented and evaluated. The Top-down approach is still an obvious concept. Therefore the important elements in policy implementation are the interactions between personal motivation, beliefs, and balance between pressure and direct support as the policy change (Pulzl & Trieb, 2007), all of which are the results of political process in negotiation, reciprocity, and compromise. Policy implementation depends on the policy direction from the director, and the street-level bureaucrat only serve as the actors in the planned game. Bardach (1977, p. 1980, further proposed that policy implementation could succeed if there exist a scenario writing, or the prediction of situation or problems which could emerge during the implementation process. Policy maker should be able to expect how each players would play the game, that all of them would be able to work together successfully. Scenario writing can be conducted in three manners; assigning priority status, working around, and project management or negotiation.

This period also witnessed the work of Sabatier and Mazmanian (1980), which focused on the policy implementation process analysis by looking at the policy itself mainly. This approach emphasis the policy formulation and policy control by the policy maker in the top-down manner, which Hogwood and Gunnz (1984) also agreed with Sabatier & Mazmanian that policy implementation's success depend highly on the policy maker. Because the policy maker in a democratic country would be elected by the citizen, therefore policy implementation should follow the top-down approach.

The closer look at the studies during 1970s-1970s reveals that there were obvious opposition among the thoughts. As Elmore (1982, pp. 18-21) identified two approaches in the analysis of policy implementation as following.

- 1) Foreward Mapping: The important scholars in this group include Van Meter and Van Horn (1975, pp. 445-488) as well as Sabatier & Mazmanian

(1981, 1983, 1989), who believed that policy maker would attempt to control the process of policy implementation that the intention must be expressed clearly in the policy, by designate a step-by-step procedure to achieve the policy outcome. Hence, the policy maker is more important to the success of policy implementation than the street-level actor. Therefore the studies tend to focus mainly on the variables which can be controlled by the policy maker. Hogwood and Gunn (1984, pp. 130-131) then identified 10 conditions which would ensure the perfect project implementation as following. 1) The external environment of the agencies which implement the policy must not create any limitation which might be an obstruction. 2) The time must be appropriate and the resource in the project must be adequate. 3) The integration of resources is not only unlimited in terms of overall resources but also involves each stage of policy implementation that required a true integration of resources. 4) The implemented policy is based on the validity of the Theory of Cause and Effect. 5) There is a direct relationship between cause and effect, with only a few intervening links. 6) The number of organization which implement the policy only required one organization and depending not on any other organization to succeed. If there is any other organization involved, the dependent relationship must be as limited as possible in terms of amount and importance. 7) The acceptance and compliance to the policy objectives are completed, under the agreement of objectives, and these conditions must be firmly established in the process of policy implementation. 8) There is a understanding in the complete and specific detail of procedure. 9) There is a complete communication between and during the coordination of various elements which are related to the project. 10) The authority trusts and accepts the street-level bureaucrat, whose organizations could request and receive a complete hearing of order.

Nevertheless, Hogwood & Gunn's approach is only the conceptual suggestion for policy makers. In fact, it is hard to stabilize every factors as many parts of environment is above the control of policy maker. Similarly, Sabatier and Mazmanian (1979) also accept that the perfect implementation is rare in the real world. Therefore the analysis of related factors required the adjustment of imperfect policy implementation. Both scholars further added that the crucial condition which is effective for the policy implementation includes the following characteristics.

(1) The implemented project is based on a sound theory, which is related to the change of behavior in the target group to fulfill the government's objectives.

(2) The basic regulation or decision of policy consists of the clear policy order and the structure of policy implementation process, as well as the consequence of the highest probability that the target group must comply.

(3) The leader of the organization which implement the policy must have the necessary political and service skills as well as the acceptance of objectives according to the regulation.

(4) The implemented project must be supported by the group of legal voters and by the important legislator.

(5) The top objectives of related project must not be destroyed at all time by the emergence of a conflicting public policy or by the change in the related social conditions which annihilate a specific theory or the political support of the project.

The perspective of scholars in the top-down approach towards the success of policy implementation can be summarized as following.

Sources	Top-down perspectives on policy implementation success
Van Meter and Van Horn (1975 in Lester and Stewart, 2000)	1. Policy standards and objectives 2. Policy resources (funds or other incentives) 3. Inter-organisational communication and enforcement activities 4. Characteristics of implementing agencies (e.g. staff size, degree of hierarchical control, organisational vitality) 5. Economic, social and political conditions 6. The disposition of the implementers
Mazmanian and Sabatier (1983)	1. Availability of valid technical theory and technology 2. Diversity of target-group behaviour 3. Extent of behavioural change required 4. Clear and consistent objectives 5. Incorporation of adequate causal theory 6. Financial resources 7. Hierarchical integration with and among implementing institutions 8. Decision-rules of implementing officials 9. Recruitment of implementing officials 10. Formal access by outsiders 11. Socio-economic conditions and technology 12. Media attention to the problem 13. Public support 14. Attitudes and resources of constituency groups 15. Support from leaders 16. Commitment and leadership skills of implementing officials
Hill (1993a)	1. Planning and co-ordination 2. Information systems 3. Resource management 4. Reduction and improvement
Cline (2000)	1. Technical competence... of bureaucratic agents 2. The enforcement of illegitimate political preferences by the agents 3. The structural characteristics of the implementing institutions 4. Communication between policymakers and subordinates

Figure 2.1 The Perspective of forward Mapping Scholars towards the Success of Policy Implementation

Source: Oratai Krutwaysho, 2006, p. 46.

Later, the top-down approach was argued by the second group of scholars who deemed that this approach is flawed. The different perspective also deemed that policy implementation related more to the street-level bureaucrat, whether they could implement the policy towards the designated goals. This perspective became the backward mapping.

2) Backward Mapping: This approach prioritizes the street-level bureaucrat as in the work of Lipsky (1980), who studied policy implementation of the street-level bureaucrat as well as their behavior in making decision towards public service. Lipsky found that the street-level bureaucrat is more influential to the success of policy implementation than the top-down control. This second approach thus enables a better perspective in viewing problem of policy implementation that fits the actual environment and ensure the proper strategic planning to solve the problem effectively and efficiently. Furthermore, the factors which influence the effectiveness of policy implementation were the results from 1) decisions, 2) regular routine of each

government officers, 3) instruments or equipment to cope with the uncertainty of work. Many scholars of the backward mapping perspective deemed that the important characteristics of successful policy implementation are as following.

Sources	Bottom up perspectives on policy implementation success
Hogwood and Gunn (1984); (1993); Parsons (1995)	<ol style="list-style-type: none"> 1. The circumstances external to the implementing agency do not impose constraints. 2. Adequate time and sufficient resources are made available to the programme. 3. The required combination of resources is available at each stage of the implementation process. 4. The policy to be implemented is based upon a valid theory of cause and effect. 5. The relationship between cause and effect is direct and there are few if any, intervening links. 6. Dependency relationships are minimal. 7. There is understanding of, and agreement on, objectives. 8. Tasks are fully specified in correct sequence. 9. There is perfect communication and co-ordination. 10. Those in authority can demand and obtain perfect compliance.
Lewis and Wallace (1984)	<ol style="list-style-type: none"> 1. Structural adjustment: Implementation of large-scale structural change requires substantial institutional capabilities and robust inter-organisational relations. 2. Industrial turbulence: The different types of adjustment problems require appropriate handling to maintain the momentum for change without provoking counter-productive conflicts. 3. Supply management: It is essential to be clear at what level problems should be addressed to carefully design adequate policy resources.
Oxford Polytechnic (1985)	<ol style="list-style-type: none"> 1. Resource problems: Instability of resource allocation, staff limitations, the contextual nature of the major resource problems 2. Problems arising from powers and policy intentions: The nature of planning powers; the ability to sustain consistent support for policies over time; plan modification, disagreement and conflict among several tiers 3. Problems arising from interests in the policy: Opposition, delays, reluctance and external agencies. 4. Problems arising from physical site characteristics: Localities, maintenance, externality effects.
Greed (1996)	<ol style="list-style-type: none"> 1. Harmonisation of all current built environment legislation 2. Full public consultation and participation over the contents 3. Redefinition of the scope and nature of planning to include the insides as well as the outsides of buildings 4. The promotion and provision of statutory powers for a wider social and economic agenda. 5. Great emphasis on how people use cities in planning education 6. Reinvestment in local government and greater funding for public works, physical infrastructure and social infrastructure 7. Greater liaison between the different areas of planning, especially on local government committees and initiatives. 8. Introduction of social impact assessment (SIA) for all new schemes 9. Greater control and monitoring. 10. Clearer support for development-led planning 11. Greater representation of community interests in planning appeals 12. More effective organisation of the levels of planning authorities. 13. Proper research is required on the actual needs of the public. 14. Introduction of timetable plans to enable the co-ordination.

Figure 2.2 The Perspective of Backward Mapping Scholars towards the Success of Policy Implementation

Source: Oratai Krutwaysho, 2006, p. 47.

In short, according to the Top-down approach, policy formulator must consider the control over the policy implementer and therefore focus on the centralisation of power, rule, and bureaucratic authority, which might be opposed and disagreed by the policy implementer, resulting in failure. This could be considered the weakness of this approach. Meanwhile, the Bottom-up approach could help improving such weakness and accepting the uncertain source of connection between political results and policy objective, as well as the important influences such as the contextual

factors around the agencies which implement the policy (Berman & McLaughlin, 1977). Additionally, Pulzl and Treib (2007) stated that the lack of connection between legislative factor and the socio-economic factor which influence the behavior of the bureaucratic system could also affect the success of policy implementation. According to these scholars, the power of the local or the street-level bureaucrat could affect the outcome of policy implementation. The concepts and related factors of both approaches can be summarized as following.

Table 2.1 Comparison of Top-down and Bottom-up Perspectives in Policy Implementation

Variables	Top-down Perspective	Bottom Perspective
Policy Decision-maker	Policymakers	Street-level bureaucrat
Starting Point	Statutory Language	Social Problems
Structure	Formal	Both formal and Informal
Process	Purely Administrative	Networking, including Administrative
Authority	Centralisation	Decentralisation
Output/Outcomes	Prescriptive	Descriptive
Discretion	Top-level Bureaucrats	Bottom-level Bureaucrats

Source: Paudel, 2009, p. 40.

Elmore (1979) criticized the Top-down perspective of policy implementation that it cannot fulfill the goal while could also lead to the failure in policy implementation. For Elmore, policy implementation process is not divided in 2 sides, but rather be the combination between the Top-down and Bottom-up approaches. The Top-down problem analysis originates from the paradigm that the high-level policy formulator is significantly able to control factors which might affect the success or failure of policy. Meanwhile, the Bottom-up analysis prioritizes the beginning at the policy implementer, and deemed that the problem of policy implementation is best viewed in the form of routine activity, as it will better reflect the reality of service and

be more efficient than the Top-down approach. Therefore, it can be said that policy implementation is a process of negotiation between the network and policy implementers for the desired intentions. (Lipsky,1971; Ingram, 1977; Elmore,1979-1980; Lipsky, 1980; Hjern & Hull, 1982). In addition, this approach is also confirmed by the following scholars; Fullan and Pombret (1977); Berman and Mclaughlin (1977) and Ingram (1977), etc.

In 1980, Lipsky (1980) studied policy implementation and proposed the concept of street-level bureaucrats' working method, in order to expand the understanding of power to judge and decide by the policy implementers, which could result in the success as the real policymakers. It was found that the factors which affect the efficiency of policy implementation are the results from 1) decision, 2) routine activities of the government officers, and 3) instrument or equipment for work. Hence, Berman and Mclaughlin (1976) also agreed with this perspective that at the micro level, the Central government could command through the rules. Nevertheless, the truly important factors which affect the success are the contextual factors around the agencies which implement the policy.

Afterwards, Sabatier (1986) reviewed the concept again after seeing that the framework of analysis could not explain some types of policy. And it was found that the Top-down approach was not as completed as it should be. He therefore proposed the concept of a combination between Top-down and Bottom-up approach, which is called the Advocacy Coalition Framework. This framework of analysis would start at the low-level bureaucrat units, and consider the understanding and perception of problem, perspective and strategy of work. And it was found that the factors which impact or limit the policy actors as well as their resources could be divided in 2 types. The first type of factor is rather stable, such as political policy. On the contrary, the other type of factor is dynamic at all time. This second type of factor is external, such as the socio-economic change and the cooperation between organizations within the bureaucratic system. Both types of factors demonstrate the Top-down analysis, while the internal variables within the sub-system shared the Bottom-up characteristic. For example, it might require the cooperation from many groups of actors, such as the political, the implementer, the representatives of the interest groups. And the conflicts

within this sub-system would be judged by the third party called “Policy Brokers” (Woradej Chantarasorn, 2011, pp. 83-88) as shown in the following diagram.

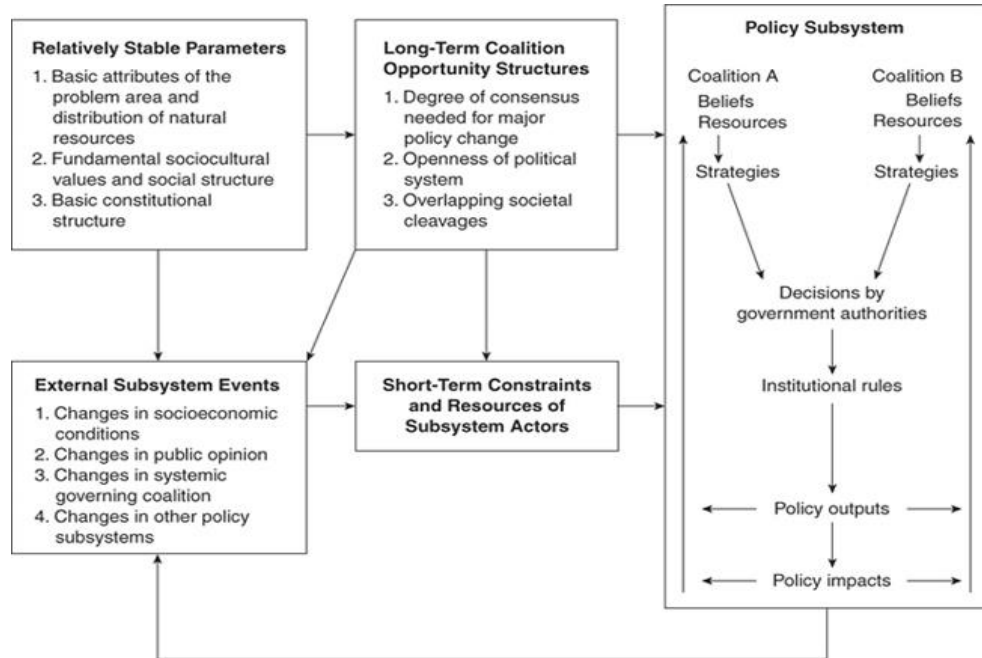


Figure 2.3 The Advocacy Coalition Framework

Source: Sabatier, 1986, pp. 21-48; Sabatier and Weible, 2007, p. 202.

Later in the third period, Goggin, Bowman, Lester and O’Toole (1990) proposed that both approaches of study consisted of many weakness, especially when studying too many factors with just a few case study. Therefore, the study and the method is not scientific for it avoided the use of statistic and found only the condition for the successful policy implementation but discover no causal factors. Also, both approaches cannot tell the different importance among the factors. The study by Goggin et al. aimed to demonstrate the behavior of policy implementation which transform over the period according to the type of policy and the government organization. Therefore the research must be in the form of theoretical model and be more scientific. The approach of study is the form of internal comparison and comparison between similar policies in order to find the answer if the policy implementations were similar or different. Their studies resembles the study Elmore (1979), for they proposed the model of synthesize and attempted to connect or

integrate the Top-down and Bottom-up policy implementation together. This approach is more scientific than the previous two periods, as it focus on the formulation of a clear hypothesis, operative definition, and data collection by the empirical observation as well as hypothesis testing. There seems to be the influence from the Political System Theory of Easton (1965), which deemed that policy implementation is influenced from both the factors in the government level and the local level, while also depend on the tendency of government's operation and capacity. Furthermore, it also depends on the negotiation among the stakeholders. And Goggin (1986, p. 330) deemed that policy implementation can be considered as an activity to solve problem related to many administrative and political behaviors.

It is obvious that the selection of approach in the implementation of internet policy for child online protection in Thailand must be suitable to the condition of politics, society, and the available technology, whether the selected approach might be the Top-down, Bottom-up, or the combination approach. Furthermore, in designing any policy, the policy makers must know the specific character of the circumstance which the policy would be implemented as well as the interaction between the political and the administration, both in terms of cooperation and conflict. The appropriate selection of policy implementation approach is thus required, as Matland (1995) proposed the concept called "Ambiguity-Conflict Matrix: Model of Policy Implementation", which illustrated the possible hardship of policy implementation under luck and expectation. The situations could be divided in 2 axis. The vertical axis represents the ambiguity of policy design, while the horizontal axis represents the political conflict. Policy implementation could be divided in 4 types as following.

Type 1) Low Ambiguity/Low Conflict (Administrative Implementation). This is the administrative policy implementation which prioritize resources. The policy implementation is full of procedures or administrative policy and decisions in each day, and designed at the basic level which can be completed without obstruction. They are usually the traditional public administrative practices.

Type 2) Low Ambiguity/High Conflict (Political Implementation). This is a political policy implementation which prioritize power. Policy implementation in this case might involve disagreement on the policy goal. Alternatively, if the players

decide the final thing in the future, there might be the extreme uncertainty in the best case. In order to fulfill the goal, it will not be safe until the compromise is secured.

Type 3) High Ambiguity/Low Conflict (Experimental Implementation). This is the experimental implementation which prioritize the contextual condition. Policy implementation of this type is highly ambiguous but the conflict is low. The outcome of policy implementation mostly depend on the actors who are most active and engaged. The central principle which drive the policy implementation thus exists in the form of contextual conditions which affect the process, such as policy implementation in the case of The Clean Air Act of 1970 in the United States. Generally, there can be the uncertainty in this form, such as the goal, technology, and techniques, but the participants usually agreed with each other in terms of the value of the policy.

Type 4) High Ambiguity/High Conflict (Symbolic Implementation). The symbolic implementation prioritize the coalition strength. Thus, the strategic decision of policy implementation is hardest with this form of high ambiguity as well as high conflict. A clear example can be found in the case of the Parliament's conflict in terms of the appropriateness of partnership based on trust, the elements of constitution (regarding the church and the state), and the uncertainty among various religious groups in terms of participation. The form of policy implementation is thus in the form of symbolic one. (Linda & Peter, 2002)

		CONFLICT	
		Low	High
AMBIGUITY	Low	Administrative Implementation Resources Example: Smallpox eradication 1	Political Implementation Power Example: Busing 2
	High	Experimental Implementation Contextual Conditions Example: Headstart 3	Symbolic Implementation Coalition Strength Example: Community action agencies 4

Figure 2.4 Ambiguity-Conflict Matrix: Policy Implementation Processes

Source: Matland, 1995.

However, the studies in the earlier period were still valid and valuable even if the development of approaches in the study of policy implementation have changed through the course of time. On the contrary, the approaches of study expanded widely, with the combination of both qualitative and quantitative approaches that bring the empirical method into the explanation. Therefore, the implementation of internet policy for child online protection in this research is a study of public policy at the macro level which is implemented in many locations throughout Thailand simultaneously. The result of implementation are mostly similar across the location.

2.1.1 The Measurement of Success and Failure of Policy Implementation

The measurement of policy implementation's level of performance might mean the effective-ineffective measurement of the policy implementation (Glyn III, 1977, p. 65, as cited in Woradej Chantarasorn, 2011, p. 104). Meanwhile Ingram and Helen (1980, pp. 12-15) deemed that success or failure is hard to understand because of their abstract qualities which reflect the goal or perspective of the evaluator as an individual. They also depend on the timeframe and the environmental condition in

which the policy is evaluated. One policy which deemed successful could be viewed as a failed policy as the time or the environmental condition has changed.

On the other hand, Kerr (1976, pp. 359-363) explained that policy failure could happen in 3 characteristics. Firstly, policy implementation could fail due to the fact that the policy is not implemented. This is called a failure of program. Secondly, policy implementation could fail due to the failure of instrument or policy, as it could not fulfil the policy objective after the condition already occurred or the policy is implemented. Lastly, there could be the normative failure due to the society's disapproval of the policy objectives, or if the policy objective is conflicted with the norm of the society. Even if the policy outcome is achieved, this is still considered the failure of policy implementation.

Scholars expressed various perspectives regarding the measurement of success or failure of policy implementation as following.

Sabatier and Mazmanian (1980) proposed that whether policy implementation will be successful or not, there must be 3 elements. First, the policy could solve the problem with difficulty or with ease. Second, how clear the policy could designate the structure of operation. Third, the policy is sensitive or insensitive to the impact of other variables such as socio-economic condition, the support of people and country leader, or the cooperation by officers. There are 5 variables which indicate the success and failure of policy implementation; the policy outputs, compliance by the implementer, actual impacts of policy output, awareness of policy impacts, and policy revisions of important issues.

Suchman (1967, as cited in Surapon Seansalai, 1996, p. 103) proposed 5 criteria for the evaluation of public health works by considering; 1) effort criteria, by evaluating the amount and quality of activities or looking at the input rather than the output, 2) performance criteria, or the evaluation of action or work by looking at the output of the effort, 3) adequacy criteria, or the consideration of all actions is adequate to the requirement, 4) efficiency criteria, or the consideration of cost or expenses, 5) process criteria, by reviewing if the project succeed or fail, and understanding the reason for the success or failure.

Meanwhile, Bardach (1977) proposed another perspective of policy success evaluation in 3 dimensions; 1) the inability to fulfill the objectives, 2) the delay of policy implementation, and 3) the overspending of budget.

Nakamura and Smallwood (1980, pp. 30-31) further proposed 5 important characteristics of criteria to measure the success of policy implementation. 1) Policy goal attainment criteria is the quantitative method of outputs measurement in comparison with the policy goal. 2) Efficiency criteria is the evaluation of the operation's quality comparing to the expenses. 3) Constituency satisfaction criteria considers the voters' satisfaction of the policy and their increasing or decreasing support for the policy. 4) Client responsiveness criteria is the measurement of client's satisfaction. This kind of criteria is suitable for the public service providers such as hospital or school. And 5) system maintenance criteria is the consideration of organization security in terms of its resource allocation.

Woradej Chantarasorn (1997, pp. 105-109) proposed that the policy implementation's success or failure can be measured by the sum of three dimensions as following.

The first dimension is the overall measurement of the process in terms of the outputs, or the indicator of quantity, time, and expenses, and the outcome or what happen after the outputs, which can also be measured through the benefit which the target group receives from the policy. Finally, the ultimate outcomes can be considered from how the total outputs and outcomes impact the national development, as summarized in table 2.2.

Table 2.2 The Measurement of Policy Implementation's Outputs and Outcomes

	Level of Failure	Indicator	Level of Success
Measurement of Outputs	Incomplete/inadequate	← quantity →	Complete or excess the required amount
	Delayed	← time →	On time completion/ prior-deadline completion
	Overbudget/Uneconomical/ Expensive/Corruption	← expenses →	Spending within budget /Economical / Maximum benefit from expense or good quality of outputs
	Deviation from standard/ Low quality/Unable to perform at the required level	← quality →	Following the standard, Durable, Able to function for a long duration.
	Dissatisfaction or rejection by some groups or many groups	←satisfaction→	All related groups are satisfied.
Measurement of Outcomes	Wrong group/unequal terms/unfair/corrupted by some people or the whole team/neglected	← Benefits or harm to the target group or the project's stakeholder →	Correct group, equal terms, fair, honest, responsible

Source: Woradej Chantarasorn, 2011, p. 107.

The second dimension is the true success of policy implementation, without further problem to other policy or project. This dimension can be considered from 4 conditions as following. 1) A policy must not cause the negative impact or problem for other project. 2) A policy must not cause the problem in the confidence of the policy outputs by the conflict of interests, biased evaluation, or closed evaluation. 3) The success should not cause further measurement problem such as using too much resources or regulations that the results no longer worth the costs. And 4) there must not be any humanitarian or ethical problem.

The third dimension is the result of desired national development from the total outputs of policy implementation, which cannot be measured directly. This dimension must be considered from the level of completion in the administrative factors, whether they contribute to the overall success of the country.

Woradej Chantarasorn (2011, pp. 98-103) further proposed the perspective that according to the literature review, policy implementation problems can be summarized in 5 categories as following.

1) Problems regarding the capacity of the agencies which implement the policy, whether they have the capacity to fulfill the policy objectives through their human resources, capital, materials, equipment, instruments, knowledge, and technology related to the policy.

2) Problems regarding the control, or the ability to measure the progress or outputs of policy, plan, or project. It could be problematic if those who responsible for the implementation lack this ability. Van Meter & Van Horn (1975) and Williams (1971) also stated the similar opinion that this problem could occur in many conditions, such as the policy transformation from the macro level to the micro level.

3) Problems regarding the compliance and rejection of change. The organization's members must comply to the policy implementation and be careful of the 7 problems which might occur. It could be problematic if the policy does not reflect the true needs of the organization members and does not encourage using judgement and behavioral change. Further problems could occur if the team leader does not support the policy, or if the team members reject the policy as it reduce the budget and manpower of the organization, or if the team member found the policy

misunderstand the true condition of work, or if the team members disagree with the policy approach which lack participation, or if the team members do not comply due to the lack of understanding and knowledge.

4) Problems regarding power and inter-organization relationship, especially the interaction with other organization under the political environment that focus on confrontation, negotiation, supports, or benefits, etc.

5) Problems regarding the support or affiliation with important organization or person, such as the influence group, interest group, politicians, high-level bureaucrats, and the press, which the power could obstruct the success of policy implementation.

According to the perspective of Hargrove (1983), it is evident that the internet policy for child online protection is a protective regulatory policy which seek to control an individual or private behavior for the benefits to the overall society. The unique character of this kind of policy is that no group will lose any benefit except for the group which is being controlled by the policy, in contrast to the policy regarding resources allocation or granting the authority or benefits to any particular group which there must always be the winner and the loser. Therefore, the measurement of success or failure in the implementation of internet policy for is rather different from the evaluation of other type of policies.

For this study, the approach of Woradej Chantarasorn (1997) is used to evaluate the success or failure of policy implementation, by considering the level of security from internet risks and harms which can be indicated by 1) the decreased rate of cyber risks and harms for child 2) the complete cybersecurity measure to prevent the risks and harms for child, according to the international standard such as the framework of UNICEF, UN, and ITU, 3) the total number of people who participated in the Internet Safety Program, such as parents, child, teachers, and other related persons, and 4) the satisfaction and security from internet usage.

Table 2.3 Measurement of Evaluation for the Implementation of Internet Policy for Child Online Protection

	Indicator	Criteria
The success in the implementation of internet policy for child online protection	(1) The rate of online risks and harms for children decreased or remain stable.	<ul style="list-style-type: none"> - Decreasing or stable rate of online harms in Thai children -Decreasing online risks in the survey with Thai children.
	(2) The online measure to prevent the risks and harms for children, according to the international standard, is completed	<ul style="list-style-type: none"> - Completed and seriously enforced laws to punish the offenders who target children. - Child online protection policy /measure which follows the international standard. - Specific agencies who responsible for implementation. - Concrete coordination and compliance among the related organizations.
	(3) The total number of people who participated in the Internet Safety Program	<ul style="list-style-type: none"> - Continuous plan for Internet Safety Program training for children and related persons in all level - Increasing rate of internet literacy among children, parents, teachers, and schools
	(4) The satisfaction and security from internet usage	<ul style="list-style-type: none"> - Surveys indicate satisfaction and security from internet usage in children and related groups

2.1.2 Factors of Success in Policy Implementation

The previous studies of policy implementation focused on the factors of success and Demonstrated how the success of policy implementation process depends on each factor Sombat Thomrongthanyawong (2012, pp. 432-446) proposed that the success of policy Implementation depends on the following factors.

1) Source of Policy. There can be many sources of policy, such as the Cabinet through the parliament process in the forms of laws, cabinet resolution, announcement, or manifesto. The source of policy would demonstrate its legitimacy, righteousness, compliance to the social values and the felt need which is approved by the citizens.

2) The clarity of policy. This is an important foundation of both formal and informal policy objectives. There must not be over specification or micromanagement in a good policy, which would only create an inflexible commitment that might prevent policy administration to adapt to the changing situation and destroy the creativity of the policy actors.

3) Support for Policy. Policy must be supported politically by the related actors and agencies as well as the external influence groups and interest groups in order to succeed in the implementation. Nevertheless, even though the political support is necessary, it is not an adequate condition to ensure the policy implementation success. (Allison, 1971, p. 128)

4) Complexity of Administration. The administration complexity is related to both the vertical and horizontal administrative structure and required parallel consideration. One of the important problems is that the more organizations are related, the more complicated the policy implementation process will become, as each organization comes with different expectation, interest, and perspectives. The representatives from those organizations might also add their own agenda and objectives which could deviate the policy and its implementation. Pressman and Wildavsky (1973) also agreed that there will be too many consensus and decisions to make with too many related organizations.

5) Incentives for Implementers. The incentives are directly related to the success of policy implementation. They are the basic factors which motivate the

implementers to commit to the success of work. Incentives could be in the form of rewards, salary raise, or even the punishment.

6) Resource Allocation. This is another important factor of success and supports for the implementation, as there are limited resources of administration. The appropriate resource allocation for the maximum efficiency and the priority according to the plan and project is thus an essential factor.

However, it was found that there are many related factors and perspectives among the studies of policy implementation, that there is no clear conclusion on this issue yet. Hence, the success of policy implementation could depend on the general or specific factors for each policy. Therefore, many scholars attempted to proposed the models to explain the relationship among those influential factors as explored in the following section.

2.1.3 Model of Policy Implementation

The model of policy implementation is the study of relationship between various factors of success or failure in the policy implementation. The model of each scholar differs in terms of focus, and could be highly beneficial for the implementers who seek for the theoretical understanding and application in different situation. The important models which guide the study of internet policy implementation for child online protection could be summarized as following.

2.1.3.1 Model of policy implementation by Van Meter & Van Horn, called the Intergovernment Implementation Model. The basis of development in this model derived from the Organization Theory, the Policy Effects concept, and the Intergovernment Relationship concept. The Organization Theory was deemed by this two scholars as the most influential and beneficial concept, especially the organization change and control. There is also the basis from the Policy Effects concept especially the decision of the judges and their consequences. Additionally, the Intergovernment Relationship concept borrowed Etzioni's idea that different characteristics of agencies required different system of enforcement. (Jumpol Nimpanich, 2011, pp. 195-196) After the experiment of related factors in policy implementation, they proposed the model which is influenced by the Top-down approach. The model, which is widely discussed among the scholars, consisted of 6 variables which connect the policy and

capacity to implement the policy. This model demonstrate the relationship among the independent variables as well as the relationship between independent and dependent variables.

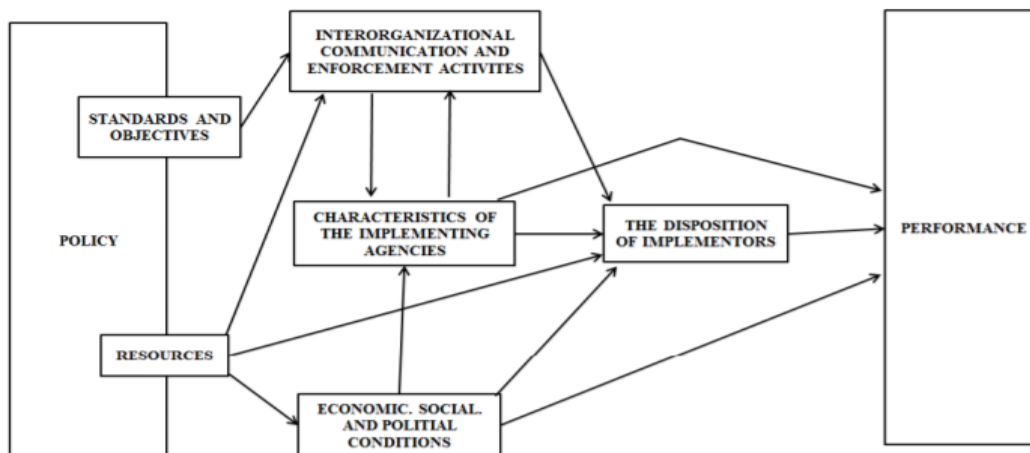


Figure 2.5 Model of Policy Implementation by Van Meter & Van Horn

Source: Van Meter and Van Horn, 1975, 2005.

1) Standards and Objectives is an important factor which determine the capacity of policy. It is the first factor which must be designated clearly, realistically, and consistently, as the progress evaluation of policy implementation would be considered from the policy objectives. Without the clear goal and standards, it will not be possible to measure the success or failure of policy implementation. (Pressman & Wildavsky, 1973, p. 14). The clear identification of policy objectives is not quite simple, as most policies are widely scoped, with vague goals which might even conflict each other sometimes. The study of policy could help in some level, especially the written part and the interpretation of the hidden connotation.

2) Policy resources, or the money, budget, as well as other motivations or) supports to ensure the policy implementation success, could help facilitate the operation effectively. According to the study of Derthick (1972), the importance of this factor is confirmed, especially the aid and support from

government agencies could influence the policy success more than just the adequate budget. Meanwhile, Gerston (2004, p. 104) further added that the adequate financial resource for the long term plan could ensure the administration of team and policy implementation to fulfill the objectives. The adequate and timely resources as well as the efficient administration is utterly important for the achievement of objectives and goals.

3) Intergovernmental communication and enforcement activities. The essential principle is the communication of standard and objectives of policy, in order to ensure the correct, clear, swift, and continuous information as well as the enforcement of continuous policy implementation among all agencies and related persons in all level of organization (Van Meter & Van Horn ,1975). There are 2 types of enforcement and support activities; the technical suggestion and the various forms of supports from the top-level agencies. The support for the lower-level agencies could be both the negative or positive one. Van Meter and Van Horn (1975) borrowed the concepts of Etzioni (1961) regarding three types of power; the power to enforce by rule, the power to reward, and the power from the normative measure, to use in the model as the enforcement of policy implementation. (Woradej Chantarasorn, 2011, pp. 123-124)

4) Characteristic of implementing agency is another factor which determine the success or failure of policy, as the decisions and actions are conducted by the lower-level agency, not by the administrative-level agency or the policy maker. The success of micro implementation is thus the truly important matter for the policy outcome (Berman & Pauly, 1975; Berman & McLaughlin, 1976). It was found that the suitable adjustment of policy and the characteristics of local agency affect the success of policy implementation. Van Meter and Van Horn (1975, p. 471) further noticed the internal variables which should be considered regarding the characteristic of implementing agency; including 1) the capacity and size of human resource structure, 2) the level of control in decision and action, 3) the political resource of the agency, such as the support from politicians or authorities, 4) the capacity to be self-sufficient, 5) the level of open communication, and 6) the formal and informal connection between policy makers and related persons in the policy implementation process.

5) Economic, social, and political conditions could externally influence the policy implementation as the elements above control which could support or obstruct the efficiency of policy implementation and change the courses or direction of action.

6) The disposition of implementers is another influential basis of the agency for the policy outputs. Van Meter and Van Horn (1975) stated that there are three major factors which affect the capacity and commitment of implementers, including the perception and understanding of policy, the disposition of the implementers, and the level of policy acceptance among the implementers.

Other than the topmost understanding of the implementers regarding the policy intentions, standard, and objectives, the failure of implementation could be the result from the rejection of implementers towards the policy objectives. (Hill & Hupe, 2002, p. 46) On the contrary, if the implementers simply praise and limit themselves to the policy objectives, there could be the struggle to depart from the standard and objectives of policy.

2.1.3.2 Sabatier & Mazmanian Implementation Model, which is called policy implementation framework Their model follows the study of causal model with the top-down approach, which consider the complexity of policy and the variety of factors which could ensure that policy implementation will be successful. There are three major principles. Firstly, policymaker is a continuous and evident process of policy formulation, implementation, and adjustment. Secondly, it is the need to achieve the policy goal without obstruction, with the impact of outputs and outcomes of implementing agency within the process of implementation. Lastly, there are three perspectives which start from the initiation of policymakers or the central government, the implementers or the field organism, and the actors or target group of the policy. They proposed the study framework that there are 3 categories of variables which contribute to the success of policy implementation as following.

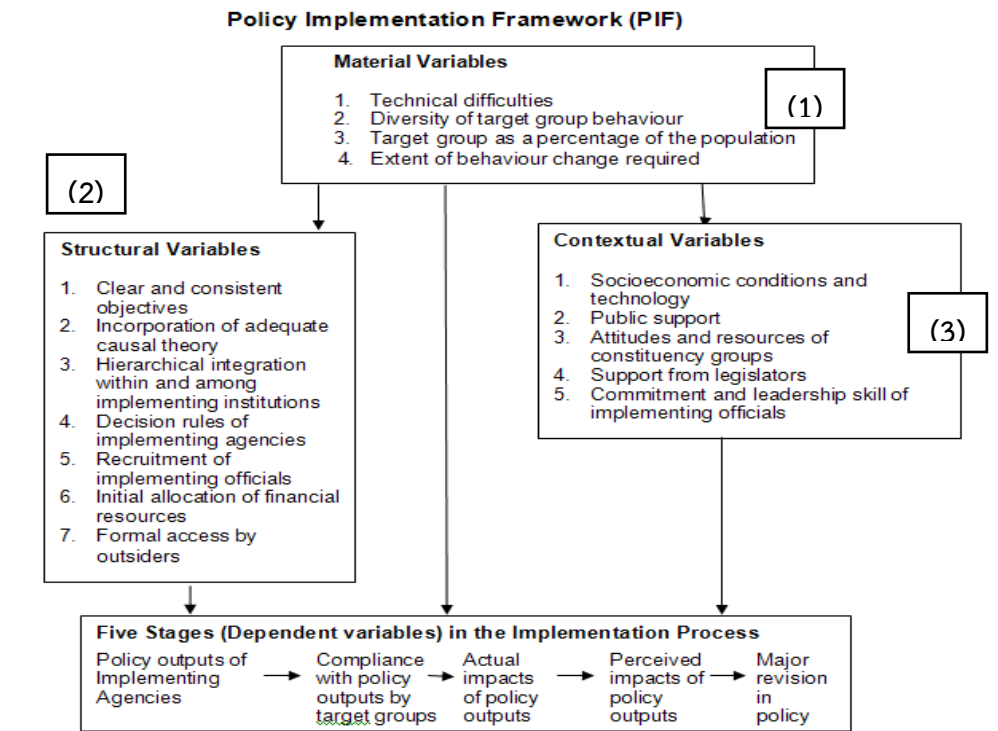


Figure 2.6 Policy Implementation Framework According to Sabatier & Mazmanian (1983)

Source: Adapted from Sabatier & Mazmanian Implementation Model, 1983, p. 22.

1) Material variables are the variables which related to the tractability of the problems. There are 4 variables in this group, which are based on the principle that some social problem is harder or easier to solve in comparison to other problems, and there should be the theory to explain such causal linkage as well as the technology for problem solving. One of the key variables for consideration is the technical difficulties. The amount of technical conditions such as the capacity to develop the directly related capacity index at the inexpensive cost and the reasonable explanation of causal linkage which affect the problems are utterly important. And the success of program is based on the specific technological development. The suitable technology usage, which is desirable for the project implementation, could also reduce the cost and time as well as the behavior which needs control among the small number of target population with small size of behavioral changes.

2) Structural variables are the variables related to the ability of statute to structure implementation. There are 7 factors in this group; 1) Incorporation of adequate causal theory, 2) clarity and consistency of objectives, with clear priority, 3) adequate financial resources, 4) hierarchical integration within and among the implementing organizations, 5) rules for decisions by the implementing agency contribute to the achievement of policy objectives, 6) recruitment of implementing officials follow the policy objectives, and 7) the formal participation of policy implementation by the external persons.

The structure of policy implementation could be in the form of the Act, the verdict, or the administrative order which can be enforced through the mechanism of the host, such as the implementing agency, the promulgation of law and financial resources, as well as the issue of the rule, to ensure the formal access by outsiders.

3) Contextual variables are the groups of non-statute variables affecting implementation, which include 5 variables of 1) economic, social, and technological conditions, 2) the public support towards the policy, 3) the attitudes and resources of the voters, 4) the continuous support from the leader or the group of authorities, and 5) the acceptance and skills of the leader as well as the implementing officers.

This model proposed that the variables in the second group designate the political policy infrastructure, while the third group of variables reflect the deviation of conditions above the policy and the constant changes. These three groups of variables affect the dependent variables or the process of policy implementation, and the five hierarchical stages of dependent variables with cause and effect relationship as following.

First stage: policy outputs of implementing agencies. This is the stage of transforming the policy objectives into regulations or specific procedure related to the identification of decision method and the enforcement of decided measure. This stage might require a lot of attempt to create acceptance and compliance among the implementers, or else there could be the rejection which lead to the delay in the policy implementation.

Second stage: the target group comply with the policy. Sometimes the implementers might not follow the policy and thus required the enforcement to ensure their effective compliance, or the punishment, or the adjustment of target group's attitude to accept the policy implementation legitimacy, or the investment for the target group to follow the policy.

Third stage: the actual impacts on the implementing agencies. This stage discussed the policy success according to 1) the productivity of the implementing agencies follow the objectives, 2) the target group attempt to accept the policy outputs, 3) there is no extreme change of situation towards the outputs or outcomes, and 4) policy incorporates the adequate causal theory in order to initiate change.

Forth stage: perceived impacts of policy output. This stage witnesses the actual impacts of policy which might be hard to measure and required the survey of the perceived impacts.

Fifth stage: major revision in policy. There could be many revisions in the process of implementation, because even the policy with complete elements might not always be successful due to the change of socio-economic and technological conditions, competition, and policy resources, as well as the change in the related supporters which could happen when the policy timeframe is too long.

As Sabatier & Mazmanian attempted to solve the fault in their earlier models and added more related variables, their work was criticized by the newer generation of scholars that it consists too many variables and the characteristic of the regulational policy, without any explanation of causal relationship between those variables and the output of policy implementation. Sabatier and Mazmanian also proposed that there are 6 conditions to ensure the effective implementation. 1) Any legislation or regulation according to the policy objectives must be clear and firm. 2) Legislation must base on the sound theory which identify the elements of principle and the causal linkage to the policy objective, as well as allowing adequate power for the implementing officers over the target group. 3) The legislative structure of policy implementation ensure the maximum possibility for the implementers to fulfill the policy objectives and delegate adequate missions for different agencies along the hierarchical order, with the adequate rule of support for financial decision. 4) The

leader of implementing agency possess the essential political and administrative skill and commit to the policy goals. 5) Project is actively supported by the voters and the key member of legislature or the chief executive throughout the process of policy implementation. And 6) the priority of legal objectives must not be decreased during the period of public policy conflict or the change of related socio-economic conditions, which might weaken the theoretical soundness or the political support.

2.1.3.3 The model of Hambleton (1983). Hambleton proposed the concept of planning systems of policy implementation, which involved 3 theories; 1) Procedural planning theory, 2) Interorganisational theory, and the 3) Theory of Fiscal Crisis. This model analyzed five important elements of the policy process; the factor of communicating policy message, the factor of multiplicity of agents, the factor of perspective and ideologies of implementers, factor of resources, and political factor related to policy planning. (Woradej Chantarasorn, 2011, p. 166)



Figure 2.7 Policy Implementation Model of Hambleton (1983)

Source: Hambleton, 1983, as cited in Woradej Chantarasorn, 2011, p. 166.

2.1.3.4 The Administrative Influence Model. Edward (1980) proposed this model which study the factors which shape the administration in the top-down approach, similar to the model of Van Meter & Van Horn. Edwards (1980) attempted to find the conditions prior to the success in policy implementation and the basic obstruction for the success. He proposed 4 evident factors which shape the implementation as following; communication, resource, control, support, and the bureaucratic system. The factors are related as the diagram.

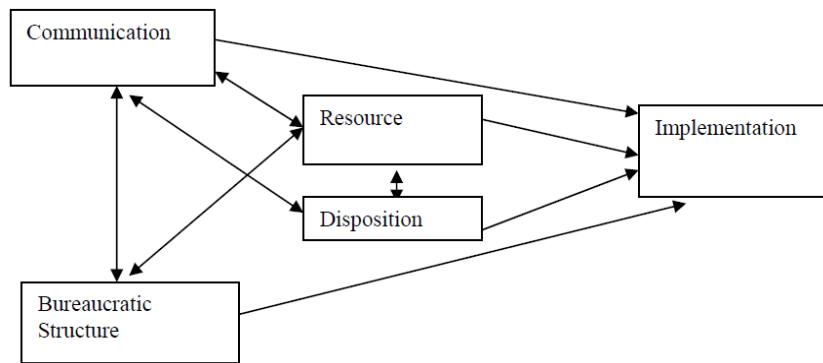


Figure 2.8 Implementation Model of Edward (1980)

Source: Edward, 1980, p. 148.

