

Participatory Planning Process for Community Resettlements Program

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Abstract

The implementation of the publicity approach is important for the better planning and fulfilment of community needs. The exclusion of participatory planning process is also caused by the lack of public participation and there is only certain level of planning process that involved public community in decision making and implementing the decisions. This study aims to analyse the level of public participation in decision making and to identify the stakeholders involve in participatory planning process for Orang Asli community resettlements programme at Desa Temuan, Damansara Perdana. The objectives of the study (i) to assess the level of participatory planning process in the study area; and (ii) to identify the stakeholders involved in the participatory planning process in the study area. This study represents a qualitative study where the data analysed manually using the grounded theory. The in-depth interview was done between the stakeholders and Orang Asli. Findings from the study showed that the participatory planning approach for development of Desa Temuan did not involve the community of Orang Asli through the whole process of decision making. The developer uses a third party to act as a representative for them to negotiate with the community of Orang Asli to ease the communication aspects, discussions and to reach an agreement on both sides. The participatory planning approach can open opportunity for people excluded from development not only to participate in decision making but also to assess levels of local government transparency and accountability. Every participant should be welcomed and respected and the process shouldn't be dominated by any individual or group, or by a single point of view. Everyone also actually gets to participate in the planning process, and has some role in decision making.

Keywords: Participatory Planning Process, Public Participation, Decision Making.

1.0 Introduction

In Malaysia, publicity approach has been used in planning process of giving people the opportunity to make an appeal on matters that fall within the proposal. It is also mentioned in Town and Country Planning Act 1976 (Act 172) under section 9(1). However, due to various issues and problems faced by developers, town planners, local authorities and public on the effectiveness of public participation in the planning process and sharing ideas for an area. Current planning process is seen no longer relevant to implement public participation

which is regarded as outdated and prevents blocking of thought and planning practices. Planning process currently used is not concerned with public involvement in the planning process from the beginning to the end of the process where the current planning process only provide an opportunity for communities to give an opinion just on objection. In the implementation of the planning process, public involvement is limited to the publicity stage only where most of low-income or minority group have no voice in giving opinion and involve in planning process for their area. The new mechanisms and instruments in the reformed planning system will require a move from public participation to participatory planning. Planners, councillors, planning inspectors, developers, community organisations, heritage or enterprise agencies, all will need to grasp and embed through practice new sets of relationships. Moreover, the participatory planning approach can open opportunity for people excluded from development not only to participate in decision making but also to assess levels of local government transparency and accountability.

The objectives of the study are i) to assess the level of participatory planning process in the study area; and ii) to identify the stakeholders involved in the participatory planning process in the study area. Based on the objectives of the study, the research is expected aims to analyse the level of public participation in decision making and to identify the stakeholders involve in participatory planning process for Orang Asli community resettlements programme at Desa Temuan, Damansara Perdana. This is due that the true public participation process identifies community concerns and aspiration for the development at their place by involving these communities in planning process and incorporating their input into the development plan. Public participation must give communities the opportunity to participate, while also encourages this participation. A variety of participatory processes are available for communities to apply and to involve the public and these processes should be implemented from the beginning of the planning process.

2.0 Participatory Planning Process for Community Resettlements

According to <http://www.sasanet.org> participatory planning is part of the decentralisation process and aim to identify the critical problems, joint priorities, elaboration adoption of socio-economic development strategies. While, Olthelen (1999) cited on <http://www.sasanet.org> it also the initial step in the definition of a common agenda for development by a local community and an external entity or entities. This initial step is expected to evolve for the parties concerned towards a self-sustaining development planning process at the local level. In other words, participatory is a logical sequence of activities and events to lead participants, together, from identifying and understanding a problem to solving it. It relies on careful planning and hard work, and draws upon the wisdom, insights and creativity of all participants (Driskell, 2002). In other words, participatory planning is a set of processes through which diverse groups and interests engage together in reaching for a consensus on a plan and its implementation (Communities and Local Government, 2007). According to Chitengi (2003) participatory model is a new actor have emerged in the social and political arena, which include the private sector, local NGOs, community and volunteer organisations.

