

Service Delivery Aspects of Poverty Reduction Policies in Thailand: A Case Study of Land Allocation Scheme

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Abstract

This study on service delivery aspects of public policies for poverty reduction in Thailand using the PETS methodology had the focus on land reform program with two selected areas in the upper North as case study. The reviews on budgetary process and preparation and the disbursement of approved budget within the Agricultural Land Reform Office (ARLO) setups found no evidence of delay nor discrepancy in actual budget allocation. The investigation on implementation at the frontline units provided a conclusion that there was no inefficiency in the economic sense if realistic or on-going market prices / costs are taken into account.

1. Introduction

As we all agree, poverty remains one of the most serious and chronic problems in Thailand, even though the country has long passed the stage of underdevelopment. In November 2003, the Poverty Alleviation Center was set up as a core organization with the responsibility for designing policies and strategies and monitoring implementing agencies in order to ascertain the policy goals and objectives.

Six poverty reduction and alleviation programs have been determined for each major problem area comprising agricultural land allocation, housing, household debts, community development, administration and management, and occupational development and employment.

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Predominantly, the most pertinent issue in the agricultural economy of northern Thailand is widespread rural poverty, which has one of its roots in holding farm land without tenure, adequacy or production.

Therefore, agricultural land allocation has naturally become an area of interest. Its rationale is in line with the agenda of the Committee on World Food Security, which states, "access to land is a crucial factor in the eradication of food insecurity and rural poverty". Improved access to land makes it possible for a family to increase production, household food security, marketable surplus and income, and may improve the household's ability to access credit. Secure access to land often provides a safety net or last survival resort, especially for poor, uneducated farmers in times of economic, social, and/or natural hazard hardships.

In 2005, a nationwide budget of 96,796,805 Baht was allocated to the Agricultural Land Reform Office (ALRO) under the Ministry of Agriculture and Cooperatives for providing land services in land reform area, of which 10,788,330 Baht was awarded for the northern region.

These budgets, however, do not necessarily indicate any degree of success in tackling the poverty problem with regard to land allocation. What needs to be looked at is the service delivery performance of the government for land allocation and its effects to eliminate poverty. To assess the performance of service delivery regarding the above aspect, the concept of Public Expenditure Tracking Surveys (PETS) will be modified to suit this study.

2. Objectives

In this study, the service delivery performance of the ALRO, with regard to land allocation, will be assessed with the following objectives:

- a) to investigate the flow of budget allocated to the ALRO for disbursement to the provinces, which is the facility level for determining any leakage or delay in service delivery;
- b) to examine the efficiency of budget;

3. Scope of Work

Ideally, a large and comprehensive sample of provinces would have been preferred. However, due to limited time, financial constraint, and highest budget share, the study has been compelled to choose a study area of just two provinces - Chiang Mai and Nan.

4. Methodology

PETS will be modified and adjusted to suit this study. It will be used to gauge the extent of public expenditure disbursed to the provincial facility level in the targeted areas. For the purposes of estimating leakages of funds from the MOAC to the ALRO, and from the ALRO to the Provincial Land Reform Office, two assumptions have been set.

1. The leakage of funds associated with the transfer from the ALRO to the Provincial Land Reform Office will be defined as the fraction of endorsed budget that is not transferred to the provincial office.
2. The leakage of funds associated with the payment of the Provincial Land Reform Office will be defined as the payment without the bill paid and the payment of more than the government regulated base rate.

5. The Institutional Set Up of the ALRO.

As a major agricultural producing country, the majority of Thai people are engaged in farming. Their agricultural production depends mainly on land and water. The demand for land has increased dramatically, due to many factors such as expansion of the industrial sector and urbanization. At the same time, the population in the agricultural sector has increased at a rapid rate. Also, land that is suitable for farming is limited. Consequently, the size of land holding for farm households has shrunk.

From these reasons, farmers have increasingly envisaged impending land shortage problem. Some of them have tried to solve this problem by expanding their agrarian land to forest and woodland areas. Others, who could not get access to forest and woodland, have had to rent land for farm production. They pay land rent with an exorbitant rate of interest and have become continually underprivileged and disadvantaged with regard to land tenancy. Furthermore, some of them have lost their land ownership rights.

To solve the above mentioned problems urgently, the government enacted the Agricultural Land Reform Act in 1975 and this Act came into force on 6 March, 1975. Under the 1975 Agricultural Land Reform Act, the Agricultural Land Reform Office (ALRO) was established on 6 March 1975 under the Ministry of Agriculture and Cooperatives.

5.1 Source of Land for Land Reform Operations

As mentioned earlier, there are two types of land to be brought under the land reform program – public and private land.