Edwards (1980)'s model resembles that of Larson (1980)'s, that the factor of success in policy implementation involves 1) the clarity and feasibility of policy goal, 2) the course of policy implementation and supports, 3) the level of complexity in communication, and 4) the level of economic change, under the perspective that policy implementation starts from the top down, and under the process of considering the related factors.

Alexander (1982) conducted a comparative analysis between the models of Edward (1980); Larson (1980); Van Horn (1979), and Sabatier and Mazmanian (1981), and found that they differ as following

Table 2.4 Comparison of Models by Edward (1980); Larson (1980); Van Horn (1979) and Sabatier & Mazmanian (1981)

	Larson	Edward	Van Horn	Sabatier & Mazmanian
Policy variables	Feasible goal and vague goal	-	Clarity or conflict in the objectives and the policy standards, and the specificity of policy process	Validity and clarity of objective, adequacy and overall sounded theory
Implementation variables	Error in the policy implementation process - Information - Support Complexity between organizations	Adequacy of - Staffs - Facility - Authority - Information or support - Recruitment of staffs - Motivation - Divisive Bureaucratic structure	Agents characteristics -Ability of staffs -Attitude of implementers/executives -Support from lower-level implementers - Enforcement, norm, motivation, and punishment	Financial resources Agents, staffs, implementer support the policy objectives. Accessibility of external supporter Unity of hierarchy in and among the related agents Implementer's objective match the policy goal.
Environmental variables	Economic change	Effective communication - Referral -Clarity -Regularity	Local socio-economic environment, Demand for policy, adequate resource, communication, clarity, validity, and regularity	Deviation of time and policy under the socio-economic and technological conditions, attention from the press, supports from people and legislature, resource supports.

Table 2.4 (Continued)

	Larson	Edward	Van Horn	Sabatier & Mazmanian
Related problems	-	-	Level of change that must occur	Simplicity of problem -required behavioral change - multiplicities of target group's behaviors -percentage of target group from total population - adequacy of theory and suitable technology

Source: Woradej Chantarasorn, 2011, pp. 171-172.

2.1.3.5 Implementation Model by Woradej Chantarasorn (2011)

Woradej Chantarasorn (2011, pp. 129-146) studied policy implementation with the perspective that policy implementation is the study of “how and how much the responsible implementing agents are able to raise and bring the administrative resources as well as all the important mechanisms to fulfill the objectives”. Hence, the study of policy implementation is the exploration of method and approach to improve the policy, plan, and action plan within the project through the theoretical model and 6 theories, which will be discussed selectively according to their relevancy to the internet policy for child online protection.

1) Rational Model. In this model, “there must be the clear objective and missions in the successful policy, with delegation and the standard for the sub-units of agents, with the system of evaluation as well as reward or punishment”. As the policy implementation process starts from the clear policy objectives, with the transformation of objectives to sub-mission for the convenient check, control, and evaluation, with not too many dimensions of objectives. And there should be the priority of actions.

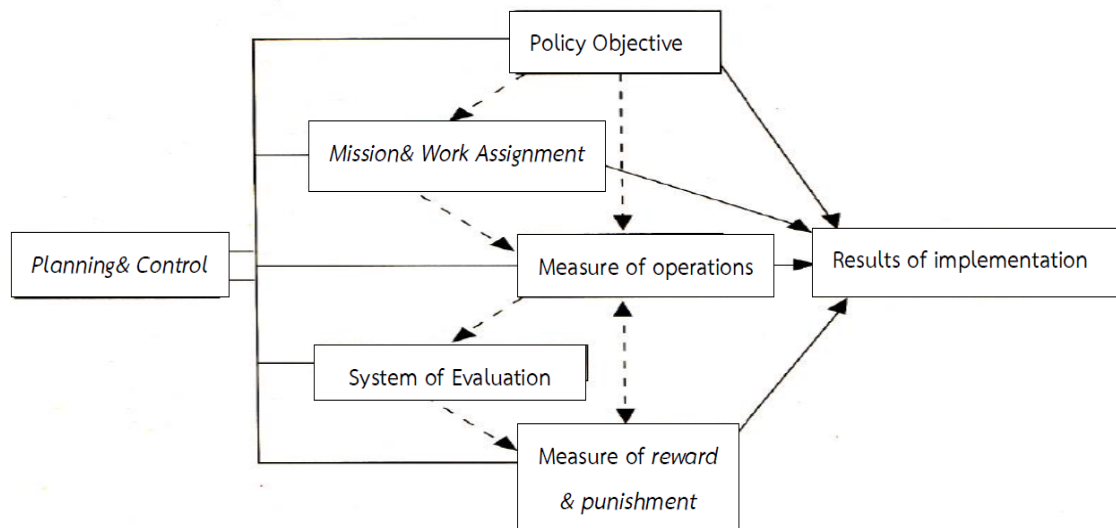


Figure 2.9 Rational Model

Source: Woradej Chantarasorn, 2011, p. 131.

2) Management Model. This model is based on the organizational theory which prioritize the capacity of organization, according to the assumption that the success of policy implementation depends on the responsible agents, who must have enough capacity to fulfill the expectation, appropriate organizational structure, skilled personnel, adequate budget, as well as the readiness in terms of materials, equipment, instruments, and utilities.

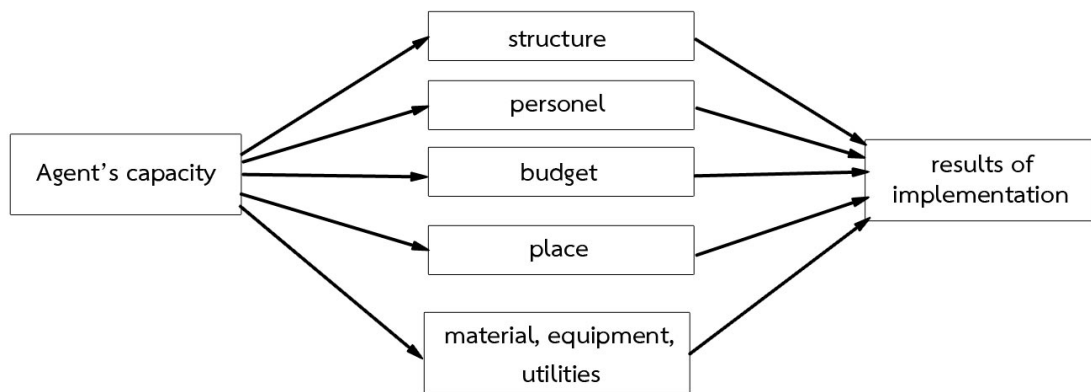


Figure 2.9 Management Model

Source: Woradej Chantarasorn, 2011, p. 134.

3) Political Model. This model is based on the belief that the success of policy implementation depends on the ability of players or the representatives of organizations, group, or institution, as well as the relationship between the organization's external factor. Therefore it is essential to create consensus and participation, which might not be easy. However, conflict is a natural phenomenon which can occur in both the organization and general social system, as there must always be those who receive or lose benefits.

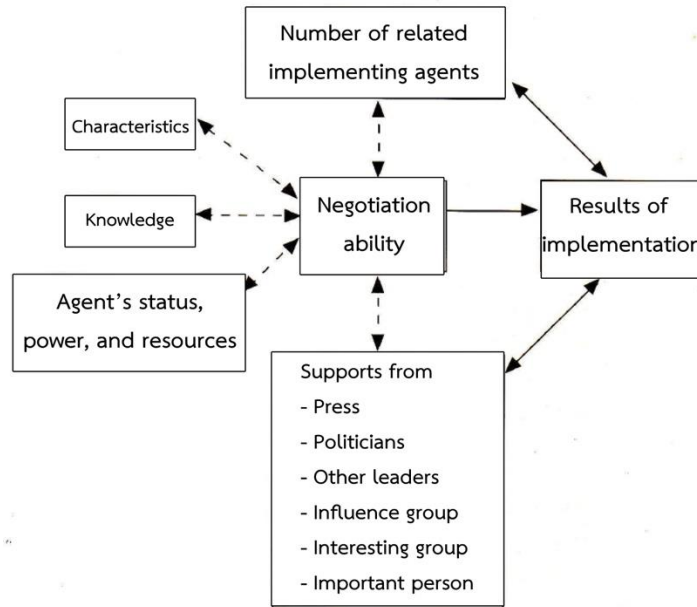


Figure 2.10 Political Model

Source: Woradej Chantarasorn, 2011, p. 140.

4) Integrated Model: This model is the integration of important variables from 5 models into 4 independent variables as following. Organizational capacity. The strength of agent is an important element for policy implementation, which involves 5 factors of organizational structure, budget, staff, material, equipment, and place. Efficiency in planning and control. This variable consists of clarity and feasibility of the objectives and goals, mission formulation and delegation, formulation of work standard, system of monitoring, control, evaluation, and the fairness of incentives. Leadership and cooperation. Leadership is important as it could motivate the implementers to comply, commit, and participate. It could create the efficient team political and external environment management. Policy is a political process which depends on the skill of player or representatives of organization, group, or institution, as well as the relationship to the external context.

Success of policy implementation must be considered in 3 dimensions. The 1st dimension measures the policy success or failure from the outputs, outcomes, and the ultimate outcomes. The 2nd dimension measures the policy

impact. The 3rd dimension considered if there can be any benefit to the whole country afterwards.

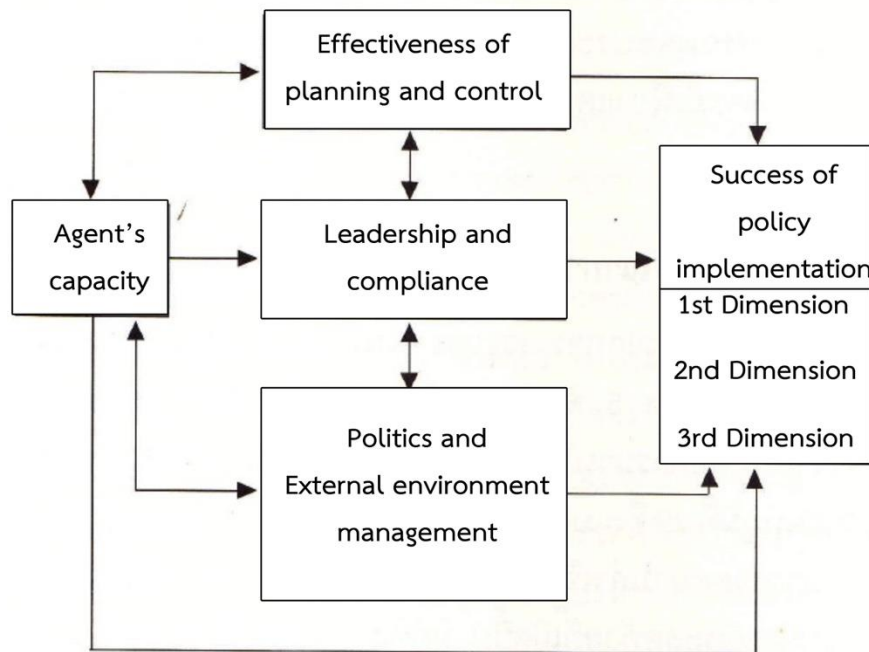


Figure 2.11 Integrated Model

Source: Woradej Chantarasorn, 2011, p. 144.

In conclusion, the policy implementation models of Van Meter and Van Horn; Alexander and Humberton emphasis the process of implementation and the conditions which shape the policy. Meanwhile, the model of Sabatier & Mazmanian focus on how the policy as the essential element that shape the implementation process. And the work of Woradej Chantarasorn discussed various factors of success or failure of policy, in terms of planning, control, administration, leadership, team working, communication of policy, or policy understanding, etc. (Woradej Chantarasorn, 2011, pp. 184-185)

2.2 Policy and Implementation Development of Internet Policy for Child Online Protection in Thailand since 1987-2017

In 1989, the world became aware of the urgent necessity of child protection when the UN General Assembly adopted the first international measure of the UN Convention on the Rights of the Child, or CRC, with the main concept of human rights of the child, especially the section 17 which stated the child's access to information and the protection of child from information and materials which might be harmful for their well-being. The major organization is the International Telecom Union or ITU, which is a main mechanism of policy formulation for the countries with UN membership. Thailand have been the member of ITU since April 20th, 1883, or during the reign of King Rama V, with the Ministry of Information Communications Technology (MICT) or the Ministry of Digital Economy and Society (MDES) who represented the country executives. The office of the National Broadcasting and Telecommunications Commission (NBTC) also represented the control of the nation's telecommunication business (Wikipedia, 2017). However, it appeared that the ITU became aware of the importance of protecting child in the cyberspace. The ITUC started to perform its role evidently during the World Summit on the Information Society (WSIS) in 2003 and 2005, and Geneva and Tunis, resulted in a strong commitment called The Geneva Declaration of Principles. This declaration affirms that "We (the members) are also committed to ensuring that the development of ICT applications and operation of services respects the rights of child as well as their protection and well-being.". And the section 24 of the Tunis Commitment in 2005 states the recognition of "... the role of ICTs in the protection of child and in enhancing the development of child...", and promises that "... we will strengthen action to protect child from abuse and defend their rights in the context of ICTs. In that context, we emphasize that the best interests of the child are a primary consideration ...". In addition, the section 90 of the Tunis Agenda for the Information Society (ITU, 2005) stated that "... (we reaffirm our commitment by) incorporating regulatory, self-regulatory, and other effective policies and frameworks to protect child and young people from abuse and exploitation through ICTs into national plans of action and e-strategies." Furthermore, the World Congress III Against the Sexual

Exploitation of Children opens in Brazil (2008) mentioned the necessity to "... develop and implement strong cyber safety rules to be propagated on both the websites and within the communities ..." and demanded the "... increase development of children's, teachers, parents and family manuals addressing the threats of the Internet and the issue of sexual exploitation of children." (World Congress III against Sexual Exploitation of Children and Adolescents, 2008)

In 2008, ITU initiated a project called "The Child Online Protection (or COP)" which was approved by the Secretary-General of the United Nations, State leaders, Ministers, and the leaders of international organizations throughout the world. This project specifically aimed to responsible for the promotion of international coordination of the cyber protection for child. It also acted as a leader in suggesting the approach for legal, technical, organizational, and related operational matters. Moreover, its members included the globally important organizations such as the ITU; Children's Charities 'Coalition on Internet Safety; Child Helpline International; Cyber Peace Initiative; the ECPAT International; European Network and Information Security Agency; European Broadcasting Union; European Commission Safer Internet Programme; European NGO Alliance for Child Safety Online; eWWG; the Family Online Safety Institute; GSM Association; iKeepSafe; the International Criminal Police Organization (Interpol); International Centre for Missing & Exploited Children; Opennet; Microsoft; Telecom Italia; Telefónica; Save the Children; United Nations Children's Fund; United Nations Office on Drugs and Crimes (UNODC); United Nations Interregional Crime and Justice Research Institute; United Nations Institute for Disarmament Research; and the Vodafone Group.

Additionally, there was the World Telecommunication and Information Society Day (WTISD) in 2009, which discussed the topic of child protection in the cyberspace. Here, the ITU demanded the policymakers, lawmakers, entrepreneurs, and the industrial sectors to promote and support the policy change as well as the strategy of child protection and cyber safety. ITU also demanded the member countries and all sectors to create the public awareness, identify the best practice and policy, as well as provide the resources and instruments for the adjustment and application within their own countries. The support of the existing works should aim to develop the guidance for the policymakers and lawmakers, to identify the risks and

vulnerability, develop information source for the general work, and promote the capacity development to strengthen the global responses.

Regionally, the Council of Europe significantly participates and prioritizes the matters regarding the cybercrime against children than any other region. As the awareness of cyber threats increased, the prototype law of cybercrime, the Convention on Cybercrime, was developed in 2001. The main objective of the Convention was to protect society from the cybercrime. There were 52 countries from the European Union and other regions of the world, including Thailand, participated in the ratification at Bucharest on November 23, 2001. This Convention became the model for adjustment and policy formulation among the member countries. This Convention also acknowledges the Convention on the Rights of the Child (1989) and the International Labour Organization (ILO)'s Worst Forms of Child Labour Convention (1999). Article 9 in the Title 3 of the Convention on Cybercrime also stated the offences related to "Child Pornography" specifically as a cybercrime, with the official definition of child pornography as "pornographic material that visually depicts; a) a minor engaged in sexually explicit conduct, b) a person appearing to be a minor engaged in sexually explicit conduct." "Minor" here refers to all individuals under the age of 18 years old. One of the main idea of this Convention is to demand the party to adopt the legislative and other necessary measures to establish as criminal offences under its domestic law, when committed intentionally with right interception of the following actions; production of pornographic media for the transmission over the computer system, initiation or suggestion, emission or transfer, and provision of child pornography for self-use or for other people, as well as the possession of child pornography in the computer system or any data recording media.

Regarding the study regarding the implementation of internet policy in Thailand, there were many approaches and criteria of classification. According to the criteria of internet development in Thailand, there is the study by Chanchai Chaisukkosol (2009), "Technology and nonviolent political struggle: a case study of internet in Thailand", which applied the dynamic criteria of the large technical system theory as the approach of study. This study is influenced by the report of Kant Yuenyong, Kamol Tharuerak, Charoenrat Sawananon, Somdej Wongchan, and Wijak Setthabutr (2005) regarding the internet service provision industry, which classified

the period of internet in Thailand into 2 major periods; the settling period during 1987-1999, and the expansion period after 2000. (Pirongrong Ramasoota, 2013, p. 250) And according to the classification according to the content regulation on the internet, there are the works of Pirongrong Ramasoota (2013), the study of Pirongrong Ramasoota and Nithima Kananidhinan (2004) about the internet content regulating, and Buncha Limpasathiragit (2006) "Problems and obstacles of Internet content regulating by state agencies". Here, internet content regulating can be divided in 3 periods; 1) the age of liberty without clear structure and regulating mechanism during 1987-1999, 2) the age of systematic regulating and government mechanism through the MICT during 2000-2007, and (3) the age of regulating through the law of cybercrime (after 2007). (Pirongrong Ramasoota, 2013, pp. 277-278) According to these approaches, the researcher thus classified the development of internet policy implementation in Thailand in 3 periods, by the criteria of content regulation form and mechanism, the adjustment of related policy and regulations, and the approach of implementation, which corresponds to the study of Pirongrong Ramasoota et. al as previously mentioned.

2.2.1 Policy Implementation during the Settling Period of Internet in Thailand (1987-1999)

This is the early stage of internet application in Thailand, which initiated among the circles of higher education and the Thailand's National Electronics and Computer Technology Center (NECTEC) since the year 1987. At the time, the Asian Institute of Technology (AIT) first requested for the MOU to connect the internet with the Department of Computer Science and the University of Melbourne, Australia. Afterwards, the internet usage expanded among the universities such as Thammasat and Chulalongkorn, etc. Back then the national telecommunication operation was under the total authority of 2 state enterprises; Telephone Organization of Thailand (TOT) who monopolized the local and international telephone service provision in Thailand, and the Communication Authority of Thailand (CAT) who monopolized the international communication business including the internet. Therefore, the internet development and the application of business license were required by law that only the government or its enterprise could operate such business. There were 4 laws

which specify the authority for policy formulations; the Telegraph and Telephone Act 1934, Telephone Organization of Thailand Act 1954, Community Authority of Thailand Act 1976, and the Radio Communications Act 1955. It appeared that the National Science and Technology Development Agency (NSTDA) initiated and drove the internet system at the policy level through the NECTEC at the time.

The first significant change in the telecommunication business policy occurred later in 1992, during Anand Panyarachun's government. The Information Technology Committee: NITC) or the National IT Committee was founded according to the Regulations of the Office of the Prime Minister on the Promotion and Development of Information Communication Technology, 1992. The NITC was formulated as the organization who provide policy suggestion and national plan for the development of ICT for the cabinet, in order to encourage the widespread application of ICT, infrastructure development, ICT human resource development, research and development, production, services, and usage of ICT in the country. The NITC was also responsible for the internet regulating. The committee consisted of the Prime Minister as the president, with the Director of NECTEC as the committee and secretary. With this regulation, the NECTEC became an important policymaker of the ICT development since then.

During this period, there were the important policies and plans regarding the promotion of ICT usage which related to children, such as the project of ICT application with Children. One example is the pilot project of computer for Thai school (SchoolNet@1509), which develop supplementary educational resources through the website of SchoolNet Thailand. Another example is the ICT project for education in the rural area. However, there was no clear child online protection policy, law, or measure of internet safety. The process of policy implementation by NECTEC at the time focused on the self-regulating measure through the provision of education and training of skills and literacy, together with the coordination with network of parents through the project and activity. There was the creation of website Thaiparent.net to ensure knowledge, understanding, solution, and publications of articles related to internet and to act as the center of communication among parents, in order to develop their understanding and internet literacy to the level which they can care for their children. However, the website is not currently accessible. During this

first stage, internet application was rather limited among the coordination among the educational institutions which develop the internet together, who attempted to encourage the liberty of software development. There was no regulating by the state or content censorship as it was the stage of expansion and dispersion of ICT for people. According to the survey of internet usage in 1992, there were just 28 end-users of internet. The number increased to 200 end-users within the same year and continuously rose until there were 8,000 and 23,000 end-users during 1993 and 1994. (Pirongrong Ramasoota, 2013, pp. 251-252)

During the later period of the first Chuan Leekpai's government, the cabinet attempted to drive the ICT development, as the draft of Communication Reformation Master plan was proposed in March 1995, so that the country could become the "ICT Society". After Banharn Silpa-archa's government who took the position in February 28, 1996 approved the "1st Information Communication Technology (IT2000)" proposed by NECTEC with the recognition of the National IT committee. This became Thailand's first public policy in ICT, which designated 3 important missions. The first mission was the equitable investment in the national ICT infrastructure, with the connection of network in the rural area throughout the country. The second mission was the investment in the good education of citizen and ICT personnel. And the final mission is the development of government's role for the better service and the strong ICT industry foundation. Policy implementation in this period thus emphasis the promotion of internet usage among the people. However, there was also the first event which depict the dark-side of the internet, when a sexually-inactive teenage American couple revealed to world that they would live show their intercourse on the internet for its beauty. This caused the panic to the government at the time, that the related organizations such as NECTEC were consulted to develop the measure to prevent public transmission of the content. The government at the time did not truly understand the issue of problem, and there was no concrete policy or measure of application to deal with such pornographic content in terms of the early response to the situation of problem.

After their victory in the general election in 1995, the government of Banharn Silpa-archa raised the political reformation policy. There was the draft of people's constitution to replace the 1995 Constitution. The new constitution finished in

October 11, 1997, resulted in the privatization of the government's media business. Before 1997 which was the beginning of the telecommunication reformation period, when all media were under the complete control and ownership of the state. This corresponded to the policy announcement of the 2nd term of Chuan Leekpai's government, that "The intermediate policy... 2.4.2 Communication Policy; improve the national communication administration by accelerating the law to cancel the government's monopolization and encourage the liberal competition in service provision, together with the formulation of the organization to regulate communication neutrally, transparently, and consistently, as well as the privatization of government's communication enterprise ...". This corresponded to the 40th section of the Constitution of the Kingdom of Thailand which stated that.

Transmission frequencies for radio and television broadcasting and radio telecommunication are national communication resources for public interest.

There shall be an independent regulatory body having the duty to distribute the frequencies under paragraph one and supervise radio or television broadcasting and telecommunication businesses as provided by law.

In carrying out the act under paragraph two, regard shall be had to utmost public benefit at national and local levels in education, culture, state, security, and other public interests including fair and free competition

There was the Transitory Provisions which prescribed the fundamental substance of the organic law on various matters, including the law on Organizations for wave frequencies allocation and supervision of radio broadcasting business, television broadcasting business and telecommunications business. However, the legislative process was obstructed by a litigation to cancel the recruitment process until March 8th, 2000, when Organizations for wave frequencies allocation and supervision of radio broadcasting business, television broadcasting business and telecommunications business act B.E. 2543 was finally approved. As a result, the Office of The National Broadcasting and Telecommunications Commission was

found as an independent government organization which responsible specifically to the internet business. Furthermore, the Cabinet also approved the formulation of 6 related laws on ICT, including the electronic transactions law, electronic signature law, cybercrime law, electronic funds transfer law, private information protection law, and the organic laws of section 78th of the Constitution which assigned NECTEC as the secretary of bill drafting.

In summary, the policy and implementation of internet safety policy for child during this early period lacks the concrete policy and implementation process due to the government's ICT policy emphasis on the development of telecommunication infrastructure and the promotion of internet usage. The economic benefit was the major factor which drive the government's policy formulation, according to the statement in the policy announcement of Chuan Leekpai's government in the parliament, on November 20th, 1997, as following.

... The urgent problem for this government is the economic problem which immensely affect the people's well-being throughout the country. It led to the social problems and the standard of living problems, which might destroy the national security if being left without the solution or timely mitigation. Therefore the government is committed to urgently solve the economic problem as the first priority ... Thus the government formulates the policy for revitalization of all economic branches of the country to return to their normal states...

According to the literature review, some projects related to the promotion of internet usage in children were found, such as the national project in "School ICT system" for the thorough allocation of microcomputer to government schools, the development of SchoolNet, the Uninet project of the Ministry of University Affairs, the KULU project of Kasetsart University, the online education project of NOLP, etc. However, there was no identification of policy problem nor social problem regarding child protection, except for the statement of policy announcement by 2nd Chuan Leekpai's government (1997), regarding the bureaucratic system reformation as following.

... will accelerate the legislation for new law or amendment of the existing law to add the measure of child protection...

Nevertheless, the legislation of child protection law according to the obligation of CRC with the UN since 1989 was successfully finalized and implemented fourteen years later in 2003, during the recent Thaksin Shinnawatra's government.

2.2.2 Internet Policy Formulation during the Period of Internet Regulating by The Independent Government Organization (2000-2007)

After the announcement of People's Constitution in 2000, the attempt to legislate the radio broadcasting and telecommunication business regulation according to section 40th of the Constitution took almost 3 years, before the first fundamental law, Organizations for wave frequencies allocation and supervision of radio broadcasting business, television broadcasting business and telecommunications business act B.E. 2543, was announced. Later, the organic law such as the Telecommunication Business Act B.E. 2544 was announced to formulate prevention measures and to decrease the monopolization of telecommunication business according to Free Trade Agreement with the World Trade Organization (WTO), which also involve the regulating of internet policy. However, the recruitment of the National Broadcasting and Telecommunications Commission faced the problem of intervention from the interest group and the stakeholders. Until October 1st, 2004, the committee was finally recruited.

During this period, the Thaksin Shinnawatra's administration was influenced by the modern state administration concept from the Western, which believe that the existing bureaucratic system could not respond to the change in the globalization trend. (Chonticha Chaisirirat, 2017, p. 202) Government at the time then began to reforms the ministries, bureau, department, and division. The TOT Public Company Limited and the CAT Public Company Limited were affiliated with the MICT since the legislation on October 3rd, 2002. The MICT is specifically responsible to the regulating and policy formulation related to ICT business and internet. And the

society expected it to be the central host in coping with the inappropriate content on the internet, or the content which violate the lèse majesté law, as there was no organization which directly responsible in the matter while the society increasingly started to aware of the danger of internet usage towards children. Meanwhile, there was no regulation which directly enforced the dangerous content such as child pornography, violation of internet copyright, online gambling, advertisement of illegal products or fraud. The related officers had to solve problem by using the mutatis mutandis law, such as the Criminal Code, Anti Pornography Act B.E. 2471, the Cinema Act B.E. 2530, the Gambling Act B.E.2478, the Consumer Protection Act B.E. 2522, Food and Drug Act, and Child Protection Act. Most of these laws have been enforced for a long time and became outdated. As a result, it was not possible to timely cope with the problems and the offence on the internet which became increasingly violent. And the operation results reveal that it hardly success in practice.

The MICT at the time was assigned by the government to implement 2 urgent projects; the Eua-arthorn Computer project, and the high-speed internet project, in order to promote internet usage among the people. As a results, the number of internet users increased rapidly since 2003. The content production from a large number of providers and users became one factor which contribute to the increase of explicit content which is harmful for youth and children, such as pornography, illegal product stores, and online game, etc.

In 2003, the Thaksin Shinawatra government enforced the child protection law for the first time, after 8 proposals from both the Opposition and the Government legislature, such as the group of female M.P. consisted of Kanchana Silpa-archa, Janista Lewchalermwong, Salinthib Chaidom, as well as the NGOs and the feminism group like Paveena Hongsakul who was also the M.P. who have been a long-time activist in the protection of child's right. The major reason of the legislation was due to the fact that the previous child protection law in Announcement of the Revolutionary Council which had been enforced for a long time became unsuitable for the social condition at the time. Also, when the national Constitution was updated, the legislation would ensure that the new law corresponds to the National Economic and Social Development plan enforced together in the same time as well as the CRC.

Nevertheless, it was disappointing that such law did not involve the progressive content of child online protection from internet risks and harms. Its principle and essence consisted of the detail of physical and mental protection for children, or covered only the offline aspects and the way to assist, protect the welfare, development and aid the behavior of children with their best interests, etc, as detailed in the following rationale.

The Announcement No. 132 of the Revolutionary Council dated 22 April B.E. 2515 and the Announcement No. 294 of the Revolutionary Council dated 27 November B.E. 2515 have been in force for a long period of time. The essence and details pertaining to the procedures in providing assistance, welfare, protection, and behavior promotion of the Children are no longer suited to the present social conditions. It is thus appropriate to define procedures and improve methods in dealing with the Children in a more appropriate manner so the Children will receive the suitable parenting, nurturing, and development, which in turn will promote the stability of the family institution and prevent the Children from being abused, exploited, or discriminated. It is also deemed fitting to improve ways of promoting collaboration in protecting the Children between different government agencies and private organizations, so as to be aligned with the present Constitution of the Kingdom of Thailand, the National Economic and Social Development Plan, and the United Nations Convention on the Rights of the Child. It is therefore necessary to promulgate this Act.

This Act designated the Ministry of Social Development and Human Security as the legal authority and the implementing agency. The MICT was assigned to follow the child protection policy of the government through the ICT police and the appointment of Cyber Inspector, who responsible for report filing and the censorship of website with illegal or explicit content, such as pornographic website, website which violate the lèse majesté law, or website which might be the threat to the internal security. Complaint could be filed through the email 1212@mict.mail.go.th and the Hotline 1212, for the censorship of such dangerous content. There were related

agencies with shared responsibility in the content assessment, including the MICT, the Ministry of Culture, the Ministry of Education, the Ministry of Justice, the National Intelligence Agency, and the Royal Thai Police, etc.

The second term of Thaksin Shinawatra's government brought forth increasing importance of child protection on the internet. There was the policy formulation for the campaign of anti pornographic media and all forms of intoxicated media against children as well as the regulating of inappropriate content on the internet through the website www.thaicypcop.com. The website is currently closed without clear explanation, but it used to be the center for the public complaint against the production sources of pornographic media and all vices, including the explicit website. In practice, when the officer detect any offence, the name of website would be submitted to the MICT to process, and the center would send a letter to request coordination of the Internet Service Provider (ISP) to delete such website within 3 days. If the ISP refuse to follow the request, the ISP and the owner of the Server computer would face the legal action according to the authority in the Criminal Code section 287, which is the *mutatis mutandis* law adjusted as the solution. As a result, the online gaming website "Ragnarok" was blocked for the first time in Thailand during 2002, when children and juvenile who played the online game sold the weapons from the game in the offline world and escalated to violence. This event was portrayed through various accounts. And it was evident that there were many children who were addicted to the game, and some even imitated the character from the game in committing crime by robbing and stabbing a taxi driver.

Office of Cinema and Video, Ministry of Culture, is another related agency in approving license and regulating related business. According to the Cinema and Video Act B.E. 2551, there are 4 types of related business; 1) cinema, 2) rental shop or seller of motion pictures, 3) video shop and gaming shop, and 4) rental shop or seller of video. This office is responsible to the approval of content in motion pictures, video, games, and karaoke before publications. However, this does not include the online content of website. Therefore, it became the gap of policy implementation in regulating content among the various agencies with different jurisdiction. During this period, many government agencies became alert to the organize and regulating the game café in order to prevent illegal activities, such as allowing underage access,

violation of the limited opening hours, or allowing games playing outside of restriction. Nevertheless, no authority was granted to the related officers or judges to directly block the website. The only possible measure was to request cooperation from the ISP. Many agencies were involved in the censorship, regulating, and rating of websites, including the Royal Thai Police, MICT, and CAT Telecom (Plc). Website censorship during this period developed and increased statistically due to the political factor, which was the most influential factor (Pirongrong Ramasoota, 2013, pp. 282-284). The period of political unrest between 2005-2006 saw the widespread use of internet to criticize and banish Thaksin Shinawatra's government.

In 2005, during the late term of Thaksin Shinawatra's government, the political unrest became increasingly violent. The government attempted to solve the political difficulty by enacting the Decree on Public Administration in Emergency Situation, B.E. 2548. The section 9 described the necessity of enactment as following.

... In the case of necessity in order to remedy and promptly resolve an emergency situation or to prevent the worsening of such situation, the Prime Minister shall have the power to issue the following Regulations: ... (3) to prohibit the press release, distribution or dissemination of letters, publications or any means of communication containing texts which may instigate fear amongst the people or is intended to distort information which misleads understanding of the emergency situation to the extent of affecting the security of state or public order or good moral of the people both in the area or locality where an emergency situation has been declared or the entire kingdom ...

However, the political unrest and protest escalated level until September 19th, 2006, Gen Sonthi Boonyaratglin, leader of the Council for Democratic Reform under Constitutional Monarchy (CDRM) became the sovereign. Therefore, blocking website could only be done through the special authority of the CDRM, according to the CDRM announcement no.5 on September 20th, 2006 (Parliament, 2017) as following.

... for the Ministry of Information and Communication Technology to regulate, prevent, intercept, and destroy all transmission of information in the ICT

system through all means of communication network, which consists of any article, message, statement, or anything which might affect the democratic reform under Constitutional Monarchy ...

Due to the event, approximately 2,500 websites with mostly political content were blocked. And the access through proxy server and cache was also intercept when the Coup d'état announced the new Constitution in 2007, with article of change for the agency in telecommunication regulating (including internet) in section 47 and 305 (1). Office of The National Broadcasting and Telecommunications Commission became the government's independent organization responsible for the allocation of frequencies and regulating the radio and television broadcasting business as well as the telecommunication business. And the organic laws were enacted according to the Constitution, including the Organizations for wave frequencies allocation and supervision of radio broadcasting business, television broadcasting business and telecommunications business Act B.E. 2553, which became the major law of regulating internal media and telecommunication business, since December 17th 2010. (NBTC, 2017) The NBTC according to this new law is a combination of the National Radio Broadcasting Commission and the National Telecommunication Communication, which serve specifically as the regulator of telecommunication business and internet, with and without network, as well as the legal action against the offenders, the protection of rights and liberty of consumers from the service providers, and the formulation of master plan, strategy, or other plan regarding the telecommunication business. Meanwhile, the MICT is responsible as the ICT policymaker for the country to promote and support the active application of ICT in the national development of economic, politics, and society. However, there is still no agency who responsible for the implementation of internet policy for child protection.

After the implementation of ICT2000 framework, the MICT began the formulation of continuing policy called IT2010 framework, or the technological policy during 2001-2010, which emphasis the economic and social development to increase the well-being and standard of living. The framework intended to upgrade the Thai society towards the society of wisdom and learning, with the application of Sufficiency Economy principles and people-centric approach of development, in

accordance to the 10th National Economic and Social Development plan. The vision is to “aim for the green and happy society”, and to be the compass of guidance for the development of ICT in Thailand during the first decade of 21th century. The rationale from the previous framework fully remain in the 5e strategy, or the emphasis on development and application of ICT in 5 major strategic area as following; the e-Government, e-Industry, e-Commerce, e-Education, and e-Society. Regarding the social measure and approach, the e-Society policy aimed to increase the access of ICT and knowledge, support the community and the life-long learning organization, develop the skills of accessing and applying technology in learning, promote the IT usage for the improvement of life quality for culture and social generosity, promote the suitable infrastructure development, and support the IT industry with the strategy to decrease the digital divide, increase the quality of life, and promoting the learning society. As the IT2010 policy framework is a long-term policy at the macro level, the Cabinet voted for the development of two intermediate plan which cover the period of 5 years, to ensure clarity of operation for the agency who could use the plan as the guideline for the formulation or revision of their internal ICT master plan. However, the timeframe of the master plan overlapped the IT2010 framework. As a result, the master plan no.1 and no.2 did not share the exact same start and ending schedule with the IT2010 framework as following.

Period of 2002-2008 (ICT Master plan no.1) The national plan aimed to be the framework for the related government sector and agencies to use for the 5-year planning of related private sectors and entrepreneurs, in order to ensure the overall practical outcome in the country. The concept of this plan is the necessity and approach of Thailand to strengthen itself among other countries in the globalization era through the development. The Thai society and people should become the society of learning, which could use the wisdom to develop the nation in all dimension, for the sustainable progress and security, well-being, and happiness for all. The ICT application and the update telecommunication would drive the 5 branches of activities towards the concrete results of economic and social development, and the sustainable security within the global change based on the Sufficiency Economy theory and the morality and culture of Thailand. As the ICT policy of 2002-2008 cover wide scope of 5 strategies; e-Government, e-Commerce, e-Industry, e-Education, and e-Society

for the period of 10 years, it is necessary to consider the frameworks of top-3 priority first to ensure the feasible and concrete implementation. Thus, the master plan of 2002-2008 included the development and promotion of Thai software industry, ICT human resource development, and the administration of government operation and service towards becoming the e-Government.

According to the survey of Cabinet Resolution regarding the ICT development between January 1st, 2002 to July 31st, 2005, the total 125 resolutions were found. But there was just the Cabinet Resolution which dated April 1st, 2003, about the regulating of illegal or explicit website for the implementation by MICT and related agency, that designate the approach and measure of checking, regulating, and prohibiting of dissemination on the internet in Thailand. It also acknowledged the foundation of NECTEC which responsible for the monitoring of computer safety technology, educating the people about computer safety, providing internet safety training for users, and developing the incident reporting system. According to the study, it was also found that apart from the IT2010 framework and the ICT master plan no.1, there were 2 other types of agencies related to the ICT development of Thailand which formulate policy/ plan to drive the national ICT development, and concretely implement the internet policy; direct development, and the application of ICT in the national development.

	Education/ Training	Increasing the National competency	Development of ICT industry	Improvement of administration	Environment protection	Infrastructure development	Research and development
IT 2010 policy framework	x	x	x	x		x	x
ICT masterplan no.1	x	x	x	x		x	x
Direction of e-Government development plan			x	x		x	
Telecommunication business masterplan no.1	x		x	x		x	x
Research and Development masterplan	x	x	x			x	x
Frequencies masterplan	x			x		x	
Security masterplan	x		x			x	x
IPv6 policy framework	x					x	x
ICT industry development plan	x	x	x			x	x
Software industry development masterplan	x	x	x			x	

Figure 2.13 Direction of ICT Development in Other Policy Framework/National Plans

Source: MICT, 2009-2013, pp. 2-10.

When considering the direction of ICT development from 10 related policy frameworks or plans of other agencies, including the IT2010 framework, ICT master plan no. 1, Direction of e-Government development plan, Telecommunication business master plan no. 2, Frequencies master plan, Security master plan, IPv6 policy framework, ICT industry development, and Software industry development, it was found that all plans shared the same policy objectives;

the goal of development and application of ICT as the important mechanism to drive the economic and social development towards the society and economy based on knowledge.

The direction of implementation shared by all plans is the development of ICT infrastructure. And most plans emphasis the development of 1) human resource/ education, 2) industry, 3) research and development, 4) increasing the national competency, and 5) improvement of administration, respectively.

2.2.3 Policy Implementation in the Period of Regulating through Specific Law (Since 2007)

After the announcement of the Constitution of the Kingdom of Thailand B.E. 2550 by the Council for Democratic Reform under Constitutional Monarchy (CDRM), which was later known as Council of National Security-CNS, the section 47 stated that the telecommunication business is a national communication resource for the public interests, which must be regulated by the independent government agency. Such operation must be in the best interests of people in both the national and local levels, in the dimension of education, culture, national security, and other public benefit, as well as the fair and liberal competition. The public sector must be able to participate in the operation of mass media operation, resulted in the revision of bill drafting for the radio and television broadcasting business and the telecommunication business to replace the existing law. And the Office of National Broadcasting Commission merged with the Office of the National Telecommunications, into the Office of The National Broadcasting and Telecommunications Commission. However, the legislative process was delayed until 2010, before the Organizations for wave frequencies allocation and supervision of radio broadcasting business, television broadcasting business and telecommunications business Act B.E. 2553 was finally enforced.

The researcher found that the authority and obligation of NBTC according to the new law is progressive in terms of the formulation of criteria and fee based on the public interests. It also acknowledged the merge, possession of right across media, or domination of business, and the protection of people's right and liberty as well as privacy and the right to communicate through ICT. This law separated the committee in 2 groups, the committee of radio and television business (section 35), the committee of telecommunication business (section 52) who also regulating the internet. Furthermore, section 52 designated the development of "Broadcasting and

Telecommunications Research and Development Fund for the Public Interest” within the NBTC. The objective of this fund is to provide community service, promote and support the media literacy and ICT skills among people with disabilities, seniors, and people with disadvantages. Nevertheless, there was no mention or content about the importance of children and youth as the vulnerable group. The fund emphasis the “media” and allocate the budget for the operation of Office of Thai Media Fund.

Nevertheless, the NBTC is the important organization who committed to the Convention in 2008, as the member of the ITU, to set up the Child Online Protection project, as approved by the UN General Secretary, state leaders, ministers, and leaders of international organizations throughout the world. The Convention required the policy formulation or implementation of related policy by government in order to develop the mechanism or measure of cyber safety for child, in the forms of law, rules, or condition for license application of the telecommunication operator and ISP. However, no clear implementation in such matter was found.

After 2003, the online threats escalated the level of violence, with increasing number of legal cases. As there was no direct regulating law, Thailand enacted its first internet and computer security law in 2007. The Cybercrime Act B.E. 2550 is based on the principles from the European Union’s Convention of Cybercrimes, 2001, which was adjusted to suit the requirement of the government at the time. The rationale was stated as following.

... a computer system is essential to business operations and the human way of life, as such, if any person commits an act that disables the working of a computer system according to the pre-determined instructions or that causes a working error-a deviation from that required by the pre-determined instructions or that resorts to any means to illegally know of, correct or destroy a third party's data contained in a computer system or that uses a computer system to disseminate false or pornographic computer data, then that act will damage and affect the country's economy, society and security including people's peace and good morals. Therefore, it is deemed appropriate to stipulate measures aimed at preventing and suppressing such acts. Hence the enactment of this Act.

After the enactment of this Act, three government agencies became directly responsible to the internet policy protection, including the MICT, the Royal Thai Police (Technology Crime Suppression Division), and NECTEC. However, it was still lack the integration with important related agencies who responsible for child protection, such as the Ministry of Education which at the time has not yet aware of situation nor prepare for problems in school. The same also applied to the Child Protection Division, Ministry of Social Development and Human Security.

Additionally, both the international and local specialists' analysis revealed that the penalties in the Cybercrime Act of Thailand distorted the rationale of the law, as it overlapped with the penalty in other previous law. For example, the offense of photo editing which cause embarrassment was already stated in the Defamation section of the Criminal law. Meanwhile, the national security offense was also stated in the Criminal law code. Therefore, it simply added the penalty from the existing laws, and thus change the condition of legal actions. Another example is the case of wrongful information dissemination which caused damage to other people is considered defamation which can be settled. However, if the dissemination occurred over the computer system, although the person harmed might be willing to settle the case, such settlement is not possible (Pirongrong Ramasoota, 2013, p. 289)

The ICT in this period followed the policy framework "ICT2010" (2001-2010), which continued to prioritize the role of ICT in the economic and social development, improving the quality of life and the Thai society towards the society of wisdom and learning. This was the influence from the 8th National Economic and Social Development plan (1997-2001) which focused on the human resource development, or the people-centric approach. As previously mentioned, when the ICT2010 policy framework entered the Cabinet's consideration, the National Economic and Social Development Council (NESDC) proposed the division of policy in 2 master plans which cover period of 5 years each as following.

The ICT master plan no.1 cover the period of 2001-2006. Before the plan ended in 2006, the Cabinet Resolution on September 11, 2007 announced the expansion of this plan until 2008 and stated the coordination between the MICT and the personnel from Ministry of Science and Technology, with the NECTEC officers who participated in the development of the ICT master plan no.2 (2009-2013). There

was the change of approach in ICT master plan development, as the government assign the Ministry of Science and Technology to participate officially, when they previously participated personally. However, the master plan was developed under the name of MICT.