2.1 Participatory Planning Process

Base on Hassan et al. (2011), participation in planning attempts to move away from Static, state driven, spatially biased planning process to one that is dynamic, people-driven and

integrative. It's believed that participatory planning is better model for management relative to "conventional" one based primarily on expert input. David Driskell (2002), the participatory planning process generally begins with identifying the issues and progresses to planning for change and taking action. A process that is truly participatory, reflective and responsive will reassess previous assumptions and project directions as new information, attitudes, barriers and opportunities come to light.

Base on Tighe Geoghegan, Yves Renard and Nicole A. Brown (2004), effective participatory process characterised by the active, informed, and equitable participation of all interested stakeholders. Planning process can be described as participatory when the processes include the involvement of all stakeholders from early in the process. The elements of a participatory planning process by Geoghegan, Renard and Brown (2004) include:

- i. Definition of the process to arrive at decisions and solutions
All relevant stakeholders are a part of the process. The process should be culturally, socially, and politically appropriate. It must also be transparent in that all parties are aware of all steps in the process and are involved in decision-making as appropriate.
- ii. Identification of problems, issues, and needs
The first step in a conventional planning process. In a participatory process, these analyses involve all stakeholders.
- iii. Collection of information on which to base decisions
A wide range of tools can be used to collect information needed for participatory planning processes, including those described in the literature reviews. While, some types of participatory research can help stakeholders to better understand the issues they are addressing. The effective participatory planning processes do not require that stakeholders be involved in all aspects of data collection, some of which can be more effectively done by professionals. It is however important stakeholders endorse the methods used and accept the data collected by any method as valid and sufficient for decision-making.
- iv. Analysis
Where conflict is involved, research and technical assistance may be needed to understand the various manifestations of the conflict (symptoms) and why the problems occurs (cause).
- v. Identification of options
Identification of options is a critical step in a participatory process. Participants use the results of their analysis to define priorities and to identify the options available to them, taking into account the costs and benefits associated with each. One of the added benefits of these participatory appraisals is that they build the confidence and ability of all participants, notably the powerless, to become involved in decision-making and management.
- vi. Negotiation
These processes most effectively begin by identifying areas of agreement and building a common vision from these. It often helps to work next on the resolution of simple issues before attempting to resolve more complex ones. This makes it possible for the negotiating parties to focus on the issues that can be relatively easily resolved and demonstrates that it is actually possible to reach agreements. At this stage, the participation of skilled, neutral facilitator can be quite valuable.
- vii. Formulation of decisions and agreements

Negotiation should result in the development of decisions of what is to be done, strategies for how to go about the task, the agreements on the conditions and responsibilities for implanting the decisions made and also the arrangement for monitoring the process and its results.

viii. Identify and mobilise stakeholders

The purpose of such mobilisation is to assure that all potential participants in the process are informed of what is happening, are aware of the factors that prompted the process, recognise the legitimacy of the people and organisations that have taken the initiative, and are encouraged to become involved.

ix. Conduct stakeholder analysis

There are many methods for stakeholder analysis, and the method selected should be defined by the specific intent and purpose of the planning exercise, as well as by the preliminary assessment of the management issues being addressed. One of stakeholder analysis is that of looking at issues and questions that are not directly relevant and applicable to management process, and wasting precious time and goodwill as a result. The best way to avoid this problem is to use well-defined questions. A participatory stakeholder analysis exercise allows the various parties to hear and understand each other's interests and expectations. A participatory stakeholder analysis provides such an opportunity.