A. Public Land

In this case, the public or communal land no longer utilized by the public and land for government use such as Ratchphatsadu and the army area, and land outside the forest reserved area or encroached forest will be brought under the land reform program. The land may be occupied by many users and it has to be legally allocated to all occupants.

B. Private Land

The private land to be brought under the land reform program may be that donated to the king for the land reform purpose, and purchased land from land owners who posses land in excess of their rights in accordance with the act.

5.2 The ALRO's Implementation of Land Reform

The ALRO has three main activities under land reform.

A. Land Allocation

This activity is to support farmers in having their own land for farming and dwelling. There are two types of land to be allocated.

Public Land

The ALRO initially collects all basic data and carries out the preliminary survey to prepare for a particular land reform project. Then, the area is declared as a land reform area.

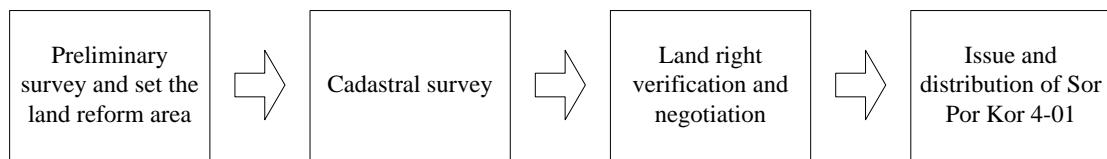
Then a cadastral survey, land right verification and negotiation are carried out in order to allocate land to farmers.

The ALRO carries out land surveys by making a survey map for land allocation. This map shows the land holding of the farmers in the area. It also indicates the shape of an area, neighboring areas and boundaries.

After the survey, the ALRO carries out land right verification and negotiation. This process is performed to obtain information on farmers living in the area. Then, the ALRO lists eligible farmers for the Provincial Land Reform Committee for allocation approval. If farmers have excessive land, the ALRO would negotiate a surrender of land with the farmers in order that redistribution to others and a plot survey could be carried out.

The Provincial Land Reform Committee uses the above information to consider land allocation to farmers. Then, the ALRO issues a land acquisition document (Sor Por Kor 4-28 or ALRO 4-28) and land use certificate (Sor Por Kor 4-01 or ALRO 4-01) to entitle farmers who have the opportunity to become landowners afterwards. The certificate is not transferable, but can be inherited. The flow of land allocation procedure is shown in Figure 1

Figure 1. Flow of Land Allocation Procedure.



Private Land

The ALRO follows the same procedure as that for the public land. It starts the preparation stage by collecting data, doing the survey, selecting the area and carrying out public relations. Once this process is finished, the land reform area is declared.

The ALRO then purchases and expropriates private land from land owners who do not utilize it themselves or own land in excess of their rights in accordance with the Act. The purchased or expropriated land is allocated to farmers who posses no or small pieces of land that are insufficient for earning a living on a hire-purchase or leasehold basis.

B. Land Development

After the process of land allocation, the ALRO develops the basic infrastructure according to its master plan and annual budget to strengthen agricultural production efficiency in the land reform area. There are three main activities under the land development. The first is to construct village farm roads. The second is to construct canals and irrigation systems. Under these activities, agricultural water resources –reservoirs and weirs, artesian wells and farm ponds – are constructed. The third activity is to construct water resources for consumption, ponds and artesian wells.

C. Increased Income

The ALRO works on production development by improving the agricultural production structure, establishing Agricultural Land Reform Cooperatives, providing agricultural credit and production inputs, and developing and supporting on - farm and off- farm occupation. It also encourages farmers to participate in natural resources and environment conservation in communities. In addition, the ALRO tries to improve the farmers' standard of living.

5.3 Organization

The Agricultural Land Reform Office is one of the departments under the ministry headed by the Secretary-General. Under the ALRO, the work is divided among 3 bureaus, 5 divisions, 2 groups and 69 provincial land reform offices. These bureaus are the Bureau of Land Reform Area Development, Bureau of Land Reform and Bureau of Fund Administration.

