Effectiveness Form and Content of the Local Plan as a Tool for the Quality of Life in Urban Area

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Abstract

This research is about the theoretical effectiveness form and content of the local plan as a tool for the quality of life in urban areas. There are two introductory sections of the paper. Firstly to examines the form and content of the local plans. Secondly are to relate how local plan to influence the quality of life in urban areas. The main conceptual framework of this research is to look at how far the application of the local plans can support the development in creating the quality of life. In generally, form and content of the local plan are different from local authorities and it depends on the process of preparation of local plans. According to the form of the local plans, it relates to a proposal maps, written statements,, and report.

Keywords: Form and content; local plan; urban area; quality of life

1. Introduction

According to the Mahmud, Z. (2009), theoretical framework is a conceptual model of how one theorizes or makes logical sense of the relationship among the several factors that have been identified as relevant to the problem

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especially related to the title of study on form and content local plan as a tool for the quality of life in urban area. This paper is trying to attempt the relationship between the local plan and quality of life in creating the well-being in the urban area. Actually, the local plan also known as mechanism or tool in a quality of life because the functions of the local plan to control the development and use of land in the urban area. The study area for this research is Local Authority in State of Selangor. Basically, State of Selangor consists of twelve local authorities which are Shah Alam City Council, Petaling Jaya City Council, Ampang Jaya Municipal Council, Kajang Municipal Council, Klang Municipal Council, Selangor Municipal Council, Subang Jaya Municipal Council, Sepang Municipal Council, Hulu Selangor District Council, Kuala Langat District Council, Kuala Selangor District Council and Sabak Bernam District Council. However, from the twelve local authorities in State of Selangor, only three that have been chosen as a case study area such as Shah Alam City Council, Kajang Municipal Council and Kuala Langat District Council. Selections of three local authorities in State of Selangor based on the same policies and strategic that has been used for the development.

Table 1. Selection of local authority in state of Selangor

<table>
<thead>
<tr>
<th>District</th>
<th>Local Authority</th>
<th>Approval Date</th>
<th>No. Gazetted</th>
<th>Gazetted Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Petaling</td>
<td>Shah Alam City Council</td>
<td>Local Plan Shah Alam 2020</td>
<td>No. 3189</td>
<td>31.4.2014</td>
</tr>
</tbody>
</table>

(Source: Department of Town and Country Planning peninsular Malaysia, 2010)

According to the table above, selection of the local authority in State of Selangor includes two Districts that are Petaling and Kuala Langat. Selections of three local authorities base of the hierarchy of administration such as City Council, Municipal Council, and District Council. Basically, three local authorities above refer to the State Structure Selangor in term of policies and strategies. As mentioned previously, this three local authorities it different in term of form, content, and process of the local plan.

2. Literature review

A local plan is a physical planning document that translates the policy and strategic planning of the structure plan in the form of detail land use proposal map for the Local Planning Authority. It is prepared by the Local Planning Authority approved by the State Planning Committee and agreed by State Authority. Most of the definitions clear emphasize the local plan also acts as a guide in making decisions on planning permission. To ensure that the rationale for decisions made and accepted, it also should be considered and examined as soon as possible. It is supported by Local Planning Manual (2009) and The Development Plan (2002). In many previous researchers Cullingworth, B. & Nadin, V. (2006) stipulates the preparation of local plan and defined as tool for the quality of life it a parts from the policies and strategies State Structure Plan in creating the balance of development. As described by People and Planning (1970: p7) local plan will fill in the details of the structure plan and will be based upon it. They will show what kind of development will be allowed and where in the technical report. Since the plan main element will be a map of an ordnance survey base people will be able to look at it to see how their property is affected. Detailed in the report, local plan includes for example, action area plan showing where major change is to take place within the following ten years, or districts plan, which will bring together firm proposals by which a development control policy can be exercised. As Taib and Ho (2009) notes, the principles aim of the local plan is to prepare a comprehensive land use plan and quality of life in accordance with the requirements set out in the TCPA 1976 and the Development Plan Rules. Based on the previous chapter, local plan also defined as:
“Local plan is a detailed plan for function and purpose, to meet the present and the future identified community needs within the time frame for which the plan is valid”.