3.0 Research Methodology

The study was undertaken in resettlement of Orang Asli from Batu Lanjan to Desa Temuan. This area was chosen for the study because of there is no public involvement in decision-making on their land development projects. Before the placement of development projects in Desa Temuan, the MK Land and MBPJ did not apply the concept of participatory planning in making decisions for the project. This is because, the issue of incompatibility with the surrounding of the development as the resettlement of Orang Asli where the focus of MK Land development has resulted in a massive transformation of the area's landscape with the mushrooming of urban residential units and modern commercial blocks.

The data was obtained through in-depth interviews that were done involving respondents from the local authority; Petaling Jaya City Council (MBPJ), private sector; MK Land and also to the local community; of Orang Asli Desa Temuan. There are three (3) methods that are generally used in data collection for the study which is secondary data, observation and interviews. The secondary data had been procured mainly from the Muzium dan Balai Adat Desa Temuan. Whereas, the observation method was done by inspecting and recognising the physical aspects of the study area. The next method of data collection is through official in-depth interviews with the officer from local authority Majlis Bandaraya Petaling Jaya (MBPJ), the private sector MK Land and the community of Orang Asli Bukit Lanjan whom now are settling in Desa Temuan. The interviews had been executed by Personal Interview which is a face - to - face, two - way communication between the interviewer and the respondents. This stage is the most important studies in which the analysis is evidence to support important research data. The data collected will be analysed by N-Vivo software and the findings can be identified by using data from interviews. These include either issues or problems and potential the implementation of participatory planning. This is likely that the Orang Asli did not involve in the decision-making process together with the MK Land and MBPJ of the development to be undertaken on their land. In this study, all information

was delivered to the stakeholders who are the developer, JKKK, Lembaga Adat Orang Findings from the study showed that the implementation of this project uses the participatory planning process in decision making by Geoghegan, Renard and Brown (2004).

4.0 Analysis and Findings [Involvement Community in Participatory Planning Process]

The implementation of this project uses the participatory planning process in decision making by Tighe Geoghegan, Yves Renard and Nicole A. Brown (2004). The following analysis shows the levels in the participatory planning in decision making for Orang Asli community resettlement programme at Desa Temuan.

4.1 Community Participation

In this study, the parties that have the importance in the Desa Temuan development project are the developer; MK Land, the Local Authority; MBPJ and the Orang Asli residents of Bukit Lanjan themselves. From the analysis, the developer and the Selangor State Government has given them a chance to give their opinion or participate in deciding through the 142 session of discussion that have been held in all levels through their representatives; the Tok Batin, Tuan Hassan, JKKK, JHEOA and Lembaga Adat Orang Asli where a Memorandum of Understanding (MoU) had been issued. Also from the analysis, the State has conducted a meeting called 'Mesyuarat Jawatankuasa Khas Penswastaan Rizab' Orang Asli Bukit Lanjan that was chaired by the State Government Deputy Secretary from 1995 to 1996 to explain further about the project before it was announced to the Orang Asli Bukit Lanjan. The meeting was held 8 times to help the Orang Asli residence representative fully understand the development project. The transparency of the developer was also seen in explaining the development to the Orang Asli residence and committee on the development plan for Bukit Lanjan. In average; as mentioned; about five (5) discussions and meetings sessions were held between the developer and the JKKK and Lembaga Adat Orang Asli since 1995 to 1996.

4.2 Identification of problems, issues, and needs

This phase is very important as it involves all the parties that has interest in the project which are the Local Authority, the developer and Orang Asli residence. From the analysis, the problems, issues and need were identified through the 142 session of discussions and meetings that were held between State, the developer and the JKKK, JHEOA and Lembaga Adat Orang Asli Bukit Lanjan. The issue that were identified by the developers before and during the project were the issue of land ownership, revenue from the crops, relocation of the cemetery, relocation of the Orang Asli residence during the implementation of the project, the new school block, and the future of them.