The five divisions under the ALRO are, the Office of the Secretary, Personnel Division, Finance Division, Planning Division and Legal Division. In addition, there are two units – the internal audit unit, and administration system development unit. The organization chart of the ALRO is shown in Figure 2

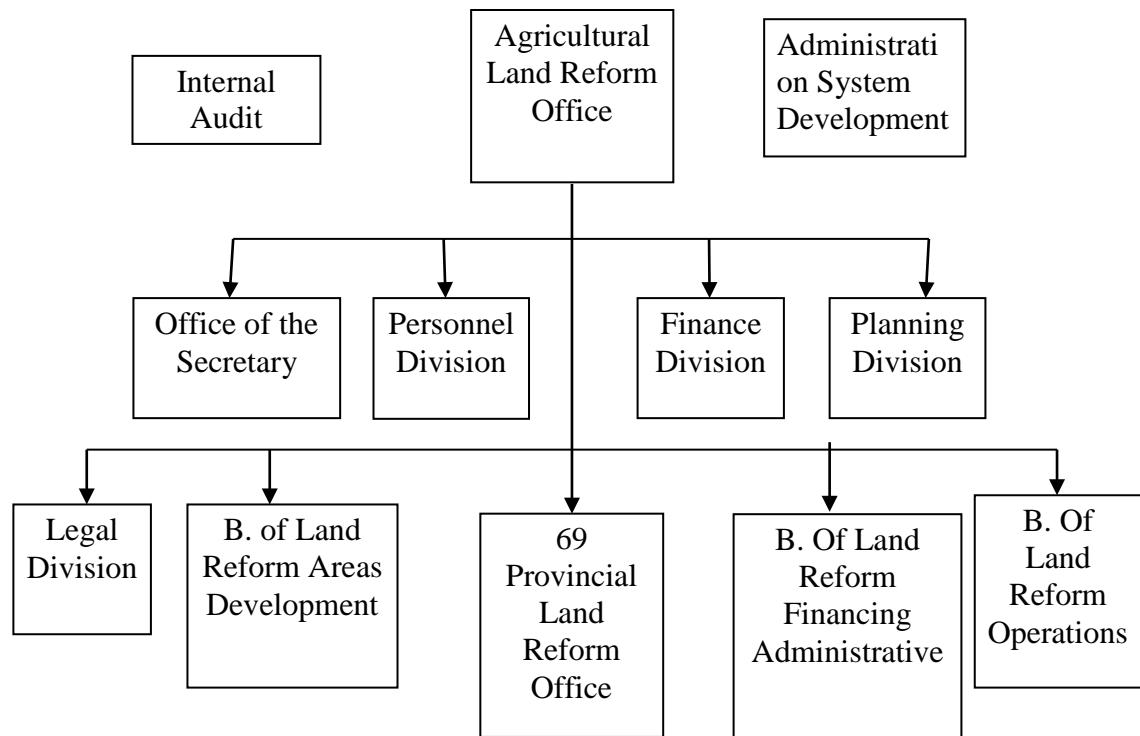
Of these bureaus, divisions, the provincial land reform office and groups, only the Bureau of Land Reform and Provincial Land Reform Office engage mainly in land allocation activity.

Under the provincial land reform office, the work is divided among 5 units – the Accounting and Finance Unit, Administration Unit, Engineering and Map Unit, Legal Unit and Land Reform Unit. However, there are only 3 units mainly involved with the service delivery of land allocation. These are the Engineering and Map Unit, Legal Unit and Land Reform Unit.

The Engineering and Map Unit is mainly responsible for carrying out the cadastral survey and setting the land reform area. The Legal Unit is mainly responsible for land right verification and negotiation. The Land Reform Unit is responsible for formulating the budget plan for land allocation and issuing and distributing the land use certificate (Sor Por Kor 4-01 or ALRO 4-01). Moreover, the Land Reform Unit is also acting as secretariat of the provincial land reform committee.

From this organization structure, it should be noted that the provincial office is actually the front line service provider. Therefore, this study will look at the budget and expenditure of the office to see whether or not there is hierarchical leakage from the MOAC to ALRO to the front line level. Moreover, by looking at the budget and expenditure of the provincial office, an evaluation can also be made on whether or not the budget has been utilized efficiently.

Figure 2. Organization Chart of the Agricultural Land Reform Office.



Source: http://www.alro.go.th/alro/eng_org.php

6. The Budget and the Expenditure for the Land Allocation Activity of Chiang Mai and Nan Provincial Land Reform Office

6.1 Budget Preparation

The process of budget preparation starts at the level of the Ministry of Agriculture and Cooperatives (MOAC). The MOAC has to establish the Ministerial priority of the activities according to the government policy and strategy. The budget should include the budget goals and the total demand for resources, as determined by its functions and services according the ministry's mission.

The MOAC then asks the departments under it to prepare their budgets. The budget of each department, which includes the budgetary goals and expenses, is prepared with strict observance of the MOAC guidelines.

In the case of the Agricultural Land Reform Office (ALRO), the Secretary-General (SG) is responsible for preparing the ALRO budget. The SG vigilantly observes the formulation of the

budget to follow the ALRO mission in accordance with the government policy. The Planning Division under the ALRO acts as a center for preparing the budget. To formulate the budget, the Planning Division asks bureaus, divisions, provincial land reform offices and other budgetary entities to prepare a budget plan that reflects their total demand for resources determined by functions and services.