The second ICT master plan in used between 2009-2013 was formulated by the MICT as the responsible agency for policy formulation and concrete implementation to serves the changes in economy, society, and technology which occur at the national and international level. The overall approach of national development from the national plans were considered, especially the 10th National Economic and Social Development Plan (B.E. 2550-2554), Intellectual Infrastructure Master plan (B.E. 2551-2555), and ICT policy framework (IT2010). The context at time was unique in terms of social factor, which changed in many ways. For example, the society becomes the aging society. And the changing lifestyle reduces the role of family, schools, and religion in providing education, nurturing morality and ethics of the Thais and Thai children. Thai people increasingly values materialism and consumerism, while the quality of education is not enough to ensure adaptation to follow the change towards the society and economy which base on knowledge. Regarding the technological matter, the Thais increasingly use and depend on technology in their daily lives, judging from the continuously increasing number of users of internet and mobile phone. In 2007, approximately 28.3 million Thais, or 47.2% of total population, were users of mobile phone, among them were 9.3 million internet users. Technology usage became both the opportunity and threat for the Thai society. The new form of cybercrime occurred increasingly such as violation of intellectual properties, online gambling, and online games addition in children. Technology might contributes to the social behavioral change and inappropriate behavior such as cyberbullying, internet violence, and violation or exploitation of personal information. The access to child pornographic media and images increased, and it was harder to prevent them. The situation of risks and harms escalated, consistent to the survey of Child Watch project at the time, which found that 20.3% of Thai youth and children own mobile phone, 16% of them send SMS every day, 34.0% of them regularly play computer game or online game, 56% of them use internet everyday with the average time at 105 minutes per day. Meanwhile, the rate of

reading time was much less, at 81 minutes per day. It became obvious that many behaviors were relate to technological use, with the tendency for inappropriate use (MICT, 2008, 2-2, 2-3) as summarized in the diagram below.

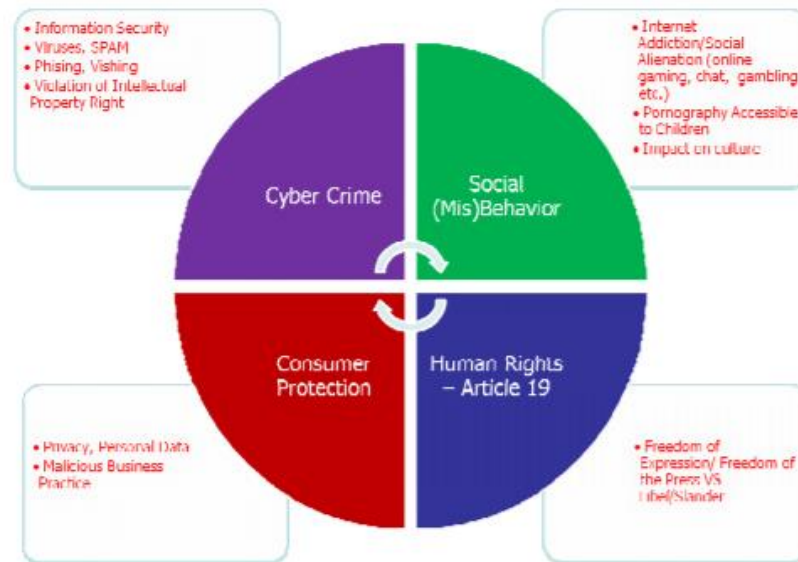


Figure 2.14 The Social Change Towards e-Society

Source: MICT, 2008.

Master plan no. 2 continued the policy rationale from IT2010 and the ICT master plan no. 1 (B.E. 2545-2549). At the same time, the new policy was formulated, with the adjustment in policy implementation to include a clearer emphasis in some matters, comparing to the first Master plan in respond to the technological, economic, and social changes which became both the opportunity and threat for Thailand, in order to strengthen the weakness and the expand the national strength. Thailand could effectively and efficiently benefit from ICT's role in the development of society and economy, which will contribute to the national achievement according to the National Economic and Social Development plan. The previous ICT policy and policy implementation attempted to connect to the national plan and implement in each specific plan in the same connection and direction. But each National Economic and Social Development plan has different emphasis and adjustment, that each ICT plans also changed accordingly. Regardless, the 3 important goals of the ICT planning

remain 1) the foundation of the national telecommunication infrastructure, 2) human resource development with ICT for the educational benefit, and 3) promotion of IT usage in governance, as depicted in the following diagram.

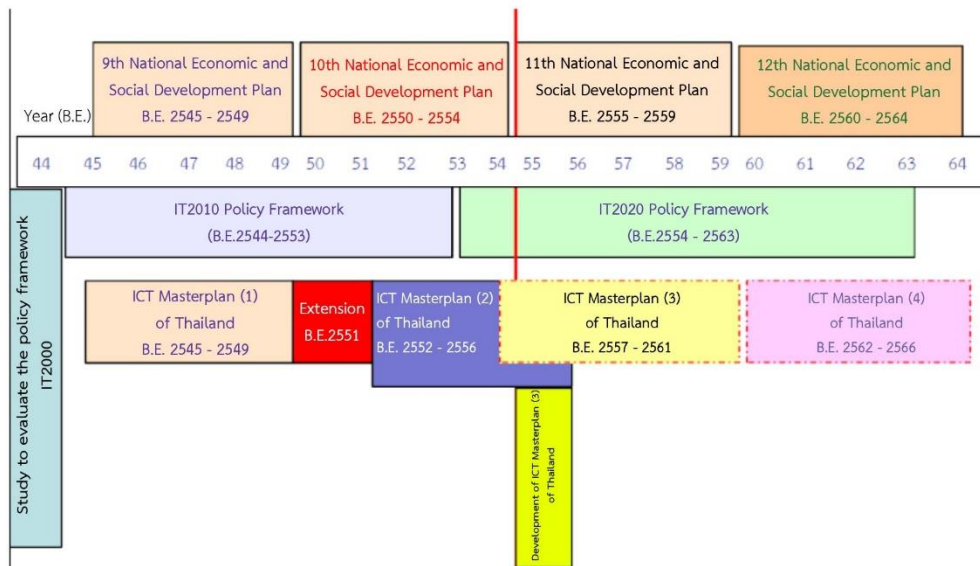


Figure 2.15 Connection between Policy Framework, ICT Master plan, and the National Economic and Social Development Plan between 2002-2021

Source: MICT, 2018; WISE, 2018.

After the ICT 2010 master plan, the cabinet approved the development of ICT 2020 master plan (B.E. 2554-2563) on March 22nd, 2011 for the implementation. In this plan, there is an evident objective related to child protection on internet clearly formulated in strategy 1 as following.

Strategy 1; The development of ICT infrastructure identified the foundation of National Cyber Security Agency to coordinate with the National Security Council, with the responsibility of matters related to Cyber Security, Public Security & Safety, and necessity consideration of bill drafting related to child protection from internet harms , etc. (MICT, 2018)

This could be regarded as the government's rationale at the time to provide child protection on internet specifically and concretely, by the legislation of child protection law for the practical results. Previously, there was only the Child Protection Act B.E. 2546 which does not include the child online protection practice.

Hence, the analysis of Thailand ICT policy from the first period to the third period, Especially during 1996-2013, could summarize the comparison between policy objectives and policy outcome as following.

Policy	Objective	Outcome
Policy framework IT2000 (B.E.2539 - 2543)	Equality in the national investment of ICT infrastructure	The spread of IT towards rural society.
	Investment in the education of citizens and ICT personnel	The reformation of telecommunication and IT laws, with the appointment of regulating agency in the Organizations for wave frequencies allocation and supervision of radio broadcasting business, television broadcasting business and telecommunications business Act, B.E.2543, and the Telecommunication business Act B.E.2544. There was also the first ICT law (Electronic Transactions Act B.E.2544) drafted prior to the year 2000.
	Development of ICT and the role of governance, for the better service and strong foundation of ICT industry	The development of National IT system, specifically in the ministers with qualified IT personnel and enthusiasms in the ministry-level IT planning
		Public service provision with modern IT was limited in only some area.
		Internet connection within the academic field progressed well, with the lack of Thai content
		Development of multimedia educational material is non-systematic and limited in many dimensions
Policy	Objective	Outcome
Policy framework IT2010 (B.E.2544 - 2553)	To increase the competency in national development through the use of ICT, to raise the status of Thailand from the dynamic adopters towards the potential leaders.	In 2005, Thailand's Technology Achievement Index (TAI value) was at 0.3445. According to the criteria, it could be said that Thailand is in the group of potential leader, with the TAI value between 0.35-0.49, although the value is in the beginning range of the group. In addition, Thailand's rank in the World Competitiveness Scoreboard, which reflect the competency development of Thailand from 2003 - 2007, continuously decrease, with the infrastructure factor as the factor which inder the development.
	To develop knowledge workers of Thailand	Government promoted the development ICT skills for graduating students in all level, while the private sector was highly active in human resource development at the labour level.
		ICT research and development achieved 25% of total objectives, with the government sector's active role in the human resource development for R&D, in terms of training, budget, and projects.
		ICT industry development achieved 20% of the overall objectives, with the private sector's most active role in the software industry promotion.
Policy	Objective	Outcome
ICT Masterplan (2) B.E.2552 - 2556	At least 50% of the citizens are well-informed, information literated, with the skill to access, create, and use ICT critically, and to benefit their learning, working, and daily living.	Not yet evaluated
	Increasing the readiness in ICT at the national level, to be in the top quartile of all countries within the Networked Readiness Index.	
	To increase the role and importance of ICT industry as well as the communication within the national economic system. The added value of ICT per GDP ratio should be at least 15%.	

Figure 2.16 The Comparison between Policy Objective and Policy Outcome during 1996-2013

Prior to the end of ICT master plan no. 2 in 2013, a coup d'état led by Gen. Prayut Chan-o-cha and the National Council for Peace and Order erupted on May 22nd, 2014. The government of Yingluck Shinawatra was overthrown together with the announcement of the Constitution of the Kingdom of Thailand (temporary) B.E. 2557. As a result, the ICT policies and master plan awaits for enactment was halted temporarily, especially the ICT2020 master plan (B.E. 2554-2563), which initiated the legislation of child cyber safety laws. Afterwards, the Constitution of the Kingdom of Thailand B.E.2560 replaced the previous constitution, with the statement of important concept in chapter 6, section 65, the state policy and the acknowledgement of “National Strategy” as following.

Section 65. The state should set out a national strategy as a goal of sustainable development of the country under the principle of good governance to be used as a framework for formulating consistent and integrated plan in a congruous force to achieve such goal.

The formulation, determination of goals, prescription of time for achieving such goals and contents that should be in the national strategy shall be in accordance with the rules and procedures as provided by law. Such law shall also contain provisions relating to people’s participation and public consultation throughout every sector.

The national strategy shall come into force upon its publication in the Government Gazette.”

The development of 20-year national strategy (B.E. 2560-2579) consists of 6 dimensions; security, competency, development and promotion of human capacity, development of equal opportunity and social equality, growth development on the environmental friendly quality of life, and the adjustment of balance and improvement of government administrative system. The strategic objective is the long-term national development. Meanwhile, there is also a major change in terms of internet policy as the government of Gen. Prayut Chan-o-cha is aware of the importance and urgent necessity to use “digital technology” as an important instrument to reform Thailand

towards security, wealth, and sustainability. The policy regarding digital economy and society was announced to the National Legislative Assembly as following.

6.18 Promote the digital economy and the foundation of digital economy, including the production and direct commerce of digital products, such as hardware, software, digital communication tools, digital telecommunication tools, and the digital application for the service of financial and service sectors, especially the communication and entertainment as well as the production of industrial products, and the development of creative economy. Adjust the role and mission of directly responsible agencies to monitor and drive these important tasks of the nation. And appointing the national committee to actively promote this matter. (Thaigov, 2017)

Regarding the policy implementation to achieve such goal, the cabinet appointed the MICT together with the Ministry of Science and Technology on September 30, 2015, to co-develop the “Digital Development Plan for Economy and Society” (Digital Thailand) to replace the ICT master plan previously canceled. Later, the cabinet approved the Digital Thailand plan on April 5, 2016, in order to be the digital economy and society policy framework as well as the important mechanism to develop the economy and society of the country and the paradigm changes in all sectors. This is a major change which reflect the policy revision and the action plan of the government that starts to prioritize the technological development for the social objectives. The first change is the use of the word “digital” instead of “ICT”, which is the wider and clearer term. The second change is the use of the phrase “... for society”, which reflect the awareness of the importance of social context, which was previously ignored by the policy that emphasis the economic development.

According to the survey of the Digital Thailand plan, B.E. 2559, more progress was found in terms of the identification of cyber harms in various forms which constantly changes. The policy stated the implementation approach and the preparation to cope with the threats, increasing the capacity of citizen in security and literacy for self-protection and reducing risks of being attacked or any threat as well as the damage from the possible impact. Moreover, there is the merge between socio-

economic activities of the offline and online world in the new form of technology and changes, such as mobile/wearable computing, cloud computing, big data analytics, internet of things, 3D printing, and cyber securities.

The progress of communication technology blurred the line between the socio-economy system of the virtual world and the physical world until the line could hardly be visible. The activities of people is transferred to the online world increasingly. The personal information becomes highly important, and the protection of private information would be the most important issue in the age of Big Data. The widespread of foreign threats makes it harder and more complicated to prevent or arrest the offender. Although this digital development plan aim for the sustainable long-term development under the 20-year national strategy, but as the digital technology changes rapidly, the digital landscape or the direction of development must be divided in 4 phases as following

	Phrase 1 : Digital Foundation	Phrase 2 : Digital Thailand I : Inclusion	Phrase 3 : Digital Thailand II : Full Transformation	Phrase 4 : Global Digital Leadership
	Thailand invested and developed the foundation of digital economy and society development	All sectors of Thailand participated in the digital economy and society according to the national policy	Thailand becomes Digital Thailand which is fully driven and benefit by the digital innovation	Thailand becomes one of the digital leaders, could utilize digital technology to increase the economic and social value in a sustainable way
Infrastructure	High-speed internet is accessible in all villages throughout the country, and becomes the basis of other economic and social activities.	High-speed internet is accessible in all villages, and also connected to the countries in other regions.	High-speed internet is accessible in all villages, and supports the integration and connection with all devices.	Internet is always accessible seamlessly every where with every device.
Economy	Business could be conducted digitally with ease. Upgrade the digital skills for the SMEs, community enterprises, and farmers to ensure their online presences. Develop the foundation for investment in the digital cluster	Agriculture, production, and service sectors switch to the digital and information-based business. Digital technology startup and digital cluster becomes influential in the Thai economy system.	Agriculture, production, and service sectors are competent in the digital innovation, and connect Thailand to the regional and global commerce.	All economic activities are connected internally and internationally through the digital technology, leading Thailand to wealth.
Society	All groups of people have equal and inclusive access of high-speed internet and basic services of the state.	People are confident in digital application. The educational, health, information, and lifelong-learning can be accessed digitally.	People use technology / information with all activities in daily life.	Thailand becomes a country with no digital inequality. Community could improve themselves with digital technology.
Government	Government agencies are inter-organizationally connected and their information is integrated.	Administration among the government agencies are connected and integrated as a whole organization.	Government provides people-driven services transparently and allows participation by the people.	Thailand becomes the regional leader in terms of e-Government, governance, and public services.
Human Capital	Human resources (in all disciplines) are equipped with digital skills at the accepted level among the internal and international labour market.	The labour forces could work digitally without physical border. International digital specialists could work in Thailand.	Thailand has high-value jobs, with the adequate labour forces with digital specialization.	Thailand becomes the center of digital human resource of the region in each discipline and specialization
Confidence	Government enacts the wholistic set of digital laws and reforms the related implementing agencies.	Thailand becomes the suitable environment for digital business with the standardized and convenient system.	Thailand has no law or regulation which obstruct commerce and digital transactions.	Thailand becomes the model country with the active and continuous revision and development of digital regulations and conditions.
	1 year 6 months	5 years	10 years	20 years

Figure 2.17 4 Phases of Digital Landscape

Sources: Ministry of Digital Economy and Society, 2016.

Apart from the long-term strategy formulation for 20 years, the government of Gen. Prayut Chan-o-cha also plan to reform the ICT regulating agency, or the MICT, in accordance to the action plan by enactment of the 17th Reorganization of Ministry, Sub-Ministry, and Department Act, dated September 16, B.E. 2559. As a result, the MICT was canceled and the new ministry called “Ministry of Digital Economy and Society” (MDES). The rationale of this reorganization is due to the age of convergence between digital economic and social systems and people’s live which totally changed the form of economic activities, norms of socialization, as well as interpersonal interactions. The government stated that it is aware of the urgency in applying technology and integrating various mechanisms in the national development and increasing socio-economic development opportunity, including the development of business competency, overcoming the trap of medium income, solving social inequality problem, preparation to enter the aging society, solving corruption problem, and improvement of people’s capacity as a whole. The digital development plan for economy and society B.E. 2559 will become the framework which drive the digital technology as an important device for national economic and social development for 20 years in all sectors. The paradigm shifts would also lead to the security, wealth, and sustainability of Thailand. Thus, the digital landscape for 20 years was divided in 4 phases with the following goals for each phase.

Phase 1 of Digital Foundation, or the investment in the foundation of digital economy and society development within the period of 1 year and 6 months. The objectives and content remain similar to the previous ICT2000 and ICT2010, which aim to develop the telecommunication infrastructure to ensure the accessibility throughout the country and all people groups.

Phase 2 of Digital Thailand I: Inclusion. The objective of this phase is to ensure participations from all sectors of Thailand in the digital economy and society according to the national policy within the period of 5 years.

Phase 3 of Digital Thailand II: Full Transformation. The objective of this phase is for Thailand to becomes Digital Thailand which is fully driven and benefit from the digital innovation within the period of 10 years

Phase 4 of Global Digital Leadership. The objective of this phase is for Thailand to become one of the digital leaders, who could utilize digital technology to increase the economic and social value in a sustainable within 10-20 years.

According to the direction of development and social objectives of each phase, it is obvious that the focus is on the promotion of internet usage in all groups with confidence, in the way which benefits the education and all activities of life, without the digital divide. However, the detail analysis of the 6 strategies revealed that there are total 2 strategies which acknowledge the matters related to social policy and internet safety for child specifically, as summarized below.

Strategy 3 acknowledged the development of inclusive society through the digital technology. The objective is to ensure the quality of digital society, decrease the inequality of access to basic infrastructure among the citizen, and increase the digital literacy so digital technology becomes the device which improves the well-being. The important action plan in this strategy consists of the promotion of good-practice in the digital world, by teaching media literacy in all levels of curriculum, focusing on the critical skills and social-responsible usage, and developing the mechanism of real-time monitoring against the dangerous information such as false belief in food and medicine, child pornography, fake news, and the information which generate anxiety to the society, and assign the related agency to provide correct information for the society.

Strategy 6 acknowledges the confidence development in digital technology, which includes the formulation of effective and up-to-date frameworks, standards, laws, rules, regulations, and conditions in accordance to the international standards. This would become the power to drive the digital economy and society of the country as well as the development of security, trust, and right protections for the digital technology users in all sectors. With the facilitation which decreases obstacles and increases the efficiency in the related activities, there will be the integrated driven mechanism to support the growth of digital technology in the future. This strategy thus emphasizes the development of security and trust in digital transactions to the entrepreneurs, which cover the standard, privacy protection, cyber security, the enactment of private information protection law, and the revision of computer crime law to be ready for enforcement within the period of 3 years.

2.3 Implementation of Internet Policy for Child Online Protection in the International Level

UNICEF is the first and the host organization which campaign for the child's right to grow and to fully developed since 1946. Children must not face and must be protected by the government against violence and exploitation in all cases, including both the online and offline environment. According to Daniel Toole (Unicef, 2016, p. 6), the regional director of UNICEF, the survey of child online protection circumstances within the Asia-Pacific region including Thailand reveals no protection. Between 1 of 4 or 1 of 3 children in Thailand are still affected by violence and exploitation. And UNICEF has been attempting to coordinate with related agencies, such as the government of England, the member countries, international organizations, the civil societies, the industrial sectors, and various partners, to conduct research and present suggestion for the policy makers continuously.

According to the review of studies by the academics and related organizations in child online protection, the following studies and presentations related to implementation were found.

2.3.1 International Telecom Union (ITU) developed the guidelines for policy makers to protect child online (ITU, 2009). It studied and provided policy suggestions for policy makers, regarding the factors and variables which must be considered and aware of during the process of child online protection policy formulation and implementation, including the legal framework, law enforcement, reporting, national focus, education and awareness creation. Below are the factors related to law enactment.

- 1) Legal Framework. Policy formulation required necessary legal and certain framework, which guarantee the authority of policy implementers and related agencies.

- 2) Law Enforcement Resources and Reporting Mechanisms. This factor is required to ensure that the developed mechanism would be widely implemented with the true understanding in the report of implementation results.

- 3) National Focus. The formulation and implementation of policy requires coordination among the related stakeholders, including the government

agencies, law enforcement officers, social sectors organization, providers of internet and electronic services, providers of telecommunication, high-technology company, teachers organization, parents organization, youth and children, NGOs related to children protection, society of scholars and researchers, internet café service providers, and various providers of access to internet, such as library, games café, PCBangs, etc. Furthermore, the progressive self or co-self regulatory mechanism and code of good practices are also essential.

4) Education and Awareness Resources. There must be the practice of providing knowledge and experiences in all sectors, to develop the communication and content about internet safety, in order to affect the cultural norms and local regulations and ensure that the implementation will be truly effective, with the concern of the role of technical devices, such as content filter program and the promotion of social responsibility among users.

	#	Key Areas for Consideration
Legal Framework	1.	Review the existing legal framework to determine that all necessary legal powers exist to enable law enforcement and other relevant agencies to protect persons under the age of 18 online on all Internet-enabled platforms.
	2.	Establish, <i>mutatis mutandis</i> , that any act against a child which is illegal in the real world is illegal online and that the online data protection and privacy rules for legal minors are also adequate.
Law Enforcement Resources and Reporting Mechanisms	3.	Ensure that a mechanism is established and is widely promoted to provide a readily understood means for reporting illegal content found on the Internet, for example, a national hotline which has the capacity to respond rapidly and have illegal material removed or rendered inaccessible.
	#	Key Areas for Consideration
National Focus	4.	Draw together all of the relevant stakeholders with an interest in online child safety, in particular: <ul style="list-style-type: none"> • Government agencies • Law enforcement • Social services organizations • Internet Service Providers (ISPs) and other Electronic Service Providers (ESPs) • Mobile phone network providers • Other relevant hi-tech companies • Teacher organizations • Parent organizations • Children and young people • Child protection and other relevant NGOs • Academic and research community • Owners of Internet cafés and other public access providers e.g. libraries, telecentres, PC Bangs⁸ and online gaming centres etc.
	5.	Consider the advantages that a self or co-regulatory policy development model might present, as expressed by the formulation and publication of codes of good practice, both in terms of helping to engage and sustain the involvement of all relevant stakeholders and in terms of enhancing the speed with which appropriate responses to technological change can be formulated and put into effect.
Education and Awareness Resources	6.	Draw on the knowledge and experience of all stakeholders and develop Internet safety messages and materials which reflect local cultural norms and laws and ensure that these are efficiently distributed and appropriately presented to all key target audiences. Consider enlisting the aid of the mass media in promoting awareness messages. Develop materials which emphasise the positive and empowering aspects of the Internet for children and young people and avoid fear-based messaging. Promote positive and responsible forms of online behaviour.
	7.	Consider the role that technical tools such as filtering programmes and child safety software can play in supporting and supplementing education and awareness initiatives.
	8.	Encourage users to take responsibility for their computers by encouraging regular servicing which includes updates of the operating system plus the installation and upgrading of a firewall and antivirus application.

Figure 2.18 Factors and Key Content which must be Considered in Child Online Protection Policy Formulation and Implementation

Source: ITU, 2016, pp. 4-5.

2.3.2 Research by UNICEF (2016) about the Child online protection in the Digital Age, by Afroz Kaviani Johnson, explored the frameworks, legal actions, and projects related to child protection from online abuse and exploitation within 10 ASEAN countries, in order to provide the evidence for the stakeholders to reflect and debate the current circumstances of risks and harms. This research used the national situation response, or #WePROTECT Model as the framework of analysis. This framework was initiated by the government of the United Kingdom and supported by other countries as well as the leading technological companies, INTERPOL, United

Nations, and related social organizations as the framework for the consideration of internet child protection policy formulation. Below are the factors which affect policy implementation.

1) Policy and Governance, including leadership, research, analysis, monitoring, and legal actions, must be inclusive and effective in protecting the victims and locating the offenders.

2) Criminal Justice process, including law enforcement officers, investigation process which protect the victims, the international coordination, trial process, and the prosecutor, should focus on the child, with the actions to deal with the offenders and prevention of repeated offense in both the national and international justice, with the database which connects to the INTERPOL.

3) Treatment of the victim should consists of support system throughout the whole process, with the integration of related agencies, the trained and readily available persons who directly responsible for the child protection, the remedy process, and the reporting system, as well as the hot line for child protection service.

4) Societal sector, including the hot line for reporting, training program or project for children, parents, caregivers, teachers, and representatives or those who work with children. There should be the participation of children to exercise their right in policy formulation and implementation process. There should also be the support and remedy for the offenders, such as medical treatment, psychological treatment, self-help and awareness creation, or other supporting systems.

5) Industry. The entrepreneurs in the industries related to internet must prepare the process and actions such as notice and take down process (NTO) for the internet content which could be dangerous for children, assist in the reporting of child abuse by sending information for the law enforcement officers or other appointed agencies, and develop the innovative approach to coordinate among the industry in the identification of risks and harms for children, as well as the corporate social responsibility (CSR) program which is effective for children.

6) Media and Communication. There must be the press ethics in the reporting of incidents related to children. The press must be truly aware of and understand the problem. There should be the shared glossary and understanding for guidelines and application which could be summarized as the following diagram.

Domains	Components
	<ol style="list-style-type: none"> 1. Leadership: An accountable National Governance and Oversight Committee 2. Research, analysis and monitoring: National situational analysis of child sexual abuse and exploitation risk and responses; measurements/ indicators 3. Legislation: Comprehensive and effective legal framework to investigate offenders and ensure protection for victims
	<ol style="list-style-type: none"> 4. Dedicated law enforcement: National remit; trained officers; proactive and reactive investigations; victim-focused; international cooperation 5. Judiciary and prosecutors: Trained; victim-focused 6. Offender management process: Prevent re-offending of those in the criminal justice system nationally and internationally 7. Access to image databases: National database; link to INTERPOL database
	<ol style="list-style-type: none"> 8. End-to-end support: Integrated services provided during investigation, prosecution and after-care 9. Child protection workforce: Trained, coordinated and available to provide victim support 10. Compensation, remedies and complaints arrangements: Accessible procedures 11. Child helpline: Victim reporting and support; referrals to services for ongoing assistance
	<ol style="list-style-type: none"> 12. Reporting hotline: Public and industry reporting for child sexual abuse and exploitation offences – online and offline; link to law enforcement and child protection systems 13. Education programme: For children and young people; parents/carers; teachers; practitioners; faith representatives 14. Child participation: Children and young people have a voice in the development of policy and practice 15. Offender support systems: Medical, psychological, self-help, awareness or other systems
	<ol style="list-style-type: none"> 16. Notice and takedown procedures: Local removal and blocking of online child sexual abuse and exploitation content 17. Child sexual abuse and exploitation reporting: Statutory protections that allow industry to fully and effectively report child sexual abuse and exploitation, including the transmission of content to law enforcement or another designated agency 18. Innovative solution development: Industry engagement to help address local child sexual abuse and exploitation issues 19. Corporate social responsibility: Effective child-focused programme
	<ol style="list-style-type: none"> 20. Ethical and informed media reporting: Enable awareness and accurate understanding of problem 21. Universal terminology: Guidelines and application

Figure 2.19 Framework of Study #WePROTECT Model, The National Response to The Child Protection in the Online World

Source: UNICEF, 2016, pp. 9-10.

2.3.3 The study of policy implementation by the United Nations Children's Fund: UNICEF (2010). The study of Adapting a System Approach to Child Protection: Key Concepts and Considerations of Wulczyn et al. (2010) explored and developed the systematic approach of child protection as the general concept specific for the child protection practitioners. This research is the coordination between Chapin Hall from University of Chicago and almost 50 researchers from the American Humane Society. The systematic research led to the development of Child Protection System framework with the following content, element, and actors as the diagram below.

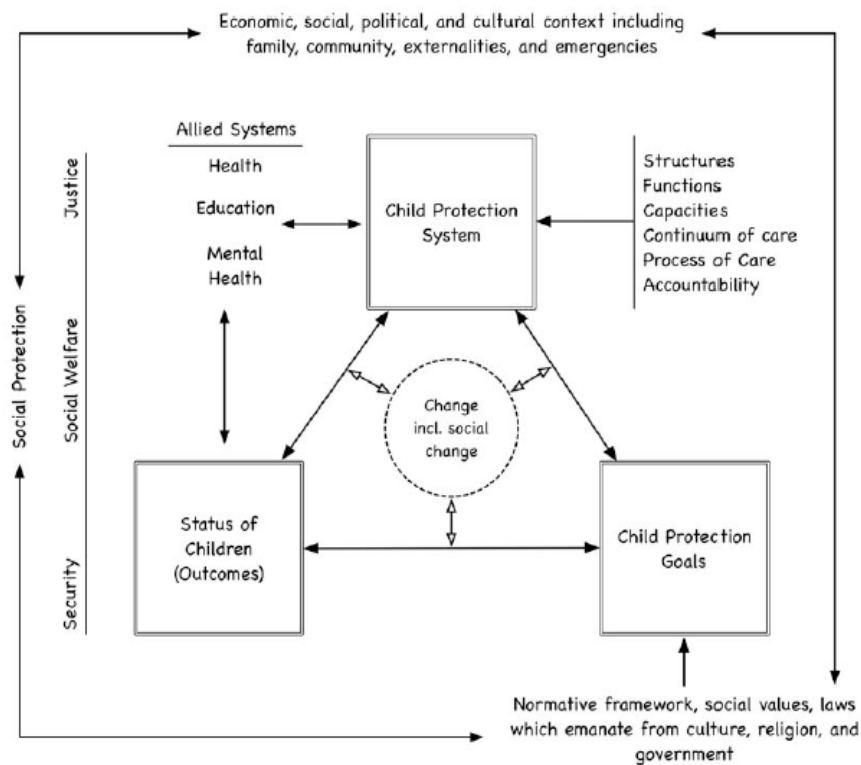


Figure 2.20 Child Protection Systems: Context and Dynamics

Source: UNICEF, 2010.

The general approach of child protection system start at the purpose or goal as the beginning of overall evaluation, as the internal actors would implement the policy together with the shared fundamental concepts. Therefore, the interpretation or

understanding of each part of the system will be similar in both the informal community structures or in the level of multinational organizations. The goal of child protection is derived from the normative framework buried in the context, social value, laws, culture, religions, and government, in the place where the child protection system will operate. According to this perspective, the child protection systems could differ due to the normative framework of each culture. Therefore, the normative framework does not have to be in the form of law or other formal instruments among the shared acceptance of the legal rights of the child. As a result, the child protection system will be the rationale of the state, although the state is not the sole responsible agency.

The above diagram depicts the top priorities in child protection, including the dynamics throughout the status of children measured as outcomes. The child protection goals and the systems are related to the dynamic of social changes. Therefore the highest priority is the placement of child protection system under the factors of economy, society, politics, and cultural context. This is not only the form of normative context but also the relationship of the child protection systems to the social protection system at the wider perspective. Fundamentally, child protection system is not isolated, and it is not the only system which affect the well-being of children. However, child protection system must work together with other systems of education, public healthcare, and mental healthcare as the essence of child protection system, which components the function, capacities, the process of care, governance, and accountability.

Furthermore, the externalities and emergencies within the context could be other factor that influence the child protection system. These contexts change the practice in the system in the way which affect the child protection capacity. The influence is bi-directional, as the context could explain the system, or the system could create the context. The well-designed system which is certainly in the firm structure will be well-prepared in coping with the externalities and emergencies, both of which could lead to the stronger system in the long term when the actors respond to the challenges in the form of cooperation. The consequences of child protection system on the status of children (such as their well-being) becomes the center of change which result in the gradual development of the system. No matter how there

might be the gap in the system or no matter if the child are protected or not, the systematic attempt would shift towards the success within its internal goals. The motivation for changes might be self-evident in terms of goal changes or system structural changes of obligation and capacity. This bi-directional characteristic is the key to understand the dynamic system changes which occur constantly. And finally the change process would result in the major social changes at the context level, despite the failure of child protection in each context, the existence of failure, the reasons for such failure, and the structure, duty, and ability to change for the better child protections.

2.4 Related Researches

The first part of this section explores the study related to online risks and harms against children, as well as the cause and necessity to formulate child online protection policy. Some important studies in Thailand and other countries are described below.

According to the Child Watch network, (Child Watch, 2009; Somphong Chitradub Suangkawatin, 2007) the internet danger in Thailand with topmost access to children is the pornographic video, or cheap VCD or DVD. The survey revealed that 30% of Thai children watch pornographic video regularly, with only 20% of pornographic media access, despite the serious regulating measure of the government. Similarly, Kannika Rodma (2013) found that the pornographic website or media became increasingly problematic for children due to the technological development which contribute to the ease of production and dissemination. Children could easily access these contents and affected in many dimensions. Likewise, Smyth, M.S. (2008) commented that the child pornographic image became the social crisis which is hidden but seriously widespread at the global level, and thus became the political debate of public policy since the 1980s.

The study of Ovidio, Mitman, El-Burki, and Shumar (2009) about 64 sexually-suggesting websites which encourage, persuade, and invite the sexual relationship between adults and children as the social learning environment. The content analysis of these 64 websites revealed that they were the causes or criminogenic factors as

there were many communication channels, such as Chat room, Instant Message (IM), and message boards which accelerate the interaction between users and those who reveal themselves with the self-explanation reason to violate the law.

In addition, the comparative analysis of child pornographic image and online sexual content from both the local and international level, which differ in terms of social and cultural contexts, reveal that although the western world is more liberal and open in sexual expressions, content, and social expression, but the child pornographic image is still considered as a hidden serious felony since the 1980s. The progresses in classification of dangerous sexual content for children and the in-depth and widespread researches are much more advance than in Thailand. For example, there is the work of Smyth (2008) which study at the policy of regulating dangerous content for children, or the study by Spellar (2013) which study children at the individual level as the consumers of pornographic media. Meanwhile, the work of Prather and Vandiver (2014) studied explore the wider scope rather than just the nude or pornographic image, but also cover the origins of sex dating or offline meeting by children. However, the studies in Thailand tend to be the survey or quantitative study, or the study of factors related to internet safety usage, such as the works of Somphong Chitradub Suangkawatin (2007), Kannika Rodma (2013), Wanvisa Sareerasart and Noppamas Ungpra (2010).

Among the studies found, the shared finding is that the large amount of pornographic media consumptions could result in the inappropriate behavior or sexual violence. Or the internet environment which consists of pornographic website or access to pornographic content could be criminogenic (Ovidio, 2009). Therefore, policy formulation and implementation the forms of law enforcement must regulate the pornographic content, with the specifically enacted law. Meanwhile, the parental control might not be directly related to the reduction of online risks but is still required for the development of awareness and literacy in children, with the open communication which allow children to exchange experiences and participate in the shared decisions. (Livingstone et al. (2011); Liau et al. (2008); Losenicky (2010); Liau et al. (2005)

Other risks and harms for children is the technological evolution from general bullying into cyberbullying. The work of Sittichai and Smith (2013) reviewed 8

researches about the bullying in the eastern cultural context of Thailand and found that bullying is a serious problem, especially in the school and online world. Cyberbullying is the new phenomenon which occur through mobile phone and internet. And the studies in the western worlds in the past decades confirmed that cyber bullying could be as high as 1/4 or 1/3 incidents of bullying. There are just 3 researches in Thailand which is evident in terms of cyber bullying, and most of them are quantitative research with the application of western instruments such as Olweus Bully/questions about the victim, and generally saw no clear differentiation between cyber bullying and the concept of violence in general. These works also lack the clear definition of repetition and imbalance of power, which is required to formulate the questions to measure if the bullying is general or cyber bullying. Some research is not strict in the rules of “bullying” and only measure the aggressive behavior and non-bullying behavior. However, the intensity of cyber bullying problem in Thailand requires the study which explore both the quantitative and qualitative element and differentiate between general aggression and cyber bullying, with the full details in methodology, adequate sample groups which truly represent the target group. The prevention attempt should be at the national level and the knowledge base on Thailand’s context would be beneficial for the revision of projects for child protection. At the international level, the study in this area received wide attention. There are the works of Marcum, Higgins, Freiburger, and Ricketts (2011) which study the difference between cyberbullying among male and female students, and the white and non-white. Firstly, it was found that, interestingly, the female students tend to post more gossiping and harmful messages, which corresponds to the previous studies of Owen et al. (2000) and Underwood, Galen, and Paquette (2001) which confirm that female tends to involve in the emotional and psychological misconducts, especially the gossiping and forwarding of information (regardless of their truthfulness). Female tend to like the interaction without physical confrontation, and to hide behind the computer’s protection before they are brave enough to conduct such behavior. Secondly, the white (especially the Caucasians) tend to participate in cyber bullying more than the black. And finally, the study reveal that when one unit of self-control decreased, it is possible that the response in gossiping will escalate. Similarly, the findings of Higgins (2005); Higgins, Wolfe, and Marcum (2008) found the same

result that the low self-control could increase the tendency to participate in crime or several forms of misbehavior such as cybercrime, digital abuse, or sexually misconduct. Therefore it is highly important that policy implementation should focus on the practice, healing, and the education for the young female regarding the possible harm from gossiping in anywhere or anyway.

The study of Lembrechts (2012) about bullying through digital images among the Belgium students age between 16-21 years old found the different results. This study focus on the victim-perpetrator cycle and found that, firstly, 10.1% of children were previously victims themselves. And 9.2% of them have bullied the others. And the regression analysis program reveals that cyber bullying affect the victims. On the other hand, the victims themselves become the next perpetrator. The important factors are the school, society, and internet usage. Male children tend to participate in this kind of bullying rather than the female students, as the characteristic of bullying is hard for the perpetrator to hide their identity when both the bullying and the victim know each other from school or outside school. Secondly, internet usage is not related to the offense or victimization, as the offenders are not usually online but already select their victims from the physical world, such as the recruitment of youth organizations and sports club. This study differs from the general study approach of victimization which usually apply the Lifestyle/Routine Activities Framework, as it explains victimization as the simultaneous contribution of 3 independent factors ; motivated offender, suitable target, and the absence of guardians. This theory emphasis the consistency of activities, with the overlapping point in geographical theory. The motivated offenders are limited in an area of the town or country, or in this case the cyber space. (Schreck & Fisher, 2004; Cho & Cheon, 2005) According to this approach, victimization could increase with the regular internet usage (Ngo & Paternoster, 2011; Prather & Vandiver, 2014). There is the similar findings in the work of Livingstone, Haddon, Görzig, and Ólafsson (2011) that the risks and harms originate from the access to internet content, the interaction with strangers on internet, as well as the participation in the activities or behaviors which are age-inappropriate. The study of Lembrechts (2012) demonstrated that cyber bullying through images consists of more elements of both the real world and the virtual world than any other cyber bullying, with wider connections between the group of victims and offenders.

The victim and offender might be highly related or not in the real world, which is the reason why the offender post the private information such as the virtual portrait. The study suggests the school, teacher, and parent in policy implementation to prevent and counter cyber bullying by focusing on the real-world interactions for the prevention and detection before hands, for the relationship between the victim and the perpetrator originate outside cyber space. Furthermore, regularly monitoring children in their internet usage might not be enough without the monitoring of the actual experiences on the internet. It could be highly beneficial to appoint the “secret consultant” in school, so that children who are already in conflict could identify the problem. The victim tend to avoid the acceptance of victimization status and might want the intense revenge for the perpetrator, which could even escalate the problem’s seriousness.

The problem of online game addiction is another dimension of harm which negatively affect the study (Anusit Nethanomsak, 2011; Kanjana Rodthong, 2003; Nareerat Phosuwan, 2010), as well as the stress or mentally unstable condition. Children also risk the addition of online gambling. Somphong Chittradub (2007) stated that the problem of games addiction is the contemporary problem with the violent games which reflect the indiscreet play which represents violence and excitement, resulting in the severe addictive behaviors, refusing to sleep, changes in attitude, aggression, using bad words, and low academic proficiency, which becomes the urgent problem among teenagers. (Surasit Vajirakachorn et al., 2008) Furthermore, Nareerat Phosuwan (2010) found that the factor of age, self-esteem, future-oriented characteristic, self-control, attitude towards playing games, parenting background or relationship with parents, and the social support from peers are related to the games addiction behavior in teenagers. However, the factors of gender, educational level, status, maternal career, fraternal career, parents income, and social environment are not related to the games addiction problem in teenager. Additionally, Anderson (2004); Gentile and Anderson (2003) explained the cause of game’s danger in grade 4 students who play the highly popular games such as Grand theft auto: San Andreas, that due to the suggestion for children to play the role of a psychopath, the game becomes even more realistic and result in the addiction to the actions and clear results from playing games.

The comparative study of child online protection approaches in Thailand and in the international studies reveal the following difference and similarities.

1) The specific formulation of policy, law, and pornographic media or child pornographic media regulating on internet (Kannika Rodma, 2013) must define the definition of child pornographic media as well as the clear and appropriate offenses, with the strict regulating measures for games café in terms of operating time, service, types of games, and characteristics of users, or the online games regulating policy (Nareerat Phosuwan, 2010; Kanjana Rodthong, 2003; Anusit Nethanomsak, 2011). There should be the appointment of agency which formulate policy to regulate gambling at the national level (Thai Health Promotion Foundation, 2012), and the formulation of new policy which emphasis awareness of harms as well as the support for measures design to suit the needs of young users. Policy makers should promote positive and age-appropriate content (Livingstone, Haddon, Görzig, & Ólafsson, 2011). The study of Diesman (2008) demanded the law makers and the formulator of internet policy for child that they must emphasis on the social response towards the threats against children and consequences rather than the trend of crimes. It also demanded the obligations across the context of each agencies and the practitioners outside of government sector. Furthermore, the security of children must be re-defined in terms of the logic of action with the goal to reduce possible risks. The policy and process must be more inclusive, in terms of design, implementation, formulation. Meanwhile, the technical matters are also important for the prevention through both the hardware and software. Children deserve security through both the direct measure or the attempt of cyber citizens, and the policy formulation or security matters must work through the strategy of responsibility, which will increase the outcome following the nature of cyber world and the technological development.

The rationale of child pornographic image must aim to regulate content effectively. Therefore the rules and conditions must contribute to the effective solution. Hence, Smyth (2008) studied the approach of child pornographic image regulating law enactment in Canada, and found that the internet technology constantly changes. Few policy makers are aware of the impact of the environment to the policy. Therefore the enactment followed the wrong direction even after 15 years of implementation. Instead of solving problem of child abuse and exploitation, the law

unintentionally caused the widespread dissemination of child pornographic image on the internet, including the vanquish of the works of art which resembles the actual pornographic image. Smyth thus proposed that firstly, the law enactment must be narrow and clear, in order to specifically classified the true work of art and the work which might be dangerous for children. Secondly, the changes of offenses require the new legal framework in order to follow the emergence of new technology at the global level. This framework must consists of the international cooperation, architectural innovation, and user regulation. The lawful access is also a powerful technique in regulating the cybercrime, which must be used in the law enforcement agencies in the similar way with Europe and USA. The key factor of success in the resistance of child pornographic media is the regulating measures at the regional, national, and international level, when all sectors participate in the self-regulation, industry sectors regulation, and the international coordination in all layers. This study corresponds to the analysis of cyber monitoring law system and the cyber abuse in 50 states of the USA, by Hazelwood and Magnin (2013), which found that the main objective of law should be to protect its citizen. However, some state enforced the problematic law which complicate the internet use in daily life. Therefore, the adequate legal prevention might be the unintentional help for the offender which empower them and instead put the victims in the trap of fears, the feeling of being in danger or unable to protect oneself. The unreadiness in protecting the innocence might result in the counteraction by the citizens through the vigilante justice. Although the cyber stalking (CS) and cyber harassment (CH) laws were amended, but the related policy and laws still require regular revision and assessment.

Regarding the policy maker and implementer of internet safety in school policy, there was the study of Heaverin (2005) regarding the legal cases and issues between 1990-2005 in the USA. It was found that the educators must follow the Federal and State Laws on Privacy (FERPA and COPPA) and use the Internet Safety Policies required by CIPA. Therefore, the educators with knowledge of legal framework and internet usage could be powerful enough for the appropriate management of the increasing misbehavior of students at school and outside school, with the document of such behavior. In some state, the school approach must follow the specific policy of the state in order to show the detail of authorized or

unauthorized behavior and explanation of the boundaries of policy usage in the school, and the clear plan for dealing with behavior outside the school which might damage the school environment, in order to protect the rights of students as much as possible. This approach is similar to the study of Lantzy (2008) in England, which proposed the cyber citizenship campaign which the community becomes the center at the grassroots level to ensure internet safety for children, create awareness, and prepare the plan to achieve the goal. The success in this case is a result of community partnership and the acceptance of effectiveness and possibility by the stakeholders. It becomes a reliable model for the study of internet safety throughout England.