4.3 Collection of information to support decisions

The data collection that was done can help the stakeholders understand and overcome the issues that risen during the project implementation. In this study, the developer had done this through discussions and meeting sessions with the State Government, JKKK, JHEOA, Lembaga Adat Orang Asli Bukit Lanjan and the Orang Asli residence themselves. The sessions were held to get a mutual understanding from the residents on the relocation area of the residence in Bukit Lanjan, the benefits to the residents, their best interest, the role of the JKKK and the Lembaga Adat in the development. It was also held to determine the administration system of the village, the ability of the person involved that has been registered on the benefits and compensations that they will receive through this privatised

project. The effective participatory planning processes do not require that stakeholders be involved in all aspects of data collection, some of which can be more effectively done by professionals. In this study, the developer appointed a mediator (third party); Tuan Hassan bin Ishak who was a former Chief of the JHEOA as a consultant to the Orang Asli residence. His main role was as the person in charge to withheld the agreement that was reached with the all the Orang Asli residence that was appointed by the Saujana Triangle Sdn. Bhd. (Mk Land's consultant). To smoothen the process in discussions and agreements, Tuan Hassan had worked together with the JKKK, the Lembaga Adat Orang Asli Bukit Lanjan and JHEOA to reach an agreement in many aspects.

All the discussions on issues and topics regarding the development project, the developer and the Orang Asli residence were presented by their elected representatives; Saujana Triangle Sdn. Bhd. for MK Land and Tuan Hassan, JKKK, Lembaga Adat Orang Asli Bukit Lanjan and JHEOA for the Orang Asli residence. The matters discussed in the meetings had to be presented to the Orang Asli residence by Tuan Hassan, JKKK, Lembaga Adat Orang Asli Bukit Lanjan or JHEOA and any inquires or questions was also raised through them as well.

4.4 Analysis and Findings [Decision Making in Participatory Planning Process]

The analysis was done based on the issues, problems and needs of the Orang Asli residence that were raised during the meeting sessions. The issues that were forward regarding the of land ownership, revenue from the crops, relocation of the cemetery, relocation of the current residence during the project, the compensation, the school block that is to be replaced and the future of them. The developer worked together with Tuan Hassan, JKKK, JHEOA and Lembaga Adat Orang Asli Bukit Lanjan to analyse the issues and to find a way to work with the Orang Asli's best interest in mind.

From the analysis, the Orang Asli residence feels that their life and lifestyle is threatened if the land reserve is to be developed. This is due to the feeling of insecurity because they must look for new settlement and they feel that the land reserves belong to their forefathers. In the beginning, they could not accept the fact that their land was zoned under the Selangor State development zone and they feel that the development project will not benefit them. Therefore, the Selangor State Government and the developer has held a series of discussions and meetings to inform the mediator or third party that will then give a better understanding to the Orang Asli residence. By using a representative from the Orang Asli themselves as, it has smoothened the communication process as the residents had more on trust people from their own village better.

4.5 Identification of options

In identifying the issues, problems and resident requirements, the developer had made a decision based on the mutual benefit of themselves, the Orang Asli residence and also the State Government. The State Government had taken over the Orang Asli reserve land by handing it over to Saujana Triangle Sdn. Bhd. to develop the land with conditions:

1. The Orang Asli residences of Bukit Lanjan are not to be relocated away from Bukit Lanjan and are to benefit socio-economically from the development.
2. The development must give maximum benefit to the Orang Asli residents and is able to change their lifestyle better and not to depend on the JHEOA.

The benefits and reimbursement that was given to the Orang Asli residence by the developer based on the Settlement Package that would be received by every Head of Family (147 heads of family). Some of them were:

1. A bungalow house with 4 or 5 rooms on an area of 7,000 to 10,000 square feet in Bukit Lanjan with individual titles.
2. Amanah Saham Bumiputra Investment (ASB) of RM 45,000 for each head of family who is deserving it.
3. An apartment unit in Bukit Lanjan for every single-family member who is deserving. (area: 675 sqf. With 3 bedrooms and 2 bathrooms)
4. A 2-storey terrace house in Sungai Buloh with an individual title. (18' x 60')
5. A relocation allowance of RM300 for each head of family involved.
6. Living expenses of RM500 monthly for those who live in the rumah panjang until their bungalow was completed.
7. An allocation of RM 7,924,060 for the Orang Asli children education fund through JHEOA.
8. A cemetery area of 5 acres.
9. A future development land for the Orang Asli of 6.5 acres.
10. A recreational open space.
11. The infrastructure that has been prepared in Desa Temuan, Bukit Lanjan are multipurpose hall, Taman Bimbingan Kanak-Kanak (TABIKA), museum and custom hall, surau and community house, 3 shop units/2 storey office and football field.
12. Skill training in different field for the Orang Asli youth of Bukit Lanjan
13. Job and business opportunities in EMKAY group of companies (MK Land) by the youth and Orang Asli entrepreneur.
14. Once the residence move into their completed bungalows, they will be thought on how to lead life in an urban area and their responsibilities as the head of the house in a modern setting through courses that will be given by Saujana Triangle Sdn. Bdn., JKKK and Lembaga Adat Orang Asli Bukit Lanjan.
15. As social service, MK Land will also give assistance on how to manage the renting out of the terrace house in Sungai Buloh and how to get potential tenants through "Tenant Agreement".
16. Planning the "Desa Temuan Community Education Centre" that functions as family harmony program and also the Orang Asli children educational achievement program. This project needs a block to allocate the Tabika, Taska and Kelas Pendidikan Kesejahteraan Keluarga.
17. Saujana Triangle Sdn. Bdn. will always work hand in hand with the JKKK and Lembaga Adat Orang Asli Bukit Lanjan in executing other programs that will benefit in the community development of the Orang Asli of Bukit Lanjan in physical and mental understanding of parents, children and youth.

Through the benefits and initiatives that had been given by the State Government and the developer to the Orang Asli residence, they have given a positive and helpful respond to the development project. Table below show the negotiation phase of Desa Temuan Dvelopment Project:

Meeting	Level	Parties Involved	Notes
Special Committee Meeting Privatisation of Rizab Orang Asli Bukit Lanjan	State	<ul style="list-style-type: none"> • JKKK • Selangor Chief Minister 	Eight (8) sessions of formal meetings including discussions from 1995 to 1996
Rizab Orang Asli Bukit Lanjan Development Coordinator Committee Meeting	State	<ul style="list-style-type: none"> • JKKK • Selangor Chief Minister 	Five (5) sessions including 3 discussions from 1995 to 2001
Special discussion on the understanding the MoU and individual settlements of the Orang Asli.	Project	<ul style="list-style-type: none"> • Developer • JKKK • Lembaga Adat Orang Asli Bukit Lanjan 	Five (5) times meetings from 1995 to 1996.
Work Committee Metting (People involved in the MoU)	Project	<ul style="list-style-type: none"> • Developer • JKKK • JHEOA • Lembaga Adat Orang Asli Bukit Lanjan 	67 times not including several other sessions from 1995 to 2002 (till August 2002)
JHEOA Meeting	Federal	<ul style="list-style-type: none"> • JHEOA • JKKK 	42 times not including not including vaious discussions.
Cemetery Tranference Committee Meeting	Project	<ul style="list-style-type: none"> • JKKK • Tok Batin • Residence 	Eight (8) times from 1997 to 1998. Chaired by Tok Batin to identify the method that will be used to relocate the cemetery based on customs of the Temuan Orang Asli tribe of Bukit Lanjan.
Orang Asli Housing and Belonging Committee Meeting	Project	<ul style="list-style-type: none"> • Developer • JKKK • Residence 	Three (3) times from 1998 to 1999. The coordination on the execution of the bunglow houses and other Orang Asli ownership.
Registration for Trust Rights and Heirloom Committee Meeting	Project	<ul style="list-style-type: none"> • JKKK • Lembaga Adat Orang Asli Bukit Lanjan • Residence 	Four (4) times in 2001. Determining the distribution of Orang Asli property to deserving heirs.