In the case of land allocation activity, the Provincial Land Reform Office formulates the budget, which includes the budgetary goals and expenses, in consultation with the Finance Division. The Land Reform Unit is responsible for formulating the provincial budget. It sets up the budget plan in consultation with the other two units – the Engineering and Map Unit and Legal Unit. Under the plan, the budget to carry out land allocation activity is broken down into each budgetary unit detailing targets, functions and expenditures. After completing the budget plan, the Provincial Land Reform Office passes the plan to the Planning Division. The Planning Division then gathers all provincial land reform budgets and the budgets of bureaus, divisions and other budgetary entities, and passes them to the Secretary-General for approval and endorsement.

Then, the process follows the national budget management procedure until the overall government budget is approved by parliament. Normally, the amount of budget for land allocation activity is almost the same as the Provincial Land Reform Office proposal. The plan and the budget of each provincial land reform office are documented in Sor Por Kor (S.P.K) 5-02 or ALRO 5-02.

The flow of the ALRO budget preparation for the land allocation activity is summarized in Figure 3.

From this flow, it is important to note that the Provincial Land Reform Office has all discretion over the budget, which includes the budget plan. Also, the Provincial Land Reform Office knows the exact amount of the budget and the plan that has been assigned to the office. Therefore, it seems impossible for hierarchical leakage to occur from the ALRO level to the provincial land reform office level. Moreover, accountability can also be supported by the transparency of the government accounting system.

6.2 Budget Execution

At the beginning of the fiscal year, the ALRO got its budget and then transferred it to the Provincial Land Reform Office. From an interview with an officer from the Chiang Mai Provincial Land Reform Office, the 2005 endorsed budget was transferred in full to the Provincial Land Reform Office not later than one week after the fiscal year started. Therefore,

the above assumption that there is no leakage and moreover no delay in allocating the budget to the Provincial Land Reform Office can be confirmed, and this shows how efficient the organization is.

Once the Provincial Land Reform Office gets the budget at almost the beginning of the budget year, all activities are carried out. In terms of land allocation activity, the provincial office starts to perform the process of land allocation in the land reform areas. After provincial officers carry out their work in the land reform area, they report execution of the budget to the Accounting and Finance Unit every time. All evidence of the budget execution including receipts and bills are included in the report. Then, the Accounting and Finance Unit examines the report in order to make sure that it follows government regulations and then it is passed on to the director of the provincial office for approval of budget execution. Furthermore, every month each unit, mainly the Engineering and Map, Land Reform and Legal Unit, summarizes the budget execution and reports to the Director. From this flow, it can be noted that the budget execution is executed at the provincial level or performed in a decentralized manner.

6.3 Budget and Public Expenditure in Land Allocation

In order to ensure land allocation services, the ALRO sets the budget for each provincial land reform office to carry out land allocation activity. As mentioned earlier, there are three units that engage in providing land allocation services – the Engineering and Map Unit, Land Reform Unit and Legal Unit.