Apart from the control of companies which provide website hosting services through the rules or condition, in order to restrain the content which suggest the sexual relationship between children and adults, the juristic and correction agencies must also consider the limitations of internet usage for the offenders who finish the sentences or those who were released on the probation as well as the defendant under the probation period, to include these websites which suggest the sexual content between children and adults. (Ovidio, Mitman, El-Burki, & Shumar, 2009)

2) Blocking illegal or explicit content, monitoring, and the parental monitoring are confirmed by the studies as the factor which delay the pornographic access by children, when the adults are present (Prather & Vandiver, 2014)

3) Training and Media Literacy, knowing how to prevent children from harms (Somphong Chitradub, 2007; Kannika Rodma, 2013), campaign for parents and teenagers' understanding of the game addiction consequence, (Nareerat Phosuwat, 2010), knowledge of the negative consequences of online gambling in children, the public access to the legal actions against the offenders (Thai Health Promotion Foundation, 2012), promotion campaign of internet safety with the interactionism model framework to develop children's immunity, decrease the risks, and prevent the negative impact for Thai children (Wanvisa Sareerasart, 2011; Nuanchavee Prasertsuk, 2008), promoting the awareness of entering the age of digital citizenship with the responsibility of safety rather than the limitation or intervention of adults. Signaling the safety issues should be in the form of empowerment rather than imposing limitation of children usage, with the focus on responsible attitude of

the digital citizenship. Likewise, there should be the policy development and regulations for safety and positive content. This corresponds to the study of Tsim (2006) which confirm the importance of internet safety program in school as a truly beneficial practice. The participants in this activity have significantly lower risk score in the online behavior. And Mitchell et al. (2000, 2001, 2003) found that boys who like to participate in the online behavior tend to have higher risks than girls.

Communication between children and related implementers is also another important factor in child online protection, as found in the qualitative study by Losenicky (2010). In this study, the social learning theory framework was used to analysis and found that the effective communication between parents and teenagers could help reminding them to prevent personal risks in the online world against the sexual predators, identity theft, and cyber bullying. He further proposed that it is important to implement the internet safety program to reduce online risk and integrate the lessons from school to the rule of households. Parents should seek to create understanding of rules and their enforcement. It was found that there are parents who use filter, block explicit website, and set the maximum security for the personal accounts of children to prevent the sexual predators. Parents with the authoritative style who strictly block the website and interaction on the social network could negatively impact the readiness of children to cope with the internet risks, such as scam, illegal or explicit content, and cyber stalking. Due to the limitation of the exposure to online environment, these children lack the skill to protect themselves. In practice, the parents must debate deeply with their children regarding the online friends, especially the acceptance of friends of friends, or alumni as the online friends. Parental monitoring also requires consistent revision, as it is impossible for parents to control all online media exposure. And the simple prohibition does not work. However, parents may suggest useful activities.

Likewise, the study of Ngo and Paternoster (2011) regarding the impact of individuals and the elements of victimization among college students in 7 types of cybercrimes, including computer viruses, explicit content, sexual persuasion, online threat by strangers or non-strangers, grooming, and online defamation. It was found that the low level of self-control is significantly related to just two types of cybercrimes; the online threats by strangers or non-strangers. The rest of the five

cybercrimes including computer viruses, explicit content, sexual persuasion, grooming, and online defamation correlated significantly to the Routine Activity Models. This confirms that the mere implementation of self-control policy in children could not effectively prevent victimization in all types of cybercrimes, which is against to the theoretical expectation and therefore requires other conceptual framework for further explanation of online victimization.

4) Development of parental network and social network to monitor child pornographic websites, online gambling websites, or illegal websites are highly beneficial in the policy implementation to create awareness of parents and reduce the gap of understanding among children and parents. (Livingstone, Haddon, Görzig, & Ólafsson, 2011) The development of network among the family of children's friends and communication of children's action could also develop the atmosphere of promoting activities for mutual benefits. (Losenicky, 2010)

The study of Lembrechts (2012) proposed an interesting idea of appointing secret consultants in school as a solution for children who face cyber bullying prior to the identification of problems, as victims usually refuse the negative circumstance of being victimized. This approach could prevent the desire for a strong revenge towards the perpetrator, which could escalate into the victim-perpetrator cycle.

5) The support from industrial sector regarding the internet safety, by maintaining the codes of conduct of the industry or the internet service provider. Especially, the online social network service provider must ensure the maximum amount of security and highest level of privacy. The industrial sector must also ensure that the safety resources are evident and accessible. The safety data must be provided for the users and parents prior to the registration of service usage. Parent control is a technical instrument which would support the website blocking, reporting, and filtering. The industry is also influential in the promotion of age-appropriate and positive content (Livingstone, Haddon, Görzig, & Ólafsson, 2011).

No specific study regarding the internet policy for child protection and the factors influence the policy implementation was found in Thailand. However, similar studies were found as following.

Buncha Limpasathiragit (2006)'s study "Problems and obstacles of Internet content regulating by state agencies" found that internet is problematic in terms of the various forms of inappropriate, explicit, violent, and illegal content such as gambling, drugs, and illegal products. The quality of internet which there are large numbers of content producers makes it hard to control. The source of internet content came from the regions all over the world with different laws and cultures. Furthermore, there is no law in Thailand which directly regulating the internet content and thus the adjustment of existing laws is requires. This is the obstacle for the policy implementers, which the key factor of success in policy implementation depends on the followings. 1) The capacity of implementing agencies, which might lack the human resource and the officers' compliance to policy implementation. 2) The financial resources, in which the budget and government's support are usually inadequate. 3) The control in transferring policy towards implementation, in which the executives of MDES did not understand the internet media and thus their measure of practice created dissatisfaction among people regarding website censorship. 4) Compliance and resistance to the change, in which the private sector did not comply to data request and website blocking due to their higher emphasis on the business, and agencies with different responsibilities also lack coordination as the bureaucratic system delayed the implementation. 5) Support and loyalty to the organization or important person, in which the political and government prioritize content regulating and political opinion expression, as well as deem that internet does not directly impact the citizens' lives and properties as much as the general crime. These factors hinder the policy implementation by government agencies, especially the failure in blocking explicit websites which are abundant, or the websites which sell illegal products.

According to the review of the international studies related to internet policy implementation and online child protection policy implementation, the following variables and factors which shape the implementation were found as following.

Vicks (2013)'s study "An Examination of Internet Filtering and Safety Policy Trends and Issues in South Carolina's K-12 Public Schools" aimed to explore the influence and impact of internet content filter in school from grade 1-12, and evaluate the results of policy implementation to promote access to educational content as required by law and reduce access to explicit content. It was found that the variables

which affect the implementation involve 1) blocking considerations, 2) stakeholders, 3) differentiated access for specific user groups. The most important variable was the consideration of content which must be blocked, and the level of blocking for each type of content, as the CIPA law of the USA required filtering content such as pornography, child pornography, or dangerous content for children. However, the school exceeded the law's requirement, which might be the result of error in interpretation. The rationale of the law considered the safety of the student as the most influential factor for policy decision. Therefore policymakers also considered filtering other possibly dangerous content such as weapon, violence, gambling, drugs, crime, and other illegal content. As a result, there were debates in the filtering of other types of content such as hate speech, racism, cult, occult, and sex education. Although restriction of non-educational usage of internet and the opinion of family and society are less influential to the decision of content filtering than the above factor, but the community pressure and the need to prevent inappropriate usage led to over censorship of content than the actual objective. The formulated filtering system was not seriously used, but rather adjusted by the requirement of practitioners. Furthermore, there was no system of differentiated access for specific user groups. Nevertheless, it was also found that content censorship policy would obstruct information access and the need for resource usage in the form of restrictions, which reduce the opportunity of children to develop their coordination, communication, peer interaction, and online content development skills.

Fong (2012) studied the ICT policy implementation in school within Hong Kong, which focus on the "teachers" as the important actors who implement policy at the lower level, on how their process of compliance, cognition, and application of ICT for education in Hong Kong high schools with the purpose of educational quality reformation. He found that the teachers who were key informants interpreted and learned the ICT policy implementation through the interaction of cognition perspectives which expand from the individual level to the society of practitioners, in both the horizontal and vertical directions. The individual perspectives allow them to understand deeply in the vertical direction of sense making, while the social perspectives and distributed perspectives expand their horizontal view. This research in the cognition process of teachers confirmed that ICT implementation is not about

the unconditional compliance to the policy command, nor the personal resistance and lack of capacity which becomes the gap of implementation. ICT policy implementation is related to the process of sense making, which concerns the characteristic of personal cognition at the different period of understanding, interaction with students within the teachers' society, and the structural or non-structural resources transfer. It is the 3-way interaction between the policy (ICT for education), people (teacher), and place (where the policy is implemented). The argument in this study is that the teachers' learning must be considered in order to create the foundation of change at the individual level. Regarding the interpretation and learning of ICT for education policy, it was found that during the process of implementation, the key informants could expand their personal knowledge from the level of individual tacit knowledge towards the organizational explicit knowledge such as books or guidelines.

Online child protection policy is a protective regulatory policy which aim to protect and regulate the behavior of individuals or the private sector for the benefit of the whole society. The work of Morrison (2007) explore the similar type of policy implementation, in the study of 100% Tobacco-Free School or TFS policy implementation among 78 schools from the total 115 schools in the North Carolina area. The study monitored implementation in 3 dimensions of policy communication, compliance monitoring, and policy enforcement regarding smoking and reveal the process of policy implementation in the middle school and high school of the state. It was found that the policy implementation was effective and connected to the policy which must be supported by the strong leaders who believe in the policy effectiveness, understand the importance of identifying the approach to prevent tobacco use in children, and support the attempt with adequate resources. This study pointed out the role and importance of the principal as the center of policy implementation research and the support from school officers and members of the society, which require good communication and consistent monitoring of compliance and enforcement. The majorities believed that policy implementation success can be considered from the declining or stable level of low tobacco use in students. It was also found that the more stable is the policy enforcement and the more number of principals who suggest education approach or approve rehabilitation instead of just

punishment, the stronger is the policy and promotion for the principals to support the students. This could lead to less tobacco use in children and more compliance to the policy. Many factors were found to help promoting the success of policy implementation, including the attitudes and abilities of the principal, the availability of policy support, and the resources constraints or availability. The study demonstrated that the activities which support policy implementation such as technical support, training program, and resources offered by the government agencies could lead to the result in practice and should be continued.

Settles (2007) conducted a comparative study of E-Government policy implementation between the Washington and Delaware state during the period of 1998-2005, which was the transformation period of government service, from general web page towards the integrated e-government program. This study aimed to study policy implementation through the top-down approach in order to analyze the form of law, rule, regulation, and order regarding the resources and the role of top politicians within the project. It was found that the Washington State had the advantage during the beginning period in terms of the number of beneficial factors, such as the existing resources, larger size and number of government agencies, as well as the developers of business systems and operating systems such as Microsoft located within the area of the state. Meanwhile, the Delaware State who was inferior in all dimension, including the smaller size of government, number of government agencies, and slower acceptance of approach, was ranked higher than the Washington State, despite the fact that during the early period of 1990, both states' legislation of authority could be considered bad. Their laws and rules were weak and were also the obstacle of policy implementation. Both states attempted to find the better way to monitor and control policy implementation through the committee as well as the clear and stable policy. Those who play the important roles were the top-level policymakers, as known as the e-Champions. The executive committee of the State who responsible with this matter was supported by the Governor (political leaders) during the continuous period of 9 years. High goals were set, and new laws were revised, until the problems of administration and the structural reformation of the information system were solved. The Department of Information and Technology was found, with the top executives from the private sector as the leaders of IT activities of the Delaware State. As a

result, the weakness of the government IT agency, or the Office Information System (OIS), was reformed in a sustainable way. The effectiveness of the actions depended on the convenient in management among the top officers, the public, and the financial and human resources supported by the state. Although Delaware was called the late-adopter, but it could learn from the previous adopters and combine the comparative advantage of the communication technology regarding the public service rules. This corresponds to Mazmanian and Sabatier (1983) who stated that the factors which are not relate to the law of successful policy implementation are the leadership, the political support, as well as the influence of political culture within the state. And according to the study of Elazar (1994), the key factors of successful policy implementation in the long term are the clear rules and appropriate procedures.

In terms of the study of other public policies implementation, Krutwayshe (2006) summarized the factors which influence policy implementation in the developing countries as following.

Sources	Influential factors to policy implementation
Garnett et al., (1997) (Zambia)	1. Co-ordination among the involved parties (in particular at the very top levels, which often resulted in poorly written policies). 2. Limited financial resources.
Gow and Morss (1988) (Developing countries)	1. Politics 2. Economics 3. Institutions 4. Personnel 5. Participation 6. Historical factors 7. Local participation 8. Lack of consensus 9. Ethnicity
Crosby (1996) (Developing countries)	1. Resource accumulation 2. Clear requirement for policy implementers to work with other agencies in co-operative or collaborative arrangements in order to release the necessary resources.
Tong et al. (1999) (China)	1. Administrative autonomy 2. Competition for better employees 3. Recruiting and retaining qualified personnel 4. Measuring and evaluating performance 5. The emphasis of management training 6. Changing administrative cultures 7. Poor recognition of local conditions
Brinkerhoff (1996a) (Developing countries)	1. Ability to respond to the many obstacles to attaining wide consensus and support. 2. Ability to deal with external relationships and interdependencies. 3. Participation
Morah (1996) (Africa)	1. Administrative control 2. Policy resources 3. Inter-governmental and agency relations 4. The substantive nature of policy 5. Pressure politics 6. Consensus on goals 7. Clarity of goals and communication 8. The position of the actors 9. The complexity of causation 10. The theory of causation 11. Evaluation design 12. The participatory process 13. Uncertainties 14. The political and socio-economic context
Mortan (1996) (Philippines)	1. The complexity of the interrelationships between cultural values, administrative issues and economic problems
Hyden (1983 in Brown, 1989:370) (African systems)	1. The wider networks of support 2. Communication 3. Interaction among structurally-defined groups that are connected by blood, kin, community or other affinities.
Synder et al (1996) (Developing countries)	1. Stakeholders involvement 2. Building organisational capacity 3. Trainings 4. Resources 5. Changing agents 6. Communication 7. Enforcement and compliance
Brinkerhoff (1996b) (Madagascar)	1. Specification of roles 2. Co-ordination in policy implementation network 3. Reduced interdependencies 4. Shortening of the implementation cycle 5. Attention to building capacity
Puppim de Oliveira (2002) (Brazil)	1. Political support 2. funding 3. Institutional capacity 3.1 Involvement of non-governmental agencies in order to increase funding 3.2 Gaining political support at central governmental level before a development is proposed 3.3 Increasing competition among governmental agencies 3.4 Improving their capacity and work to secure local support 4. Support at local level
Garcia-Zamor (1990) (Developing countries)	1. Foreign aid 2. The overly centralised structure of their administration 3. An adherence to highly bureaucratic models
Livingstone (1990) (Developing countries)	1. Professional and technical training 2. Training in financial management and control 3. Administrative and management training
Hafez Awamleh (1990) (Jordan)	1. Financial and human resources 2. Technology and skills 3. Uncertainties and instability 4. Social understanding and co-operation 5. Uncontrollable markets 6. Adaptation to changing environments
Younis (1990) (Developing countries)	1. Solid or well-defined policies 2. Effective control and evaluation of implementation 3. Motivation and commitment to goal achievement 4. Financial resources 5. Red tape (Complexity of procedures) 6. Economic and political instability 7. Follow-up control in the process.

Figure 2.21 Researches about Factors which Influence Policy Implementation in the Developing Countries

Source: Krutwaysho, 2006, p. 54.

Tapanee Phueksuwan (2014) conducted the study of the Compulsory Licensing Policy Implementation in Thailand, and found that it was necessary to implement the policy, as it was the most practical alternative comparing to another

options, such as the negotiation for lower price of medicine from the owner of patent or the allocation of increasing budget. The objective of this policy aim to solve the problem of lack of access to some expensive medicines due to the limited budget of the Ministry of Public Health. The result of policy effectiveness evaluation was considered together with the outcome, impact, and possibility of solving problems, and it was found that the policy could clearly solve the problem. The number of new patients in each year and the medicine usage as well as the expense of some necessary medicines were significantly lower, that the government hospital had enough budget left to buy more medicines for larger numbers of patients. Thus, the factors which affect the success of policy implementation could be summarized as following; 1) characteristic of policy, 2) policy consistency, 3) budget, 4) political change. And the factors which affect the failure of policy implementation are 1) policy communication, 2) characteristics of the hospital and attitude of the practitioners, and 3) political changes.

Kitti Bunnak (1993) conducted the study of Value-Added Tax (VAT) policy implementation in the hotel business and found that the system of VAT collection was not quite effective as it should be, under the reason supported by the empirical data. According to Sorg (1983) which was used as the standard of measurement for the front-line implementers' compliance, it was found that these implementers, including the Department of Revenue officers, entrepreneurs, and people, did not comply to the VAT policy as much as they should. The level of compliance among the front-line implementers was low due to the problems and obstacles within the process of VAT policy implementation among all groups of implementers. It was found that there were 6 factors which affect the success of policy implementation as following. 1) Factor of policy goal and objective, which must be clear and communicated for the same understanding among the implementing agencies. And the project or action plan must also correspond to the fact in implementation. 2) Factors of mission formulation and delegation. This involve the clarity of implementation process formulation, suitability of duty allocation, adequate authority allocation, flexibility of process, and responsibility of the implementing agencies. 3) Factors of control, evaluation, and motivation, which include the formulation of measures for regulating, monitoring, and evaluating the results, the usage of motivation and positive reinforcement, the

adjustment of approaches according to the policy goals and objective, the suggestion and control from the central government regarding the activities. 4) Factors of the implementing agencies' capacities, including the readiness of the personnel's ability, the number of staffs, budget, capital, appropriate or not too complicate regulations, adequate materials and instruments. 5) Factors of public relations, including the selected media, content of communication, the result of public relation towards implementation, and the necessity for improvement. 6) Factors of motivating the entrepreneurs and people, including the convenience in the criteria and method, the benefit for business and people, and the damage which results from non-compliance. The study of Kitti Bunnak confirmed the theory of Sorg (1983) that the behaviors of the front-line implementers are highly influential for policy implementation.

Kla Thongkao (1991) conducted the analysis of factors which influence the success of national literacy campaign policy implementation and found that the factors of success in policy implementation involves 6 factors. 1) The most influential factor of success is the central and local support, which confirm the theory of Sabatier & Mazmanian (1983), as the local interest groups are influential to the independent policy implementation, as well as the theory of Horn (1979) which proposed that the support could be expressed through the mass media or in the form of assistance. And the central support would ensure that the local agencies and officers could continue the operation. 2) The second influential factor is the good mission formulation and delegation, which confirms the study of Pressman and Wildavsky (1973, 1979) about employment creation policy for the minorities in Oakland. With a good planning, the qualified persons with the ability relate to the job standard could be recruited, and developed the career path, as well as the clear mission. The policy clarity would prevent distortion of policy objectives. 3) The third influential factor is the characteristic of implementing agencies, which confirm the theory of Horn and Meter (1975) that policy implementation depends on the organization's capacity, as well as the theory of Kerr (1976) that the failure of policy implementation is a result of low organization capacity, inadequate manpower, lack of resources, and lack of ability among the implementers. 4) The factor of regulating, evaluating, and motivating measures confirm the theory of Woradej Chantarasorn (2005, 2008), that the continuous regulating and evaluating would led to the fair system of incentive. The

tools for evaluation would ensure the monitoring of implementation progress and timely problem solving. 5) Policy goal and objectives, which correspond to the theory of Kerr (1976) that if the goal is not clear in terms of value, policy implementation might fail. But if the goal is clear, there would be the clear hierarchy in formulating the instrument, support, and suggestion. This also confirms the theory of Woradej Chantarasorn (2008), that the clear policy objective would ensure the clear mission formulation and delegation.

Akom Chaikaew (1990, as cited in Woradej Chantarasorn, 2011, p. 63) conducted the study of policy implementation in the southern region area, especially the factors of success, and found that within the quantitative test of the first model, the factors of community and people were related to the success in terms of attitude and behavior. And for the second model, it was found that the factors of government officers and budget were related to the success of policy implementation. The conclusion of these 2 models application found that the factors of success in education promotion policy implementation involves 3 major factors. 1) The factor of culturally-committed community. The local policy must conform to the local culture. 2) The characteristics of policy. The objectives must be clear, corresponds to the problem condition at the local level, and not in conflict with the local beliefs, cultures, and traditions. 3) The characteristics of government officers. The officers must be committed, flexible, and professional, as the front-line officers are those who connect the abstract-level policy to the local and concrete implementation. Without the required characteristics of the officers, even the clear and suitable policy could still fail.

Surapon Seansalai (1996) conducted an analysis of factors which influence the land reformation for agriculture policy implementation in Thailand, in the part of private land accumulation for farmer distribution which failed. According to the consideration of ability to purchase and distribute to farmers, 6 independent variables were found to be the factors which influence the failure of this project; political support of the policy, the role of important actor, policy commitment of implementers, policy clarity, suitability of the selected approach, suitability of the evaluated land price. Two extraneous variables of the landlord's satisfaction and the

expansion of reformation within the government's land were also found to shape the failure of this policy.

Sunida Tesniyom (1998) studied the factors which influence the success of family planning policy implementation in Thailand and found 4 important factors; the capacity of the implementing agencies, the implementing officers, the service provision, and the socio-economic and cultural factors. These factors could explain the success of family planning policy implementation. At the overall level, the policy implementation success was influenced by the capacity of the implementing agencies, the implementing officers, and the service provision. For the Central region, there were 2 factors of the service provision and the implementing agencies. For the Northern and North Eastern region, all of the 4 factors were found. And for the Southern region, there were 3 factors of the capacity of the implementing agencies, the service provision, and the socio-economic and cultural factors.

Wirote Semrum (2011) studied the factors which influence the approach of emergency medical service policy implementation, the effectiveness of policy implementation, and the appropriate way to increase the level of success in implementation according to each area. The research employed the mixed method approach and found that the factors which influence the approach of emergency medical service policy implementation could be ranked as following. 1) The attitude of implementers is the factor which explain the variance of the readiness of emergency medical set within 10 minutes. 2) The network provided support in the form of committee, while the local administrative organization supported the durable articles, equipment, and materials. 3) The public relation and media depended on multi channels. 4) Communication must be swift in both channel of internal communication and external communication, which is usually the most problematic channel. And 5) the standard and policy objectives must be clear in order to ensure the fast and correct service. The effectiveness of policy implementation was at the average level of 3.72, with the standard deviation at 0.18. The factors could be ranked according to the highest level to lowest level as following; the standard and objectives of policy, policy resources, characteristics of implementing agencies, attitudes of the implementers, communication, public relation, and supports from the network and partners, respectively. Other approaches which highly influence the success of policy

implementation were the support by the political and the ownership of emergency medical team by the local administrative organization.

Thannapat Khotsing (2013) conducted the study of the community title deed policy implementation, in order to understand the process of implementation and the conditions which influence the policy outcome as well as the prerequisites making the Bann Khlong Yong Co-operative Community, Co. Ltd, and the Bann Par Sang Agricultural Cooperative Community Co. Ltd. to receive community title deed. The researcher employed the qualitative method in this study, and found that the process of implementation consisted of 5 major steps; appointment of those who responsible for the policy, transformation of policy to implementation, creating compliance in policy, operation to provide the community title deed, and the development of coordination among organizations. The conditions which influence the policy outcome could be divided in 6 dimensions, of 19 conditions as following. 1) Policy content dimension involved 2 conditions of the policy capacity to solve problem, and the clarity of policy content. 2) Capacity of implementing organization dimension involved 2 conditions of the structure of implementation and the resource for implementation. 3) The responsible agencies dimension involved 3 conditions of related rules, attitude of implementers, and the compliance of the related agencies. 4) The behavior of policy implementers dimension involved 4 conditions of compliance to policy, avoiding policy implementation, delaying implementation, and strict adherence to the law. 5) The political and bureaucratic system dimension involved 5 conditions of participation in policy formulation by the stakeholders, bureaucratic system and legal process, governmental changes, political power and benefits, and the political conflicts. And 6) the target group of policy involved 3 conditions of type and characteristics of the community land, community readiness, and the participation by community. The prerequisites which contribute to the access to community title deed involved continuous fight of rights in the community land, strong members of community, joining the network of Thailand Land Reformation to drive the policy, having the organization which approve the right of land use according to the law, and the support from the scholars. The community title deed policy could be more effectively and efficiently implemented with the following improvement. 1) Ensuring the policy clarity by limiting the target group and formulating the objective of

implementation. 2) Promotion of inter-organizational coordination. 3) Appointing the agency which directly responsible to the community title deed policy. 4) Formulating the law to support the community title deed policy implementation. And 5) providing motivation to work and commit to the policy goal. The mentioned approach could work effectively and efficiently with the political supports from the government and related agencies.

Chatchaya Asawaveeradet (2010) conducted the study of ICT and communication public policy implementation with online games and internet service provision, in order to understand the results of entrepreneur regulating law implementation and the factors which influence the success or failure of such law enforcement. It was found that most of the entrepreneurs followed the law regarding registration, paying online game copyright, recording the gaming hour, with no alcoholic beverage provided. The factors which influence the success or failure of policy implementation are 1) policy standard which resulted from the lawmakers' answering to the society's demand without the understanding of the technological environment of online games, 2) the limited policy resources which were not adequate for the implementation, 3) characteristic of the implementing agencies, which lack the capacity and technological expertise, 4) the communication between policymakers and the implementing agencies, 5) political conditions and supports from the political and social activists, 6) socio-economic conditions with the awareness, emphasis, and coordination, and 7) the attitude of implementers and their understanding of policy standards.

Paisarn Bunchusuwan (2015) conducted the study of policy implementation of basic education curriculum in the educational service area of Surat Thani Province, in order to understand the factors, process, as well as the result of policy implementation. Secondly, the study aimed to study the problems and obstacles of policy implementation within the related context of the educational service area. Thirdly, the study seek the suitable approach of policy implementation improvement for the context of the educational service area. The researcher employed the conceptual framework of dynamic and context combination with the CIPP model, and the theory of Top-down policy implementation from the central government policy organization to the implementing agencies within the educational service area. It was

found that policy implementation within the educational service area was influenced by the context in 4 dimensions; regional and global context, economic context, socio-cultural context, and political context. These 4 dimensions influenced the curriculum implementation within both the district office level and the level of 7 target educational institutions. The overall result of policy implementation did not correspond to the global context and direction of the 21st century as much as it should be. It also faced the problem of education proficiency and quality of education. Furthermore, the researcher found 4 factors of success for the basic education curriculum implementation; 1) strategy of policy implementation, 2) leadership and effectiveness of the school executives, 3) capacities of the teachers, and 4) supports and administrative capacity from the central government and each educational service area. These 4 factors are inter-related and contribute to the success of policy implementation in the level of educational service area and in the level of schools.

Pranaya Chairungsi, Saneh Juito, and Chinrat Somsaub (2011) conducted the study of policy implementation for social development, in the case study of the Office of the Permanent Secretary, Ministry of Social Development and Human Security by using the conceptual framework of Organization Development Model. The study aimed to understand the success of policy implementation, factors which contribute to success, and problem of implementation, in order to suggest the approach to improve future implementation of social development policy. It was found that the social development policy implementation was highly successful, with the overall score at 3.55, from the empowerment and encouragement of participation, driving the social development for the well-being of people, providing access to welfare services suitable to the target group, and promotion of good governance administration, respectively. The factors of success in policy implementation could be ranked from 1) factor of commitment and acceptance by the executives and bureaucrats, 2) executive leadership, 3) teamwork of the executives and bureaucrats, 4) motivation of executives, and 5) participation of the executives and bureaucrats. The approach for improvement involves 1) the development of good governance leadership in the executives, 2) the development of officers' capacities, 3) motivation of the personnel's morale with fair evaluation, and 4) research and study in the social development policy to formulate the clear approach of policy implementation.

Ratchaya Rattanataworn (2011) conducted the study of health promotion policy implementation in the basic education institution, in order to understand the current condition, problems in policy implementation, factors of success in policy implementation, the development of implementation forms, and suitability and feasibility of the implementation form. It was found that currently, the clear process of implementation is lack, and the personnel's understanding of policy is low. The supporting resources are inadequate. The participation of parents and community is low. Implementation could not followed the designated plan. And the information for monitoring and evaluation is not completed. Furthermore, it was found that the factors of success in health promotion policy implementation involved 1) policy clarity, 2) organizational structuring, 3) evaluation and continuity development, 4) compliance of implementers, and 5) knowledge and understanding of implementers.

Oratai Krutwaysho (2006) conducted the study of tourism policy implementation in the developing country, with the case study of Phuket province, Thailand. The study targeted 3 policies; tourism safety policy, environmental quality conservation and promotion policy, and social order policy for entertainment service within Phuket. Policy implementation occurred in both the bottom-up and top-down approaches. The local participation in policy formulation and implementation was rather limited as the Thailand's public administration system is centralized. Implementation thus follow the central government's system controlled by the government and bureaucrats. Not only this would limit the level of local participation or consultants, but the policy evaluation and revision were based on the local experiences, in which many actors were related. As a result, implementation was complicated due to the bureaucratic administration, overlapping job, resource scarcity, and lax enforcement. And under the pressure of world economy, Thailand put the emphasis on the economic matters first and thus weaken the effectiveness of policy implementation directly. And usually, the constitutional context of the case study is rather complex and highly influenced by the conservative approach, hierarchy, and bureaucratic process. Furthermore, the social-cultural characteristics of the local area also influenced the policy implementation due to its characteristics in submissive attitude, inactivity, patron-client relationship, emphasis on gratitude, and social harmony. These became the important factors which obstruct policy implementation

and even led to the conflict with local needs and the damage in economic capacity as well as the personal benefits. It is obvious that tourism policy implementation in the developing country is complicated and hard to achieve success without the deep realization of the context.

Natthinee Piyasiripon (2015) conducted the analysis of the effectiveness of security policy implementation within the three border provinces of the Southern region (Pattani, Yala, and Narathiwat) and found that the factors of success in policy implementation depended on 6 independent variables; clarity of policy objectives, attitude of implementers, trust of institution, knowledge of implementing agencies, coordination among organizations, and adequacy of required resources. Furthermore, it was found that the variable of policy objectives clarity and trust of the organization which implement the policy could also affect policy success. However, the inter-organizational coordination is not statistically significant. Thus, the clarity of policy objectives became the most important factor. The implementing organization must truly understand the goal and specific activities. Regarding the trust of institution, the cultural difference obstruct the people's trust in government agencies and therefore it became harder to increase trusts among the policy stakeholders. Other factors were influential to the policy in just some part. Meanwhile, the in-depth interview revealed different perspectives that the supports of public media, local scholars, local politicians, and local social organizations network also affect the implementation effectiveness.

Kulchaya Temchavala (2015) studied the factors of success in organic agriculture policy implementation and found the implementation progress to be satisfactory. The small-scale agriculturalists or the investors are the important actors of successful policy implementation. Although the formulated policy is fully supported by the related agencies, but the communication between organizations and updated data are still required, without which there would be no benefit from the practice. The important characteristic of investors which affect success consist of leadership, responsibility, business management, fund or capital, commitment, and the way of life. Regarding the problems of policy implementation, the government should have public hearing from implementation, which would affect the attempt to develop a good policy. And the implementers must believe that there is not just one policy

objective. Other important problem is the inter-organizational communication, as all activities related to implementation must be connected from the beginning until the end. The government sector must coordinate with the private sectors through communication, good coordination, and adequate level of participation. The related civil society still lacks efficiency, and the knowledge of the agricultural sector is still in the low level. Policymakers lack important information which negatively impact the sustainability of organic agriculture. And the national strategy of organic agriculture was formulated due to the government's interest, thus limited its attention to the implementation by the government agencies.

Bempah (2012) conducted the study of financial and budget administration by the 107 local public health services in Ghana, in order to overcome the knowledge gap and limited methodology in the local-level study of public administration. It was found that 4 factors influence the effectiveness of policy implementation; 1) strategic planning, 2) contextual factors, 3) disposition of management teams, and 4) BMC Characteristic. These factors are interrelated and corresponded to the policy implementation theory, organization theory, budget formulation approach, and financial administration approach. The strategic planning is positively significance in the good financial and budget administration. According to these empirical results, the more participation from the stakeholders, the clearer the policy content, adequacy, and certainty of resources assembling, the more effective will the policy implementation be. Therefore, any attempt related to the improvement in this area of policy must be based on the environmental design which ensure the participation of stakeholders to formulate policy with good and clear content, together with adequate and certain resources for implementation. This could result from the long chain of bureaucratic system which transfer budget from the national and regional level. The related resource dependency theory to the context of resource adequacy and certainty could confirm this relationship. Although the manager has the authority and judgment in capital management, but the capacity to correctly predict the continuity of resources for implementation was lack. He further explain that the disposition of management teams is a positive influence for the good financial administration. Theoretically, the incentives and rewards also influence the budget capacity improvement. The result of this study confirms that motivation, awareness, participation, commitment,

acceptance, and training are the elements of disposition of management which affect good financial and budget administration. This corresponds to the study of Van Meter and Van Horn, 1975; Edward, 1980; Luder, 1992; Sandalgaard, Bukh. And Pousen, 2001; Robinson Brumby, 2005; and Graham, 2011. Likewise, the Contingency Theory Perspective also rationale that the decision process will be effective if it is based on the viewpoint of circumstance, such as the importance of decision, acceptance, participation, commitment, and incentives might be lower than the implement change. Therefore, the attention to the local disposition of management is a positive improvement to the financial and budget administration. While the BMC characteristics positively impact the good financial implementation and could be measured from the terms of the increase in financial administrative information system, important personnel capacities, and the administrative skills of the above committee.

Pressman and Wildavsky (1979, as cited in Jumpol Nimpanich, 2011, pp. 150-154, Woradej Chantarasorn, 2008, pp. 250-259) conducted the study of failed policy implementation to create employment for minorities in Oakland, California, by the Central government of the USA through the organization called EDA. Within 3 years of implementation, there were just 50 jobs, comparing to the goal of 2,950 jobs. The factors which contribute to the failure of implementation could be summarized as following. 1) There were too many implementing agencies that the policy became highly conflicted in terms of means, main objective, the feeling of project urgency, and the perspective of policy success. In addition, the appointed agencies were not professional in policy implementation. 2) Multiple decision points with multiple and unavoidable hierarchy. These decision points require approval from single or multiple authority and required long time which delayed the action. 3) Changes in the responsible persons. Assigning policy to person whose opinion or interest does not conform to the policy is equal to the complication. Policy implementers usually not follow the policy which conflict to the benefit of his own or his organization. Therefore, many factors contribute to the implementation of employment opportunity creation policy. First of all, policy must be based on the sound theory and rooted on the reliable result. This could reduce the risk for failure or possible damage. Second, lack of connection between policy formulation and implementation, in which the

policymakers came from the central government while the implementers came from different groups, their level of responsibility and commitment to policy success would differ. Especially with the strong leader's withdrawal, policy implementation would surely failed. Third, the approach of policy implementation should avoid complication or the necessary way which depend on coordination with various groups or organizations should be limited as few as possible. Lastly, policy implementation tend to face conflict and complication and therefore require the way to solve problem of connection as much as possible.

According to the above studies of policy implementation at the international and local levels, key factors which shape the success or failure in policy implementation could be summarized as following.

Table 2.5 Factors which Shape the Success or Failure in Policy Implementation from the Related Researches

		Factors which Shape the Success or Failure in Policy Implementation from the Related Researches							
No.	Researcher	Policy clarity, policy transfer to implementation, inclusion and consistency of policy	Quality and capacity of implementing agencies, number and capacities of personnel, leadership, organization structure	Political support for policy, political changes, political culture	Policy resources, budget, and other designated supports	Technological environment, economy, politics, and society	Supports from private sector, local, stakeholders, incentives for the private sectors	Attitude of implementers, perception and understanding of policy, and response	Other dimension such as communication, public relations
1	UNICEF (2016)	✓	✓			✓	✓		✓
2	UNICEF (2010)	✓	✓			✓	✓		✓
3	Buncha Limpasathiragit (2006)	✓	✓	✓	✓		✓		
4	Tapanee Phueksuwan (2014)	✓		✓	✓				

Table 2.5 (Continued)

		Factors which Shape the Success or Failure in Policy Implementation from the Related Researches							
No.	Researcher	Policy clarity, policy transfer to implementation, inclusion and consistency of policy	Quality and capacity of implementing agencies, number and capacities of personnel, leadership, organization structure	Political support for policy, political changes, political culture	Policy resources, budget, and other designated supports	Technological environment, economy, politics, and society	Supports from private sector, local, stakeholders, incentives for the private sectors	Attitude of implementers, perception and understanding of policy, and response	Other dimension such as communication, public relations
5	Kitti Bunnak (1993)	✓	✓				✓	✓	✓
6	Kla Thongkao (1991)	✓	✓				✓		
7	Akom Chaikaew (1990)	✓	✓	✓	✓	✓	✓	✓	
8	Surapon Seansalai (1996)	✓	✓	✓				✓	✓

Table 2.5 (Continued)

		Factors which Shape the Success or Failure in Policy Implementation from the Related Researches							
No.	Researcher	Policy clarity, policy transfer to implementation, inclusion and consistency of policy	Quality and capacity of implementing agencies, number and capacities of personnel, leadership, organization structure	Political support for policy, political changes, political culture	Policy resources, budget, and other designated supports	Technological environment, economy, politics, and society	Supports from private sector, local, stakeholders, incentives for the private sectors	Attitude of implementers, perception and understanding of policy, and response	Other dimension such as communication, public relations
9	Sunida Tesniyom (1998)		✓			✓		✓	
10	Wirote Semrum (2011)	✓					✓	✓	✓
11	Thannapat Khotsing (2013)	✓	✓	✓			✓	✓	✓

Table 2.5 (Continued)

		Factors which Shape the Success or Failure in Policy Implementation from the Related Researches							
No.	Researcher	Policy clarity, policy transfer to implementation, inclusion and consistency of policy	Quality and capacity of implementing agencies, number and capacities of personnel, leadership, organization structure	Political support for policy, political changes, political culture	Policy resources, budget, and other designated supports	Technological environment, economy, politics, and society	Supports from private sector, local, stakeholders, incentives for the private sectors	Attitude of implementers, perception and understanding of policy, and response	Other dimension such as communication, public relations
12	Chatchaya Asawaveeradet (2020)	✓	✓	✓	✓	✓	✓	✓	✓
13	Paisarn Bunchusuwan (2015)	✓	✓				✓	✓	
14	Pranaya Chairungsi et al. (2011)		✓					✓	

Table 2.5 (Continued)

		Factors which Shape the Success or Failure in Policy Implementation from the Related Researches							
No.	Researcher	Policy clarity, policy transfer to implementation, inclusion and consistency of policy	Quality and capacity of implementing agencies, number and capacities of personnel, leadership, organization structure	Political support for policy, political changes, political culture	Policy resources, budget, and other designated supports	Technological environment, economy, politics, and society	Supports from private sector, local, stakeholders, incentives for the private sectors	Attitude of implementers, perception and understanding of policy, and response	Other dimension such as communication, public relations
15	Ratchaya Rattanataworn (2011)	✓	✓					✓	✓
16	Vicks (2013)	✓	✓			✓		✓	
17	Fong (2012)	✓	✓		✓			✓	
18	Morrison (2007)	✓	✓		✓		✓		✓
19	Settles, M.A. (2007)	✓	✓	✓					
20	Oratai Krutwaysho (2006)	✓	✓	✓	✓	✓	✓	✓	

Table 2.5 (Continued)

		Factors which Shape the Success or Failure in Policy Implementation from the Related Researches							
No.	Researcher	Policy clarity, policy transfer to implementation, inclusion and consistency of policy	Quality and capacity of implementing agencies, number and capacities of personnel, leadership, organization structure	Political support for policy, political changes, political culture	Policy resources, budget, and other designated supports	Technological environment, economy, politics, and society	Supports from private sector, local, stakeholders, incentives for the private sectors	Attitude of implementers, perception and understanding of policy, and response	Other dimension such as communication, public relations
21	Natthinee Piyasiripon (2015)	✓	✓		✓	✓	✓	✓	
22	Kulchaya Temchavala (2015)	✓	✓		✓	✓	✓	✓	✓
23	Bempah.O.S.B. (2012)	✓	✓			✓		✓	
24	Pressman&Wildavsky (1979)	✓	✓	✓	✓		✓		

CHAPTER 3

METHODOLOGY

3.1 Conceptual Framework

As the scope of policy implementation is rather wide, scholars usually limit their focus on the issue of their interest. Therefore it is hard to find a clear conclusion or accepted theory. However, many variables were found to be the shared variables within the study of success factors for policy implementation. According to the review of related literature and theories in chapter 2, the conceptual framework to explain the implementation of internet policy for child protection is formulated for this study as following.

3.1.1 Clarity of Policy. This is the important foundation for both the formal and informal policy objectives. It is the first factor which the implementer should know what is expected to be done. Clarity of policy also determined the capacity of policy, which should be simple and specific in terms of policy objectives as well as method of implementation. The goal of policy implementation is an important condition for the success of policy, therefore policy should not be just a symbolic entity. On the contrary, it has to be realistic, consistent and sincere. The clarity of policy contributes to the centralization of power in the process and thus reduce the need for control and monitoring. However, if the policy is vague, implementation process will be complicated. Therefore the policy standard and objectives must be clear (Van Meter & Van Horn, 1975; Jan-Erik Lane, 1955). When the scope of a policy is too wide, it becomes too abstract or idealistic, that it will be hard to formulate any detail for implementation. On the contrary, if there are too many details or micromanagement, it could be the condition to reduce flexibility. According to Kerr (1976, p. 361), one of the reason for policy failure is that the goal is not clear in terms of value, that the implementing agencies might deviate from the original goal. Meanwhile, Bardach (1977) commented that the deviation from the original goals or

intentions of the policy, the resource diversion to the wrong direction, and avoiding the attempt to control the administration could result in the failure of policy implementation.

According to the literature review and related studies, there is a confirmation that the characteristic of policy and policy compatibility (Tapanee Phueksuwan, 2014) with clear policy goals and objectives communication and public relations (Kitti Bunnak, 1993; Kla Thongkao, 1991; Akom Chaikew, 1990; Surapon Seansalai, 1996; Natthinee Piyasiripon, 2015) are the factors of success for policy implementation. And Settles (2007) further commented that the long term success is possible if there is the clear rules and appropriate procedures in policy implementation. Meanwhile, the more implementing agencies or stakeholders are related, the clearer the policy content will need to be.

The study of child online protection by Livingstone, Haddon, Görzig, and Ólafsson (2011) found that policy objective must focus on the increasing of risk awareness and support the measures which are designed to suit the need of children, who receive services from the policy. This corresponds to the study of Deisman (2008), which demand the policy makers and lawmakers of the development of internet policy for child which focus on the social response towards the threats against children and their consequences rather than the trend of the crime. Meanwhile, Kannika Rodma (2013) stated that the legislation and policy implementation to control child pornography on internet must be specific, with a definition of child pornography, extensive offense, and the clear and appropriate penalty. This corresponds to Smyth (2008), who found that legislation must be narrow and specific, in order to clearly differentiate the true artwork and the dangerous work against children. The studies by Nareerat Phosuwan (2010); Kanjana Rodthong (2003) and Anusit Nethanomsak (2011) regarding the policy to regulate online game cafe also confirm that policy must be clear, with the strict measure to control the game café in terms of operating time, services provided, types of game, and the qualification of those who could use the service. A good policy must aim to protect the citizen mainly, without further legislation of any law which could cause further problem. Meanwhile, policy formulation and lawmaking must always be revisable and improvable

(Hazelwood & Magnin, 2013). In summary, the clarity of policy hereby refers to the following definition.

1) The clarity of objectives which aim to successfully protect children from harms and risks on cyberspace, with the certainty and consistency of goals within the period of policy implementation in two dimensions; to prevent children from victimization, and to prevent children from becoming a juvenile delinquency.

2) The clarity of plan, action plan, project, and activity, which corresponds to the goal and objective of plan in each period.

3) The inclusiveness of policy, which cover all objectives such as the content, target, area, place, activity, and period.

4) The continuity of policy, which exist with stability throughout any change in politics, economics, society, procedure, approach, as well as the implementing agency.