Source: Participatory Planning Process in Decision Making for Orang Asli Community Resettlements Program at

Desa Temuan, Damansara Perdana

Table 1: Negotiation Phase of Desa Temuan Development Project

4.6 Formulation of Decisions and Agreements

The outcome of this agreement is the issuing of the Memorandum of Understanding (MoU) on the 28th of November 1996 between three (3) parties; Saujana Triangle Sdn. Bhd., JHEOA dan JKKK and Lembaga Adat Orang Asli Bukit Lanjan. Based on the analysis, the negotiation included:

1. Decisions on what must be done
The decision that was done was based on the mutual understanding by all parties through the 142 sessions in various levels; federal, state and project where a MoU was issued.
2. Strategies on how to go about the task
The strategy of this implementation is through three (3) main elements which contributed towards the implementation of this project which was the full participation of the Orang Asli residence that were represented by the JKKK and Lembaga Adat as the “Benefiter” and “Development Partner” to Saujana Triangle Sdn. Bhd. Other than that, the main element of the project is the mechanism that the government has taken to coordinate and monitor the project through each phase and the commitment of the developer to complete the project.
3. Agreements on the conditions and responsibilities for implementing the decisions made
From the analysis, the developer has implemented the conditions that had been implicated by the Selangor State Government in the handing over of the Orang Asli land reserve where the residents will not be relocated and the development would have to benefit them socio-economically. The developer will then execute the Settlement Package that has been agreed by all parties
4. Arrangement for monitoring the process and its results
The developer uses a third party to act as a mediator for them to negotiate with the Orang Asli residence to ease the communication aspects, discussions and to reach an agreement on both sides. The developer appointed Tuan Hassan bin Ishak who was the former chief director of the JHEOA that would work together with the JKKK, Lembaga Adat Orang Asli Bukit Lanjan and JHEOA in monitoring the development of the project based on the need of the Orang Asli residence from various aspects.

4.7 Identify and Mobilise stakeholders

All information was delivered to the stakeholders who are the developer, JKKK, Lembaga Adat Orang Asli Bukit Lanjan, JHEOA and the Orang Asli residence through the 142 sessions that were done on various levels; the Federal Government, Selangor State Government and project. In the beginning, these sessions were between the developer and the State and the residents would be represented by Tuan Hassan bin Ishak, the JKKK, the Lembaga Adat Orang Asli Bukit Lanjan and the JHEOA.

4.8 Conduct stakeholder analysis

The developer had used the negotiation approach through discussions and meeting with the third party that represents the Orang Asli residence which is the best way to tackle this issue because the third party can convey the information well with the residents. This method of approach has enable all parties to be informed, understand and benefit from the project. Figure below shows the participatory planning process in decision making for Orang Asli community resettlements program at Desa Temuan, Damansara Perdana.

The result of the interviews that had been conducted found that the public participation in deciding for the Desa Temuan development project did not involve the Orang Asli residence as a whole. This means that the Orang Asli was not fully satisfied with all the benefits, and compensation given by the developer and the Selangor State Government. From the analysis, the discussion was done between the developer and the State was with Tok Batin, Tuan Hassan, JKKK, JHEOA and Lembaga Adat Orang Asli Bukit Lanjan who were only the representatives of the Orang Asli and not themselves which may have affected their decisions. Therefore, many of the Desa Temuan residents has moved to a more secluded area or villages such as in Sungai Buloh and they have rented out their houses in Desa Temuan. Even though the Desa Temuan development project in Bukit Lanjan used the public participation approach, the actual residents of the Orang Asli village had very limited say in the decisions that were made for the development project.