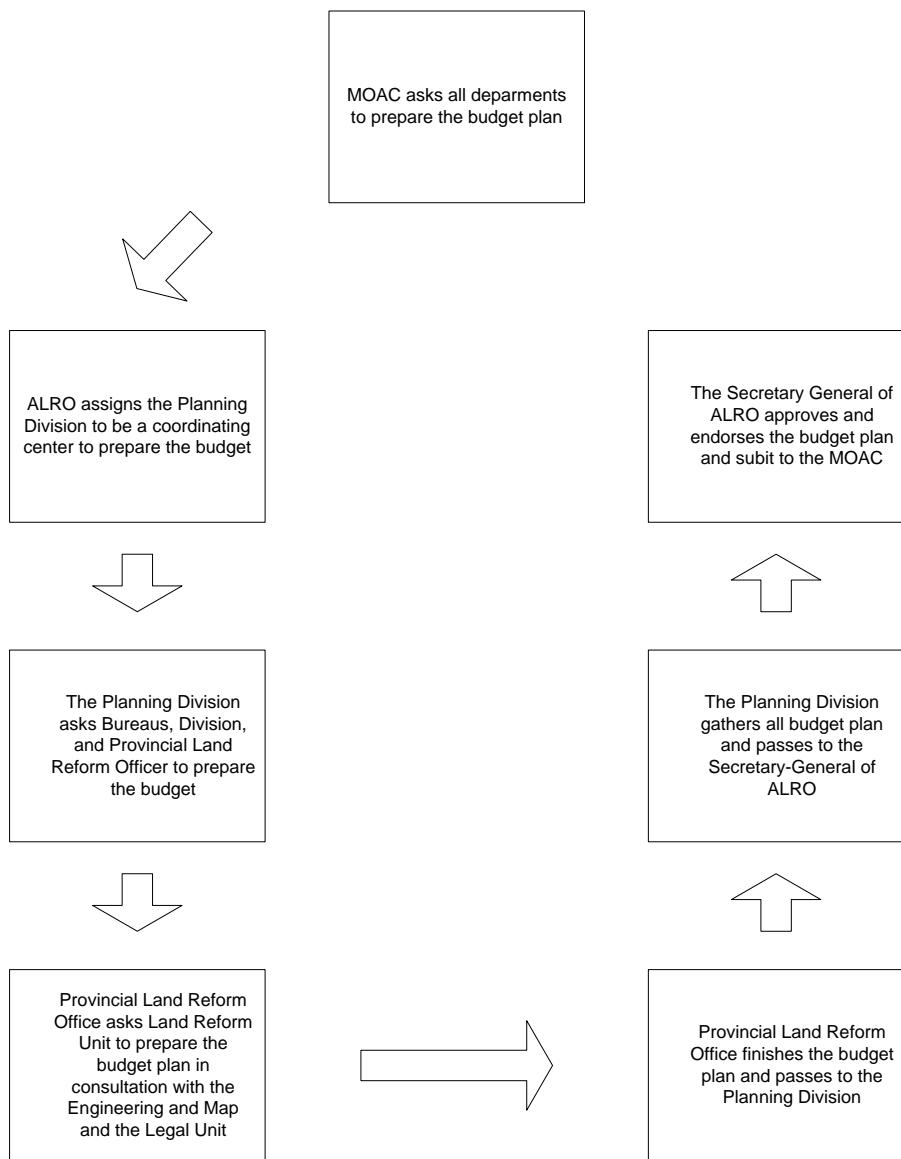
To paint a clear picture, public expenditure in the land allocation of Chiang Mai and Nan Provincial Land Office will be presented accordingly.

6.3.1 Budget for Land Allocation Activity of the Chiang Mai Provincial Land Reform Office

The overall budget granted for the land allocation of Chiang Mai Province in the 2005 fiscal year was 322,045 Baht and it has been divided between three units to carry out the services. A budget of 205,050 Baht or 64 percent of the total budget was set for the Legal Unit to carry out the group and individual land right verification and negotiation. Group land right verification and negotiation of 635 farmers accounted for 48 percent of the total budget or 155,130 Baht. The rest of the budget set for carrying out the individual land right verification and negotiation was 49,920 Baht, which was handed to the Legal Unit for an area of 4,160 Rai. The overall budget for the Engineering and Map Unit to carry out the cadastral survey was 113,820 Baht or approximately 35 percent of the total budget. The rest of the budget, which

accounted for approximately 1 percent of the total, went to the Land Reform Unit to issue and distribute of the land use certificate S. P. K. 4-01 or ALRO 4-01. The overall budget and the target of land allocation activity of the Chiang Mai Provincial Land Reform Office is summarized in Table 1.

Figure 3. Flow of the ALRO budget preparation for the land allocation activity.



6.3.2 Expenditure for the Land Allocation Activity of Chiang Mai Provincial Land Reform Office

As mentioned earlier, there are three units under the provincial office that are consolidated to carry out the land allocation. In order to have a clear picture of land allocation expenditure, that of each unit concerned will be presented.

A. The Expenditure of the Engineering and Map Unit

In the 2005 fiscal year, the expenditure for conducting the group cadastral survey was 113,725.25 Baht. This expenditure has been used for per diem, hotel expenses, petrol, wages for daily workers and other expenses is summarized in Table 2. In general, the expenditure on wages for daily workers accounts for the highest share and per diem and hotel expenses share the same proportion. Other expenses, such as photocopy cost, account for a tiny portion of the overall expense.

However, in terms of efficiency, it seemed that the Engineering and Mapping Unit did not utilize the expenditure properly. It could be seen that the unit achieved only 49.8 percent of its target, but spent 99.9 percent of its budget. There were some suspicions of leakages. However, after interviewing officers and going through some evidence, it was proclaimed that there has been virtually no leakage of the budget and the Unit has in fact utilized the budget efficiently. If we look at wages for daily workers which accounts the highest share, it can be supposed that no leakage occurred because daily workers assisting the land allocation had to pass the process of selection to work with the Provincial Land Reform Office and register with the Provincial Office. These daily workers could not be paid unless they were a registered worker in order to avoid doubt regarding ghost workers. Moreover, the wage for daily workers is paid at the minimum wage rate, so each worker knows exactly how much he/she is going to get. From this information, there has been no leakage of funds for the wages of daily workers according to our assumption.