Figure 1. Hierarchy of development plans


Figure 1 above shows the hierarchy of development plan that explained types of the development plan that consists of the local plan as a major or focuses on the research. As defined in People and Planning (1970), the new development plan for each local planning authority will contain two parts, namely a structure plan and local plans. Ministry of Housing and Local Development (1965: p7) pointed out the development plan have not provided an adequate instrument for detailed planning at the local level. Further from the report, development plan can be prepared which are perfectly adequate in terms of the statutory requirements. The structure plan will consist of a written statement, illustrated diagrammatically, and will be submitted to the Minister for approval. It will set out policies and general proposals for the development and other use of land in the authority area including measures for the improvement of the physical environment and the management. According to Urban Design, in the Planning System (2000), development plan provides an essential framework for guiding and controlling development. The development plan may comprise one or more types of plan depending on geographical location. Together with this, development plans are the importance part in planning and to make sure that the local plan for development control can assist the local planning level.

2.1. Form and content of the local plan as a tool for quality of life

Besides, this subtopic can be described in details about form and content of the local plan in this research. This research is concerned with the form and contents of the local plan. Besides, it should be in a form suitable for publication. Figure 2 show the detailed about the form and contents of the local plan.
Adams, D. (1994) stressed that the need for the local plan is accepted, and their role clearly defined, the precise form and content of the plans can be left largely to local option. There is no need for rigid uniformity, either as between planning authorities or as between local plans for the different town; though a general consistency of style would be desirable. Together with this, the subtopic of this literature reflect the research questions of the study such as how adequate is the content of the local plan in existing the local authority? To answer the question, research objectives for these questions are to analysis comparative content of the local plan and to study the application of the local plan in the related local authority area. As mentioned earlier, Salleh (2007: p 28-29) noted that the local plan contains a map of the proposal together with a diagram and illustrations that suitable for development and contains the written statement. Furthermore, Greed, C.H. (1993) pointed out that the local plan translates the policy and proposal from the structure plan. The proposal contained in the local plan is the local authority’s action to develop the land in the area. He said that, to show the details of the particular site, proposal map are made on the ordinance survey. This is to show the resolution of the proposal. According from his book, the purpose of need, a zoning plan is provided which includes the proposed development of the land use. Based on his understanding, Salleh (2007: p 29) classified that written statement describing the justification and guidelines on a proposal contained in the local plan. However, any statement that contradicts or is inconsistent with the proposed map, the information provided in the written statement is final. The plan can be designed to meet the needs of the case and the kind of planning job required. Lewis, W.A. (2003) clearly point out the new techniques can be developed and broad scope left for the
planning team or consultants who prepare the plan. As can be seen from Ministry of Housing and Local Development (1965) the existing town maps could serve this purpose initially, but eventually they should be superseded by plans better adapted to the needs of local planning in communities of widely varying size and character, and with equally varying planning problems. Unlike the submitted plans, local plans are likely to place more emphasis on the map than on the written matter though they will usually include both. Lewis, W.A. (2003) criticism that maps should be highly descriptive such as should present as clear a picture as possible of what is proposed involved. The written part of the local plan should develop the general approach set out in the submitted plan and detail proposals. It could include sketches and photographs, including photographs of design models that may be prepared to help explain and publicise the plan Lewis, W.A. (2003).

2.2. The context of quality of life in urban areas

Briefly, theoretical concepts on the quality of life will be explained to give the some overview about this research. According to the title of research, the local plan is an instrument for the quality of life in the urban area. According to Rusanen, M. and Hooli, L. (2011), there some theoretical on the quality of life. They argued that, quality of life had the multi-dimension concept to shows the interrelationship in urban planning. Multi dimension concept can be measured using the lifestyle in the urban area based on the concepts of planning. In the local plan, the content of each sector that involves in physical planning trying to achieve the quality of life in the community and create a better of life by providing systematic planning. They also examined that, quality of life relate to prosperity and high of standard living in the urban area. In the content of the local plan, proposal plan already indicated what can be developed and what are concepts of development. According to the high of standard living, there are focused on the high quality of life with the component of land use activities such as elite residential, educational, integrated accessibility in line with a good ideal of lifestyle. Based on the content of the local plan, there is specific aim and goal of development. However, to ensure that development achieve the aim of development, there are some method that should be taken into account such as planning activities. Planning activities is an important aspect that can be considerate in land use planning. There is another method to achieve the quality of life by using the systematic planning activities such as refer to policies and strategic that have been set out by the local authority. Before the implementation of policies and strategic, it refers to the aim and objectives of development. In order to create a balance of development, formulation of policies and strategies should be suitable for the types of component development because planning always related to the practical process. Thus, it can be concluded that, form and content of the local plan assist the quality of life and produce a balance in the urban area.