3.1.2 Characteristic and Capabilities of Implementing Agencies: Policy implementation requires the responsible agency to achieve successful implementation, therefore the capabilities of agencies are the important indicators of the ability to fulfill the expectation. These capabilities include the organizational structure, capable and skillful personnel, budget, facilities, materials, and utilities (Williams, 1975). Similarly, Kerr (1976, pp. 351-356) commented that when the policy is implemented by an agency with low capabilities, lack of human resources, skills, ability, or other resource, policy implementation could fail. Likewise, the study of Woradej Chantarasorn (2011) proposed the management model which based upon the belief that policy implementation success depends on structure, budget, facilities, materials, equipment, utilities, and personnel. Meanwhile, Woradej Chantarasorn and Uthai Laohavichien (1985) proposed the integration between political and management model, which applied from the political analysis model of Van Meter & Van Horn and the System Theory of David Easton, combined with the Organization Theory. This model regards the importance of the implementing agency's capability towards the success or failure of implementation. In the view of Sombat Thomrongthanyawong (2012, p. 462), the factor of implementing agency's capability and characteristic could be influence directly and indirectly from the environmental condition, inter-organizational relationship, and organizational resources. But the agency's capability

and characteristic could directly affect the result and consequence of the action plan. The capabilities and characteristics include 1) political, administrative, and technical skills of the implementer, 2) ability to coordinate, control, and integrative decision of the implementer, 3) political resource of the implementing agency and the supports from executives, political leaders, and other national interest groups, 4) characteristics and nature of intra-organizational communication, 5) connection of the implementers and the target group, 6) the effectiveness of connection with organizations outside bureaucratic system and organization within a constituency, 7) leadership quality in the implementing agency, 8) the implementers' compliance and commitment to the objectives, and 9) place of the implementers within the administrative system according to the administrative hierarchy. Nevertheless, capabilities or abilities of the agencies depend on the adequate supporting resource and activities to motivate their enthusiasm. (Jumpol Nimpanich, 2011, pp. 376-377)

In addition, the studies of Cheema and Rondinelli, Gunn, Edwards, Gross and Giaquinta and Bernstein, Supachai Yavaprabhas, Likit Teeravekin, Kla Thongkao, and Kitti Bunnak summarized the elements of implementing agencies' important characteristics which affect policy implementation as following.

1) Resource readiness, which led to the adequate resource per personnel, budget, and utilities. (Humbleton, 1983). While Elmore (1979) focused on human resource of street-level implementers as they share the important roles in providing service and implementing policy successfully.

2) Supports from various sectors, such as the private sector or interest group (Levin, 1981). Likewise, if there is any resistance, there could be problem in the implementation. The supports from authority who control the administration (Greenwood & McLaughlin, 1975) could prevent the conflict of power and interest as well as any complication which could happen. And there must be adequate supports (Pressman & Wildavsky, 1973). When the process of policy implementation is considered as a unified process consists of 3 important steps, Rein (1981, pp. 123-127) found that the three steps from the transformation of policy intention from the legislature to the order of policy implementation, resource allocation, time for implementation at the administrative level, and the follow-up, control, monitoring, as well as evaluation, must receive supporting relationship from the top organization, in

order to allow smoother policy implementation. Additionally, Allison (1978), who studied the administrative decision of the United States during the Cuban crisis in 1962, proposed the “political model of policy implementation”. It is obvious that policy implementation is possible to be a confrontation, conflict management, negotiation, seeking supports from press, politicians, leaders of other group, influence groups, interest groups, or important persons.

It is clear that the implementation of internet policy for child online protection would relate to many agencies with various roles and obligations, at both the regional level and international level such as UNICEF. Organizations in all sectors do participate, in terms of informal control between them as well as the regulations of the industrial sectors and international collective spirits. (Smyth, 2008) While the study of Grindle (1980) further added that important people at the local level, such as community leader or any power group within the society should be the emphasis.

3) Coordination. Policy implementation requires coordination with other agencies of different approaches, procedure, and organizational culture. Coordination is thus required to ensure the same direction towards policy objective and success. So Pressman and Wildavsky (1973); Glynn (1977) mentioned that coordination is rather similar to the political strategy, as it could be the coordination to resist or achieve the same goal, depending on the benefit which each partner receive. Therefore, bringing together the agencies with different structure, goal, and internal regulation might led to the conflict in working instead of coordination (Serbring, 1977). Meanwhile, reciprocal interdependence means each agency supports each other in order to achieve the desired goal (O’toole & Montjoy, 1984). Pfeffer and Salancick (1978) called this type of coordination as the symmetric interdependence, which could lead to the success in policy implementation.

3.1.3 The street-level bureaucrats, whose important role is the interpretation of policy and action plan towards the actual implementation. In other words, they are called the front-line implementer who is a representative of power and resource allocation towards policy service receiver. They are closed to the children, and thus an important mechanism. Many models mention the importance of this factor, such as Van Meter and Van Horn (1975) who insisted that there are 3 factors which shape the capacity and commitment of the implementers; their awareness and understanding of

policy, direction of policy response, and level of policy compliance. Furthermore, Hill & Hupe (2002, p. 46) proposed that the failure of implementation could be the result of implementer's rejection of policy goal. And the study of Sabatier & Mazmanian (1983) noted the factor of leadership skill and the implementer's compliance to the policy goal. Meanwhile, the model of Humbleton (1983) and Edward (1980) put more emphasis the perspective and attitude of the implementers than the case study which led to the complex responsibility of the street-level implementers. Additionally, there was also the study of Pressman and Wildavsky (1973), which studied the failure of job opportunity project in Oakland, California. It was found that the transformation of policy into project is complicated, and the interpretation of implementers could highly affect the fail policy implementation process. And later, Sorg (1978) turned the attention to study the compliance behavior of the street-level bureaucrats directly, which could be explained in 4 groups according to their willingness and the compliance behavior, and could be identified specifically in 9 sub-groups. However, according to the the study of Goggin (1987, as cited in Woradej Chantarasorn, 2008, p. 227), each implementer differs in terms of enthusiasm, skill, effort, and resource. The most important thing is the willingness and skill to perform in order to achieve the goal.

3.1.4 Supports by the local, private sector, and stakeholders. According to Sabatier and Mazmanian (1983, this is the major factor of success in policy implementation. The public support could happen in 3 characteristics; expression of public opinion, supports from the group of lawmakers who are authorized to change the regulations, and the polls. Similarly, Van Meter and Van Horn (1975) supported the idea that people and interest groups are influential to the independent policy implementation process. Such influence differs from the bureaucrats' influence. If the stakeholders provide support, which might be in the form of labor or capital and budget for the project, it would influence the willingness of implementers, result in the good attitude towards objective and coordination with the private sector. This result corresponds to the study of Cheema and Rondinelli (1983), which conclude that the financial supports and recruitment of local personnel with technical skills could shape the success of policy implementation too. Nevertheless, such support or coordination could also happen from the local level, the private sector, and the

international level in the form of coordination, such as the study by Woradej Chantarasorn (2005) which study family planning in Thailand.

3.1.5 Policy resource is the factor which shape policy implementation in both the direct and indirect way. No matter how clear or good a policy might be, but if the implementing agency lack the necessary resources to fulfill the policy objectives, then policy could not succeed. The factor of resource is a general factor found in the study of Van Horn & Van Meter, who deemed that policy resources refer to capital and other incentives for the project, which could motivate policy implementation effectively. While Goggin et al. (1990) noted that resource is highly essential for the support of implementing agencies' capabilities. Therefore resource has a wider meaning which cover the personnel, competency, and skill of policy administrator or the strong leadership.

According to Edwards (1980), resource means people which must be considered in terms of number, skill, information, authority, duty, and other types of resources such as building, equipment, or land, etc. Resource is a part of the factors which directly impact policy implementation, in the way which might support or obstruct policy implementation. And there could be the indirect result from the dynamic process of the interaction with the implementer's attitude, communication, and bureaucratic system structure. However, Cheema and Rondinelli (1983) saw this factor as an indirect influence for policy implementation through the characteristics and capabilities of the implementing agencies. In addition, this factor mutually depend on the inter-organizational relationship. (Sombat Thomrongthanyawong, 2012, p. 461)

Nakamura and Smallwood (1980) and Morah's (1996) stated that the importance of resources for implementation involve adequate budget, staffs, time, and authority. And it is evident that most developing countries are poor, with limited budget. Each scholars provided different explanation and perspective on the factor of resource. In short, this factor consists of the following elements.

1) Money. Budget is an important key resource of policy implementation, which must be adequate and accessible by the policy implementers to the local level, as every activities require budget.

2) Time. The adequate period of time is necessary to ensure enough opportunity of action, adjustment, and change or work according to the policy.

3) Expertise. This refers to the key actors' capacities and capabilities, especially in the developing country where the implementers' capacities, capabilities, knowledge, and understanding of work might be low. Having staffs with low capacity could obstruct coordination. The cause might be the limited training while the policy is complex and requiring higher level of understanding and skills in policy and implementation.

4) Other resources, including the level of technical support, specific team assistance, and psychological motivator to increase the capacity of policy implementation, which might relate to the external persons.

3.1.6 Technological, environmental, and social environment. This is also the factor which might benefit or obstruct policy implementation, as the environment does not only affect the ways of life or society, but also impact the country in many other ways. A policy that works for one country during a period of time, or the model policy from the developed country, might not be as successful with the implementation in other society. For example, the study of Target (2010) found that developing country tends to implement the model of cyber security policy, including suggestions of rule and regulations which succeed from the implementation with European countries or the United States, such as CERTS. However, the implemented model of cyber security policy was not suitable for the developing countries and their requirements. The similar uses of equipment and software with rather high cost became the financial burden for the countries with low level of ICT development. Worst, it did not even work in practice. Therefore, if the policy implementer is not aware of these differences, failure could be the result. The development and design of a good policy might not be the case of one-size-fit-all, but it should be created or originated organically in a specific country.

The different social conditions involve people's believes, attitudes, qualities, coordination of families, schools, societies, and the target groups. And the economic conditions refer to the well-being of target group population, community resource, and the level of national economic development. These factors could support the

success of policy implementation, similar to the studies by Van Meter and Van Horn (1975), Larson, Grindle, Iglesias, and Woradej Chantarasorn (2005)

The essential thing for the policy implementers to consider is the dynamic technological environment of the globalization era. According to the study of Smyth (2008), who studied the approach of child pornography control legislation, it was found that the technological environment of the internet is always changing. Therefore the important factor which shape policy implementation is that only small numbers of policymakers are knowledgeable of the policy environment. Therefore, it took 15 years after implementation to learn of the wrong direction of legislation. Instead of solving problem of abusing and exploiting children, which is the main objective of policy, but the result of implementation unintentionally encourage the spread of child pornography on internet. Other consequence included the insurgency on the work of art. Therefore, the problem was not actually solved. Furthermore, both Livingstone et al. (2011); Liao et al. (2008) provided policy suggestion on the implementation that the current technological environment allow children to enter the state of digital citizenship, in which life depends on the state of being digital. Therefore, the children must be able to responsible for their own safety rather than being limited or intervened by the adults.

3.1.7 Political Support. Policy is about the politics of allocating the valuables for the society. Thus, there are always those who receive or lose the benefit, which could result into the confrontation between the stakeholders. Therefore it requires the support from political organization, institution, or politician, in order to ensure the success in policy implementation, which must relate to an individual or group, organization, politician, and the external relationship. It also requires the skill of player during the policy process to create acceptance, support, drive, and participation to ensure the policy implementation. The group of stakeholders could be both the supporter or opposer of the policy. As Woradej Chantarasorn (2011, p. 141) stated that no policy could operate smoothly with success, unless it receive the support from top-level leaders, especially the policy of the developing country's government. In the case of Thailand's government, the previous policy focus on the economic growth, the creation of infrastructure, the investment support, and tourism rather than the social goal. The study of Dye, Sharkansky, Hofferbert corresponds to the study of Keech

and Prothro, which found that the economic factors are more influential to the policy formulation than the political factor. On the contrary, the study of Jame Hogan in Canada found that the political factor influenced the state's policy formulation more than the socio-economic factor. (Jumpol Nimpanich, 2011, p. 841) The political models of policy implementation by Allison, Pressman & Wildavsky, Bardach, Sabatier & Mazmanian both confirmed the importance of political factor over the success of policy implementation. Especially, Sabatier and Mazmanian (1983) stated that the continuous supports from the sovereigns who control financial resources and the laws, or the legislature, could influence the success of policy implementation. Likewise, Goggin et al. (1990) deemed that policy implementation at the state level requires the factor of interest group or legislative member at the state level who support the policy. And according to Nakamura and Smallwood (1980), such supporting force is called the "political cues".

In short, the policy for child online protection on the internet should be considered a social policy, which tend not to be the top-priority and impossible to implement successfully without the strong political support from the leader or the government. Nevertheless, Allison (1971, p. 1258) noted that the adequate political support is essential for policy implementation but is not the only adequate condition for the successful policy implementation.

According to the literature review, theories, and models of the scholars, regarding the factors which shape the implementation of internet policy for child online protection in Thailand, the following criteria are essential to the successful implementation.

- 1) The factor is widely accepted and supported by a sound theory, model, or result of study.
- 2) The factor is coherent or relevant to the topic of research, inclusive, and appropriate to the scope of the study.
- 3) The factor could be studied qualitatively.

Therefore, the researcher formulated 7 dimensions of factors which shape the implementation of internet policy to protect child online; 1) clarity of policy, 2) characteristic and capabilities of implementing agencies, 3) street-level bureaucrats, 4) supports from the local, private sectors, and stakeholders, 5) policy resource, 6)

technology, social, and economic conditions, and 7) political support. And the conceptual framework in the research which guide the analysis of factors or variables of policy implementation could be summarized as following.

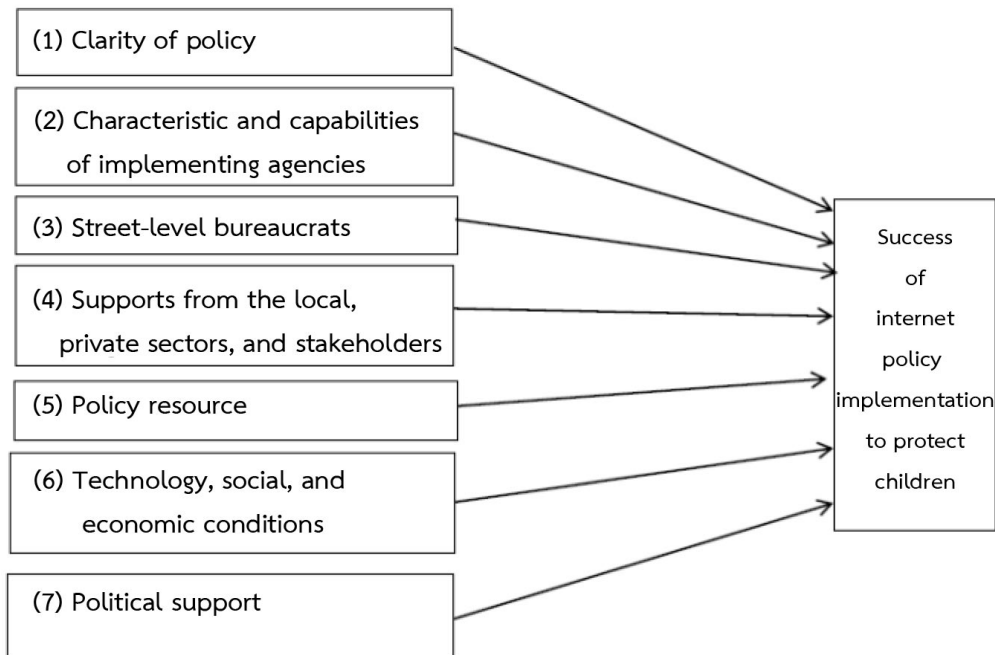


Figure 3.1 Conceptual Framework, and the Factors which Might Shape the Successful Implementation of Internet Policy to Protect Child Online in Thailand

3.2 Target Group

The study of the implementation of internet policy for child online protection in Thailand is a qualitative research, as the qualitative approach is appropriate for the content of research. It explores the cause and necessity for policy formulation, process, and result of implementation of internet policy to protect children, from the first period of internet use in Thailand in 1987 until 2007. The research seek to analyze the factors of success or failure of implementation within the context of bureaucratic system and Thai society. The method of study thus involve purposeful sampling, which aim to select the appropriate target group, not the representative

target group. In other words, the target group consists of key informants, who are selected by the following process and method.

First step: purposeful sampling from the stratified population, in order to cover the variety of population. (Chai Podhisita, 2009, p. 123) There are total 18 key informants with the different level of knowledge regarding the interviewed issues, which will ensure the information-rich cases. The target group can be differentiated in 3 groups; six policymakers and policy implementers, six persons from the target group of the policy, and six stakeholders from other groups

Second step: the selection of key informants in each target group involves the following approaches and details.

1) Policymakers and policy implementers. This could be further divided into two sub-group.

(1) Policymakers, including the legislative, administrative, government sector, or government affiliation, independent organization according to the institution, politicians, bureaucrats, scholars who responsible to the engrossment, proposal, and approval of the laws, policy, plan, action plan, or project.

(2) Policy implementers, including the action-level officers in the Ministry of Social Development and Human Security (Department of Children and Youth), Minister of Digital Economy and Society, formerly known as the Ministry of Information and Communication Technology, Ministry of Education, Royal Thai Police Headquarters, Ministry of Culture (Office of Film and Video), etc.

The target group would be purposefully selected from the persons with important roles within the organizations related to policy formulation and implementation, which cover many organizations from the government sector and government affiliated organizations. Some agencies might be both the policymakers and policy implementers. The key informants were found by the snowball sampling method, in order to ensure the knowledge of concept and background in policy formulation, the process of transforming policy towards implementation, the development of policy implementation process, the results of implementation, whether the policy is effective in protecting children, as well as the factors which influence the success or failure of policy implementation.

2) Persons from the target group of the policy. This group is further divided into two sub-group.

(1) Those who were directly affected by the policy (girls or boys under 18 years old who use internet)

(2) Those who were indirectly affected, such as families, schools, communities.

This group of key informants would ensure the understanding of risks and harms circumstances, the consequences of policy implementation towards children, their families, and societies, the judgment of policy implementation's suitability to the socio-cultural context, the suggestions for development or improvement, as well as the factors which influence the success or failure of policy implementation.

3) Stakeholders, such as telecommunication industries, internet service providers, phone service providers, internet content provider, academics, civil society, private sectors, NGO, international organizations, etc. The key informants were purposefully selected from the related individuals who shared the role in policy implementation or directly affected by the policy implementation.

Table 3.1 Lists of Name and Categorization of Key Informants for In-depth Interview

Group	Category	Number (Individual)	Source of Key Informants
1	Policymakers and policy implementers	6	<p>1.1 Government officers of MICT or MDES (Mr. Prakarn Panthusena, Director of Communication Business Development and Support Group, MICT (former), Ms. Duangdao Kiatpisansakul, Ms.Attawan Thaiyothin, Mr. Nawat Kaewnopparat, Plan & Policy analyst, Ms.Chularat Wevirat, Cyber Crime Prevention&Suppression officer, MDES</p> <p>1.2 Dr. Prawit Leesathaponnwongsa, Committee of Office of The National Broadcasting and Telecommunications Commission (NBTC)</p> <p>1.3 Mrs. Orapin Sak-iam, Director of Strategy and Planning Division, Department of Children and Youth</p> <p>1.4 Ms. Voravan Palikamin, Director of Strategy and Planning Division, Social Development (NESDB)</p> <p>1.5 Mr. Surasak Insrikrai, Director of Bureau of Policy and Planning, Office of the Basic Education Commission</p>

Table 3.1 (Continued)

Group	Category	Number (Individual)	Source of Key Informants
1	Policymakers and policy implementers	6	1.6 Dr.Kasitithorn Pooparadai, Senior director of policy research, National Science and Technology Development Agency (NSTDA)/ Vice President of Digital Economy Promotion Agency
2	Target group of policy	6	Girls and boys under 18 years old
	2.1 Those who were directly affected by the policy		2.1.1.Ms. P, 14 years old, 9 th grade, School Ph (name reserved) 2.1.2. Mr. Y, 13 years old, 8 th grade, School Ph (name reserved) 2.1.3. Ms. K, 16 years old, 10 th grade, School Ph (name reserved) Parents/Teachers/Owners of internet café
	2.2 Those who were indirectly affected by the policy		2.2.1 Mrs. Pitinan (family name reserved), 44 years old, parent of a student. 2.2.2 Ms. Wannisa Pikulthong, Mr. Somsak Sawangkarn, Director of Phiboon Uppatham School 2.2.3.Mr. Charnchai Weerawat, ownder of Game Icon shop, Roi Et Province.

Table 3.1 (Continued)

Group	Category	Number (Individual)	Source of Key Informants
3	Stakeholders	6	3.1 Ms. Ornuma Rurkattanapipat, DTAC Plc Ltd., internet service provider (private sector) 3.2 Ms. Kanlayanee Kittisastra, Vice Managing Director, Division of Strategy, TOT Plc. Ltd., Internet service provider (government sector) 3.3 Mr.Tawatchai Pasue, Project Leader, Path2Health Foundation 3.4 Mr. Kongdej Keesupan, Digital Information Specialist, UNICEF 3.5 Asst.Prof. Dr. Wimontip Musikaphan, National Institute for Child and Family Development 3.6 Dr. Srida Tanthaatipanich, Managing Director, Internet Foundation for the Development of Thailand
Total		18	

3.3 Method of Study

3.3.1 Document Study. The collection of data from the primary documents, such as the Constitution, State policy, Law, Cabinet Resolution, Manifesto, Declaration, Organic Legislation, Regulations, Juridical Decision, Public document from government sector, International Law and Convention on the Rights of the Child, 1st-10th National Economic and Social Development Plan, Policy/plan regarding information and communication technology, memorandum, and MOU of children protection on cyberspace, Strategic plan to promote and protect children and youth in using online media, etc. The researcher also collect data from the secondary documents, or documents which came from the compilation, analysis, presentation, or reference by the others, such as meeting minute, thesis, research document, yearly report, business report, executive abstracts, academic journals, books, polls, personal documents, articles from magazines, daily newspaper, online newspaper, and websites. The documents in this study came from various sources, including both the public and private document, as well as documents from both local and international trainings and conferences.

3.3.2 In-Depth Interview. Data from the interview will be deeper with more understanding than the data gathered from document. This study employed the unstructured interview method, with the open-ended questions within the informal interview, with a highly organic and flexible approach. The interviewee and interviewer's interactions are in good terms, with both partners participate mutually in the process and data exchange in order to ensure deepest listening. The researcher focuses on descriptive data in order to gain the in-depth understanding of the meaning of the studied experiences, in order to understand the interviewee's interpretation of such entity, in the form of action, manner, or attitude, in order to create the shared narrative. Data collection would allow the interviewee to fully disclose the information to the researchers, unlimited by the strict frame of questions, with open opportunity to answer in any direction. The interviewer would only introduce the key informants to understand the scope of requirement and ask them to narrate freely while also attempt to turn their attentions towards the focal issues; the process of policy implementation and the factors which influence policy implementation., which

the researcher is already familiar with the theoretical perspectives and could also further collect data from observation in some case.

The topic for general questions come from the research conceptual, with the prior questions prepared for interview. The questions would be clear and simple, which would ensure the clarity of data, systematic, and efficient interview that stays in the conceptual framework. The research objectives would be fulfilled by the answers of these major questions, which would not be strict in order to allow the key informants to explain and comment fully and freely, especially in the issue of internet policy implementation to protect children, and the factors of success or failure in policy implementation. The open-ended questions would be followed by sub-issues which would led to the detailed information related to the topics.

The record of interview would be conducted by voice recorders and transcription, together with the short note of words, phrases, or important message during the interview. Data from observation and interview would be evaluated and analyzed, as well as continuously recorded to ensure that no important information would be missed.

The validity and reliability of the study would be triangulated, by selecting 18 key informants with various levels of understanding regarding the interviewing topics, which would ensure the information rich cases. Method of Study could be summarized as following.

Objectives	Method of study	Method of analysis
1) to study the cause and necessity for the formulation of internet policy to protect children	1) document study 2) in-depth interview	logical interpretation of in-depth data and the content analysis
2) process and approach of policy implementation	1) document study 2) in-depth interview	logical interpretation of in-depth data and the content analysis
3) factors which influence the success or failure of policy implementation	1) document study 2) in-depth interview	logical interpretation of in-depth data and the content analysis

Figure 3.2 Summary of Methods in this Study

3.4 Data Analysis

The process of qualitative data analysis is parallel and inseparable from the process of data collection, from the formulation of questions, patching data, data organization, taxonomy, or comparison. There might be some data reduction by selecting the message with direct meaning to the subject of analysis, and distill the irrelevant part in order to compact the data. In other words, there must be the data organization or data reduction which is the process that requires repeated action over and over again while collecting data. The result of analysis would be used for confirmation or adjustment of data, in order to ensure the complete and coherent data which would increase the research accuracy (Supanee Chai-amporn, 2016, p. 106, Nisa Xuto, 2005, pp. 222-225, Supang Chantavanich, 2000, pp. 129-130) with the following process. (Supanee Chai-amporn, 2016, p. 107, Bussakorn Cheawjindakarn, 2018, pp. 112-115)

1) Data Triangulations. Due to the characteristics of qualitative data which requires interpretation to seek the meaning or fact from the emic point of view, in order to ensure the reliability and accuracy of data and to prevent error, there must be the data triangulations by proving the validity of data from different sources.

2) Data Classification. This is the exploration of meanings within the collected data, whether there is any meaning related to the subject of analysis, by writing memorandum and creating data index to classify data. Afterwards, the researcher classified data into the themes according to the related meaning for the convenience of description. Therefore data with the same meaning would be coded under the same name, which is called the process of data reduction.

3) Content Analysis, by Using the Theory from the Literature Review As the General Framework of Study with Two Methods of Analysis

(1) Content Analysis, or documentary research, by interpret or distill the meaning from the manifested or latent communication by the informants, which might be in the forms of speech, articles from newspaper or magazine, in order to seek the essence of content with the consideration of context of the document, whether they have changed or not.

(2) Conclusion Analysis, by the development of sub-conclusion from the study which led to the generalization, or the process of synthesizing the concrete field

data towards the grounded theory. (Nisa Xuto, 2005, pp. 18-31), through the process of analytic induction, or the interpretation to summarize the concrete data or phenomenon into a working hypothesis. This hypothesis may or may not be true, but requires summarization in order to study and further collect data to prove the facts with the help of interpretation or the typological analytic of data into different but continuous categories.

4) Qualitative data analysis: After the data collection, there must be the continuous data reduction by classifying or selecting the interesting data, from the conclusion of report, observation, interview, action, or behavior of important individuals, into the accessible data display which led to the memoing data. Afterwards, it must be triangulated until the conclusion and verification is achieved through the temporary exploration of meaning, similarities, differences, possibilities, and various forms. This could be conducted by connecting with the preliminary findings then further collect data continuously to synthesis sub-conclusion systematically and led to the conclusion of the study.

CHAPTER 4

RESULTS

The results of the study reveal the real problem roots in terms of public problems, which should be the reasons and necessities for formulating internet policies, in which aspect of public problem they belong to, as well as the factors that affect success and failure of the implementation of internet policy for child protection.

4.1 Reasons and Necessities for Formulating Internet Policy for Child Online Protection in Thailand

Policy formulation and adoption are both important for the policy process, interact with each other without any ordering sequences (Lindblom, 1980, as cited in Nimpanich, 2009), and are activities related to intellectual data. In order to formulate an effective policy, it is necessary to clearly identify the problems' issues, affected persons, social impacts, and urgency for solutions. The better these factors are identified, the higher quality and efficiency of a policy can be (Jumpol Nimpanich, 2009). On the contrary, if a policy is formulated without any study of real problems and possibility of its implementation, the success will be difficult to achieve. Therefore, this research studied into risks and harms for children in the online world, which should be the reasons for formulating an internet policy that can truly protect children.

The results came from data collection of official papers from many governmental entities including Ministry of Social Development and Human Security, Child Watch Project, Thai Health Promotion Foundation, Ramajitti Institute, National Institute Development of Children and Families of Mahidol University; as well as reports from private development organizations in Thailand and other countries such as We Protect Foundation, Internet Child Watch (INHOPE), Media Foundation for

Child Protection, Internet Foundation for the Development of Thailand, The Mirror Foundation, UNHCR, UNICET AEPRO reports regarding online child situations in ASEAN countries, reports from the Thailand Development Research Institute (TDRI), newspaper contents from 2004 to 2017, and other research papers regarding children's problems and situations. Furthermore, the data were also obtained by in-depth interviews with the children, guardians, teachers, school management, and related entities.

The report from Child Watch Project and Quality Learning Foundation (2013-2014) revealed that Thai children and youth have access to pornography, friends in risky groups, and access to all vices. These are risks factors that affect each other and also premature sexual intercourse. Up to 94% of Thai children possessed a mobile phone and more than 86% stated that those mobile phones had internet access. Therefore, the children spent most of their time browsing social media and internet up to 4.5 hours per day. As a result, they lacked interaction with surrounding people and tended to misuse the technology. In some cases, children became victims of the violence in the online world; they were bullied, deceived, or sexually exploited. Meanwhile, Thailand still did not have sufficient legal measures for child protection and dealing with these problems; there was no personal data protection laws and no cyberbullying laws (Department of Children and Youth, 2017). The results found these major internet risks and harms for the children in Thailand as follows:

4.1.1 Sexual threats: the study of Child Predation & Exploitation and Child Pornography (2012) found out that more than 40% of Thai children watched pornography occasionally or usually; and children's educational level and age had relation to their addiction to pornography. It was easiest for primary school children to access pornographic manga or cartoons. The severity degree of pornographic media such as porn magazines, movies, or websites, would become more intense by the higher educational level and age of the children. The relations of such factors shows that teenagers are very interested in sex but Thai children still lack knowledge of sexology and good consulting from parents and teachers. Only 24% of Thai children consulted their sexual problems with their parents and 16% consulted with their teachers (Child Watch Project, 2012). Easy access to pornography familiarises Thai children with pornography and the children will access other pornographic media like

movies and websites when they grow older. Also, their consumption of pornography will increase and become more various.

Table 4.1 Situation of Pornography Access of Thai Children in 2011-2012

Situation	Primary	Secondary	High	Vocational	University
Children watched porn cartoons	17.76%	23.34%	22.19%	25.10%	27.77%
Children watched porn magazines	9.36%	15.36%	20.45%	24.18%	27.67%
Children watched porn movies	5.81%	19.18%	27.30%	30.27%	33.76%
Children watched porn websites	5.17%	17.51%	30.61%	27.26%	36.21%

Source: Child Watch Project, 2012.

A threat, which is considered to be world-class and serious crime, is sexual deception and molestation in children. Jidapa Meepien (2013) from TDRI found out that there was no specific statistical data about children deception or abduction via social media. However, the data from the National Institute Development of Children revealed that 37 girls were the victims from 663 human trafficking cases which were committed via social network in 2009. Moreover, Google search results revealed that there were more than 500,000 match making and commercial sex trade websites available in Thailand. This phenomenon indicated widespread of the problems and easy access to victims via internet. The more quantity of such websites, the more risks for the children. A study in the Greater Mekong Sub Region, which includes Cambodia, Laos, Myanmar, Thailand, and Yunnan (China), found out that children living in this region were in risk of being victims for people who use social media or websites to select and contact a victim, which is called “product” by slowly building up relationship and trust with the victim or a so-called “grooming”. Furthermore, this region was also source and target for such crime.

Department of Special Investigation (DSI) and The Mirror Foundation (2017) found out that Thai and foreign children, who are at risk of being sexual molestation victims, were younger than supposed age, only 6-13 years old. The criminals were foreigners who disguised as a tourist and rented an accommodation near educational institutes. Then they used games or toys to lure children to their place and abused the children sexually. Moreover, they also photographed such sexual activities and distributed the photos among homosexual groups (MGR Online, 2017).

The Sydney Herald Morning reported that around 180 foreigners including Australians, who were suspects in child molestation cases, were hiding in Thailand and travelling to Pattaya regularly, and some of them resided in Pattaya (SMH, 2017). Royal Thai Police summarized and submitted the report of severity of child molestation to the Thai government by referring to the interview with Supakorn Noja, Director of the Children Safety Protection and Development Center of Pattaya. Noja stated that the Center had helped and taken care of 41 sexually abused children aged from 7 to 14 and coordinated with related authorities to follow up with the information of more than 700 suspects and criminals who were hiding in Pattaya and other locations. The follow-up found out that these suspects or criminals often travelled between Thailand and Philippines or Cambodia which made the arrest difficult (Thaigov, 2017).

The study results pointed out that every Thai children group, regardless of their family backgrounds, had a chance to become victims of human trafficking related to sex business. There were many forms of human trafficking and the easiest one was luring children via internet for sexual activities and recordings (photographs or videos) for blackmail. Some sexually abused children had a thought that they had been “damaged”, so they entered the human trafficking cycle and induced other children to such cycle as well.

Somsak Sawangkarn, the principle of a school in Lat Phrao, and Wannisa Pikultong, a guiding teacher, explained the risks for online child as follows:

Following up children’s behaviors in online media is difficult. Children problems are delicate and complicated. Children nowadays have smart phones and can watch porn immediately. Especially when they are not in school, it is

impossible to follow them. A severe harms for children is violent and arousing content, and the children who are most exposed to such content are in secondary level, especially those in the 2nd year (8th grade). Children in this secondary level are not mature enough and very curious to learn new things. They are easy to convince and very vulnerable. (Pikultong, 2017)

The study results also agreed with the survey report conducted by Total Access Communication Public Company Limited (DTAC), a mobile network service provider. Orn-uma Ruekipattanapipat, the Senior Director of DTAC, provided her insight in the interview that:

20% of 25 million DTAC customers are 6-14 year-old children. The children of this age group use a mobile phone for their first time, which is called “Mobile First”. So we are aware of internet threats exposing to them and have special measures for such customer group. (Orn-uma Ruekipattanapipat, 2017)

The study results also aligned with a psychological theory explaining mental characteristics of children under 12 years old that these children needed proper care from their parents because they were not mature enough to make any decision by themselves. They needed reasonable advises and suggestions. Their brains and memories were still developing, and if they received bad or wrong information, they would memorize and carry such information with them further (Rodma, 2013).

A 14 year-old boy named “Y”, 2nd year student of a middle school (8th grade) in Lad Phrao, explained his internet use behaviors and risks for him and other children that:

I have accessed internet for the first time when I was 9 years old (3rd grade) and when I was in 5th grade (11 years old), I started to use a social media platform called Camfrog. I started with Facebook I was in 6th grade and had my personal page. After school, my teacher let us free. We played games by ourselves and I had around 4,000 friends on Facebook. I liked to play (games)

at an internet café, it is a meeting point for teenagers. For porn website (reluctant tone, did not accept, but answered that his friend invited him to watch one), I watched it just for fun. I met my recent girlfriend on Facebook when I was in 1st year of secondary school (7th grade) and we made an appointment in front of Bodindecha School. After school, I rode her home with my motorbikes and we had sex when her parents were not there without any protection, even I knew that it is risky.

He added information about internet risks and harms for children as follows:

Girls love to post their revealing or sexy photos on social media to show around. And some boys see them and comment in negative expressions such as “no boobs”, “bitch”, “want to meet somewhere”, or challenge the girls to have sex with them. Some children seriously broadcasted live sex show on Facebook (Y smiled and laughed). After that, we share such video clips among our group by using other file names, just to surprise our friends. When I was in my school I used to watch a video clip of a 11th grade girl masturbating (or a so-called “fishing”). That girl took the clip herself but the clip slipped out because she fought with her boyfriend. (Y, 2017)

The study showed internet threats and risks Thai children must face that occur from deception or their own behaviors, whether a child is just an involved person or an actor himself. Children’s inappropriate sexual activities on internet are committed intentionally and without shame. However, the children are unaware that such behaviors are illegal and inappropriate. They perceive such behaviors as cool, daring, fun, and able to draw attention from the opposite sex. Y (2017) added that:

I have teased other person on internet by creating a Facebook account that I could pretend to be someone else. I felt indifferent (not aware that it is an illegal act), I was not guilty, it was just normal practice. Y also stated that the teased person’s feelings might be “angry and ashamed”

A 14 year-old girl named “W” (2017), 3rd year student of a middle school (9th grade) in Lad Phrao, described her internet use behaviors and risks that: “I do not watch or play around porn and gambling websites (giggled)”

The saying and action implies that W actually watched those websites but hid that behaviors. She only said that she just browsed around social media and had a date with a man she met online without informing her parents. She was aware that the meeting with the man was unsafe. She also used to have an 18 year-old boyfriend whom she met on Facebook.

Police Colonel Thakul Nimsombun and Police Colonel Greetha Tankanarat (2017), officers of Royal Thai Police’s Thailand Internet Crimes Against Children Task Force, added that online games and dating websites are also tools for finding victims. The operations revealed many cases that boys in Chonburi Province, who played games at internet shops, were lured by foreigners to molestation. Many boys became victims of pedophile groups that had a network that covered the whole Northeastern and Eastern Regions of Thailand for exchanging victim information and exporting children.

4.1.2 Cyberbullying is a willful action to use violence against other’s mentality, although there is no physical assault. Cyberbullying is an indication of an imbalance of power which is committed on cyberspace such as social media, bulletin board, and forum. The real meaning of cyberbullying depends on perception of a bullied person. If the bullied person perceives it as bullying, he will understand the situation. But if he perceives it incorrectly, he may not understand what is going on. There is also another form of cyberbullying called “cyber stalking”. Cyber stalking is new harms and risks that are not common for Thai culture and society. As a result, related authorities lack awareness of its severity and there is also no clear definition for the responsible entities to work on this issue.

The study results could divide cyberbullying into 2 categories:

- 1) Direct bullying such as sending a direct message to someone, posting a message to scandalize someone, or pretending to be a blog owner.

2) Indirect bullying through a media or a proxy such as using proxy to spread data or planning a scheme that damage, shame, and intimidated feeling can spread automatically.

According to the compositions of cyberbullying, it is not a direct crime but a gray area between social harms and illegal acts, and also threat and violence among children. Cyberbullying allows children to absorb violence since their young age. There was an important note stating that cyberbullying in children affects the status of being a victim. The victimized child would take revenge and become a perpetrator himself; and thus a “victim-perpetrator cycle” is created. Sometimes, the revenge is more violent than the original bullying. The major variables that affected cyberbullying are schools, society, and internet use. This findings agrees to the study of Lambret (2011).

Cyberbullying in children is new threat and risk that just caught attention of street-level operators who implement the policy such as teachers and child workers. Originally, these entities did not value the important of solving cyberbullying problems or even perceive it as a problem at all. Also, they lacked awareness of its severity and only perceived it as common bullying or child play, which is normal in Thai society. Somsak Sawangkarn (2017), the principle of a school, mentioned about being victim and adverse effects of cyberbullying as:

Thai society perceives cyberbullying as child play but it actually impacts a child’s mentality immensely and is a serious problem in schools. The most popular practices are verbal abuse, bullying, and fighting with each other. Sometimes these children even had problem with teachers. These problems have no solutions because they could transform every year. When a new academic year comes, new students come, and we have to start with problem solving all over again. Especially for the children who are LGBT or having special condition like autism or intellectual disabilities. Mostly, secondary level students become a victim.

Nowadays there is still no case study that is problematic enough to enter the court procedure, even though cyberbullying is widespread all over Thailand especially

on social media that are easy to access and serve as a platform for cyberbullying. Most of the time, Thai society tended to use a compromise with support from superior persons such as teachers, parents, or officers like policeman or community leader to resolve this kind of dispute (Saengcharoensap, 2016). Cyberbullying is another form of violence that occurs and spreads in Thai and global society along with social media. It is considered to be a weapon for destroying happiness and life of another person where the actor does not even have to leave his home. It could happen to everyone in the society regardless of group, gender, and age, especially to teenagers (Supawadee Charoenwanich, 2017; Tujournals, 2017). Sometimes, it was not possible to identify the actor and led to tragedy like the case of Megan Taylor Meier, a girl who committed suicide after being bullied on internet. In Thailand, there was only one reported bullying case and it was committed offline that a 10th grade girl committed suicide after her classmates bullied her about being an orphan.

Orn-uma Ruekpiattanapipat (2017) stated in the interview that the survey conducted with 1,336 Thai children who were 12-18 years old and lived in the major cities of Thailand by DTAC in 2015 found a critical data regarding cyberbullying. The number of victims increased all the time and Thai children were facing many online threats, especially cyberbullying. The survey showed that 33% of Thai children experienced being a victim of an unknown person online or an acquaintance in the actual world. On the other hand, these children also bullied others online by hiding their real identities. Cyberbullying problem was a critical problem.

The problems tend to occur in middle or lower social class schools and with children who have family issues. So the proactive activities should focus on this group of schools. (Orn-uma Ruekpiattanapipat, 2017)

On the other hand, Thawatchai Pasue (2017), the Project Leader of Path2Health Foundation, had a different perspective:

For cyberbullying in schools, a school's reputation and financial status, whether it is rich or poor, have no relation to the problems. Bullying can have different or similar forms and children are also different. They have different

backgrounds. Bullying happens even in all-girl schools. Mostly, bullying happens in secondary school much more than high school and spreaded to primary school level.

The research of Wimontip Musikapan et al. (2009, as cited in Supawadee Charoenwanich, 2017) that studied cyberbullying behaviors of teenagers in Bangkok confirmed the severity of cyberbullying problems. It found out that 43.9% of the sample group admitted that they were cyberbullied; and the most frequent actions were gossiping and verbal abuse via different cyberspace platforms. Nowadays there are not many studies and not much knowledge and understanding about cyberbullying in Thailand. Sittichai and Smith (2013) found only 3 significant studies about cyberbullying in Thailand and they were quantitative studies without any clear definitions of “reproduction” and “imbalance of power”. So, it was impossible to judge whether an act is a common bullying or a cyberbullying.

Child Watch Thai (2017) found out that only 3% of Thai parents or teachers knew that a child cyberbullied. On the other hand, the other countries take cyberbullying very seriously. For example: Japan invested a large sum of money to fund the researchers to conduct studies that aim at finding preventive solutions against the harms of cyberbullying. These studies led to the issuing of government’s policy which regards violence as an urgent problem. It can be assumed that cyberbullying has been a major problem in children society but hidden by the children themselves. The children tend not to tell or consult their parents or school about it; so, the related parties are unaware of it or not perceiving it as a serious matter. In fact, cyberbullying impacts children’s physical and psychological health strongly as the study of a victimized child named “P”.

P (2017), a 8th grade girl revealed in the interview about her internet use behaviors and experience of being a victim that:

I had a fight with a senior girl about a love affair. Then she posted messages on my Facebook saying that I snatched her boyfriend and she used vulgar words like “whore” or threatening phrases like “your life would be tough”, “liar”, “want to slap your face”. Afterwards, she accused me for something

and then we fought again and again offline and online. That made around 4,000 friends of that senior girl misunderstand her and turn their backs on her. As a result, she slapped and kicked me in a school building. I was scared and feared of being assaulted again, so I did not go to school for 5 days. I did not want to go to school, I was depressed, I wanted to be alone and did not want to talk to my friends. I did not tell my parents about this.

Cyberbullying incidents tended to occur more often around the world and was the most serious problem for schools. On top of that, many children and teenagers perceived cyberbullying as a normal practice that everyone was rightful do (Pimwan et al., 2012; Supawadee Charoenwanich, 2017). Apart from its negative effects on health, cyberbullying made children fear of going to school, skip school, feel scared all the time, avoid socializing, feel inferior, or have no friends. Children who were bullied continuously for a certain period of time without getting any proper help would hurt themselves; in some severe cases, they might commit suicide or act against the society by assaulting other people to death. The children who were both bully and victim would have more serious mental and behavioral problems than other groups. They tended to have behavioral problems like Oppositional Defiant Disorder and Conduct Disorder. Obviously, violence in school seemed to increase in Thailand and other countries. For Thailand, there was no clear statistic or data regarding this cyberbullying problems and it was an important issue for Thai government to solve urgently (Supawadee Charoenwanich, 2017).

4.1.3 Internet or online gambling: thousands of Thai children and youth entered internet gambling. Although this was a low rate comparing to other types of gambling but increasing internet use via cheaper and more available devices such as personal computers, tablets, and smart phones allowed children in Bangkok and metropolis to access online gambling easily (Wimontip Musikapan, 2013). Many studies pointed out that gambling was a risky behavior children and youth involved first. They tried gambling before drinking alcohol, using drugs, or having inappropriate sexual activities (Volberg et al., 2010, as cited in Teerarat Wongthana-anake, 2017)

For Thailand, Nuannoi Trirat (2017), a scholar in economic and outlaw business, Chulalongkorn University, commented that:

Nobody knows how many children gamble online. It is difficult to control online gambling because these websites intended to provide borderless services. They can be accessed any place, any time, and easy to use everywhere. Up until now, many related entities have been cooperating to arrest gambling websites continuously. However, there is legal limitation since there is no clear and specific laws for online gambling. Moreover, the web servers are not in Thailand; this makes it very difficult to arrest the perpetrators.

Nuannoi Trirat (2017) simultaneously suggested some solutions:

We have to start with building up strength of the population sector. We must raise social awareness of this problem and invite the society to monitor and watch out for the situation. At the same time, other related sectors must seriously collaborate and develop effective policies and solutions, and the laws should be revised to be able to deal with the current situation. The punishment should fit to the criminal acts and there should be more legal prescriptions that specifically protect children and youth in order to prevent the children from online gambling. These must be done before online gambling turns to be a common matter and a part of Thai life.