Other expenditures such as per diem and hotel expense are executed at the government base rate. Moreover, the head of the unit and director of the provincial office know roughly how many days it takes to carry out the task. From this reason, it is supposed that no leakage on per diem and hotel expense occurred since the government regulations were followed. Further expenditure such as that on petrol has the evidence of bills paid, which can be checked against average fuel consumption and overspending. It can be supposed no leakage occurred in this expenditure item. The base line expenditure is shown in Table 3.

Moreover, these findings can also be supported by the fact that the unit cost based on the ALRO for cadastral survey has been set at 54.2 Baht per Rai for more than ten years. So

the budget for the cadastral survey, which is calculated using the ALRO base line unit cost, is too low for the 2005 fiscal year.

During these years, the minimum wage rate, petrol prices and other expenditures have increased tremendously. Moreover, due to the geographical area of Chiang Mai, which is mountainous, the actual unit cost of 108.7 Baht for the survey is double that allowed and, consequently, the unit achieved only 49.8 percent of its target. In addition, due to the target land reform area being quite scattered, the cost of the survey is high. The ALRO base line unit and actual unit cost of cadastral survey of Chiang Mai Province is summarized in Table 4.

B. The Expenditure of the Legal Unit

As mentioned earlier, there are two activities for the Legal Unit to carry out. The first one is to conduct group land right verification and negotiation, and the budget for this activity is 155,130 Baht. The expenditures of the Legal Unit are for per diem, petrol, hotel expense, etc. In the 2005 fiscal year, the Legal Unit has spent only 108,854 Baht or approximately 70 percent of the total budget and achieved 111.18 percent of its target. For the activity of individual land right verification and negotiation, there has been no expenditure because the unit did not carry it out.

When looking at the leakage and the efficiency of the Legal Unit, it can be stated that there is virtually no leakage of the budget due to the same reasons mentioned in the Engineering and Map Unit. Also, the Legal Unit seems to be a very efficient one because it achieved more than its target. Moreover, it can also be viewed from a unit cost point of view. The ALRO base line for the unit cost of the group land right verification and negotiation is 244.29 Baht, and the actual unit cost spent by the Legal Unit was 143.98 Baht. This is because there were only some disputes over the land right verification and the unit spent less time in conducting its task. The ALRO base line unit and actual unit cost of Land Verification and Negotiation of Chiang Mai Province is also summarized in Table 4.

C. The Expenditure of the Land Reform Unit

The activity for the Land Reform Unit is to issue and distribute the Land Use Certificate S.P.K 4-01. There is no expenditure for the unit, which distributed 313 certificates to the farmers. It should be noted that the unit achieved only 49.2 percent of its target. This is because only 313 farmers were entitled to get the S.P.K. 4-01 after the whole land allocation process. Therefore, it can be concluded in the same way as the two previous units, that there is no leakage.

6.3.3 Budget for the Land Allocation Activity of Nan Provincial Land Reform

Office

Like Chiang Mai Provincial Land Reform Office, the overall budget for land allocation of Nan Province was divided between three units to carry out the services. The 2005 fiscal year budget was 1,105,935 Baht. The overall budget for the cadastral survey under the responsible of the Engineering and Map Unit was 400,000 Baht or 36 percent of the total budget. The budget was divided between two activities. The first to carry out the group cadastral survey in an area of 2,000 Rai with a budget of 108,400 Baht, and the rest of the budget - 291,600 Baht - was allocated for carry out the individual cadastral survey for public land.

In the case of land right verification and negotiation activity for Nan, the Legal Unit had to carry out only the group activity. The target and the budget that had been set for this activity were 2,550 farmers and 622,965 Baht, respectively. The rest of the budget was assigned for the Land Reform Unit. The budget set for this activity was 21,970 Baht to issue and distribute the land use certificate S. P. K. 4-01 or 4,000 ALRO 4-01 certificates. The overall budget and the target of land allocation activity of Nan Provincial Land Reform Office is summarized in Table 5.

6.3.4 Expenditure for the Land Allocation Activity of Nan Provincial Land

Reform Office

A. The Expenditure of the Engineering and Map Unit

The expenditure for carrying out the group and the individual cadastral survey by the Engineering and Mapping Unit for the 2005 fiscal year was 151,200 and 95,465 Baht, respectively. This expenditure was used for the same type of transaction as mentioned for Chiang Mai.