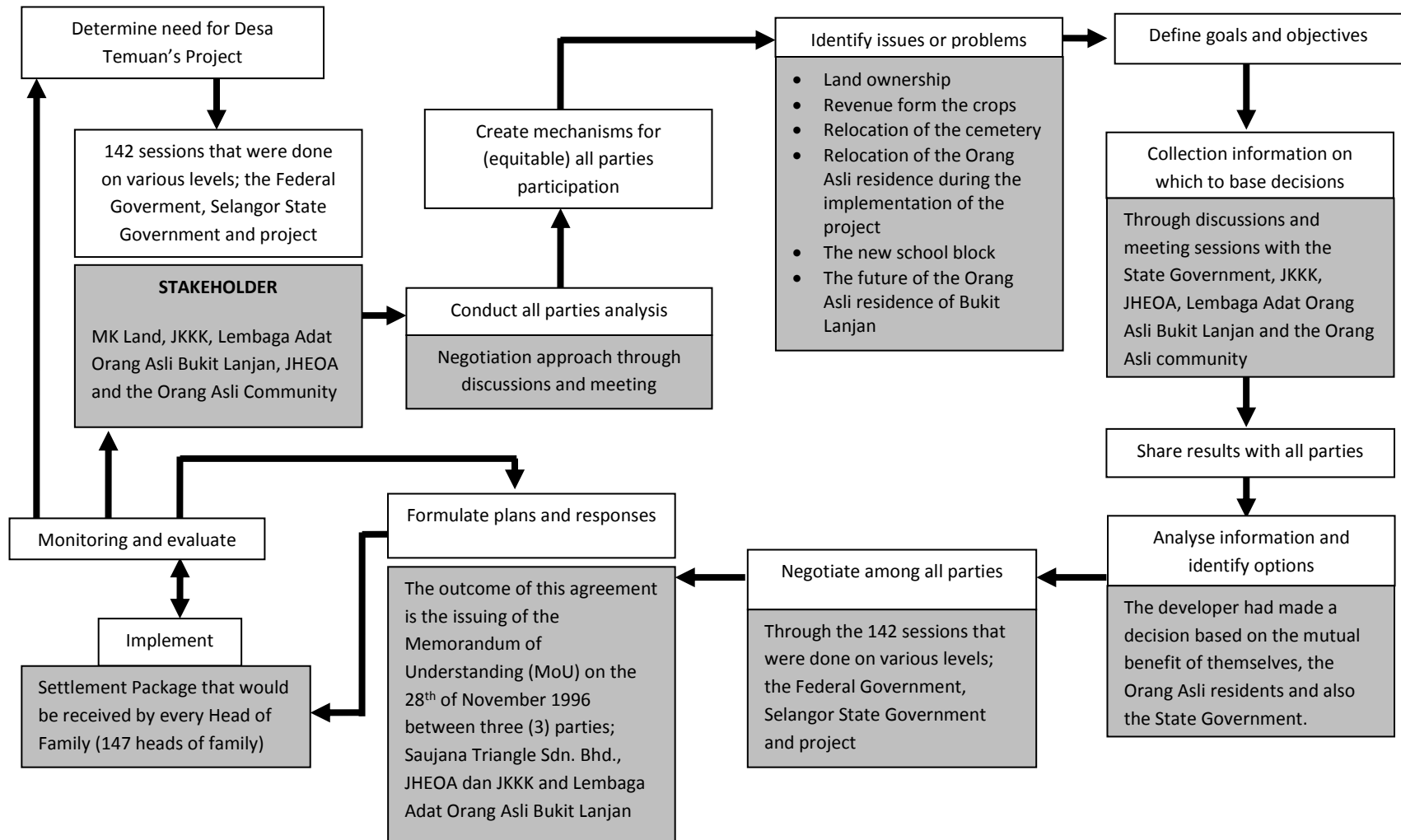


Figure 1: Participatory Planning Process in Decision Making for Orang Asli Community Resettlements Program at Desa Temuan, Damansara Perdana