3. Methodology

3.1. Research framework

Basically, design for the research framework base on the title of the study on the form and content local plan as a tool for the quality of life in the urban area. Briefly, research framework includes the background of the study, problem statements, the aim of the study, research objectives, research questions, scope and limitation and significant of the study. In this stage, the problem will be identified in detailed. Problem statement divided into four categories that are the type of the local plan includes the theory of the local plan itself that was creating the quality of life. Secondly is about the form of the local plan. As mentioned earlier, form relates to the proposal map and diagram in the local plan. Thus, the form also links up with the written statement such as technical report and the preliminary report. Nevertheless, content of the local plan is all about the sector, projection, existing land use, policies strategic and guidelines in urban area and how to produce the balance in planning development thus to create the quality of life based on the sector. Furthermore, to explain details about the problem statement, it also include the process of the local plan which are timeframe of preparation local plan, costing for preparation local plan, multi-disciplinary involvement in preparation of local plan, local authorities and state government in term of gazette the local plan, public participation in process local plan and weaknesses in decision making process. As has been discussed earlier in the previous subtopic, problem statement it crucial to see how far the development in the
urban area and how it can improve the quality of development in the area. According to the problem statements and aim of study, there are some objectives or step to achieve the aim of study such as analysis comparatively form and content of the local plan, examine the local plan manual that relates to the Act 172, undertake field work in trying to examine the application local plan among decision maker, assess approach to delivering local plan in local authority area and to evaluate the stakeholder and public perception towards. In between, to develop the research framework, it include the scope of study such as theoretical and concepts of development plan, form and content of the local plan, role and function of local authority, legal framework such Act 172 (1976), user or stakeholder in local plan and development control in local planning level. Formerly, quality of the local plan influences the development and determines whether the local plan fails or success to be implementing for the current and future development. In a field study carried out amongst the form and content local plan in development control at the local planning level, it found that the research framework also formulate the limitation of the study. Meanwhile, there are some limitations of the study such as lack of references in terms of books, document, report, journal and difficult to get feedback or respond from the local authorities. According to the lack of references and respond from local authorities it will lead the delay of write-up process on analysis. Thus, the significance of this research include to re-evaluating the effectiveness of the local plan in the quality of life. The context of re-evaluate is to create a new instrument that flexible, understanding, simple and efficient for the local authority in Malaysia. Furthermore, revisit on provision of law in term of review and amend the Act 172 especially Part III under the subsection 12 until 17 and also create new subsection that shown the detail about the process of preparation local plan. As noted in chapter one, significance of research also improve the practice of the local plan for the user which is to create a new strategy of document about the local plan or new guidance in term of manual planning and it will be change in the future. As can be seen, this research also deals with Act in which must comply in terms of development especially the process of preparation local plan. For this research it focuses on the Act 172 because preparation of the local plan in State of Selangor used that Act as a tool for development planning. Besides, Act 172 (1976), act as a guideline in the preparation process of the local plan and manual local plan also an instrument that involved in the preparation process.

3.2. The research questions

This subsection after a broad overview, research questions are to translate the research problem into a particular need for inquiry Mahmud, Z. (2009). This section describes how the research questions were chosen and support the research objectives of this study. According to the Chapter 1 and literature review in Chapter 2, it was clear that research questions can be formulated to answer and solve the problem and issues of form and content local plan as a tool for quality of life in the urban area. Basically, this study starts with the question how adequate is the form and content of the local plan in existing the local authority. Norton, R. K. (2008) argued about the form and content of the local plan. He said that the form and content of the local plan did not cover all the area of development in terms of plot ratio, building height, a radius of development and others. He seems to think that, form and content of the local plan are not comprehensive to achieve the aim and objectives of development in the urban area. The form and content of the local plan represent the image of development. In this context, Zainol, H. (2000) emphasize that, local authority play the importance role to make sure all form and content of the local plan follow the manual and the Act 172. Hence, table 2 below shows the relationship between the research question and research objectives to achieve the aim of the study.

<p>| Research Question 1: How adequate is the form and content of the local plan in existing the local authority? | Research Objective 1: To analysis effectiveness form and content of the local plan and to study the application of the local plan for quality of life |</p>
<table>
<thead>
<tr>
<th>Research Question 2:</th>
<th>Does the process of preparing the local plan meet the requirements of the Town and Country Planning Act (Act 172)?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Research Objective 2:</td>
<td>To examine the local plan manual and to investigate the process of delivering a local plan comprehensively and to relate the assessment with the Town and Country Planning (Act 172)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Research Question 3:</th>
<th>How effective is the local plan as an instrument in guiding decision makers in development control?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Research Objective 3:</td>
<td>To undertake field work in trying to examine the application of the local plan among decision makers to seek their perspectives in relation to the use of the local plan as a development control tool in quality of life</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Research Question 4:</th>
<th>To what extent does the duration of preparing a local plan affect the development of an area?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Research Objective 4:</td>
<td>To assess the approach to delivering local plan in a local authority area and to study its impact towards the delivery for future development</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Research Question 5:</th>
<th>How reliable and convincing is the local plan towards the public?</th>
</tr>
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<tbody>
<tr>
<td>Research Objective 5:</td>
<td>To evaluate the stakeholder and public perceptions towards the practice of the local plan in determined quality of life</td>
</tr>
</tbody>
</table>