In the case of Nan Province, there was little difference from Chiang Mai because the unit spent more money to achieve its target instead of using the entire budget to achieve only half of it. The unit achieved approximately 103 percent of the target, but spent 139.4 percent of the total budget for the group survey, and 32.7 percent of the total budget for the individual survey for public land.

Moreover, when looking at the unit cost for carrying out the group survey, Nan Province revealed the same fact. As already mentioned, the ALRO base line unit cost for the cadastral survey is 54.2 per Rai. The real unit cost for Nan is 74.2 Baht per Rai, which is much higher than the base line. However, the actual unit cost is lower than in the Chiang Mai case. This is because the land reform area is not so scattered. Consequently, the unit cost is lower. From

this information, it can be proclaimed that there is no leakage of the budget and the Unit utilizes the budget efficiently. The ALRO base line unit and actual unit cost of cadastral survey of Nan Province is summarized in Table 6.

B. The Expenditure of the Legal Unit

The Legal Unit of the Nan office only had to carry out one activity- group land right verification and negotiation. The type of expenditures for the Legal Unit is the same as in Chiang Mai. In the 2005 fiscal year, the expenditure of the Legal Unit has been 865,963 Baht or approximately 139.01 percent of the total budget and it achieved 103.93 percent of its target. In other words, the expenditure of the unit is almost 40 percent higher than the proposed budget.

In order to have a clear picture, it is better to look at the unit cost of carrying out the group land right verification and negotiation. As stated earlier, the ALRO base line unit cost to perform this activity is 244.2 Baht per farmer. But in the case of Nan province, the actual unit cost is 327.27 Baht per farmer. In other words, the actual unit cost is 83 Baht per farmer higher than the base rate. The ALRO base line unit and actual unit cost of Land Verification and Negotiation of Nan Province is also summarized in Table 6.

This information created some suspicion of budget leakage. However, from interviews with the Nan officers and some evidence, it was ascertained that the size of land holding in Nan Province is relatively small in comparison to the other provinces in the northern region. Therefore, land right verification and negotiation is very problematic and hard to operate. The unit had to visit the target area frequently in order to carry out the task. In addition, the transportation cost is relative high, due to the geography of the province, which is hilly. From these reasons, the actual unit cost of the verification and negotiation is extremely high.

In view of this, no leakage of the budget appears to have occurred, since nearly all the expenses have been backed-up by a proper receipt, and execution of the entire budget has been done in line with government regulations.

C. The Expenditure of the Land Reform Unit

In the 2005 fiscal year, the expenditure for this unit has been 880 Baht for the issue and distribution of 205 S.P.K 4-01. This is because only 720 farmers are entitled to a certificate and the expenditure for this unit is for the administration needed to issue and distribute the certificate. It can be concluded that there is no leakage and the budget has been utilized efficiently in the Land Reform Unit, as in the two previous units.

7. Conclusion and Policy Recommendations

From all information of the two provincial land reform offices, it can be proclaimed that there is no hierarchical leakage. This may be because the frontline, or in this case the two provincial land reform offices, are the ones who formulate the budget, exercise careful discretion and know exactly how much budget they are going to get. Therefore, it is very difficult to have hierarchical leakage. Also, Thailand has a rather transparent accounting system and there is a good national auditing system. If there are leakages, they are easy to spot. Moreover, in these two cases, the expenditures for providing the service of land allocation are in terms of wages, travel expenses, per diem and others. There is a base line for these expenditures. Also, the report of the budget execution is made frequently, so it is easy to monitor. In addition, nearly all of the expenditures can be checked against the bill paid. For these reasons, it can be proclaimed that there is virtually no leakage in the government service for providing land allocation.

All the above findings can be supported by the quite rigorous public control procedure and the internal and governmental auditing systems currently in use. However, it does not mean all frontline offices of ALRO can operate to yield similar policy outcomes like what is in this case study. There are a number of conditions and limitations in the studied cases that are not inductive to bribery or rent-seeking or distortion practice in the public service delivery such as:

1. The land is locational fixed and thus all expenditures associated with distance can be quantitatively fixed. Furthermore, the land survey and mapping action ties have to be carried out technically precisely without the question of under-quality for the given budget.
2. No purchasing agents are involved in activities of the land reform program
3. Personalized favors cannot be exercised in the land allocation process because virtually all pursuants to the land right access are original or descendants of the original tillers of the land and are kinfolks in the same village community.
4. Low payoffs for the government workers to do corrupt deal if there is any land speculator trying to bribe for land allocation because the marginal gain (from bribe for quite marginal land) is obviously lower than the marginal expected penalty.
5. The land reform beneficiaries here should incur high opportunity cost if they (illegally) sell their land because the life – time expected earning from farming the land is likely higher than that from land sale proceed and labor employment combined.