5.0 Recommendation

A good development project for the Orang Asli should be planned from their perspective. There other issues such as social problems for youth and their traditional culture which difficult to compatible with the modern culture in their surroundings. Local Authority should impose conditions to the developer for the involvement of Community in all levels of decision-making. This agreement involves the resettlement of the community, the temporary settlement, the compensation they will receive. As the authoritative body, local authority should ensure that the planning permission for areas with an existing local community is granted with full participation from the local community from start to end of the process; to create the goal, objectives, identification of issues and problems, data collection, to create an alternative plan, evaluation, implementation until the monitoring and re-evaluation to ensure that development is suitable with impact of the surrounding areas. With the involvement of the community in the development process, it will be a good development as in involves the needs of the local community and their future instead of just the developer. Figure below shows propose Model of Participatory Planning Process with Full Participation from community.

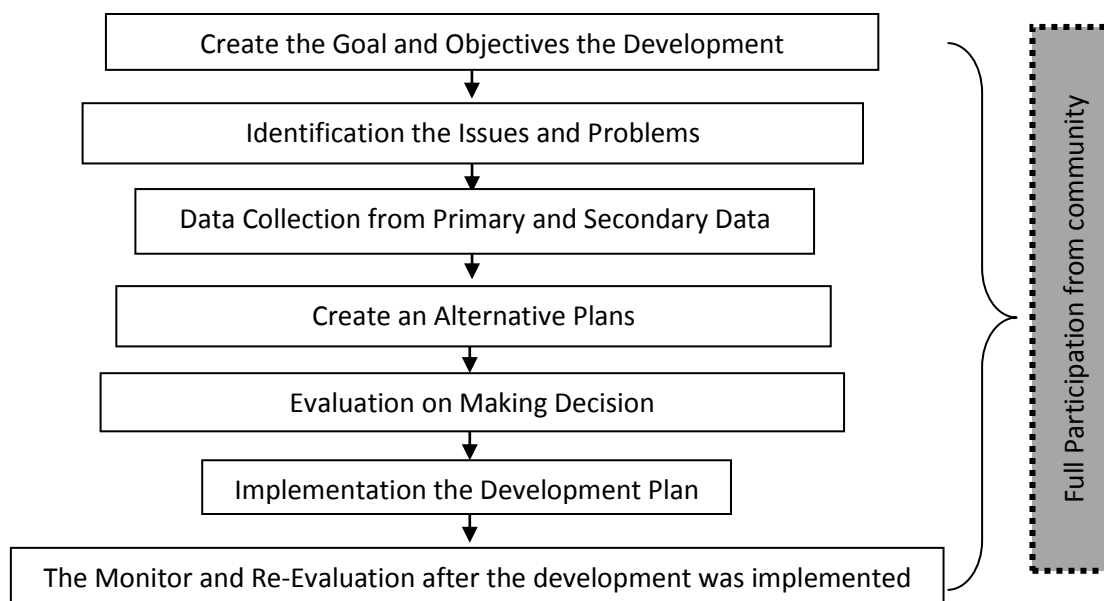


Figure 2: Model of Participatory Planning Process with full participation from community

6.0 Conclusion

As a conclusion, the result of the interviews that had been conducted found that the public participation in making a decision for the Desa Temuan development project did not involve the Orang Asli resident as a whole. This means that the Orang Asli was not fully satisfied with all the benefits, and compensation given by the developer and the Selangor State Government. The discussion were done between the developer and the State was with Tok Batin, Tuan Hassan, JKKK, JHEOA and Lembaga Adat Orang Asli Bukit Lanjan who were only the representatives of the Orang Asli and not themselves which may have affected their decisions. Therefore, many of

the Desa Temuan residents has moved to a more secluded area or villages such as in Sungai Buloh and they have rented out their houses in Desa Temuan. Even though the Desa Temuan development project in Bukit Lanjan used the public participation approach, the actual residents of the Orang Asli village had very limited say in the decisions that were made for the development project.

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