### 3.3. Research design and sampling

Basically, for the research design and sampling it covers about the how to collect the data and to how to determine the sampling using the accurate method to get the exactly output and support the analysis in the next chapter.

#### 3.3.1. Data collection method

This subsection tries to look at the data collection method. According to Colin Neville (2007), state that data collection method is an integral part of research design. Data can be collected in a variety of ways from any different sources Bougie, R., & Sekaran, U. (2011). From the point of view of this chapter, data collection method divided into two categories such as sources of data and data collection. The details about the data collection method will be explained below:

#### 3.3.1.1. Sources of data

Sources of data divided into two categories that are primary data and secondary data. Primary data refer to information obtained first-hand by the researcher on the variables of interest for the specific purpose of the study. Secondary data refer to information gathered from the sources that existing data Bougie, R., & Sekaran, U. (2011).

- **Primary data**
  
  Through this study, information obtained according to primary data using the survey research method. Primary data covered the process and implementation form and content, local plan as a tool for quality of life in the urban area. Data collections also include the process preparation of the local plan. Primary data also include the sample that related to this study. For the sample, it also refers to the types of survey which are survey questionnaire and expert opinion (judgmental sampling) survey Mizner, W. (2009). As a mentioned earlier, judgmental sampling also known as purposive sampling because researcher selects units to be sampled based on their knowledge, professional judgment, expert or experienced sample based on some appropriate characteristic Mahmud, Z. (2009).

- **Secondary data**
  
  As mentioned earlier by W. Lawrence Neuman (2003), secondary data for this research is direct and uses the external sources. For the external sources it classified by categories and database format. Thus, for categories is divided into local government documents such as State Structure Plan of Selangor, Local Plan in State of Selangor, article, book, journal, University publications, dissertations and database format consist of article and government grant Bougie, R., & Sekaran, U. (2011). Mostly many data and information can get from local authorities’ area itself. Besides, secondary data also touches on the law and regulations which are statutory and non-statutory such as local government Act 172(1976). To support the local plan, the physical plan also can be referred and to determine
the management and how local authorities manage the urban base on the local plan. Nevertheless, the strategic plan also part of secondary data for this study.

4. Discussion and analysis

As mentioned earlier, this paper more on the theoretical framework of the effectiveness form and content local plan as a tool for quality of life in the urban area. In this study, there are techniques for data analysis by using the SPSS and Atlas-ti software. Briefly, this analysis based on the expert opinion survey and questionnaire survey. Data collection mode is personal interviews that consist of the in-depth interview, structured interview and semi-structure interview Mahmud, Z. (2009). Besides, the semi-structured or focuses interview, in which the investigator follow a set of questions, using an interview guide, to get the clear information and any data can be recorded using the tape. Nevertheless, structured interview in which an investigator uses a more structured set of questions that has been the draft, such as a formal questionnaire. For this study, the questionnaire only used to get the data from local authorities and consultants that involve in this study.

In generally, analysis and findings more emphasize on case study analysis and document analysis. There are three hierarchies of local authorities which Shah Alam City Council, Kajang Municipality Council, and Kuala Langat District Council. It also known as multiple case studies methods. As mentioned in the previous subtopic, these three levels of case study analysis are different according to the population and area. Analysis shows that, evaluate and uses of the local plan it different between the three of hierarchy in term of implementation, because of rapid development and need of development for each local authorities. However, case study analysis is trying to see how far the effectiveness of the local plan in planning development in the term to create the quality of life. Result analyses and discussed in relation to literature reviewed found out that the case study analysis based on three local authorities in State of Selangor have a different tool or mechanism to determine the pattern of development in fulfill the human well-being. In this part, explanation on document analysis is a part of data analysis in this study form and content local plan as a tool for quality of life in the urban area and it includes three local plans from the three case studies which are Shah Alam Local Plan, Kajang Local Plan and Kuala Langat Local Plan.