4.1.4 Online games: a study compared average time youth (15-24 years old) spent playing games online revealed that Thai youth, in comparison with youth in other 4 Asian countries with more advanced technology than Thailand, namely Singapore (59.4%), Hong Kong (56.0%), China (46.0%), and South Korea (43.2%), spent longest time playing games online (60.7%). They spent the remaining 2 hours creatively such as finding information for education, learning, listening to news and updates, or running e-commerce business. Playing games for a long time would have adverse effects on Thai youth in terms of studying problem, stress, unstable emotions

and mentality, and poor development. It also created risk for online gambling addiction.

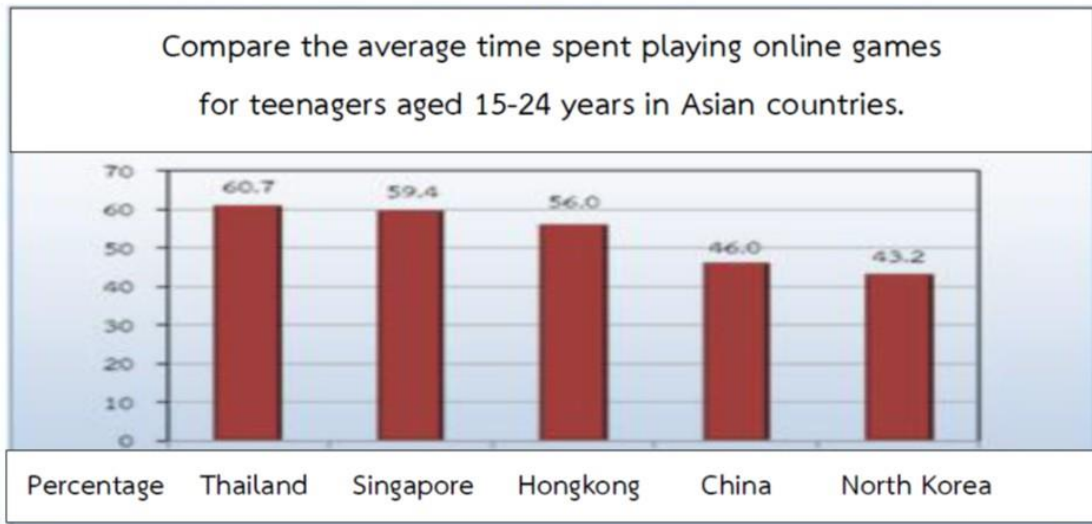


Figure 4.1 Average Time Thai Youth Spent Playing Games Online in 2008

Source: National Statistical Office, 2017.

A Thai children internet use behaviors survey conducted in 2011 found out that 65.4% of 15-24 years old Thai youth used internet for playing and download games. They tended to use internet for this purpose more and more and rather than using it for reading news, downloading movies or music, watching TV or video, listening to radio, or emailing National Statistical Office (2011).

Department of Mental Health (2013) found out that 2.5 out of 18 million Thai children were addicted to gaming, the number increased by 4.4% from 2012 and tended to increase even further. This was critical situation because most of these children hoped to be e-sport professional while a chance of becoming e-sport superstar was as low as 0.00007%. Moreover, teenagers tended to have violent behaviors because they imitated behaviors in games, and they also had risk to access gambling games as well. Teenagers aged 15 to 24 demonstrated extreme symptoms of gaming addiction and parents had to take them to psychologists urgently. These children immersed themselves in online gaming and craved to access the games. They

played longer than 2 hours and had withdrawal symptoms like being moody or fidgety, tantrum when being told to stop. The therapy would last for more than 2 years and there could be some psychological comorbidities such as Attention Deficit Hyperactivity Disorder, Oppositional Defiant Disorder, Anxiety, or Depression. Furthermore, lying, stealing money, gambling, and skipping school were also observed. Gaming addiction were mostly demonstrated by children aged 14-16 and the age tended to be younger; the youngest patient was only 5 years old (Department of Mental Health, 2013)

Office of the Permanent Secretary for Ministry of Public Health (HITAP, 2017) confirmed that gaming addiction affected Thai children's mental health and it was 1 out of 3 major problems in Thai society which had economic cost of more than 30 billion Baht. The data showed that each child had monthly gaming cost of 1,160 Baht. Since the children did not have any income, they had to use their parents' money and missed an opportunity to use such money for self development.

The risk patterns according to the study of Livingston and Haddon (2009) can be summarized into this below figure:

Risks	Child as recipient	Child as participant	Child as actor
<i>Commercial</i>	Advertising, spam, sponsorship 4.1.2	Tracking/harvesting personal information 4.1.2	Gambling, illegal downloads, hacking 4.1.3 4.1.4 4.1.2
<i>Aggressive</i>	Violent/gruesome/hateful content	Being bullied, harassed or stalked	Bullying or harassing another
<i>Sexual</i>	Pornographic/harmful sexual content 4.1.1	Meeting strangers, being groomed 4.1.1	Creating/uploading pornographic material 4.1.1
<i>Values</i>	Racist, biased info/ advice (e.g. drugs)	Self-harm, unwelcome persuasion	Providing advice e.g. suicide/pro-anorexia

Figure 4.2 Summary of Risks for Thai Children According to the Study Framework of Livingston and Haddon (2009)

Source: Livingston and Haddon, 2009, 2011.

It could be summarized that problem areas or risk patterns found in Thailand are: sexual threats (4.1.1), which is major and the most severe problem because the children could be actors, recipients, or participants. The second problem is practicing violence like cyberbullying (4.1.2) where the children can be actors, participants, or victims, and these roles can be switched between the actor and the victim, creating bullying cycle and bullying chain. For online gambling (4.1.3) and online gaming (4.1.4), the children are actors of the risky acts related to commercial that can harm themselves like gambling or violent gaming addictions.

The results of this study will benefit governmental sector for understanding the conditions, causes, and severity of the problems, so that an effective policy can be formulated. With these results, the policy will be straighter to the point, more up-to-date, and more effective. For example: in case where children are actors, the solutions should be changing their behaviors, educating them to understand the situations and have internet literacy. These can be done through various activities or programs in schools with the collaboration of parents, schools, communities, and industrial sector. In case the children are recipients of harmful sexual or pornographic content, then the policy implementation guideline should emphasize how to prevent the harmful content by monitoring, filtering, production controlling, or blocking the content. Furthermore, the study results found out that some internet risks lacked clear information and statistic, and were not recognized by those who implement child protection policy. These risks include violent, hateful, racist, or bias content, suicide, and fault advises like valuing thin (Anorexia) or white-skin people. These problems are very harmful and serious for Thai children and will increase their severity further, if there are no prevention and correction in the early stage.

According to this study, the causes and necessities for formulating child protection internet policy can be summarised as follows:

- 1) Problem Identification

Internet harms and risks to children can occur simultaneously along with the internet use. This is a dark side of internet that affects children's security and weakens the thinking ability, intelligence, physical and mental health of the children. Policy problems were obvious in 2002 because there were incidents, for instance, widespread of inappropriate and harmful content on the internet, children selling the

weapons of online games in the offline world, physical assaults, or robbing a taxi driver and killing him just to imitate a game scene. Such incidents happen easily to children because of their nature. Children are ready to adopt new things quickly and sensitive for enticement but lack resistance and self-control. As a result, the problems became more serious in both qualitative and quantitative aspects.

Because of these issues, the government under the lead of Taksin Shinawatra and NGOs had proposed 8 draft legislations concerning 2 major topics: “child protection law” and “children and youth safety support and protection law” to the parliament in 2003. As a result, the Child Protection Act B.E. 2546 (2003) had been issued and remaining effective until now. However, this Act does not cover child protection in the online world; so, the problems emerge and accumulate continuously. Some harms like pornography, online gambling, and gaming addiction are recognized and obvious in Thai society. On the contrary, a serious issue that is recognized worldwide like cyberbullying is still a child play for Thai people. It is not regarded as a social dimension and relationship between individuals in terms of “child violence” and “imbalance of power”. If there is no correcting or preventing measures against cyberbullying, children may absorb violence that will adversely affects their thinking, intelligence, and emotions. Moreover, grooming, sex dating, or child exploitation in the cyber world happen and come into spotlight often but are not considered as public problems.

2) Problem Awareness of the Government

In 2015, General Prayut Chan-ocha, the Prime Minister, had received many complaints from parents regarding ineffective internet use of children and youth which created problematic behaviors and impaired their academic performance. Therefore, on 30th June 2015, he assigned Ministry of Social Development and Human Security and Ministry of Education to develop a measure to deal with improper internet use of children and youth. The formulation of this public policy had an elite model, which the policy was issued with top-down approach based on government leader’s satisfaction and value that mainly focused on satisfying political stream. At that time, parents, families, related parties, and the public were very unsatisfied with the way the government deal with children in the online world. These people did not have a chance to contribute to the policy formulation process but they

had to accept the effects of the policy. Those who implemented the policy were actually low-level public officers. Such condition was a normal practice of Thailand at that time, when the ruling system was incomplete democratic.

Although there were some efforts from governmental agencies and child right organizations including the National Assembly of Child and Youth Development 2015, suggestions from the 26th Child Rights Stage, the Health Assembly 2011, the 31rd conference of National Human Rights Commission of Thailand, and the Child Protection Network; there was not enough driving force in terms of policy stream according to the Stream and Window Model proposed by Kingdon (1984). Moreover, policy arrangement was emerged from the institutional agenda, which mechanism of the state, the government, or the authorities regarded as “something to attend to” rather than “system agenda” or “society’s public policy problem” that the society perceived as a problem to be solved according to Cobb and Elder (as cited in Jumpol Nimpanich, 2009).

Consequently, the Prime Minister’s order resulted in Child and Youth Internet Use Promotion and Protection Strategy B.E. 2560 (2017), which did not reflect problem issues and actual needs of the stakeholders but only help to gain some political popularity from the public and aligned with the Prime Minister’s mindset that the responsibility of people’s happiness is in the hands of the leading group, not the people. Nevertheless, these policy and strategy were not totally against the public but actually a concrete starting point of dealing with the internet harms and risks for Thai children.

3) Drives from international organizations and NGOs

International and private development organizations were main driving force that urged the Thai government to issue child online protection policy under the agreement of with the United Nations (UN). The United Nations International Children's Emergency Fund (UNICEF) found out that the International Telecommunication Union (ITU) played an important role in reviewing policy problems that concerned telecommunication and determination of international rules. Their major achievement included the establishments of IWF

In 2008, the International Telecommunication Union (ITU) established the Child Online Protection Project under the agreement of the member states and

relevant parties to promote the collaboration between the member states at a global level to protect online children around the world. ITU was a leading entity that provide legal and technical guidelines for related organizations and procedures. The members consisted of the industrial sector, and various world-class agencies and organizations including INTERPOL, UNODC, ECPAT, Microsoft, etc. The NGOs that worked on the policy together with the Thai government included Path2Health Foundation, Internet Foundation for the Development of Thailand, Children and Youth Network, CARE Thailand, Health Media Hub (Children and Youth Media Institute), Semathai Marionette Arts for Social Foundation, Foundation for Child Development, Change Fusion Foundation, Thailand Youth Institute, CRC Coalition Thailand, and Family Network for Media Monitoring and Creation.

4.2 Implementation and Effects of Internet Policy for Child Online Protection

The study of the implementation of internet policy for child online protection considered overview of the implementation at one area in the whole country.

4.2.1 The Overall Policy Implementation

This level contained 2 procedures which are transforming policy into plans, programs, and projects; and operation and adoption of applicable agencies and local authorities. This level has details as follows:

4.2.1.1 Function assignment: Internet first came to Thailand in 1987 and was mostly used in universities and public agencies. At that time, Thailand's National Electronics and Computer Technology Centre (NECTEC), under the National Science and Technology Development Agency, Ministry of Science and Technology initiated and was assigned by the government to be responsible at the policy level. Thereafter, in 1992, under the government of Anand Panyarachun, there was a change in telecommunication policy because of the establishment of the National Information Technology Committee (NITC) or the “National IT Committee”. According to the Regulations of the Office of the Prime Minister on Information Technology Development Promotion B.E. 2535 (1992), NITC was

assigned the authority and functions as an organization that provided policy advises and national information technology development plan in compliance with the policy of the Council of Ministers at that time. Such policy encouraged widespread use of ICT, emphasized infrastructure and IT human resources development, promoted research and development as well as manufacturing, services, and application of ITC in Thailand, and governed the whole internet facilities for the first time. The committee had the Prime Minister as a chairman and the Director of NECTEC as a committee and a secretary. With this order, NECTEC have been playing an important role as a policy maker and the entity that implements ICT and internet development policy up until now.

In 2002, the Ministry of Information Communications Technology (MICT) was founded and assigned the responsibility of ICT policy implementation. In practice, this Ministry still needed support from NECTEC personnel as in-official operators until the ICT 2010 Policy (B.E. 2544-2553) was established under Thailand ICT Master plan 2 B.E. 2552-2556 (2009-2013). This time, the Council of Ministers agreed that MICT should officially involve NECTEC in the policy implementation instead of just involving some individuals. The Thailand Digital Economy and Society Development Plan was issued on 5 April 2016 is the collaboration between MICT and NECTEC, while the Child and Youth Internet Use Promotion and Protection Strategy, B.E. 2560-2564 (2017-2021) shall be implemented by the Department of Children and Youth, Ministry of Social Development and Human Security, and Minister of Education (Department of Children and Youth, 2016).

4.2.1.2 Policy implementation: In the pioneer era of internet (1987-1999), Thailand did not have any policies, laws, or measures to protect child from internet use at all. According to the study, NECTEC was responsible for policy making and implementing, and supported the government with these issues by using the “Information Technology Policy Framework 1 (IT2000), B.E. 2539-2543 (1996-2000)”, issued on 28 February 1996 under the government of Banhan Sinlapa-acha, as a plan. Apart from adopting the top-down approach of the government, NECTEC would also act as the policy implementer at the same time. As a result, the dark side of internet use among children emerged for the first time in 1997. Back then, the government did not realize the problem issues, aware of the incident, nor has a clear

policy at all. Therefore, the policy implementation could not address any solutions at the beginning since there was also no solid policy implementation process for problem solving, as Srida Tanta-athipanich (2017) quoted that:

At that time, I worked for NECTEC and the National Science and Technology Development Agency (NSTDA) required me to clarify the issue that virgin American boy and girl would broadcast their first live sex on the internet because they perceived it as something beautiful. That shocked the Thai government badly and the government commanded NECTEC to block this live broadcast. This revealed that the government and NSTDA management did not understand that the gateway for such live broadcast is at the Communications Authority of Thailand (CAT) and the blocking must be done at CAT. However, no matter how it blocks, the connection is still possible and will cause other problems such as children abilities to differentiate good and bad things, media literacy, and parental control. After that, the government started to realize negative side of the internet or harmful content

The policy implementation assessment of IT2000 plan by MICT revealed that the major problem is that the operators in Minister, Bureau, and Department levels had no clear understanding about the importance and degree of policy or plan. So, they interpreted and implemented the policy at their own discretion. As a result, the directions of policy implementation were not aligned. Many entities understood that it was a cabinet resolution which approved the plan as a guideline for IT use across the governmental offices. Then a Ministry had subsequently developed an IT master plan already and there was also another entity working on such plan. And if Thailand ICT Master plan was only used for uniting different Departments and Offices, then IT2000 Policy would serve as a government tool to improve efficiency and effectiveness of IT use only, not a policy or a plan that covers all aspect (MICT, 2011).

The policy implementation assessment suggested that, in 10 years, external factors would start to have more influence on the policy process than before, especially variables related to IT, treaty, and international agreements such as

Information Technology Agreement (ITA), Basic Telecommunications Agreement (BTA), Telecommunications Services Agreement (TSA), and many more. Such agreements would influence the related policies and master plans of a developing country like Thailand. Thailand and its Thailand's neighborhood countries as well as ASEAN countries had policies and plans for developing competitive potential by using IT as a foundation (NECTEC, 2001).

The second era of policy implementation was an era of internet control by an independent governmental agency (2000-2010). This era had 2 major milestones. The first one was the first issue of Child Protection Act in 2003 under the government of Taksin Shinawatra, which responded to the social need at that time and complied with guidelines of the National Economic and Social Development Plan and also the United Nations Convention on the Rights of the Child. The second one was the founding of the Ministry of Digital Economy and Society (MICT) on 3 October 2002. MICT was expected to be responsible for specifically control and define IT and internet policy, and also control the operations of TOT and CAT, the major internet and telecommunication service providers. The society expected MICT to be "middle person" to deal with inappropriate or lese majesty content on the internet because there was no agency with direct responsibility at that time. Also, Thai society started to realize the harms from internet use to children and there was no laws to deal with harmful content such as pornography, copyright violation, online gambling, illegal product or exaggerated advertising, etc. So, the policy implementation was just to adopt similar laws such as Criminal Code, Pornographic Materials Distribution and Trading Suppression Act, B.E. 2471 (1928), Tape and Television Materials Control Act, B.E. 2530 (1987), and Gambling Act, B.E. 2478 (1935) *mutatis mutandis*. Since these laws were relatively old, the policy implementation could not solve the problems and was not up-to-date enough for fast-paced internet crimes.

Although the Thai internet policy function had transferred from NECTEC to MICT, but the people who really made the policy were still NECTEC people. As Duangdao Kiatpisansakul (2017) mentioned about the transformation of policy to ICT (internet) plan by MICT since the Ministry was founded in 2002 that:

The first ICT plan was created by NECTEC. When MICT was established in 2002, Dr. Poo (Kasitorn Pooparadai) of NECTEC had been the plan maker until the Thailand Digital Economy and Society Development Plan (2016) was developed by Dr. Sasithorn. For the law revision, the Law Office (of MICT) is responsible for that but the law proposal is the responsibility of the Electronic Transactions Development Agency (ETDA)

Kasitorn Pooparadai (2017), the ICT policy maker of MICT, had explained the policy implementation approach of Thailand in the initial period that:

When working at NECTEC under NSTDA, I have been a secretary and also ICT policy maker of Thailand up until now (2017). The main concept of IT2000 plan aims at 3 main aspects, which are establishing communication infrastructure in terms of quantity and coverage; human resources development by using IT to improve people and schools such as Schoolnet Project and Software Park Project; and the last one is to govern IT use in public sector. However, this plan does not mention much about the industry and there is nothing about the children at all.

The objectives of the Thai ICT policy in the pioneer and second eras had still been infrastructure development and internet use promotion. However, it did not take social, economic, and technological change factors into account since these factors could also benefit or hinder the policy implementation as well. The harmful and risky situations had accumulated their severity continuously, especially internet crime (Ministry of Information and Communication Technology, 2009) and the fast spreading of pornography and child pornography on the internet, which were the results of digitalization of the society.

Wanchai Chandam (2017), an education technology specialist from the Office of Basic Education Policy and Plan (OBEC), had described the Ministry of Education's implementation of the internet policy for child online protection that:

Everyone thinks about how to make computer available for all children without concerning about what to do to secure the children. When the internet is available, we want to exploit the technology but we do not concern about the security at all.

The Eighth National Economic and Social Development Plan, B.E. 2540-2544 (1997-2001) focused and stressed on “human development or human-oriented development” to balance the development of the economy and the society (Office of the National Economic and Social Development, 2017). Therefore, the transformation of such concept into promotion policy or plan for ICT use in children should consider child protection aspect, too. Regarding this issue, Kasitorn Pooparadai (2017) explained in the interview about MICT’s concept implementation that:

These 5 strategies emerged from taking major issues into account, which had an idea from Dr. Pichet Durongkaweroj who used to work for NECTEC and was also an outsourced expert that helped the National Broadcasting and Telecommunication Commission (NBTC) with policy making. (The policy concept did not come directly from NECTEC alone.) I was a coordinator. The task had been split among 7 people. The social strategy was called e-Society and focused on digital divide. But I am not sure if it included internet problems for children or not. But I think that it was not an issue at that time.

The NECTEC’s policy process had the objective that focused on economic development since the beginning without covering social aspect. Moreover, the policy implementers were ICT experts who did not recognize or concern about internet threats and risks for children. They did not see it as an important issue of policy problem; and this contrasted to the implementation of the Office of the National Economic and Social Development Council’s plan which was already aware of social development and focused on balancing it with the economic development. This started with the Eighth National Economic and Social Development Plan, B.E. 2540-2544 (1997-2001) that focused on human development and positioned human at the

centre of the development. The formulation of this plan had more bottom-up approach, in the other words, it listened to people's voice. As a result, this policy was created from the contribution of all sectors and aligned with the National Economic and Social Development Plan (Voravan Palikamin, 2017) and the Government Administration Plan, B.E. 2548-2551 (2005-2008) that emphasized human and social development and adaption of changes of dynamic world. Although national policy did not mention any details about child protection, but there was some awareness of developing the society, human, and weak population.

The study of the policy implementation of this second era found out that there were 125 cabinet resolutions related to IC development from 1 January 2002 to 31 July 2005, but there was only one cabinet resolution that concerned child protection in the online world. This cabinet resolution was issued on 1 April 2003 and named "Immoral or Illegal Websites Control", and the implementing agencies were MICT and related agencies. These agencies proceed by inspecting, controlling, and banning immoral and illegal websites published in Thailand, and then established NECTEC just for following up with the tasks including IT security, educating people about IT security, arranging trainings and seminars for internet users, and organizing IT incident reports.

MICT's policy implementation also had a project that protected children, families, society, and school, named Cybercop. Its target group was primary, secondary, and high school children and one of its objective was to support and promote children in monitoring and reporting incidents through MICT websites so that the access of such incidents could be suppressed. Its other objectives included educating children and lecturers from various institutes about inappropriate content that violated the Section 112 of the Criminal Code, supporting volunteer networks, and operations of the Cyber Police in Technology Crime Suppression Division (TCSD) such as Ja Hoog (Police Sergeant Major Hoog) Teaches Children Project, patrolling of online games shops and internet cafés project, internet patrol officer training project, and Digital Literacy Project for people to have enough knowledge about internet use.

Although many agencies implemented the management of internet policy for child protection according to their roles and functions, such social policy

required integration and coordination of various agencies such as, NECTEC, MICT and its sub-agencies, NBTC, Royal Thai Police, Ministry of Social Development and Human Security, Ministry of Education, and Ministry of Culture. These agencies had their own approaches and procedures which overlapped with each other, so some operations lacked integrity of ICT plan and clear coordinating mechanism to implement the policy, and the overall ICT management was still inefficient. These deficiencies were caused by independent operations of these agencies that were not aligned. Some operations were conducted repeatedly by several agencies and some were ignored by all, especially the internet content control by both MICT and NBTC, and the budget allocation that aligned with problems and obstruction. These issues resulted in scattered policy implementation without any responsible party to control the implementation, lacking of following up and assessment systems (Ministry of Information and Communication Technology, 2009)

It can be said that the overall policy implementation is unable to achieve the objective of child online protection in all dimension, lacks mechanism and standardized measures to create tangible operations that align with the policy.

The resources are the key factor to determine the success of internet policy for child protection. When the policy aimed at developing economic structure, the policy implementation projects and activities would also focus on that issue as Srida Tanta-athipanich (2017) criticized about the implementation of internet policy for child protection that:

MICT's policy only focuses on the economy; the development plans and strategies just emphasize the economy. Of course, our country is developing, so we value "money" and GDP as important matters. We need money to develop the country so we overlook the social aspect. We think, if we have money, we can spend it to develop something else (society) later.

The third era of policy implementation is the current era that uses the laws to control everything (2007-2020). The severity of internet threats affecting children had been increasing since 2007 and endangering Thai society. The threats included cybercrime and copyright infringement that occurred more often and easier,

people started to have social deviance, violation and exploitation of personal data, and child access to pornographic content that was more often to occur and more difficult to prevent (Ministry of Information and Communication Technology, 2009).

At that time, MICT dealt with these problems by operating through the Technology Use Control and Inspection Office to appoint Cyber Inspector. The Cyber Inspector was responsible for preventing and dealing with internet crime. It received crime reports and blocked illegal, inappropriate, pornographic, lese majesty, or harmful-to-the-nation content by only requesting the internet providers to delete such content or data without having any legal authority to block such harmful websites directly. Until 2007, the government has issued the Commission of an Offence relating to Computer Act, B.E. 2550 (2007) based on the European Council's Convention on Cybercrime issued in 2001 that stressed on the crime committed on computer system. Nevertheless, the content of this law did not cover child online protection and there was no relevant laws that suggested preventive or corrective measures. The Child Protection Act, B.E. 2546 (2003) only covered general aspects such as support, welfare protection, and development and recovery of children without any specific child online protection aspect. Each related agencies including MICT, Ministry of Social Development and Human Security, Ministry of Culture, Ministry of Education, and Royal Thai Police worked independently according to their functions and authorities without solid operations. They worked passively rather than proactively, lacked integrity, and were slow to respond to the problems.

In this era, after the declaration of Thai Constitution in 2007, an ancillary law, the Act on the Organization to Assign Radio frequency and to Regulate the Broadcasting and Telecommunications Services, B.E. 2553 (2010), was issued and had the National Broadcasting and Telecommunication Commission (NBTC) to issue rules and control internet services. Moreover, the Section 52 of this Act demanded that "the Broadcasting, and Telecommunications Research and Development Fund for the Public Interest" must be established within the Office of the NBTC with an objective to provide the community with services that promote and support media literacy and IT ability. On the other hand, MICT would be responsible for formulating overall national ICT policy with an objective to develop economy and society. However, these operations were not integrated and collaborated with each

other although some tasks were overlapping. As a result, the policy implementation was carried out independently. When there were cyber harms and risks for children, it was questioning which agency should be responsible. The Department of Children and Youth only protects children physically and mentally (offline), so there was a gap in policy implementation. Although the Office of the NBTC is the regulator that controls and supervises internet service providers (ISPs) and has been a member of the International Telecommunication Union (ITU) since 1883, King Rama V reign which is committed to the international agreement of Child Online Protection since 2003, it does not act as a host to transform the child protection concepts or suggestions into policy implementation framework for issuing proper measures. This issue reflects in the explanation of Prawit Leesathapornwongsa (2017), NBTC committee, regarding functions and limitations of NBTC:

NBTC is responsible for regulating internet service providers (ISPs) through related licensing law and ensuring that services are available and accessible for everyone by focusing on the public interest. We emphasize freedom aspect, good quality and affordable internet services but we have nothing to do with the internet content and have no responsibility for the social aspect. If there should be one, it would be listening to public voice but this is actually the responsibility of MICT according to the Computer Act. For other services like Line, Wechat, Wego, or Youtube, there is no law that gives authority to NBTC directly. This is the case where laws do not cover or there is no law for it, it is not just a gap in a law. One critical online children problem is where a child is lured by someone he met online.

This interview showed that NBTC positioned itself as an organization that controls, regulates, and issues rules for licensing or a so-called “regulator” only, but not as a key to implement internet child protection policy. Therefore, there were many measures for those who need licenses such as telecommunication service providers (both local and mobile phones) and internet service providers to comply with according to the guidelines and instructions of ITU regarding child online protection. Such measures included determining conditions for license approval,

minimum practices, creating motivation for service providers in terms of tax or fee reduction, etc. NBTC's policy implementation rather focused on expanding and promoting internet accessibility and providing affordable and quality internet service. On the contrary, the Section 52 of the Act on the Organization to Assign Radio frequency and to Regulate the Broadcasting and Telecommunications Services, B.E. 2553 (2010) demanded to establish "the Broadcasting, and Telecommunications Research and Development Fund for the Public Interest", in which one objective was to promote and support ICT and media literacy for disabled, elderly, or underprivileged people but children and youth were still excluded. This Act also appointed NBTC to support the operation of the "Thai Media Fund", which had a responsibility to protect children in a narrower dimension than usual global practice. In the other words, it solely focused on development and publishing of quality media to promote good learning abilities and good behaviors of children and youth. The study results showed that NBTC was confused with policy implementation and lacking understanding about relationship between policy objectives, action plans, active projects, and assigning operation to a related agency. Moreover, NBTC had a view that MICT should be responsible for internet child protection as defined by the laws. According the authority and function, each agency has its own roles but child protection work has more detailed tasks that require integrity and collaboration of all related peers in both public and private sectors, which should work together with a common goal.

The summary of major policy and policy implementation for protecting children from internet harms and threats is presented in Table 4.2.

Table 4.2 The Major Policy and Policy Implementation for Protecting Children from Internet Risks and Harms

Operations	Details
<p>1) Government’s development of laws, policies, strategies, and measures for promote and protect children online.</p>	<p>1.1 The First Telecommunication Services Master plan, B.E. 2545-2559 (2002-2016) focuses on developing telecommunication services, reducing IT accessibility gap, enhancing life quality, and developing efficient and fair system and mechanism for consumer protection.</p> <p>1.2 The Child Protection Act, B.E. 2546 (2003) protects children physically and mentally, focuses on children interests, prevents children from being tortured or becoming a victim of illegal exploitation, and improves and promotes the collaboration between public and private sectors.</p> <p>1.3 The Thai Media Fund promotes and supports safe and creative media development as well as media literacy of children, youth, and families, and monitors harmful and negative media content.</p> <p>1.4 The Commission of an Offence relating to Computer Act, B.E. 2550 (2007) prevents and suppresses computer offences such as publishing pornographic or false content that causes damage to economy, society, and security of the nation.</p> <p>1.5 The National Children and Youth Development Act, B.E. 2550 (2007) and its Revision (No. 2), B.E. 2560 (2017) provide guideline for promoting children and youth development and solving issues that may impact children and youth.</p> <p>1.6 The Regulations of the Office of the Prime Minister on Information Technology Development Promotion, B.E. 2535 (1992) defines operational mechanism for safe and creative media development that is tangible and able to achieve the goals.</p>

Table 4.2 (Continued)

Operations	Details
<p>1) Government’s development of laws, policies, strategies, and measures for promote and protect children online.</p>	<p>1.7 The Resolution of the National Assembly of Child and Youth Development, 2015 about “Media Literacy of Child and Youth” has 3 main topics: 1) Governmental strategy and measure development, 2) Mechanism and network development for protecting online child and youth, and 3) Building media literacy and awareness for people.</p> <p>1.8 The 9th Resolution of the 5th National Health Assembly, 2015 suggested 24-hour children environmental management for Thai children and IT, collaboration of many agencies to develop safe and creative IT media use for all children and youth, and update of media law that contains a mechanism for following up progress of the children and IT policy implementation.</p> <p>1.9 The Criminal Code added child pornography as a specific offence.</p> <p>1.10 The Commission of an Offence relating to Computer Act, No. 2, B.E. 2550 (2007), prescribed new offences and revised existing offences, defined penalty, improved procedures and principles for data blocking and deletion, and appointed a comparison commission.</p> <p>1.11 The 20 Years National Strategic Framework, 2017-2032 focuses on development under fast-paced movement of the global culture in the digital era. The 3rd Strategy stresses on developing and building human capabilities so that Thai people and society become strong foundation of the country. The 4th Strategy creates social opportunity and equality to accelerate the development opportunity and security distribution.</p>

Table 4.2 (Continued)

Operations	Details
1) Government’s development of laws, policies, strategies, and measures for promote and protect child online.	1.12 The twelfth National Economic and Social Development Plan, B.E. 2560-2564 (2017-2021) regards “human as a centre of development” and develops human to be completed, disciplined, eager to learn, knowledgeable, skilled, and creative. The 1 st Strategy is about building and developing foundation of human. It mentions that foreign cultures come to Thailand through digital media but Thai people are not able to filter and adopt such cultures properly. Therefore, the plan focuses on building strong foundation for human development, starting with toddlers; so that they have skills, knowledge, and adapting ability based on strong society. The key performance indicator No. indicates that Thai people will have international standard education and self-learning ability. The performance indicator No. 3.2 aims at increasing creative internet use by promoting social media use for educating Thai people about their roles, rights, and duties.
2) Collaborative mechanism and networking between public, private, business, and social sectors to prevent and solve internet content and media literacy problems.	2.1 The record of collaborative work to set up Cyber Scout by the Ministry of Digital Economy and Society (MDES) and schools. 2.2 The creation of www.healthygamer.net by the Ministry of Culture and Faculty of Medicine, Siriraj Hospital to educate media literacy as well as to prevent and solve gaming addiction in children. This website serves as a knowledge source for gaming addiction evaluation and prevention as well as child care method.

Table 4.2 (Continued)

Operations	Details
2) Collaborative mechanism and networking between public, private, business, and social sectors to prevent and solve internet content and media literacy problems.	<p>2.3 The development of teacher mainstays to use IT media safely and creatively by the Ministry of Education, Internet Foundation for the Development of Thailand, and Thai Health Promotion Foundation.</p> <p>2.4 The development of teacher and student mainstays about media literacy by Healthy Media Hub and Internet Foundation for the Development of Thailand.</p> <p>2.5 The development of knowledge sharing network in state agencies to prevent and reduce effects of online gambling to children by the Information Center for Gambling Control Policy, National Health Foundation.</p> <p>2.6 The youth network telecommunication consumer protection by the Office of the National Broadcasting and Telecommunications Commission (NBTC).</p> <p>2.7 The IT community learning center by MDES.</p> <p>2.8 The National Operation Center for Safe and Creative Media, Hotline 1765 by the Ministry of Culture.</p>

Table 4.2 (Continued)

Operations	Details
2) Collaborative mechanism and networking between public, private, business, and social sectors to prevent and solve internet content and media literacy problems.	2.9 Harmful and illegal content such as pornography, child violation, human trafficking, and online gambling can be reported to public and private agencies such as www.thaihotline.org of the Internet Foundation for the Development of Thailand and Hotline of the Technology Crime Suppression Division.

Source: Department of Children and Youth, 2017, pp. 2-8.

When the situation became more severe in 2015, the Ministry of Social Development and Human Security was under pressure of the government that received complaints from parents, schools, network assembly, and many other private international development organizations. Therefore, General Prayut Chan-ocha, the Prime Minister, assigned Ministry of Social Development and Human Security, MICT, Ministry of Education, Ministry of Justice, and Royal Thai Police to formulate policies and measures for solving internet problems in children that were creating behavioral problems and worsening academic performance of the children. At that time, there was Pokemon Fever in Nakhon Ratchasima Province. Children and youth hunted for Pokemon monsters in many places and got injured. Therefore, the Prime Minister ordered NBTC and MICT to find a preventive solution and stressed that Thailand had no law to deal with this and they must study the cases from other countries. A solution could be defining safe playable areas (Thaich8.com, 2017).

Internationally, child molestation, sexual exploitation, and child pornography are considered as offences or crimes related to human trafficking, and the whole world is very serious about this. In 2015, Thailand was under pressure from the USA's Trafficking in Persons (TIP) Report ranking that reported human trafficking problems in different countries. According to this report, Thailand was classified as Tier 3 or the lowest level. Consequently, the government had to rush on policy implementation so that the overall image of the country could be remedied. In order to enhance the efficiency of prevention and suppression human trafficking and cyber child violation in Thailand that the USA was so attentive about at that time, the Section 287 of the Criminal Code had been revised that a possession of child pornography for one's own or other's sexual satisfaction including selling, distributing, producing, keeping, importing, and exporting of child pornography shall be considered as an offence. This Section has been effective since December 2015.

One important operation of the Royal Thai Police, as an entity that enforces laws, was the establishment of the Thailand Internet Crimes Against Children (TICAC) Task Force on 8 January 2016. This Task Force was led by Police Lieutenant General Thammasak Witcharaya with authority to investigate, inspect, and arrest the culprit in child molestation and child pornography publishing cases. The function also included coordinating both domestic and international operations

between private development organizations that were responsible for solving internet child molestation and public and private sectors. This Task Force had 80 police officers that were selected from around Thailand and was divided to 5 operation teams. There was also a directive function to support these teams but there was no significant results yet.

The Department of Children and Youth had assessed the results of the government's child online protection policy implementation and found out that Thailand had been working on promoting and protecting children and youth in online media. Laws, policies, strategies, measures, operations, projects, and activities were issued or created with contributions of various peers. However, there was no common goal for preventing and solving internet use problems. Furthermore, the recent laws did not cover certain types of offence and certain issues such as online gambling, cyberbullying, and protection of personal data. The assessment also revealed that Thailand was advanced in legal compliance, people complied with professional ethical standard and guideline for producing creative programs or media for children and youth. However, there was small number of research or education about children and online media; most of the time, there were just some surveys about online behaviors. The disadvantage was that there was no study about effects of online media use in children by age groups. Although many agencies established projects or activities for raising awareness or developing children potential, but they were still unable to initiate a social-level project to cover education and training for all related parties and expand such project to all target groups, especially families, schools, and communities, which were the closest mechanism to the children (Department of Children and Youth, 2016).

The General Prayut Chan-ocha's order resulted in the first establishment of strategies and policies for promoting and protecting children and youth in internet use in Thailand, according to the Strategic Plan, B.E. 2560-2564 (2017-2021), the justifications and necessities for establishing this plan were:

It is crucial to develop Thai children and youth to have media literacy and skills to be able to understand, analyze, assess, choose, and use the right media

from the internet safely and efficiently. This is to build a good immunity for children and youth, and to protect them from new internet threats.

Moreover, the Ministry of Social Development and Human Security was assigned to establish the “Center for the Promotion, Promotion and Protection of Children and Youths in the Use of Online Media” as a main agency to act on urgent cases related to protection of children and youth in online media use. It worked with related agencies, organizations, and networks with an objective to build a mechanism for integrated operation with shared common direction as a main driver. Moreover, this Center studied, created, and suggested guideline for revision of laws, policies, measures, and systematic mechanism for protection children and youth in online media use, developing safe and creative media for children and youth by focusing on contributing approach, remedying affected children and youth, as well as promoting research and development, and sustainable application of knowledge, innovation, safe and creative database, and online media. Furthermore, this Centre also developed mechanism and network to educate children and youth to have awareness, understanding, and ability to use media efficiently and safely; and educate adults relating to children or media about public responsibility, media literacy, and children and youth protection.

The anticipated output of this strategy is: In 2021, Thai society will have a rigid mechanism for promotion and protection children and youth in online media use. Children and youth will have knowledge, immunity, media literacy, and ability to use online media safely and creatively, and can live happily in the diverse society. Therefore, the child online protection policy implementation shall be carried out under these 5 strategies:

Strategy 1: Developing united and efficient mechanism and network by establishing “Subcommittee for Promotion and Protection of Children and Youth in the Use of Online Media” under the National Committee for Children and Youth Development Promotion, establishing a coordination center, an independent committee to follow up and assess strategy implementation, promoting collaborative and integrated operations of social networks, defining standards and guidelines for agencies related to child online protection, linking Hotline and Helpline, developing

standard of procedure (SOP) of child protection system, and developing international cooperative schemes.

Strategy 2: Establishing child protection system and remedy for children and youth by these measures:

1) Developing and revising laws to be up-to-date, creating rules, regulations, or laws that cover child protection against cyberbullying and harmful content, personal data protection, and other aspects to comply with international standards.

2) Enforcing related laws and regulations by creating and developing a mechanism that laws can be enforced, designing a tool for time, access, and usage controls in compliance with the laws, revising operation manuals for all officers, and requiring proprietors to provide basic information of users for law enforcement.

3) Promoting morality by prescribing penalties for proprietors that produce or provide inappropriate content for each age group, defining legal measures to encourage proprietors and ISPs to share responsibilities regarding child rights in internet use and elimination of child violence on internet, and establishing guideline or measure for proprietors' self regulation

4) Supporting, protecting, and remedying children by establishing a support system for children who are actors, providing medical and mental supports, helping children with self-problem-solving, bringing (problematic but already cured) children back to the society, defining preventive measure to prevent repetition of offence, integrating investigation process and custody for child victim during the legal procedure, and establishing monitoring system in the community to help internet child victims like Hotline.

Strategy 3: Developing knowledge and research by defining media literacy as a main subject in knowledge development and research at a national level (an example can be a study of media impact), sourcing fund for research, and promoting knowledge application.

Strategy 4: Enhancing the potential of children, youth, and their surrounding people by creating coordination centers, learning activities, educating public officers and proprietors to understand the their roles and responsibilities

holistically, educating media producers and proprietors to realize about child protection, encouraging children to create useful media, developing consulting system, and promoting the contribution of children mainstays.

Strategy 5: Building awareness, promoting creative and safe media production, encouraging the media to realize the severity of child violence on the internet, and building monitoring mechanism to promote learning and child protection.

The policy implementation according to the Promotion and Protection of Children and Youths in the Use of Online Media, B.E.2560-2564 (2017-2021) guideline is implemented in integration with the National Children and Youth Development Plan B.E.2560-2564 (2017-2021) and other related plans under the linked strategies. To drive the strategies, the “Subcommittee for Promotion and Protection of Children and Youths in the Use of Online Media” was established under the National Committee for Children and Youth Development Promotion, with the Prime Minister or Deputy Prime Minister as a President. This Subcommittee is responsible for proposing policy and instructions for revising laws, regulations, and requirements related to child online protection, while the Council of Ministers appointed Coordinating Center acts as a centre for driving strategies and integrating operations of related agencies, as portrayed in Figure 4.3.

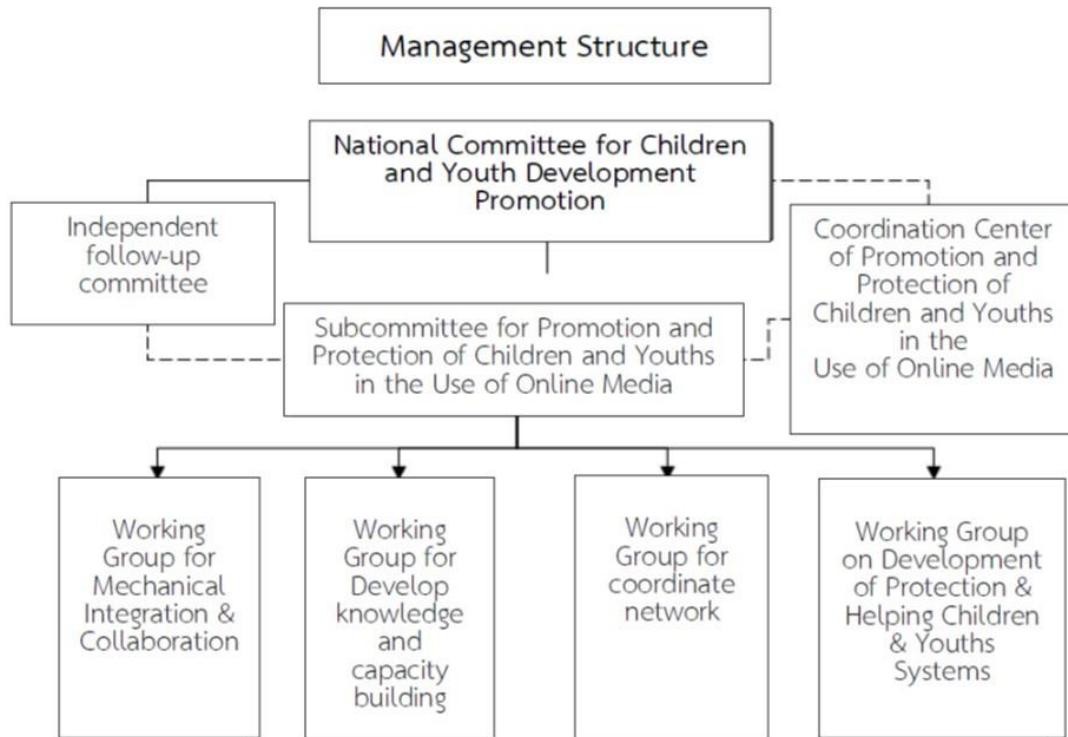


Figure 4.3 Organigram of Child Protection Management, B.E. 2560-2564 (2017-2021)

Source: Department of Children and Youth, 2016, p. 20.