Finally land right access may not become a short-run or only solution for poverty reduction in the studied area. It is imperative to consider an integrated rural livelihood development policy, in our particular cases to achieve:

1. the sustainable and self-reliant rural agricultural economy;
2. the occupational development and income creation by utilizing local knowledge and community's social capital;
3. the generation of other assets from the land asset in economically rational ways.

Table 1. The Budget and Expenditure of Land Allocation Activity of the Chiang Mai Provincial Land Reform Office.

| Activities/ (Responsible Unit) | Target | Result | Budget (Baht) | Expenditure (Baht) | % of Work Done | % of Expenditure over the budget |
|--|--------------------------------------|------------------|------------------|-----------------------|----------------------|---|
| 1. Group Cadastral Survey (Engineering and Mapping Unit) | 2,100 (Rai) | 1,046 | 113,820 | 113,725.25 | 49.8 | 99.9 |
| 2. Overall Land Rights Verification and negeotiation (Legal Unit) | 635 (Farmers) + 4,160 (Rai) | 756 (Farmers) | 205,050 | 108,854 | | 53.1 |
| - Group Land Rights Verification and negeotiation | 635 (Farmers) | 756 (Farmers) | 155,130 | 108,854 | 119.0 | 70.1 |
| - Individual Land Rights Verification and negeotiation | 4,160 (Rai) | 0 | 49,920 | 0 | 0 | 0 |
| 3. Issue and Distribution of Land Use Certificate S.P.K 4-01(Land Reform Unit) | 635 | 377 | 3,175 | 0 | 49.2 | 0 |

Table 2. Expenditures of the Engineering and Map Unit.

| Expenditures of the Engineering and Map Unit |
|--|
| 1. Per diem |
| 2. Hotel Expense |
| 3. Petrol |
| 4. Wages for daily workers |
| 5. Other small expenses |

Table 3. Expenditures of the Engineering and Map Unit

| Expenditures of the Engineering and MapUnit | Base Line Expenditure |
|---|-----------------------|
| 1. Per diem | 108 Baht/Day |
| 2. Hotel Expense | 150 Baht/Night |
| 3. Petrol | Market price |
| 4. Wage for daily workers | Minimum wage |
| 5. Other small expenses | - |

Table 4. The ALRO Base Line Unit and Actual Unit Cost of Cadastral Survey and Land Verification and Negotiation of Chiang Mai Province

| Cadastral Survey | | Land Verification and Negotiation | |
|---|---------------------------------------|---|--|
| ALRO Base Line Unit Cost (Baht per Rai) | Actual Unit Cost (Baht per Rai) | ALRO Base Line Unit Cost (Baht per Rai) | Actual Unit Cost (Baht per Rai) |
| 54.2 | 108.7 | 244.2 | 143.98 |

Table 5. The Budget and Expenditure for the Land Allocation Activity of Nan Provincial Land Reform Office.

| Activities/ (Responsible Unit) | Target | Result | Budget (Baht) | Expenditure (Baht) | % of Work Done | % of Expenditure over the budget |
|--|--|--|---------------------------------------|--------------------------------------|---------------------------------|---|
| 1. Overall Cadastral Survey (Engineering and Mapping Unit) - Group Cadastral Survey - Individual Cadastral Survey for the Public Land | 6,000 (Rai) 2,000 (Rai) 4,000 (Rai) | 6,198 (Rai) 2,041 (Rai) 4,157 (Rai) | 400,000 108,400 291,600 | 161,358 151,200 95,465 | 103.3 102.5 103.9 | 40.3 139.4 32.7 |
| 2. Group Land Rights Verification and negotiation (Legal Unit) | 2,550 (Farmers) | 2,646 (Farmers) | 622,965 | 865,963 | 103.9 | 139.0 |
| 3. Issue and Distribution of Land Use Certificate S.P.K 4-01(Land Reform Unit) | 4,000 | 205 | 21,970 | 880 | 5.1 | 4.0 |

Table 6. The ALRO Base Line Unit and Actual Unit Cost of Cadastral Survey and Land Verification and Negotiation of Nan Province.

| Cadastral Survey | | Land Verification and Negotiation | |
|---|------------------------------------|---|------------------------------------|
| ALRO Base Line Unit Cost(Baht per Rai) | Actual Unit Cost (Baht per Rai) | ALRO Base Line Unit Cost(Baht per Rai) | Actual Unit Cost (Baht per Rai) |
| 54.2 | 74.2 | 244.2 | 327.2 |

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