As well as elaborating in the literature review, the local plan is proposal map and written document. However, document analysis it very importance to addressing the problem and issues about this study and to answer the research question from the Chapter 4. Accordingly, the result found that three local plan have a different form and content. Table 3 below shows that form of the local plan by each local authority it very different, for example Shah Alam Local Plan produce one Volume that divided into two Part which Part I and Part II. For the Kajang Local Plan, Volume Local Plan consists of three categories which Volume I, Volume II and Volume III and Kuala Langat District Local Plan divided into two volumes. It can be concluded that, there are very different in term of form local plan by local authorities in State of Selangor. It happens because local authorities don't follow the requirement that has been stated in the manual local plan. However, these results reflect the problem and issue that highlighted in the chapter 1 of this research.

Thus it can be summarize that, result of this study related to the research objectives which implementation and application of form and content local plan and also local plan manual to investigate the process of delivering a local plan comprehensively. Researchers also found that there are many user that use local plan and how far public perceptions towards the practice of the local plan in the determined quality of life. As we know, the process of preparation the local plan involved many agencies and stakeholder to give their opinion and objection on development. This process also known as public participation to get the response from the community until the local plan is gazette by the local authority. Actually, there are examples of document analysis such as preliminary report and technical report. In practice, implementation and uses of the local plan are different in terms of the content of the local plan. For example, Local Plan Kuala Langat didn’t details compare to the Local Plan Shah Alam or Local Plan Kajang because development need in Kuala Langat underdeveloped.
Table 3. Comparative between the three local plan in case study area.

<table>
<thead>
<tr>
<th>Local Plan</th>
<th>Form</th>
<th>Content</th>
<th>Process</th>
</tr>
</thead>
</table>
| Shah Alam City Council      | One volume and divided for the two part:| Part I:  
Existing land use  
Vision and Strategic of Development  
Land use Proposal plan  
Implementation of Policies base on the  
State Structure Selangor  
Area Development of Local Plan  | Used the Fast Track process  
Programme Publicity  
Public Participation |
|                             | Part I: Development policies          | Part II:  
Development Proposal by five small zoning area                        |                                      |
|                             | Part II:                               |                                                                         |                                      |
| Kajang Local Plan           | Three volume which are:               | Volume I:  
Chapter 1: Introduction of study area  
Chapter 2: Direction of Development  
Chapter 3: Development Proposal (Divided for three main core)  
Core 1: Viable Area  
Core 2: Quality of Life  
Core 3: Sustainable Environment  | Report of Project Draft  
Literature Review  
Preliminary Report  
Finding Report  
Draft Local Plan (Publicity and Public Participation )  
Gazetted Local Plan |
|                             | Volume 1: Strategic and Development   | Volume II:  
Proposal Map  
Land use Proposal base on Small Zoning Area  
Guidelines  |                                      |
|                             | Volume 2: Development Control         |                                                                         |                                      |
|                             | Volume 3: Management and Implementation|                                                                         |                                      |
| Kuala Langat District Local Plan | Divided for two volume:               | Volume I: Divided for the three core  
Core 1:  
Core 2: Development proposals towards dynamic economic growth  
Core 3: Proposals towards prosperous society and human development  | Report of Project Draft  
Literature Review  
Preliminary Report  
Finding Report  
Draft Local Plan (Publicity and Public Participation )  
Gazetted Local Plan |
|                             | Volume I: Strategic and Development   | Volume II:  
Land use Proposal base on Small Zoning Area  |                                      |
|                             | Volume II: Development Control        |                                                                         |                                      |

5. Conclusion and recommendations

After the discussion and analysis, the next topic is recommendation will be based on the effectiveness form and content local plan as a tool for quality of life in the urban area. Thus, there are recommendations have been developed and described in detail in Chapter 5 which is related to the local plan. Besides, the recommendations tend to effectiveness local plan, flexibility, friendly, simple and efficient for the user especially local authorities and stakeholder. The local plan should be presented to everyone, and the local authority is responsible for the development in creating the balance of planning. The result shows that, local plan in State of Selangor produce different local plan in terms of form and content and certain local authority didn’t refer the manual local plan that
have been prepared by Department Town and Regional Planning Peninsular Malaysia. However, local authority failed to produce the good local plan in managing the development, that’s why recommendation more on role and functions local plan, process preparation local plan and decision making taking care on public interest. As a mentioned earlier, function of the local plan needs to be reviewed from time to time because rapid of development change the process and demand of development according to the increase population. Sometimes, Town and Country Planning Act (Act 172) need to review especially Part III from subsection 12 until subsection 17 in term of preparation local plan. This Act must be suitable for the current development and content of the local plan also updated. It can be concluded that, local authority play the important role in managing the development in line to create the quality of life and taking care interest of the community in the urban area.

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References