To implement the policy, the Department of Children and Youth had defined projects and activities to be conducted in 2-year period as follows:

Table 4.3 Examples of Projects and Activities According to Promotion and Protection of Children and Youths in the Use of Online Media Strategies in 2-Year Period (2017-2018)

Strategy 1: Developing United and Efficient Mechanism and Network					
No	Project Name	Goal	Activity	Target Groups	Main Unit/ Year of Operation
1	Personnel Capacity Development Project of Strategic Drive Coordination Center	Personnel have skills in promoting and protecting children using online media and being able to manage the center efficiently.	- Knowledge Training - Plan for project management - Training - Plan for knowledge management	Personnel working at the center	Coordination Center /2017
2	The Integration of Strategic Driving Partnership Project	Integration of all sectors to drive the strategy	- Do MOU in implementation - Support & Promote the operations of the subcommittee and working group.	Related agencies and organizations	Coordination Center/2017
3	Monitoring & Evaluation of Center Operation Project	Develop and improve the operations of the center	- Hiring an independent evaluation & follow-up consultant	Related agencies and organizations	Coordination Center /2017-2018

Table 4.3 (Continued)

Strategy 1: Developing United and Efficient Mechanism and Network					
No	Project Name	Goal	Activity	Target Groups	Main Unit/ Year of Operation
			- Follow up & evaluate the overall operation of all working groups.		
Strategy 2: Establishing Child Protection System and Remedy for Children and Youth					
1	Review project to improve the online child protection law	-To have additional child protection issues in Child Protection & related law	- Study research papers - Meeting all sectors related to online media	-Academic -Lawyers - Children agency - Online media related agencies	Department of Children and Youth /2017
2	Project to develop a Manual for online media child protection guideline for staff and child leaders	There are courses / manuals / guidelines for child protection.	- Study research papers - Meeting all sectors related to online media - Compile draft of Manual /Guidelines	-Children agency -Academic - Children Network	Department of Children and Youth /2017

Table 4.3 (Continued)

Strategy 2: Establishing Child Protection System and Remedy for Children and Youth					
No	Project Name	Goal	Activity	Target Groups	Main Unit/ Year of Operation
3	Training project on providing knowledge about Manual /Guidelines to related parties& Law enforcement	-Children are aware of the media and use online media safely and creatively. - Staff are knowledgeable and able to use in their operations.	-Training& Seminar -Workshop	-Children - Staff of Children agency - General public	Coordination Center /2017-2018
Strategy 3: Developing Knowledge and Research					
1	Online Teaching Elder Brother Project	-Children use online media creatively and with benefit. -Create love and unity between children.	-Create a Web board In social media for teaching, tutoring education ,guidance exchange life experiences and knowledge.	-Children in the school system -Youth	MDES/2017-2018

Table 4.3 (Continued)

Strategy 3: Developing Knowledge and Research					
No	Project Name	Goal	Activity	Target Groups	Main Unit/ Year of Operation
		-Volunteerism a giver and reciprocity helping one another.			
2	Internet Safety Development Project For children under 13 years	- Explore the access & use of online media in content at risk for children.	- Coordinate the target school, schedule the survey - Training for data collection officers - Travel to collect data & Explain a questionnaire - Analyze results & Discussion	-Target schools	- National Health Commission--- Research Center for Safety and Child Injury Prevention /2017
Strategy 4: Enhancing the Potential of Children, Youth, and their Surrounding People					
1	The ASEAN Cyber Kids Camp Project	-Children are knowledgeable in using ICT	- Support children to understand and use ICT properly. - Reinforce creativity and application	- Children youth & student in ASEAN community	MDES/2017-2019

Table 4.3 (Continued)

Strategy 4: Enhancing the Potential of Children, Youth, and their Surrounding People					
No	Project Name	Goal	Activity	Target Groups	Main Unit/ Year of Operation
		- Reducing the learning gap between urban and rural children.	- Organize training for children in ASEAN to promote good attitudes.		
2	The Adapted Teacher Project	- Develop a tool of teaching knowledge for teachers	- Collect knowledge of Media Information & Digital Literacy - Training for knowledge about teaching and media creation - Create a social network for teachers online "Puntip Teacher"	- Teacher in Target schools	- Office of the Basic Education Commission (OBEC) - Local government organization /2017
3	The Cyber Scout Project	- Being a role model for using the internet appropriately	Online community in the public sector as a driving force to create good online communities	- Teacher Student & Children	MDES /2017

Table 4.3 (Continued)

Strategy 4: Enhancing the Potential of Children, Youth, and their Surrounding People						
No	Project Name	Goal	Activity	Target Groups	Main Unit/ Year of Operation	
		- Surveillance and take care of risks and harm in				
		- Being a social network for the public sector				
Strategy 5: Building Awareness						
1	Communication project for online media literacy in the target group	The target group has knowledge and online media literacy.	- Create appropriate media. - Establish and manage the data warehouse to support network communication. - Create a database for monitoring and evaluating public communication operations.	- Teacher & Communication worker	Ministry of Social Development & Human Security/2017-2018	
2	Project to support the network of children and youth	Children have the knowledge and ability to	- Training to provide knowledge and enhance online media production skills	- Children - Online media entrepreneur	- Department of Children and Youth - MDES/2017-2018	

Table 4.3 (Continued)

Strategy 5: Building Awareness					
No	Project Name	Goal	Activity	Target Groups	Main Unit/ Year of Operation
	to produce creative media	create online media creatively.	- Make MOU between the media network and the public media.		
3	Public communication project to enhance knowledge about child online protection	- Organize a public communication forum for enhancing knowledge and understanding. - Make recommendations from the public communication forums. To enhance knowledge and understanding	- Organize public communication platform 3 times - Drafting the recommendations of Internet Governance and protection of children from online media	-Online media entrepreneur -Communication worker	- MDES - ETDA/2017

Source: Department of Children and Youth, 2017, pp. 27-43.

4.2.1.3 Operations and acceptance of related agencies: In the beginning, internet use was not popular among children and the technology was still not advanced; therefore, policy implementation focused on supporting and promoting widespread of ICT use. In 1995, the Internet School Project was initiated by NECTEC and that year was considered “the year of Thai IT”. There was also a pilot project to implement the IT2000 policy and educate school-level personnel about IT knowledge. Later, this pilot project changed its name to “SchoolNet Thailand”, it aimed at reducing inequality of learning opportunity and it had an excellent performance. According to the UN’s Human Development Report 2001 and APEC New Economy Report 2001, the policy implementation was proceed with the self-governing approach through educating, building skills, and building IT literacy by collaboration between parents and children via projects and activities, for example, Thaiparent.net was established to provide knowledge, ask and answer questions, and publish useful information.

After the founding of MICT in 2002, child online protection was carried out through the Technology Use Control and Inspection Office by appointing Cyber Inspector to prevent, investigate, and suppress internet crime. The operation focused on receiving incident report and blocking illegal or inappropriate websites with pornography, lese majesty, or harmful content. The report could be submitted by sending an email to 1212@mict.mail.go.th or calling Hotline 1212. Then MICT, Ministry of Culture, Ministry of Education, Ministry of Justice, National Intelligence Agency, and Royal Thai Police would work together on blocking access of such websites. One of the major operations in the government of Taksin Shinawatra was to issue a policy regarding suppression of pornography and all kind of harmful media for children, and internet content control. As a result, www.thaicypcop.com (recently closed down by unknown reason) was established to serve as a centre for the public to report any clues, pornography production locations, and all vices and it allowed the public to contribute in inappropriate website elimination. Policy implementation procedure started with officer found out about an offence and then sent the culprit’s name to MICT to proceed further; at the same time, the Centre sent a written request to the respective internet service provider to delete such content within 3 days; and if the internet service provider failed to do so, it and the owner of master server would

be guilty according to the Section 287 of the Criminal Code. As a result, Ragnarok website was blocked for the first time in Thailand in 2002 because children sold the weapons of online games in the offline world and ended up in a physical fight. This incident was in the news. After that, more and more children got addicted to online games, and there was a case that a child imitated a behavior in the games, and he robbed and stabbed a taxi driver to death.

The Office of Film and Video, Ministry of Culture, also implemented the policy by controlling and inspecting games shops and preventing illegal acts such as allowing underage children to enter, opening for longer hours, allowing children to play games for too long, etc. However, there was no law that authorized officers in charge or the court to directly close down a website, so these entities could only request internet usage data or cooperation from internet service providers. At the same time, the internet incidents about children still continued to increase.

The operation of the Royal Thai Police before 2007 tried to block, control, and rate the websites instead of issuing a law about cyber offence. The collaborative operation between the Royal Thai Police, MICT, and CAT that used laws, measure, or other indirect methods revealed continuously increasing websites blocking and, instead of children's security, politics was the main reason for website shutdown (Ramasutra, 2013). So, those shut down or blocked websites contained political content, not harmful content for children, because the political movement against Taksin Shinawatra during 2005-2006 used internet as a tool to criticize and oppose the government widely.

The Education's policy implementation revealed that there was no clear plan or policy about online child protection. There was no content filtering in schools, no building awareness for children, no education about media literacy, and also no cyberbullying prevention and correction. According to the statistic of national budget allocation, the Ministry of Education received a biggest sum of amount of the whole national expenditure budget. However, such budget was spent on educational staff's salaries and facilities (buildings, equipment, computers, etc.), and was allocated to the children only 2 Baht per child (Sak-iam, 2017; Insrikrai, 2017).

Wimontip Musikapan (2017) criticized obstructions for policy formulation, integrity, and budget as follows:

Child online protection policy for Thai children is perceived as nonsense, just something written on a paper without any action. I question how much of the budget will be allocated for the children? Can anyone tell me? In other countries, this question can be answered, even clearly, that how much each level (of related parties) will get (portion of the budget) from the national budget. For our country, when the budget is allocated to the Ministry already according to the laws then it disappears. It is impossible to plan anything and we have no clue how things go. We spend huge sum of money on education but we only care about uniform, hairstyle, constructing new roads or new buildings, buying new computers, but we do not spend on human at all. Therefore, we cannot wait for the government to act because the government is a Red Tape (needlessly time-consuming procedure). Many issues cannot wait, and the future of the children can also not wait (stressed).

Protecting online children effectively required cooperation of various state agencies, education institutes, and private organizations. However, the policy implementation lacked cooperation and acceptance of those related entities. NBTC saw that policy implementation had nothing to do with them and was responsibility of the other agency. The Royal Thai Police regarded policy problem as a deferrable matter which was not a violent crime that harmful for the society. So, the policy implementation's objectives and direction had been changed. Moreover, lack of systematic cooperation with industry sector like telephone and internet providers, and private development organizations, made policy implementation problematic and obstructive.

4.2.2 Policy Implementation of Locality and Other Organizations

Before issuing the Child and Youth Internet Use Promotion and Protection Strategy, B.E. 2560-2564 (2017-2021), there was no clear and continuous actions of local agencies that adopted the policy. However, there were some outcomes of policy implementation:

Thai Health Promotion Foundation has been communicating and campaigning for the effects of online gambling on children through campaigning work and media

since 2009. Thai Health Promotion Foundation supports local communities with online gambling problem solving and provides the provincial governors with policy support for dealing with such problems, especially in school areas.

For NGOs' works, Sodsri Saritwong Foundation started to implement social and public policies in 2013 to reduce gambling problems under a project called "Knowledge Management for Driving Gambling-Free Society". This project gathered and synthesized 17 knowledge sets and developed 5 policy suggestions, which were online gambling, gambling via SMS, gambling on football match result, online lottery, and lottery income management. Also, the knowledge learned from these gambling-free communities had been summarized into 23 knowledge sets. Moreover, there were public communication patterns development to enhance contribution and also social driven projects as well as public policy to reduce gambling problems, expand knowledge, and clarify the policy.

Academically, these was an effort from Faculty of Economics, Chulalongkorn University, to establish the Center for Gambling Studies (CGS) for studying about knowledge building and management under social, economic, political, and cultural context of Thailand, and providing local authorities with knowledge to drive the mechanism of gambling controlling measures.

Furthermore, there were Stop-Gambling Campaign Network with a slogan "modern children do not gamble", and Family Network Foundation that has been active on organizing campaign about effects of gambling in Thai society since 2010 (Wimontip Musikapan, 2013).

Gaming addicting in children became a serious threat for Thai children and was finally recognized by the government. In 2013, MICT and the Ministry of Culture started to cooperate with local authorities to deal with problems emerged from children's gaming addiction. There were many continuous and newly initiated projects and solutions. There was a "Cultural Context Creation Project" for solving gaming and drug addiction problems in Children in Kamphaeng Phet Province in 2013. This project intended to survey and assess life costs of children and youth in a pilot area and to use the result as a driving force for collaboration of all related parties and as information for formulating plan and strategy to culturally develop children and solve their problems. Moreover, there was also a "White Game Shops Project"

organized by the Office of Film and Video, Ministry of Culture altogether with local communities and private sector to select quality game shops that safe and creative for children. This project also built good relationship with the game shop owners to act as a network to monitor and prevent harms for children. Additionally, the Institute of Adolescent Mental Health Rajanagarindra Institute (CAMRI) also established a Center for Preventing and Solving Gaming Addiction Problems in Children to provide more service accessibility options and solutions for people by integrating all related parties (Wimontip Musikapan, 2013).

Furthermore, both public and private sectors implementing policy started to be aware of the problems and proceed on policy implementation according to their own roles as follows:

1) The suggestions from the 26th Child Rights Stage recommended “the government and related agency to promote media literacy in children and youth”.

2) The National Health Assembly, 2011 suggested 24-hour children environmental management for Thai children and IT by requesting a collaboration of the Ministry of Social Development and Human Security as well as related agencies, organizations, and networks to monitor, oversee, support, and prevent and solve problems through creative IT learning process for children and youth.

3) The 31st conference of National Human Rights Commission of Thailand emphasized on developing and enforcing laws about investigation and proceeding of child sexual exploitation and online child molestation cases.

4) The meeting and collaboration with the network to raise “Children and Media” issues and the study of focus group of the National Health Assembly.

5) Total Access Communication Public Company Limited (DTAC) established the Safe Internet Project since 2014 to solve cyberbullying in target group of 7-16 years old children. This project found out that this target group exposed to online risks from the content and interaction with other people. They could become victims of commercial and advertising, and they spent too much time on the online devices.

6) The Plan International Organization established an international project called “Because I am a Girl (BIAAG)” during 2013-2018 by working with Chiang Rai Provincial Administrative Organization and Chiang Rai Rajabhat

University to encourage girls around the world to be able to get an education and learn necessary skills about life, as well as to have media literacy and know cyber threats and risks.

The process of policy implementation is that after the strategies are determined, each province receives and reviews the strategies, then transforms them into annual action plans for provincial and local levels, and such plan will then be implemented according to the strategic goals. The action plans indicate activities in accordance with those 5 strategies, objectives, time frame, responsible persons, budgets, and key performance indicators. Each province creates action plans based on its current problematic situations and changing local context. There is also a central organization that integrates all related parties to support the provinces with plan making, capability development, and resources allocation to solve problems efficiently.

4.3 Effectiveness of the Internet Policy Implementation for Child Online Protection

Since the objective of policy implementation focuses the effectiveness, it is necessary to study about its success or failure in order to be able to answer whether the policy problem can be solved or not. If not, what can be done to make the policy successful? There are many criteria for policy assessment and each criterion has its own focus and is not perfect. As mentioned in Chapter 2, the researcher had determined 2 criteria for assessing the effectiveness of child online protection policy implementation because they were suitable for the assessment of the policy.

1) The First Criterion: Outputs

Outputs could assess policy implementation effectiveness by considering these questions: Had child online protection mission been completed and provided results according to defined objectives? Does the statistic show decrease of internet harms to children or remain static? Do the results of survey show that there are less internet risks for Thai children? Are the results of policy implementation affecting any stakeholder's satisfaction? Can the policy solve the problem correctly and is it up-to-date? How did the policy solve the problems? After answering these questions, then it

was to consider if the answers contained a preventive measure like establishing Internet Safety Program for children, parents, schools, teachers, communities, society, officers, and other related peers to raise awareness and literacy of internet threats and risks and build immunity efficiently.

2) The Second Criterion: Adequacy

Adequacy considered the policy completion in policy implementation if there was any measure to prevent threats and risks that met the international standards like UNICEF, ITU, or other minimum international standards by adapting such policy to suit socioeconomic and technological condition of Thailand, for examples: issuing a law to punish child offence, having a responsible agency to implement policy, providing remedy for victims and child actors, having child-friendly justice procedure, and defining roles and responsibilities of industry sector. These activities can be conducted by using UNICEF's WePROTECT Model as a standard to define adequacy according to international standard. Many developed countries adopted this model as a guideline for child online protection policy implementation.

The effectiveness of policy implementation has following details:

4.3.1 Outputs

According to the study of internet policies in Thailand from 1987, the first internet use in Thailand, to 2017, there had been no internet policy to protect children from general internet use (UNICEF, 2016). However, the child online protection policy was only an insignificant part of various plans, action plans, and projects of MICT or MDES, or being specified in a law or its revision. The ICT2020 Plan (2011-2020), Strategy 1 with a topic of infrastructure and security development contained details about MICT effort to propose a "child and youth protection against internet harms" law but this plan was revoked because of the political change. Until June 2015, the government of General Prayut Chan-ocha ordered the Ministry of Social Development and Human Security and the Ministry of Education to specifically create a policy "Strategy for Promotion and Protection of Children and Youth in the Use of Online Media, B.E. 2550-2564 (2007-2021)" that was implemented for the first time in 2017. Although there were many projects and activities but there was still no clear output definition. The reason might be that, prior to 2017, the government

had no directly responsible entity and specific policy for this matter. Therefore, there was nobody to follow-up, monitor, collect data, assess, and conduct internet threats and risks analysis; and there was also no related research or study (UNICEF, 2016) that could help with problem solving at all. Moreover, the related authorities which are MICT, MDES, Ministry of Social Development and Human Security, Ministry of Education, and Ministry of Culture lacked coordination, integrity, supporting mechanism, and cooperative. Therefore, the government's institutional structure, practices, and procedures should be changed, overall efficiency of governmental system should be improved, and the government should reduce their own roles by delegating the tasks to other entities (Digital Thailand Plan, MICT, 2016).

According to the ChildWatch's survey in 2012, 40% of Thai children accessed pornographic media sometimes or regularly, primary level children had easiest access to pornographic cartoons, and pornography consumption by children tended to increase and become more varied. The study by Thailand Development Research Institute (TDRI) about child sexual deception and molestation, world-class problem and a crime, found out that there was no specific statistic collection in Thailand about this child deception or abduction via social media. However, in 2009, the National Institute Development of Children and Families reported that there were 37 girl human trafficking victims from 663 cases that were committed via social network. According to Jidapa Meepien (2013), there were more than 500,000 dating or match making and commercial sex trading websites in Thailand. This number indicated the widespread of problems and easy access to children via the internet without any solid preventive measure from the government. There were still many child molestation cases that mostly committed by homosexual foreigners. The Children Safety Protection and Development Center of Pattaya (2017) reported the severity of Thai child molestation that over 700 suspects and offenders were running away and hiding in Pattaya and other areas. Especially in 2015, Thailand was classified as Tier 3 or the lowest level in prevention against human trafficking crime such as molestation and sexual exploitation, and child pornography. Since this issue was a major concern of the world and became more and more severe, the Royal Thai Police has to establish the "Thailand Internet Crimes Against Children (TICAC) Task Force to reduce the widespread of child pornography and pornographic media.

As a policy implementer, Kongdech Geesukpan (2017), children specialist from UNICEF, reflected on operation and satisfaction of policy implementer that:

Our justice system is not child-friendly. The main issue is to prevent children from repeating a crime. There are service centers to help sexually abused children but no statistic or any mechanism to support the children. Most of the time, parents have to take their child (to the court or related venue), there is nothing to support. Although there are things like Work Force and Help Line, but they lack integrity, there is only Hotline Center.

Moreover, there was no statistical data showing the number of children who gamble online and it was difficult to control online gambling access because of its borderless accessibility and availability (Nuannoi Trirat, 2017). The Center for Gambling Studies (CGS), Chulalongkorn University (2012) found out that the most popular gambling venue was actually gambling websites with the ration of 77%, followed by Facebook with 67.9%. Since these platforms were easy to use and understand, the number of online gambling children increased. In 2017, the number of children who were addicted to gambling increased by 4 million for all kind of gambling, this equaled 36.9% of the whole Thai children and youth. The study during 2012-2017 showed that children were surrounded by gambling and could be induced directly and indirectly to the gambling world.







At the same time, there was Internet Safety Program organized for children, schools, parents, teachers, and related peers. This program was established in 2011 by the government under the supervision of the Cyber Police Division (TCSD), Royal Thai Police, with a name “Ja Hoog (Police Sergeant Major Hoog) Teaches Children”. It provided training that lasted 1-2 days for children in secondary and high schools around Thailand. Nevertheless, this program did not collect any statistical data about participant details; it lacked continuity because of reallocation of related functions within the organization. Although there was a transition of work to the new operators, but these operators did not completely understand the policy or project’s objectives. For public sector, DTAC organized an activity related to Corporate Social Responsibility (CSR) called “Safe Internet” with an objective to support Thai children

in learning, building immunity, and becoming media literacy so that they are able to use internet safely and creatively. This project have been conducting in 10 pilot schools around Thailand since 2014 and focusing on preventing and solving cyberbullying problems. However, there had been no details about the training, statistical data of the participants, or project's post-evaluation.

According to the study results, it can be assumed that overall child online protection policy implementation is unable to achieve its objective because the statistic still shows the increasing number of problems, the stakeholders are still unsatisfied, and there is still no solid and continuous action plan for education or training about internet safety.

4.3.2 Adequacy

The adequacy of policy implementation was assessed by referring to the UNICEF EARRO's We Protect Model. According to the assessment of child online protection in countries of Asia-Pacific region in 2016, Thailand had this result:

Domains	Components	
	1. Leadership	
	2. Research, analysis and monitoring	
	3. Legislation	
	4. Dedicated law enforcement	
	5. Judiciary and prosecutors	
	6. Offender management process	
	7. Access to image databases	
	8. End-to-end support	
	9. Child protection workforce	
	10. Compensation, remedies and complaints	
	11. Child helpline	
	12. Reporting hotline	*
	13. Education programme	
	14. Child participation	
	15. Offender support systems	
	16. Notice and takedown procedures	
	17. Child sexual abuse and exploitation reporting	
	18. Innovative solution development	
	19. Corporate social responsibility	*
	20. Ethical and informed media reporting	
	21. Universal terminology	




	No information available or available information suggests significant gaps
	Partly established and/or in progress
	Largely established
*	Promising example

Figure 4.4 Thailand’s Assessment Result of Effectiveness of Child Online Protection Infrastructure in 2016

Source: Unicef Earro, 2016, p. 92.

According to the overall assessment, Thailand had 2 main strengths in terms of adequacy. 1) Support for child victims: there were good hotline supports, for examples: Child Line 1387 with international partnership, Prachabodi Call Center 1300 providing support in critical cases and operated by the Ministry of Social Development and Human Security, and other social support centers that could help both children and adults. And 2) Internet actions by industry sector: there was a procedure called “Child Sexual Abuse and Exploitation Reporting”. Also, there was legal measure which enforced industry sector to keep pornographic, sexual abusive,

and sexual exploitative data in the system for 90 days for legal investigation, and the law prescribed related ISPs to get penalty as well if they supported or acknowledged a crime. However, the policy implementation assessment showed that Thailand still lacked adequacy in these crucial issues:

1) Policy and Governance: There was no national-level research, problem analysis and monitoring, and threat and risk analysis, while the UN's Committee on the Rights of Child had already pushed Thailand to do so. Moreover, there was no effective and systematic data collection, so the data were scattered and limited. In terms of legislation, although Thailand already agreed to major international conventions but still reserved the rights in the Convention on the Rights of the Child (CRC), which was a practice done by only a few countries in this region. This finding agrees to Kongdech Geesukpan (2017) that:

Our country has no research about child online protection . The worst is, we do not collect any data about children and our data about child victims are so outdated. We just collected data from those who hospitalized in 2009 and 2012. The Department of Children and Youth should be responsible for this because it is about child protection, and the Ministry of Public Health should support. These agencies must integrate and work together, for example, to take care of offline abused children as well. Statistic must be collected from many different places at the same time, from hospitals and police offices, for instance. In some cases, after the victim was hospitalized, nobody reported the case to the police, and some cases were reported to the police but the victim did not go to the hospital. It is all possible.

Furthermore, there was no dedicated law for protecting children against cyberbullying, protecting personal data, and controlling illegal or harmful content. There was also no anti-grooming or anti-child-dating law. Orapin Sak-iam (2017) provided information about laws and measures for child protection in public sector that:

The Child Protection Act that have been existing since 2003 focuses on protection all children in Thailand. It is too generic about all kind of child protection but not specific at all. We do not take online child into account. Nowadays, we still have no dedicated laws for protecting children's personal data on the internet, child sexual exploitation, and cyberbullying. The Ministry of Education still does not have any child protection system such as online content filtering in schools. When consider the child online protection strategies, we are not a leading host because we work as a committee. We are just a center point.

2) Criminal Justice: Although the Royal Thai Police had specific agencies to suppress online crimes related to children, but these agencies were only located in Bangkok; therefore, it was inconvenient and difficult to investigate the cases in other provinces. Additionally, these agencies focused more on human trafficking. The relevant agencies such as the Department of Special Investigation (DSI), Hi-tech Crime, and MICT just worked according to their own roles and functions without any collaboration or supporting with each other. The study also found out that the law enforcement was still very ineffective and worsened by deficiency of public service resources. For the prosecutors and the courts, there was no information about their capacity or any legal personnel development to be able to offer child-friendly proceeding. Also, there was no positive result about the justice system and no child actor management or prevention for repetitive crime. This finding is agreed by Srida Tanta-athipanich (2017) that criticized about the public sector's scattered, inefficient, and ineffective policy implementation that:

There is no leading host (to implement policy), not at all. In fact, the leading host should be the Department of Children and Youth or any agency. Other countries already have this. Singapore has IDA to take care of online information and MDA to take of media, and not these 2 agencies are working together to control the media and its positive and negative effects, supervise and promote these online issues. Australia has ACMA to follow up with the world advance, how to educate parents about children and youth, what the

media should know, how to educate the society, and how much national budget to spend. For Thailand, we do thing in the way that each person does his work according to his function, we do not look at a holistic picture. Up until now, public sector never protected online children, but the private sector does. We see (child online protection) in foreign countries. Actually, the public sector must be to leader (in child online protection).

3) Societal sector: There was no proper remedy system for child actors and no information about treatment, psychological process, self-help, or any other systems to support child actors. Moreover, there was no education program about online child sexual abuse and exploitation. There was just an MICT's project that build awareness and provide knowledge about cyber safety called "Cyber Care Project" which organized activities for children, families, and teachers to reduce violence in online media. According to the recent follow-up, there was no continuous activities.

4) Media and communication sector: Even there was a child online protection law to forbid the media to broadcast news or information that could be harmful to a child's mentality, reputation, pride, or benefits, Thai media still broadcast news and information that violated child's privacy rights by exposing their personal data such as school name and home address. Moreover, the media still lack alignment of terminology.

In comparison to the other countries in the same region, Thailand had lower policy standard than the Philippines and Malaysia that were two most advanced countries in child online protection. The main problems for Thailand's policy implementation included lack of supporting mechanism for policy implementers and the operations were carried out separately by each organization without integrity, collaboration, or support between different organizations, resulting in scattered operations and unaligned working direction.

According to these two criteria, it can be summarized that the child online protection policy implementation in Thailand from 1987 to 2017 did not achieve the objective in both output and adequacy aspects.

4.4 Factors for Success or Failure of Child Online Protection Policy Implementation

The study collected and analyzed data from related documents and 18 interviewees to define factors that affected the results of child online protection policy implementation based on 7 factors from the conceptual framework of this research and the study found out these following details:

4.4.1 Policy's Clarity and Coverage

The success or failure of policy results indicates the capability of a policy, if the policy lacks clarity, the implementer will not know what and how to do. According to study of overall attributes of the online children protection policy, this policy was a social policy focusing on social aspect to control person's behaviours and define roles and functions of private sector for the benefits of the overall society (redistributive policies). Due to the fast-changing environment of internet technology, the public sector must update the policy content regularly by considering the related organizations, operators, and various stakeholders including parents, families, schools, communities, society, telecommunication industry, public sector, etc.

The child online protection (COP) policy was considered as a new matter in Thai society that started to be aware of the dark side of internet use around 2002. Orapin Sak-iam (2017) and Kongdech Geesukpan (2017) stated that before 2015, there was no direct or core policy. Many agencies were working separately on this issue but there was no agency dedicated for child online protection. In this topic, these following factors should also be considered:

4.4.1.1 Clarity of objective: the objective must be defined clearly to protect children from cyber threats and risks, it must emphasize management of policy and include building awareness of internet harms to children and support the suitable measures for children's needs. The objective should also focus on meeting society's expectations that the children would be safe from increasing threats and risks. The study of Thailand's policy formulation from 1987 to 2017 revealed that only limited entities like some public officers and technocrats from NECTEC formulated policy. Since these people were mostly IT and communication experts, the

IT policy in the early period (1987-2000) or IT2000 to IT2020 plan had objectives that rather focused on technical use of IT for developing the country economically and promoting internet and technology use in children rather than social prevention against the dark side of internet use as Wanchai Chandam (2017) stated that:

The policy of the Ministry of Education from 2006 to 2018 only focused on how to make computer available for every child but not on how to keep the children safe. Security was not mentioned in the policy at all. The Ministry of Education never analyzed the policy properly and cyber security is one of the least important issues.

4.4.1.2 Clarity of plan and project: indicates clarity of operations, practices, and procedures to achieve the policy's objectives. The study found out that Thailand's child online policy lacked clear plans and continuity between sequential plans or even within the same plan. Although there were some activities and projects, for example, MICT's Cyber Scout, but it still lacked objective clarity to regard children as center of activity and beneficial persons of policy implementation. In practice, the children were just "reporters" to report information concerning lese majestic and the government's security, not those who received education about internet literacy. As a result, these policies and plans were just political tools that did not even align with their goals and objectives. Moreover, after the policy had been implemented, there was no follow-up and evaluation and no support from related agencies as confirmed by the interview with Somsak Sawangkarn (2017):

There was "No Bully Project" in schools that schools worked with Path2Health Foundation because they realized the benefits and importance of this project. However, schools never reported anything to the Ministry of Education and the Ministry also did not care. There was also another project that conducted with MICT called "Cyber Scout", which had been active for many years. There was even a signed Memorandum of Understanding (MOU) between MICT and related agencies in Nakhon Nayok Province and that was

it. No updates, no follow-up, no idea if MICT would still proceed with the project or review it. It was quiet. Those operators (low level) also changed.

4.4.1.3 Policy coverage: the study results showed no mechanism for different organizations to support and collaborate with each other. As a result, policy makers lacked essential information to determine problem issues and formulated policies without true understanding of threats and risks causes. They even retracted problem pattern and identified that “content” on online media was one and only cause of problems in children. So these policies did not cover cyberspace that is more significant than just online media or internet and not cover every dimension of child behaviors as actor, victim, or both, in the cyberbullying cycle. An obvious evidence was the Child Online Protection Strategy B.E. 2550 (2007) that indicated the objective that this policy was for “promotion and protection of children and youth in the use of online media, development of safe and creative media, and provision of remedy for child and youth victims from online activities”. Srida Tanta-athipanch (2017) added a comment regarding the government’s policies that:

I have been working for 20 years and the only thing that MICT has done so far is to shutdown or block the websites. When it comes to security, they only care about virus or malware which are technical issues. The Ministry of Culture only cares about game shops or content that impacts Thai culture. I have never seen anyone doing any “child-centered” thing. Media literacy alone is not enough because it is too narrow; there are many other topics that require actions like cyberbullying, grooming, harassment, and more. But our laws (policy) do not cover.

According to Orapin Sak-iam (2017), Thailand perceived child online protection as protecting children from harmful media, while the United Nations perceived it as protecting children from violence. On the contrary, Chularat Weewirat (2017) from MICT had a different point of view:

No matter offline or online, we already have laws. If the children did not access the internet, nothing would happen. Good or bad media, if we did not connect (to the internet), nothing would happen, whether it is Facebook or Instagram.

The study results indicated that if the child online protection policy still had ambiguity and lacks coverage, the policy implementers and low level operators would interpret it based on their own perspective and deviate their practice away from the set direction to the goal. Also, the existing laws and the laws that the operators believed to exist were not adequate or comprehensive in both preventive and suppressive aspects. For example, there was no dedicated laws about these issues: child personal data protection, child protection against sexual predators, sexual dating, pornographic and harmful content access prevention, violent games, etc. Moreover, the existing laws could not be adjusted quickly enough to catch up with fast-changing technology and resulted in operational limitations. On top of that, the study found no revision on the existing laws at all since many years, for example, the Child Protection Act, B.E. 2546 (2003) has been enforcing for a long time. With revision and update, it could be a main law for protecting children both online and offline, and it could be easier and more practical to work on this particular law than issuing a new one.

The study found out that the policy content did not contain any preventive measure or substantial threats and risks identification and analysis, so the existing problems were not solved but happening continuously, accumulated, and neglected by responsible persons. Moreover, the content of policy also lacked contribution of people and society. While MICT and Ministry of Education were promoting internet use in children, the preventive measures such as content filtering at school and home or content blocking by ISPs were neglected. When considering the laws, the study found out that the existing internet policies lacked positive promotion to motivate and encourage private sector to adopt and implement the policies. For these reasons, the policies lacked coverage and relation to contextual content, goals, goals, applicable areas, activities, and time frame.

4.4.2 Capabilities of Implementing Agency

In the beginning phase of policy implementation, there was no directly responsible agency because the policy content contained ICT or internet issue, which was responsibilities of MICT and NBTC, and general child protection, which was under the control of the Department of Children and Youth (established in 2015) and the Ministry of Education. As a result, the policy and its practices lacked unity. The study results found out that prior to 2015, the Ministry of Social Development and Human Security had conflicts with cooperative agencies, so the Ministry lacked collaboration and support from those agencies. Sometimes, no agency would like to do a task and externalized it to the other. There was no significant meeting or consulting with the Ministry of Education, but there was just a meeting with MICT about making ICT plan. Moreover, the Ministry of Social Development and Human Security did not have any contribution in making child online protection (COP) plan at all. Orapin Sak-iam (2017) provided comment about the cooperation between public and private sectors before the existence of child online protection strategies that:

There are other agencies that have been working on this. As far as I see, the Ministry of Culture established White Game Shops Project and Safe and Creative Media Project according to Film and Video law but the online child issue was not mentioned. And the Ministry of Education had some projects and courses but I am not sure if they had any conference. I think the Ministry of Culture might be the host. Prior to the existence of child online protection strategies in 2016, the operation had no coordination. At that time, the problem was that each agency worked independently. For example, when it was about pornography, the issue would be reported to MICT or the Royal Thai Police. The process of removing child-harmful or illegal content from the internet was also time-consuming because it required court procedure. When we contacted the police, the police said that it was not a legal case yet. Then we tried to expedite the process. NBTC is responsible for controlling and supervising but they did not look into content issue. In the beginning, I thought that NBTC or MDES would be responsible for protecting child online. But in reality, it is not

like that. They have their own agenda that has nothing to do with child online protection , which is something much more than technical stuff. NBTC only focuses on technical issue but we are not technical expert and we do not look at it. Sometimes we do not know because we (capabilities and skills of personnel and organizations) cannot catch up.

Additionally, the study also found out that the Department of Children and Youth did not have sufficient human resources, quantitatively and qualitatively, and financial resource to work on the policy implementation. As a result, the solutions needed support and networking of both public and private sector including private development organizations, international organizations, schools, families, and child and youth council to proceed with the activities.

4.4.3 Front-line implementers

Low level operators influence and affect the policy results the most because they have to adopt the policy and act according to it. Basically, they need to accept the policy and have correct attitude, perception, and understanding about the policy content. Additionally, they need to have skills, knowledge, and abilities to transform the intricate policy into action plans or projects for child protection. Furthermore, these low level operators also need to make children to cooperate with preventive and suppressive measures as well. The study found out that teachers, as the closest persons to the children, played a critical role.

Srida Tanta-athipanich (2017) stated that internet technology developed and spread rapidly. In the past, teachers did not have knowledge and fell behind technology and changes, so it was recommended to implement the policy by creating preventive measure based on 4P guideline that included various preventing methods such as filtering, parenting control, or using monitor and evaluation (M&E). For police officers, as low level operators, albeit their full authority, they still lacked enough knowledge, expertise, and practical experience to deal with the problems. The study found out that police officers did not report the progress of child pornography proceedings and forwarded the cases to NGOs to provide supporting information for

investigation and arrest. So, it was not possible to determine if the policy implementation was successful or failed.

Somsak Sawangkarn (2017) mentioned about teachers' coordinating roles in "No Bully Project" and contribution in solving internet child problems as follows:

Teachers work together with mainstay high school students who help their friends and juniors by listening to their problems. If a problem is serious, they will transfer it to their homeroom teacher or guidance counsellor. Right now there are around 40 mainstay students and 30 mainstay teachers that play an essential role in solving cyberbullying problems. This project works together with Path2Health Foundation as well.

Kongdech Geesukpan (2017) stated that protecting child from becoming victims of online sexual exploitation was crucial because Thailand still did not have a dedicated law for child online protection as in the USA that had Children's Internet Protection Act (CIPA) or Children's Online Privacy Protection Act (COPPA). Moreover, there was problem with the low level juridical operators because the procedure had created "child-unfriendly justice system" without any measure to prevent children from repeating the same mistake. Furthermore, the help provided to online sexually abused children had unclear mechanism; in other words, if a child was sexually abused, the parents would take care of the problem without any help from responsible entities.

On the contrary, Wanchai Chandam (2017) stated that the Ministry of Education and teachers were not interested in protecting child online despite its importance. And the Ministry of Education also did not have any instruction or practical guideline for teachers. However, Chularat Weewirat (2017) from MICT had a different attitude towards the policy and its practices that the child online protection policy should be about illegal or inappropriate content control, and the child online protection should be responsibility of the Ministry of Education.

These comments reflected differences of perception, perspective, understanding, and attitude of low level operators from various public agencies towards the policy, which definitely differ their response to policy and the way they

work. As a result, they worked according to their own understanding and were not aligned with the set goals, and that led to failure of policy implementation.

4.4.4 Support from Locality, Private Sector, NGOs, and Stakeholders

Since policy implementation involved various entities in both public and private sectors, it was complicated to do so and lacking collaborative integrity. Moreover, it required support from stakeholders and local authorities to apply the central policy in provincial, district, and sub-district levels.

According to the study, supporting roles of external parties and stakeholders had strong influence on policy implementation. Especially, local government organizations that had their own discretion and budget to conduct activities about child online protection. The telecommunication industry, as a stakeholder directly affected by the policy, played an important role in cooperating with public sector to filter harmful content and report necessary issues to the government authority. The study found out that NGOs had been working on child online protection for a long time in various patterns and projects, whether with public sector or alone. However, it still lacked collaboration between NGOs and public sector as NGOs claimed that the public sector did not support them in policy implementation. So the projects or activities initiated by NGOs could not continue as Thawatchai Pasue (2017), the Project Leader of Path2Health Foundation commented that:

Public sector does not have obvious child online protection project. The Ministry of Education has a project called “Ad hoc Center for Student Protection and Support” that works on bullying in schools. It has been 3-4 years already but there is still no solid outcome. Private sector like the Plan International Organization and UNESCO followed up on this and reported to the government but the project does not make any progress because it lacks support from the government and the ministry. This requires more actions. Public sector must be responsible for their part of the project. If the result (of a project) is good and clear, the public sector has to work on it further and leverage it such as developing teachers. Up until now, public sector has not realized (about the problems) and perceived child online protection as NGOs’

job that they do not have to get involved. Public sector thinks that they have already done their job by providing sex education in school. But the issue is, it cannot be taught in the same old way.

According to the findings, telecommunication industry sector played a very important role in supporting policy that expected the internet service providers to have their own self-governing mechanism and provide industrial support to public sector. Until now, this expectation was still not met as Prawit Leesathapornwongsa (2017) explained that:

Internet control is a technological model we adopt from another country, so it is possible to the internet service providers to create their own self-governing mechanism. This should be done because NBTC cannot control all of them since it is a hard work with many details and not even NBTC's function. But the problem is, will these providers cooperate? Now there is still no industrial cooperation.

Moreover, Srida Tanta-athipanich (2017) added that there were many entities responsible for policy implementation. Private sector and private development organizations had been working on this for much longer time than public sector, even before public sector started to recognize problems. In order to implement the policy successfully, public sector should establish "Policy Coordination Center" to provide information and build awareness for children, parents, schools, and society. Public sector should also issue positive policy to motivate private sector to collaborate and provide information support to establish good cooperation.

4.4.5 Policy Resources

Resources affect policy implementation directly and indirectly. If there is a good and clear policy, without sufficient resources, the implementation would not be successful. Policy resources consist of financial resource, human resources as the main drivers, time, and other supporting tools.

According to the study of policy implementation, there was still no key actor from the government to drive the process. So, there was no progress and continuity. Moreover, there was no budget to proceed with the policies, plans, or strategies that required integration and coordination of many agencies. Money was required to build collaborative networks and proceed with all activities such as educating children, parents and teachers about media literacy, hotline to help with incidents, consulting, establishing internet filtering system, justice proceedings, etc. Srida Tanta-athipanich (2017) confirmed that it required huge amount of money to proceed with the Internet Safety Program in thousands schools around Thailand. So NGOs could only conduct this program in some sample schools only and let the Office of the Basic Education Commission continue with the other schools. This event indicated a policy problem that even the policy makers (e.g. the government, MICT, MDES) could not understand how policy should be implemented.

Orapin Sak-iam (2017) also added information about budget deficit:

The budget received from the government, if you ask if it is enough, I will answer that it is not. However, we have many partners such as international organizations and various funds to support our works. In case of the Ministry of Education, their portion of budget is really huge but they do not invest much in children because they spend it on equipment and salaries. When we (Children and Youth Protection Division) report anything about children, we have consideration so we do not mention about money. Out of the big budget, only two Baht (per child) was allocated to children.

According to the expenditure record of the Department of Children and Youth from 2014 to 2017, the budget allocated to this Department increased from 658 million Baht to 2,973 million Baht but the portion spent on their operations decreased from 43% to 30%. The record also revealed that the investment portion increased from 0.26% in 2014 to 16% in 2017. These numbers implied direct negative impact on the policy implementation. The further study into project details and activities showed no solid outcome in terms of child online protection at all.

These data corresponded to the assessment of the Thai government's budget allocation for child online protection that Kongdech Geesukpan (2017) stated that child protection was as vital as education promotion but the received budget was not even considered to spend on it and not aligned with the importance of the operations at all. He added:

The weakness (in policy implementation) is us (the government). We (the government) say, we care about children, but we allocated only 0.4% of the whole national budget to the Ministry of Social Development and Human Security; there are 20 ministries. It is obvious that we do not actually care. On the contrary, the Ministry of Education received big portion of the budget. For us, education is very important but child protection is also important.

Wimontip Musikapan (2017) also had similar opinions that the government's budget allocation did not reflect the necessity of policy implementation. As a result, policy could not be implemented, plan could not be carried out, and the whole policy implementation could not achieve its goal because no budget was allocated to child online protection but only to procurement and wages.

I question how much of the budget will be allocated for the children? Can anyone tell me? In other countries, this question can be answered, even clearly, that how much each level (of related parties) will get (portion of the budget) from the national budget. For our country, when the budget is allocated to the Ministry already according to the laws then it disappears. It is impossible to plan anything and we have no clue how things go. We spend huge sum of money on education but we only care about uniform, hairstyle, constructing new roads or new buildings, buying new computers, but we do not spend on human at all.

Financial or budgeting factor had direct impact on policy implementation and also indirectly affected the qualifications and capabilities of the implementers.

Insufficient budget could result in lower performance that would eventually lead to failure of policy implementation.

4.4.6 Technological and Socio-Economic Environment

Internet policy is ICT policy. In general, it is an adoption of technology, instructions, and rules from another country that owns the technology. Most of the time, the policy content is not suitable for a developing country like Thailand. So each country should find a specific policy that suits its context. Although Thailand has been adopting child online protection obligation from ITU since 2008, but never transformed such guideline into any practical action. Another problem was that the internet policy works were delegated to two agencies: MICT to manage and NBTC to control; so, internet policy for child online protection lacked unity and integration. Moreover, Thai constitution indicated that NBTC shall have authority according to a special law. As a result, NBTC's framework did not have to consider the internet policy of the technology owner that much as Prawit Leesathapornwongsa (2017) mentioned that:

NBTC cannot control all of them (internet) since it is a hard work with many details such as content control but this is not even NBTC's function.

The study found out that MICT created specific policies which were IT2000 and Digital Thailand plans, and implemented them with NECTEC. Both MICT and NECTEC did not adopt internet policy from and technology owner country or take technological environment into account. On the other hand, they just analyzed and indicated that the context of cyber threats changed all the time, so their policies focused on readiness to deal with these threats, improve people's security capability, and providing education and knowledge for self-protection. Cyber threat was mentioned in the Digital Development for Economy and Social Plan for the first time in 2016. It can be said that technological and socio-economic environment did not cause policy implementation failure directly.

4.4.7 Political Support for the Policy

As child online protection policy is a social policy, it is not in the top priority of the government and political leaders because it does not generate any income and it is very abstract. So, the child online protection policy is hard to implement and assess. Without sufficient support of public and private sectors as well as legal measures, and human and financial resources, the implementation would not be successful.

The above statement is confirmed by the study results: when the threats and risks on internet started to get more severe since 2002, the situation was only recognized by the society and private development organizations, while there was no involvement of the government at all. And if political situation changed often, it could also affect policy implementation continuity as well. Although ICT policy (IT2000 Plan) had been implemented since 1996, each government implemented it differently based on the political will of the government and leader, and political policies. For example, the government of Chuan Leekpai (1997) placed importance on child protection as stated in the government's declaration to the parliament that "we will accelerate the procedure of child protection law update".

According to the observation, the child online protection policy tended to be neglected when the government was facing political or economic problems. For example, IT2020 Plan was terminated after Yingluck Shinawatra's government by General Prayut Chan-ocha's government in 2014 and substituted by the "Thailand Digital Economy and Society Development Plan". As a result, policy implementation had no continuity and assessment.

This study found 2 more factors apart from the study framework in Chapter 3, which affected child online protection policy implementation. These 2 additional factors are:

4.4.8 Complexity of Policy Implementation

Child online policy implementation involved many agencies. The policy was created by NECTEC and then implemented by MICT with the cooperation of NBTC, an independent organization under the constitution, which managed and controlled telecommunication and internet activities. These 3 institutions played a main role as Thailand's policy maker. On the child protection side, the Department of Children and

Youth was the main agency working on policy implementation along with various stakeholders including Ministry of Education, Ministry of Culture, Ministry of Interior, Ministry of Public Health, Ministry of Justice, Royal Thai Police, children network, families, NGOs, private sector, as well as telecommunication and internet service providers. Since the bureaucratic system was too large and involving many agencies, and each agency managed the policy rather vertically than horizontally; the collaboration decreased, the decision making process was complicated, and the policy implantation was difficult. Each agency had its own authority, functions, and specific chain of command. Moreover, the acceptance, attitude, and expectation of policy varied among different agencies based on the benefits they might receive. Therefore, their operations focused only on their own objectives. So far, there was still no common goal for prevent and solve child problems (Department of Children and Youth, 2016)

In addition, it was very difficult to monitor, follow up, and control the policy implementation process. There was high chance for the policy to divert from its original intention or objective because sometimes the policy implementers added their own objectives into the policy; and this was obstacle for policy implementation. For example, to use internet content control law for political purpose rather than child protection.

Since there were so many policy implementers, there was also more interdependence. In fact, policy implementation should not be dependent (each agency should be able to carry it out successfully by itself without support from other agencies). If there should be interdependence, it should then be at minimum. Moreover, there was also coordination problem between agencies. All of these issues had adverse effects on policy implementation.

Orn-uma Ruekpiattanapipat (2017) agreed that:

There are many agencies involving in policy implementation. I have been to 10 meetings (with 10 different agencies) and each agency had its own direction, no overview; one agency, one direction. We want MICT to lead. We proposed MICT as a leader, not each agency does what it wants, and then nothing will happen.

The study found out that the policy implementers included both public and private sectors, which had different roles, functions, and practices. MICT's function was to make internet policy for Thailand and perceived child online protection policy as content control and child education. According to MICT, child online protection should be the Ministry of Education's responsibility. On the other hand, public sector like DTAC suggested that the policy implementation should focus on media literacy of children and families. It is obvious that each entity only focused on its own goal based on its perception and interpretation of the policy. There was still no common goal in preventing and solving child problems. As a result, the policy implementation did not align with the policy and generated no practical outcome. It also had no direction and the goal could be divert. And these issues eventually resulted in failure of policy implementation.

4.4.9 Communication and Coordination

Effective communication throughout the whole policy process and good coordination between organizations can only be accomplished by a harmonious management system without any conflicts in terms of policies, plans, and activities. In general, each individual agency and low level operator tend to have their own value, attitude, perspective, objective, and benefit. The study results found out that more communication was required in policy implementation since many parties were involved and the process itself was complicated. However, there was communication problem within the same organization and between different organizations. There was also lack of coordination with the telecommunication industry sector, internet service providers, and agencies of the Ministry of Justice such as DSI, the Royal Thai Police, and, especially, the court. Each agency worked according to its own roles without any collaboration with other agencies. As a result, the law enforcement was still ineffective and even got worse due to management deficiency.

The advantage of Thailand regarding child online protection was adequacy and readiness in 2 issues: 1) Great Hotline or Helpline support for child victims such as Child Line 1387 and Prachabodi Call Center 1300 (providing support in critical cases and operated by the Ministry of Social Development and Human Security), and 2) Good support from internet service provider such as report about child online

sexual abuse and child online exploitation, and storing data related to cybercrime for 90 days as prescribed by law.

Srida Tanta-athipanich (2017) had opinion about good coordination in policy implementation as follows:

Now we have subcommittee but it is just a mechanism. What we are waiting for is a “coordination center” that drives different state agencies such as MDES, Department of Children and Youth, and Ministry of Culture; or there must be a central agency to coordinate. This function might belong to Department of Children and Youth but it does not have to be here. If we want things to go faster, the agency could be changed in to a public company or a semi-private organization. This is an urgent matter, it cannot wait.

It can be summarized that policy implementation problems or obstacles were partially emerged from lack of operational integration and coordination point (focal point) between organizations. This finding agrees to the statement that one success factor for policy implementation is to have a leading host that is responsible for overseeing the overview of operations, so that different operations can cover every aspect of child protection because the task content is scattered into many agencies.

According to the analysis of factors relating to policy implementation, the failure factors for child online protection policy implementation can be concluded as the diagram below:

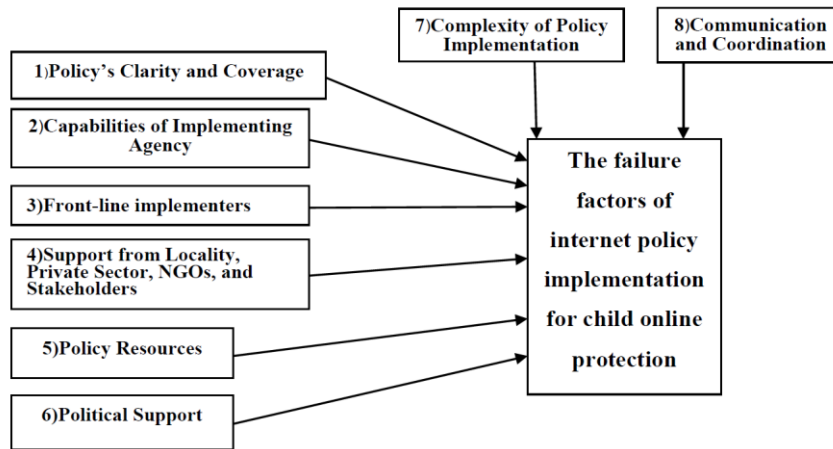


Figure 4.5 Failure Factors for Policy Implementation

Note: Translation: (1) Policy's clarity and coverage, (2) Capabilities of implementing agency, (3) Front-Line Implementers, (4) Support from locality, private sector, NGOs, and stakeholders, (5) Policy resources, (6) Political support for the policy, (7) Complexity of policy implementation, (8) Communication and coordination
Led to: Failure of child online protection policy implementation

The findings of this study reveals that policy implementation complexity and communication and coordination are 2 additional factors to 6 factors derived from the synthesis of theories, models, and related studies, which affect the failure of child online protection policy implementation. This findings agree with the study result of the International Telecommunication Union (ITU) about child online protection policy implementation that there were many stakeholders involving in the process (ITU, 2009). These stakeholders include public sector, law enforcement agencies, social organizations, internet and telephone service providers, teachers, parents, children, youth, NGOs, scholars, researchers, and internet café owners. Since many people are involved, the cooperation is complicated and difficult. Therefore, it requires effective communication. Another important issue is to have a Nation Focus to coordinate the operations and define work direction and mechanism for reporting the outcomes of the law enforcement. According to the study, communication can be classified into 4 main aspects:

1) Communication with children, parents, and teenagers: this agrees to the research of Lembrets (2012) that cyberbullying by photographs prevention policy implementation was successful because it focused on interaction between children groups in the real world, so the problem could be detected and prevented before it could happen. Monitoring children in the online world alone was not enough. It was necessary to communicate with the children directly, so a “secret consultant” was appointed in a school to listen to the children’s problems. Also, the study of Losenicky (2010) found out that efficient strategy between parents and teenagers could remind and prevent personal risks in the online world from sexual crime, data theft, and cyberbullying. Moreover, this result also agrees with the study of Livingston and Haddon (2009) as well.

2) Communication within an organization: this aligns with the study of Wiroj Senrum (2014) that communication had to be fast in 2 areas: within an organization and between different organizations, and the latter one always had problems.

3) Communication between organizations: the communication between policy makers, implementers, and stakeholders must be effective. This agrees to the studies by Kitti Bunnak (1993) and Chatchaya Asawaweeradech (2010), especially in the aspect of public communication to raise problem awareness and understading (UNICEF, 2016). In addition, Lantzy (2008) found out that promoting a community to be a “fundamental center” could raise awareness of the problems and enhance success of child online policy implementation. This center would serve as a community partnership, a model that was widely accepted in the United Kingdom. The study of Temchavala (2015) added that the organic agriculture policy implementation would not be successful without effective communication between organizations and information update. Both public and private sectors needed to communicate, coordinate, and collaborate with each other throughout the whole process of policy implementation.

4) Communication at international level: this agrees to the study of Smyth (2008) that wrong child pornographic content control policy implementation needed legal acts to amend. The key to success was to issue legal measures in regional, national, and international levels by means of communication at

international level, so that justice agencies could access INTERPOL's child pornography database or exchange information of the offenders.

The study results and general child protection model of UNICEF (2010) also confirmed that general child protection system was not solitude but collaborating with other systems such as educational, health, and psychological systems. So, the child online protection tasks involved many organizations in the same context. The failure of child online protection policy implementation mostly emerged from lack of collaboration, coordination, and integration between different agencies with different functions, delay in operations, and no cooperation from private sector regarding data provision and website blocking. This finding was confirmed by the study of Bancha Lipsathirakit (2006) and Bempah (2012) that the more stakeholders, the clearer the policy content should be and the more adequacy the policy should have in terms of available resources. Therefore, good and clear policy content is important. The failure of policy implementation was also caused by bureaucratic system's long chain of command in budget distribution as well.

CHAPTER 5

CONCLUSIONS, DISCUSSIONS, AND SUGGESTIONS

This chapter is the conclusion of the qualitative analysis from documentary research and in-depth interview, and the factors which influence the failure of internet child protection policy implementation during 1987-2017, as well as the discussions of findings and the suggestions for further policy revision and implementation.

5.1 Conclusions and Discussions

5.1.1 Cause and Necessity to Formulate Internet Child online protection Policy in Thailand

1) Problem Identification. In 2002, the internet risks and harms against youth and children began to appear due to the widespread emergence of explicit and dangerous online content, such as pornography, violence in children as a result of selling weapons from online game, or the crime which imitate violence from online games. This phenomenon could easily happen due to the nature of child which is vulnerable to the stimulation and open to the new things without self-control and immunity. As a result, the risks and harms against children increased and escalated continuously together with the progress and widespread usage of internet technology as the government also supported wider usage. It was found that there were 4 types of internet risks and harms to Thai children; Child Predation & Exploitation and Child Pornography, Cyberbullying, Internet Gambling, and Online games. Especially in 2015, Thailand was pressured by the United States through the evaluation of Trafficking in Person Report, or TIP, which reported Thailand in the Tier 3 or the lowest level, as the country which did not meet the minimum requirement of the Human Trafficking laws, and did not significantly attempt to solve such problems. Part of the reasons was that this was a new issue regarding the neglect of cyber abuse

in children and child pornography. As a result, Thai government amended the law and found the TICAC for the first time.

2) Awareness of problem significance by the government. After 2003, the situation of online harms escalated with large number of cases with no direct law for enforcement. Therefore, in 2007, the government was aware of the problem significance and enforced the The Cybercrime Act B.E. 2550 in order to suppress offenses in three issues; crime against computer system, using computer to commit a crime, and content which is illegal, explicit, or fake computer information. The MICT acted as the law enforcement agency. Afterwards, in 2009, the ICT master plan no.2 (B.E. 2552-2556) was the result of the increasing awareness and understanding of threats against children from more usage and dependency on ICT system, including the new forms of cybercrime, violation of copyrights which occur more often with higher convenience, widespread online gambling, and online games addition in children, social-deviation behavior, cyberbullying, internet violence, violation and exploitation of personal information, and larger access to child pornographic media and images, which are harder to prevent. After the end of ICT2010 master plan in March 22nd, 2011, the Cabinet approved the ICT2020 master plan (B.E. 2554-2563). It was found that in this master plan, the 1st strategy of ICT infrastructure development acknowledged the policy implementation related to cyber security and the guaranty of public security and safety, especially the necessity for the bill drafting of internet protection laws for children and youth from the online harms. Although this master plan was later canceled and changed into “Digital Thailand” plan for economic and society, B.E. 2559, but the new plan still acknowledged the priority of preventing cyber threats in various forms which progressively developed and transformed, even if there was no direct statement regarding online child protection. Until 2015, the problematic situation became worst judging from the reflection of parents, schools, and the assembly network, that Gen. Prayut Chan-o-cha who was the prime minister at the time appointed the Ministry of Social Development and Human Security and the Ministry of Education to work together in the formulation of measures to solve the problem of inappropriate internet usage among children and youth, which could be harmful to the behavior and quality of learning and become the social problem. As a result, the Cabinet consensus dated June 6th, 2017, approved the

policy and implementation of The Strategic Plan of the Department of Children and Youth No. 1 (2017-2021) and found the Center for the Promotion and Protection of Children and Youths in the Use of Online Media (COPAT) within the related government agencies, with the coordination center at the provincial level and the monitoring system in community.

3) Drive from the international organizations and NGOs. Since the International Telecom Union (ITU) participated in the World Summit on the Information Society (WSIS) on 2003 and 2005, at Geneva and Tunis, there was the clear expression of goal in child protection on cyberspace from the international organizations and NGOs. Especially in 2008 when the ITU implemented the project called The Child Online Protection (COP)” which received approval from UN and its member countries. The Council Working Group on Child Online Protection (CWGCO) was appointed specifically to responsible to the online child protection works. And in the World Summit on the Information Society (WSIS) and the Working Group on Internet Governance (WGIG), or Information Technology Agreement (ITA), the member countries were driven through the treaties, international agreements, or obligations. These organizations would promote the coordination and became the leader who propose the approach of policy implementation, formulate the law, and provide technical or strategic suggestions for the parties. UNICEF also found the regional organization called the East Asia and Pacific Regional Office or EAPRO, which operates under the CRC to protect child from both the physical and mental violence, exploitation and access to personal information of child, and protect child from the news and materials which are dangerous to their well-being. Furthermore, there were NGOs parties or allies who participated and drove policy implementation, such as the ECPAT International who prevent and protect child from sexual exploitation through technology and modern communication, the INHOPE who implement the project fight against Child Sexual Abuse Material (CSAM) online , the Path2Health foundation whose project prevent Cyberbullying within the middle school and high school, WeProtect Global Alliance from the United Kingdom who implement the project of Child Sexual Exploitation Online, the Internet Watch Foundation (IWF) who organize child protection activities and suppress child sexual abuse imagery online, or the Internet Foundation

for the Development of Thailand who organize online child protection activities and promote internet literacy, etc.

5.1.2 Results of Child Online Protection Policy Implementation

Due to the objective of policy implementation in protecting child from risks and harms on the cyberspace, the evaluation of the effectiveness in policy implementation requires consideration of 2 criteria due to their relevance to the evaluated policy.

First criteria of Outputs was considered from the completed mission in online protection for child, resulting in the outputs according to the goal. The statistic or number of internet harms against children declines or remains stable. The survey finds less harms on the internet for Thai children. How the implementation results in the satisfaction of policy stakeholders, timely and direct problem solving, by focusing on the preventive measures of internet safety program training for children, parents, schools, teachers, communities, implementing officers, and stakeholders, in order to ensure their awareness and literacy against the risks and harms on the cyberspace, and their immunity for the effective self-protection and control.

It was found that since 1987-2017, Thailand had no specific internet policy for child protection, but the policy was integrated within the various plans or action plans of the MICT as well as acknowledged in the law or amendment by the government. The quantitative survey revealed that the situation of risks and harms of children on cyberspace since 2002 tend to increase the level of violence and number of cases, according to the wider usage of internet among children. The results revealed that Thailand had no system of statistic information collection or the number of specific cases which related or the exploited children or children trafficked through the online networks. Meanwhile, the number of child abuse offenders or the homosexual groups from other country increasingly traveled in Thailand, especially in 2015 when Thailand was ranked in Tier 3 or the lowest level of country regarding the prevention of children sexual abuse, child sexual exploitation, and child pornographic image on internet. There was no specific statistic regarding the access to online gambling websites of children, but such access to gambling websites and Facebook could be easily found. In 2017 the number of children and youth who were addicted to all

forms of gambling increased to almost 4 million persons, or 36.9% of all children and youth in Thailand. Meanwhile, the internet safety program training for children, school, parents, teachers, and related agencies of the state involved only the action of the Cyber Police Division (TCSD), the Royal Thai Police, in the project “Owl Teach Child” which began since 2011. The training period was 1-2 days, for the students in the middle schools and high schools throughout the country. However, there was no system of statistic information collection, the detail of those who pass the training, and evaluation. It also lack the continuity in implementation due to the change of executives and front-line implementers within those government agencies, who might be transferred or promoted to other agencies.

Second criteria of adequacy was considered from the completion of policy within the process of implementation, the existence of measures for prevention of risks and harms from internet according to the international standards, such as the standards of UNICEF, ITU, or the minimum international standards. The widely accepted model of policy formulation and implementation called WeProtect Model of UNICEF was applied for the consideration of adequacy. The Thai government enacted the general child protection law in 2003, which did not specifically involve the online protection for children. And currently there is still no specific law for online protection for children. Furthermore, there is still the lack of related laws necessary for implementation to cope with the new forms of online risks and harms according to the international standards, such as the online gambling, cyberbullying, protection of child’s online privacy, anti online grooming, anti sex dating, or even the law which prevent the access to illegal, dangerous, or inappropriate content for children. The Strategic Plan of the Department of Children and Youth No. 1 (2017-2021) which was formulated in 2017 was not completed nor cover all types of internet risks and harms against children. It was found that prior to 2017, there was no host organization in policy implementation. Hence, Thailand lacks the monitoring, gathering of related statistical data, evaluation and analysis of cyber risks and harms, and the related researches. Related agencies such as the MICT, MDES, Ministry of Social Development and Human Security, Ministry of Education, Ministry of Culture also lack coordination and integration across ministry as well as the mechanism an mutual supports. Furthermore, there is no process to heal the child victims and

offenders, the child-friendly juristic process, nor the designation of the industrial sector's obligation.

The result of internet policy implementation for child online protection in Thailand, according to the consideration of outputs and adequacy criteria, could not yet fulfill the objective in child protection in the cyber worlds. The statistics of risks and harms are still increasing in various ways, in both the qualitative and quantitative perspective. The implementation could not yet respond to the policy problem nor creating satisfaction for policy target as well as the stakeholders. Policy formulation did not meet the international standard nor the minimum requirement of the international Child Online Protection or COP.

5.1.3 Factors which Influence the Failure of Child Online Protection Policy Implementation, and Discussions

According to the study of relationship among factors which influence the child online protection policy implementation and analysis through the conceptual framework of this research, 8 independent factors were found to influence the success or failure of policy implementation as following.

1) Policy' clarity and coverage. This includes the clarity of policy, plan, and project, policy coverage, and policy continuity, which are the original factors for policy implementation. It was found that the policy makers such as MICT or MDES, or the representatives who actually formulate the policy such as NECTEC, Department of Children and Youth, and Ministry of Education lack the in-depth understanding of policy problem, the analysis of problem conditions, circumstance of risks and harms against children from the statistical data or systematic and continuous study or research, which could pinpoint the cause and necessity to identify the true problem. The current policy does not cover all the issues. Problem identification lack the adequate information from all sectors. Most of the committee in the formulation of policy and strategic plan mostly consisted of those who experience in mass communication, medical, children affairs, and ministry of culture. The problems were identified by mudding through and finding the consensus of the coalition, without new information nor the representatives from other stakeholders, such as parents organization, family representatives, and schools. Therefore, the policy and strategy to

cope with risks and harms against children, which used to be the major question, were reduced and deformed into just the problem of online media and illegal or explicit content for children, which ignored the issues regarding the social context, interpersonal and family relationship, imbalance of power, digital divide, criminology and child offenders that requires wider perspective of consideration as children could be either victim, delinquency, participant, or all of them simultaneously. Moreover, other causal factors were overlooked, such as the Thai culture which often encourage gambling and could also contribute to the problem as well. Therefore, when the problem was viewed as such, policy focused on the media or internet content regulating only. As a result, the plan and project lost clarity and the implementation became confused and error when the issue of children protection on the cyberspace is faded from the policy which oppress this issue, as the media could be both the cause and effect of the problem, or the mean of the problem as well.

The analysis reveal the previous child online protection policies were rather abstract, vague, and scattered among the responsibilities of many organizations. Sometimes the implementation was redundant and did not focus on the response to the problem in the child-centered approach. When policy lack clarity, the implementers interpreted and transferred policy towards implementation differently and deviated from the direction towards the policy objectives. Project and plan lack clarity and continuity between subsequent plans or even in the same plan. There was no monitoring nor evaluation of policy and plan. Furthermore, the policy implementation was found to shift the objective from child protection to the response of political objective and the government security, or even the protection of the Monarchy. Meanwhile, there were frequent changes of political situation, government, and implementers, resulting in the lack of continuity and connection in the policy. In addition, the policy lack positive reinforcement to ensure motivation and supports for the private sector to participate in the implementation towards the goal.

These key factors correspond to the models of implementation by Van Meter and Van Horn (1975), Jan-Erik Lane (1955) in terms of standard and objectives of policy which must be clear. The findings also confirm the perspective of Kerr (1976, p. 361) that one of the reason for policy failure is the vague value of the objectives,

resulting in the distortion of objectives by the implementers as well as Bardach (1977)'s view that the implementers might shift the original rationale or objective of policy and the resource usage in the wrong way, or even avoid the attempt to regulate their administration. Especially, it confirms the proposal of Livingstone, Haddon, Görzig, and Ólafsson (2011) that the new policy formulation must cover and focus the promotion of risks awareness, with the properly designed measures for the needs of young users, as well as promoting more positive and age-appropriate content. Diesman (2008) was also correct that the coverage of internet policy for children and the process must be wider, in terms of the design, implementation, formulation, legislation, all of which must focus on the society's response to the threats against children and the consequences instead of the trend of crime. Morrison (2007) who studied the Tobacco-Free School also found that the more stable the policy enforcement and supports are, the more successful the policy would be. And Settles (2007) who studied the e-Government policy implementation found that the factor of success is the clear policy and rules, and the proper process. Similarly, Chatchaya Asawaveeradet (2010) who studied the ICT policy implementation for online games service found that policy standard which respond to the society's trend could influence the success or failure of policy. Likewise, Tapanee Phueksuwan (2014) found that the factor of success in the Compulsory Licensing Policy implementation is the characteristics and consistency of policy. In addition, Kitti Bunnak (1993) found that the clear objective and goals of policy would result in the clear communication of policy. Furthermore, Bempah (2012) found that the more stakeholders participate, the clearer should the policy be. This factor also correspond to the works of UNICEF (2016) (2010), Kla Thongkao (1991), Akom Chaikeaw (1990), Surapon Seansalai (1996), Wirote Semrum (2011), Thannapat Khotsing (2013), Paisarn Bunchusuwan (2015), Ratchaya Rattanavorn (2011), Vicks (2013), Fong (2012), Oratai Krutwaysho (2006), Natthinee Piyasiripon (2015), Kulchaya Temchavala (2015), and Pressman and Wildavsky (1979). Nevertheless, Ngo and Paternoster (2011) found different conclusion that policy implementation to promote self-control among children will not be effective in the prevention in all forms of cybercrime victimizations.

2) Capabilities of Implementing Agency

Prior to 2017, no directly responsible agency was found. Policy implementation related to many agencies of both sides of policy, as the MICT was responsible for internet policy, the Ministry of Social Development and Human Security was responsible to the child protection policy, and some implementation was in the responsible of the Ministry of Education. As a result, the policy and implementation lacked unity. Meanwhile, the Department of Children and Youth was found recently in 2015 as the responsible implementer. Thus, there was the problem of creating the existing relationship with the coordinating agencies, lack of coordination, and campaigning of supports from other agencies. Works were separated, without any mutual support. Sometimes the works were avoided by agencies who push the burden of responsibility to other agencies. No meeting with the Ministry of Education nor the MICT was found regarding the clear internet protection of child. Furthermore, the human resources were not adequate in terms of number and skills, while they were increasingly required due to the emergence of this policy. And the most serious issue was the lack of budget and expenses for the implementation. The implementers solved the problem by seeking support from the private sectors and the alliance partners of policy implementation in the forms of mutual supports. Meanwhile, the agency itself responsible to many tasks. The separation of works to each department or division led to the lack of supporting mechanism, integration, and mutual supports, resulting in the non-unity of works and the lack of direction. The study found that there was no leader in the driving of implementation. And comparing to the ASEAN countries the result of policy implementation is less effective than the neighboring countries such as Malaysia and Philippines.

The factor in this study corresponds to the political model combined with the administrative model of Woradej Chantarasorn and Uthai Laohavichien (1985), which applied the model of Van Meter & Van Horn developed from the System Theory of David Easton, in combination with the Organization Theory which acknowledge the importance of the implementing agency's capabilities towards the success or failure of implementation. It also confirms the opinion of Williams (1975) and Kerr (1976) about the capabilities of agency, including the structure of agency, skilled and capable personnel, budget, place, equipment, utilities, and materials, as

well as the perspective of Sombat Thomrongthanyawong (2012), Jumpol Nimpanich (2011), and the studies by Cheema and Rondinelli (1983), Gunn (1980), Edwards (1980), Supachai Yavaprabhas (2009), Likit Teeravekin, UNICEF (2016, 2010), Buncha Limpasathiragit (2006), Surapon Seansalai (1996) Wirote Semrum (2011), Thannapat Khotsing (2013), Chatchaya Asawaveeradet (2010), Paisarn Bunchusuwan (2015), Ratchaya Rattanataworn (2011), Oratai Krutwayscho (2006), Natthinee Piyasiripon (2015), Kulchaya Temchavala (2015), and Bempah (2012).

3) Front-line implementers. It was found that the important implementers within the Ministry of Education such as teachers, professors, or educational officers did not prioritize cyber protection for child. There was no clear action plan. The existing projects and implementations were usually initiated by the private sector or NGOs. The front-line bureaucrats, especially from the MICT and the Department of Children and Youth had different attitudes and levels of policy compliance according to their own interpretation, and thus selectively implement the policy in the part which they agreed with. Sometimes they even avoided the works as the responsibility of other agencies, resulting in the varied approaches and methods, which did not follow the formulated policy. As a result, the policy implementation failed. Moreover, it was found that the front-line officers (police officers) lack the knowledge, skills, and experience in law enforcement, even if they had enough authority. There was no report of enforcement and coordination to the related agency, resulting in the problem in practice called “unfriendly juristic system for the child”. While no information regarding the skill or human resource development was found among other juristic agencies such as the public attorney nor the judges.

It should be noted that the front-line bureaucrats often adhere to the written laws, rules, or patterns as well as the procedure rather than the policy objectives. Implementers work separately as a culture, and this partly led to the failure of implementation due to the different perspectives and attitudes towards policy

This factor corresponds to the model of Van Meter and Van Horn (1975) and Hill and Hupe (2002), which proposed that failure of implementation could result from the rejection of implementers against the policy goal. Sabatier & Mazmanian (1983) emphasize the leader’s skill and the policy compliance by the implementers which must follow the policy goal. While the model of Humbleton

(1983) and Edward (1980) focused more on the perspectives and attitudes of implementers. Especially the findings of Pressman and Wildavsky (1973) in the study of failure in employment project in Oakland, California, and found that policy transformation into project was complicated, and the interpretation of the implementers highly contributed to the failed implementation process. Importantly, the work of Sorg (1978) found that the Street-Level Bureaucrats is a highly influential factor of success or failure of policy implementation. Furthermore, the study of Lambrechts (2012) discovered that the cyberbullying with image policy would be effective if a front-line implementer (secret advisor) such as teacher in a school was appointed at the school. Frequent monitoring of children would not be enough for the actual experience for them on the internet. Likewise, Fong (2012) found that teachers were the important actors of ICT implementation among the schools within Hong Kong, through the key informants' interpretation and learning of policy through the interaction of cognition which expand outwards from the individual level. Similarly, the work of Merrison (2007) focused on the roles and importance of the principal as the center of tobacco-free policy implementation in school. While Chatchaya Asawaveeradet (2010) found that the attitude, knowledge, and understanding of the implementers towards the policy standard is an important factor. In addition, there were the similar viewpoint in the works of Kitti Bunnak (1993), Akom Chaikew (1990), Surapon Seansalai (1996), Sunida Tesniyom (1998), Wirote Semrum (2011), Thannapat Khotsing (2013), Paisarn Bunchusuwan (2015), Ratchaya Rattanavorn (2011), Vicks (2013), Oratai Krutwaysho (2006), Natthinee Piyasiripon (2015). Kulchaya Temchavala (2015), and Bempah (2012).

4) Supports from the locality, Private Sector, NGOs and the stakeholders. Policy implementation is related to many government and private agencies, including the ISPs, telecommunication service providers, games café, internet café, etc., resulting in the complexity and complication in practice. There were the problem of integrating coordination among the stakeholders, and requiring supports from the local agencies in transferring the policy from the central government to the implementation in the provincial, district, and sub-district level. Policy implementation requires large number of activities and projects, and therefore require large sum of budget, while the government deemed that there is no economic

value from this policy which is highly abstract and hard to implement or evaluated. Therefore the supports, pressure, and coordination from the private sectors and the stakeholders were essential, in terms of budget, foundation of coordination center, public communication, as well as the positive reinforcement to generate motivation among the private sector.

The notion from this study found that the family is the stakeholder who should receive higher priority, as children cannot protect themselves without the family protection and care. A thing which occur with one child is a direct result of factors and influence from the family. Furthermore, the telecommunication industry is highly influential in supporting the project finance and the recruitment of specialized personnel in technology and fully following the measures of risk and harm prevention, in the form of Public–Private Partnership (PPP). This study found that currently, the industrial sector had no approach of filtering for dangerous information against children. The blocking nor censorship ordered by the judge was not actually implemented.

The findings from this study correspond to the model of Sabatier and Mazmanian (1983), who found that public support is the factor of success, similarly to Van Meter and Van Horn (1975) who found that the people groups and interest groups are independently influential to the policy implementation process. The supports could be in the form of manpower or money. Likewise, the study of Cheema and Rondinelli (1983) found that financial supports and recruitment of technically skillfull personnel from the local could impact the success of policy implementation. Furthermore, Woradej Chantarasorn (2005) who studied the family planning in Thailand confirmed the role and importance of the supports from the local, the private sector, and the international. Moreover, the study of UNICEF (2016, 2010) found that the internet-related industry is highly important in the assistance of implementation, including the risk and harms identification for children as well as the social responsibility by operating the effective programs for children. Additionally, Livingstone, Haddon, Görzig, and Ólafsson (2011) found that the industrial sector is the factor which promote positive and age-appropriate content as well as the design of maximum amount of security and highest level of privacy for children. Moreover, this study corresponds to the work of Buncha Limpasathiragit (2006), Wirote Semrum

(2011), Kla Thongkao (1991), Chatchaya Asawaveeradet (2010), Morrison (2007), Settles (2007), and especially the work of Oratai Krutwaysho (2006) which study the tourism policy implementation in the developing country and found the importance of local socio-cultural factors and resistance by the local needs could impact the policy implementation.

5) Policy Resources According to the study, the budget was inadequate for the implementation of policy and strategic plan which required inter-organizational integration and coordination to create the network to provide continuous and widespread training to develop internet literacy in children, parents, teachers, and educational personnel. As a result, the Department of Children and Youth who was the implementing agency lack the competency and capability to fulfill the objectives. It was found that the Ministry of Social Development and Human Security was allocated budget at just 0.4% of the overall national budget for 20 ministries. Meanwhile the Ministry of Education whose works also related to children was allocated budget at a much higher ratio continuously for a long period of time. Even if the budget allocation for the Department of Children and Youth seems to increase in quantity, but the qualitative reflection would reveal that the operating budget was reduced. The ratio of the investment budget was very low comparing to the department's budget, that the actual budget for each children would be just 2 baht per each child, which did not match the urgency and importance of the problems which require action. Furthermore, it was found that most of the budget received was for the material and equipment purchasing, and recruiting construction contractors, rather than the budget for investment in online child protection activities. This study found no key actor who actively push or coordinate the implementation.

The cause of policy resource inadequacy might be that the Department of Children and Youth was recently found in 2015. It was found that prior to 2017, there was no clear policy, plan, action plan, project, activity, nor the result of policy implementation of the Department to accompany its budget request to the government. There was no reference from the budget of previous year. On the contrary, the Ministry of Education was allocated increasing budget every year without any concrete result of child protection on cyberspace. Moreover, the period of policy implementation lack continuity for each government term, and the political

changes often occur. As a result, the policies, plans, and action plans constantly changed and lack continuity in practice. There was no integration of government agencies' resources among the ministries, bureaus, departments, towards the effective implementation. The practice which adhere to the bureaucratic structure and form contributed to the delay implementation and thus could not cope with the problem severity. In fact, the implementation should be in the form of Public-Private Partnership (PPPs) with the participation from all sectors, which would ensure good external supports to partially solve the problem of policy resource inadequacy and resulting in the higher competency of the implementing agency.

This finding corresponds to the study of Van Horn and Van Meter (1975), Goggin et al. (1990), Edwards (1980), Cheema and Rondinelli (1983), Sombat Thomrongthanyawong (2012), Nakamura and Smallwood (1980), Morah's (1996), Tapanee Phueksuwan (2014), and Chatchaya Asawaveeradet (2010) who found that the limited or inadequate policy resources contribute to the failure. Furthermore, Morrison (2007) found that the limited or adequate resources in the form of supporting activities, such as technical support, training program, and resources of government could impact the implementation of tobacco-free school policy among 115 schools in the United States.

6) Political Support Since 2002, when the online risks and harms began to appear with limited acknowledge at the level of NGOs and society, without any political supports, political changes have been frequent. This impacted the continuity and effectiveness of policy implementation. Although the ICT policy was implemented since 1996 (IT2000 plan), each government prioritize the policy implementation at the different level, depending on the political will of the government, leader, and the political party's policy. For example, the 2nd term of Chuan Leekpai's government (1997) prioritized child protection. And in 2003, Thaksin Shinawatra's government enacted the general child protection law, which does not cover the online protection for children although the government in this period gave higher priority to the online protection for children, as it was obvious in their anti-pornographic or explicit media campaign policy, the operations of MICT and related agencies, as well as the enactment of the Cybercrime Act B.E.2550. However, these new laws did not specifically mention the child protection and thus

ineffective in practice. It was found that policy implementation was usually neglected when the government or the political leader faced political or economic problems, as the example in 2005 during the period of severe political conflicts of the Thaksin Shinawatra's government. Meanwhile, although the policy exists, the implementation deviated to the political goals or benefit, such as the government's security, rather than to fulfill the objective of child protection. One of this example is the Cyber Scout project which the practice was transformed until children had to report political incidents or violation of the the lèse majesté law rather than to follow the existing policy objective. It was also found that the 1st strategy of the ICT2020 master plan (B.E. 2554-2563) which stated the necessity of government to draft the bill to protect child from harms on the cyberspace was not continued nor supported by the government of Gen. Prayut Chan-o-cha, when they canceled the whole master plan in 2015 and implemented the "Digital Thailand" plan instead. Meanwhile, the Strategic Plan of the Department of Children and Youth No. 1 (2017-2021) has narrower coverage and child protection in the ICT2020 master plan, and it does not even cover all forms of online risks and harms.

The reason why this policy was not supported nor pushed by the government, might due to the policy characteristics of being a Protective Regulatory Policy, or the social policy related to the protection or regulating the behavior of individuals or the private sector for the security of the overall society, with no obvious economic value. It also impacted the benefit of the stakeholders from the private sector and the telecommunication industries who provided enormous political support for the government. Therefore the policy was neglected. In addition, the frequent political changes impacted the continuity of implementation.

This factor corresponds to the model of political of implementation, which Allison (1971), Pressman and Wildavsky (1979), Bardach (1977), and Sabatier and Mazmanian (1980) all confirmed the importance of political factor and continuous support from the sovereigns to the success of policy implementation. It also confirms the study of Dye (1981), Sharkansky (1978), and Hofferbert (1974) who found that the economic factor is more influential to the policy formulation rather than the political factor, and therefore the successful policy implementation requires strong political support. Meanwhile, Nakamura & Smallwood (1980) called this

support as the “political cues”. And the study of UNICEF (2016) found that the political factor in the forms of policy support and regulating involves the leadership of the national implementation responsibility. Smyth (2008) found that the implementation of new legal framework which could control the internet crime in 3 levels; the international coordination, architectural innovation, and user regulation, requires the political support and policy from the government. Additionally, Settles (2007) found that political supports from the sovereigns must be continuous and aim high. Meanwhile, Buncha Limpasathiragit (2006) found that the failure of blocking pornographic websites was due to the low priority from government, as they deemed that it does not directly impact the life or property of people and thus prioritize the political opinion content more.

7) Complexity of Implementation. As policy implementation in this study required coordination with many agencies and laws, from the process of policy formulation, transferring to implementation, and the actual implementation in which each agency differed in terms of their authority, duty, approach, rule, and hierarchy. The hierarchical chains of authority in the most bureaucratic agencies in Thailand are usually long, with the vertically formal relationship rather than the horizontal one, resulting in many points of decision. There were low possibilities for the integration and coordination. The decision process and implementation were complex and complicated. Each agency differed in their perspective or policy compliance, attitude, expectation, and interest. It was found that the perspective of some key actors in the MICT did not follow the policy, resulting in the complication when coordination was required. Each agency usually emphasis their own goal, such as the MICT and the Department of Children and Youth. The implementation results prior to 2017 had no shared goal of protecting and solving online problems for children. Monitoring and regulating were not simple, with high chances of deviation from the existing policy rationale. Sometimes the implementers added their own objectives and goals, resulted in the deviation of policy implementation such as using internet content regulating law for the political purposes rather than to protect children. The coordination problems were also increased, resulting in the ineffective policy implementation.

This factor occurs due to the Thai bureaucratic system’s characteristics of being massive, clumsy, and largely extended. The structure of bureaucratic agency

tend to be the vertical one, with long hierarchical chain and many nodes of decision, and lack of flexibility. In addition, the power is usually centralized in this system, resulting in the obstacles for inter-organizational coordination. When there are many implementing agencies, dependent relationship is increasingly essential. However, the coordination was lack and thus requiring the central agency to ensure coordination, reduce redundant tasks, and decide on the suitable order of activities, as well as attempt to adjust the attitude or behavior of the implementing bureaucrats. Wethery and Lipsky (1977, as cited in Supachai Yavaprabhas, 2009, p. 113) deemed that the successful policy must be implemented by the agency which is ready in terms of manpower and other resources, or the new agency appointed by the political group in power at the time. So when the government of Gen. Prayut Chan-o-cha appointed the Department of Children and Youth as the leading agency for policy implementation in 2017, without the readiness in manpower nor resources, they risked being failed and there is low possibility for this policy to succeed in the future.

This factor strongly confirms the model of political analysis found in the work of Allison (1971), Bardach (1977), and Sabatier and Mazmanian (1980), which pinpointed the importance of the number of related implementing agencies could affect the success of implementation. Especially, the work of Pressman and Wildavsky (1973) which studied the failure of job opportunity project in Oakland, California, and found that when many agencies were related, the implementation would be complicated with different interpretation of implementers, many nodes of decisions, and large number of procedures. This would be the cause of conflicts during policy implementation in terms of means, project urgency, and the perspective on policy success. Additionally, Bempha (2012) who studied the financial and budget administration policy implementation by the director of public health in Ghana, found that a clear and well-organized environment for policy connection is required when there are many organizations of stakeholders involved, together with adequate and predictable resources for solving problems from the hierarchical chain of administration in the bureaucratic system and the mutual dependence on the resources. In addition, the work of Krutwayscho (2009) who studied tourism policy implementation in the developing country also found that when the policy process involve many organizations, the implementation would be hard and complicated. In

relation to the bureaucratic system administration, there would be redundant tasks, lack of resources, and inefficient law enforcement.

8) Communication and coordination. It was found that while there were many implementing agencies, which require higher level of coordination, but communication problems were found in all levels of intra-organization and inter-organization. There was no coordination with the telecommunication industries, ISPs, juristic agencies such as the DSI, the Royal Thai Police, and especially the Department of Justice, all of whom simply follow their duties without coordination nor mutual support. Hence, law enforcement was weakened and even suppressed by the lack of administrative resource. However, it was found that there were successful implementation results in the hotline services to provide urgent help for child victims such as, children line 1387, Prachabadee center 1300, or the one stop crisis center of the Ministry of Social Development and Human Security, as well as the operation by the ISPs regarding the report of online sexual abuse and exploitation against children and the provision of computer traffic information report according to the law.

The problem in the implementation was due to the top-down bureaucratic administration, which lack efficiency in coordination. The social policy implementation that requires flexibility and low formality, therefore the implementation must occur in the bottom-up approach, with the horizontal coordination rather than the vertical coordination across agencies. To solve this problem, a coordination center with the authority should be appointed in the form of “Focal Point”.

This finding confirms the study of Van Horn and Van Meter (1975), Hambleton (1983), and Edward (1980). Meanwhile, the ITU (2009) and UNICEF (2016) also proposed the appointment of the National Focus to solve the communication and coordination problems among the stakeholders. Additionally, Smyth, M.S. (2008) even proposed the international level of communication and coordination. While the study of Losenicky (2010) found that the communication between children and related implementers is an important variable in personal risk prevention in the cyberspace. Additionally, Tapanee Phueksuwan (2014) and Kittit Bunnak (1993) acknowledged the public relation factor, while Wirote Semrum (2011) discovered that communication must be swift in both levels of intra-organization and

inter-organization. Chatchaya Asawaveeradet (2010) found that communication between policymakers to the related implementing agencies could affect policy implementation. And finally, Temchavala (2015) stated that the inter-organizational communication and the updated data are essential, as the implementation and coordination between the government and private sector requires the consistency and well-connected communication.

5.2 Suggestions

5.2.1 Suggestions for Policy Revision

1) Apart from the formulation of the clear and coverage “core” for implementation as the national agenda, in order to express the commitment of the government to the objective of child protection from the risks and harms on internet, the government should also appoint the agency who responsible directly in the formulation of Child Online Protection approaches (or COP), as well as providing the “National Focus” for the coordination of implementation and direction of work. Especially, there should be the mechanism of reporting the results of law enforcement within the juristic process, in order to solve the problems of policy communication and inter-organizational communication among the large number of government agencies and the private sectors, NGOs, and international organizations. This would ensure the international cooperation. And there should be the shift of implementation approach, which used to focus on the content regulating or online media usage, to the wide and inclusive child protection in all dimensions and all forms of risks and harms, as children could be both the victims, actors, or participant, and could switch between being victims and offenders in the victim-perpetrator cycle. The framework which should be used for the consideration of cyber risks for children should follow the approach of Livingston and Haddon (2009). The measure of implementation should focus on the clear concept of management approach, using WeProtect Model of UNICEF accepted internationally as the guideline for the design or formulation of policy or measure appropriate to the socio-politico-economic context of Thailand. Such policy or measure might not be directly similar to those of other countries, but rather focus on the dimension of prevention and social value, with the focus on the

children, and the implementation which ensure the balance in liberty of education and beneficial usage of internet as well as the freedom of expression.

2) Government should urgently push the necessary and international-standard enforcement of laws to protect children from the new forms and all of internet risks and harms, such as online gambling, cyberbullying, child's online privacy protection, anti online grooming, anti sex dating, or the law which prevent the access to illegal, dangerous, or inappropriate content for children.

3) Government must develop effective mechanism of regulating the implementation, in order to achieve the outcome designated by the plan and policy, from the local level, regional level and the national level. And there must be the networking which emphasis participation between the government and private sector in the form of Public-Private Partnership (PPPs), in order to create the strong and concrete coordination of child online protection among the law enforcement authority, Internet Service Provider (ISPs), Electronic Service Provider (ESPs), mobile phone service provider, telecommunication industrial sector, network of teacher organizations or educational organizations, parental organizations, child and youth-related organizations and NGOs, universities and schools, research organizations, shops, and other forms of internet service providers such as library, internet café, game café.

5.2.2 Suggestions for Further Study

1) There should be more in-depth policy study from the Feminism framework, as girls tend to be victimized more than boys, especially in terms of online sexual exploitation, cyberbullying, cyberstalking, and child pornography. There should also be the in-depth policy study from the framework of privacy, gaze in the digital world, and the complexity of unequal balance of power relationship among male and female, which are rare among both the qualitative and quantitative studies of Thailand.

2) There should be the comparative study of public policy from the successful cases of policy implementation from both the developing and developed countries with different forms of governance, economy, and society, in order to analyze and find the factors which influence success in policy implementation. There

should also be the study of policy transfer from the countries which are the technological models to the adopters, on how the policy was transferred, circulated from one society to another, and how the policy knowledge and implementation knowledge were transferred and the results of such transfer.

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