

Public Participation towards the Formulation of Environment-friendly City Policy in Tulungagung

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Abstract The purpose of this study is to measure the level of public participation in formulation of environment-friendly city planning policy in Tulungagung, which is expected to be a consideration for the government in increasing public participation to this policy in the future. The results shows that the level of public participation in the environment-friendly city planning policy-making in Tulungagung according to the Arnstein typology is in the category of Information, which is included in the Degree of Tokenism, where the ruling authority creates an image and no longer hinders public participation. Tulungagung Government has provided information to the public about their rights, responsibilities and options, which is very crucial for initial step of public participation. Although practically the provision of information is came from the authority to the community, without any possibility to give feedback or negotiation from the society. In the current situation, especially the information given at the end of the planning, the public has less opportunity to influence the plan.

Keywords Arnstein Ladder of Participation, Community Participation Level, Tokenism, Environment-friendly City

1. Introduction

Global warming is an environmental issue that can lead to global climate change. Global climate change occurs slowly in a long period of time, about 50-100 years. Although it occurs slowly, climate change gives a huge impact on the lives of living beings. The impacts that occur include: ice melting in the South Pole, shifting seasons, and the rising of sea levels. These impacts effect the survival of living beings. Climate change that happens very quickly becomes the most important development challenges in this century. Based on the projections for 2005-2025, the urban population in Indonesia will increase from 53% to 67.5%. The rapid growth of urban population is followed by climate change that could pose a threat to the increase of temperature in Indonesia at the average of 0, 8°C to 1°C [1].

The spread of uneven population density, plus uncontrolled population movements was feared to a buildup of various transport models will occurs that will lead to traffic paralysis. Traffic gets worse and evenly in every corner of the city. That requires an urban system that integrates the economics, business, government and environment in improving the life quality of residents by

optimizing available resources. Good urban planning including the anticipation on the issue of global warming and climate change, as today's demand. The cities that were not planned and managed with regard to global warming and climate change will lead to ecological and economic destruction [2].

From the above conditions and the growth rate of development, in an effort to provide comfort and healthy environment for the citizens, then the concept of environment- friendly urban policy can be a solution on the basis of eco-friendly. Environment-friendly city is a concept that being proclaimed throughout the world so that each city contributes to the reduction of carbon emissions for global warming reduction. In addition, environment-friendly city is also a symbol of closeness to nature. The support of community participation will strengthen further and reinforce environment-friendly urban development. Characteristics and vulnerability of nature that coexists with the participation of the community is the basis of the concept of this development.

In the development and application of environment-friendly city, the role of city government is very fundamental. As a self-regulating system, a city is made up of a control system (city government) and a homeostatic object (community or population). The city government will play a role as an institution that has legitimacy and responsible for the development and application of environment-friendly city through the policy-making

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process. Similarly with Indonesia, where the city has currently launched a program that is community-based eco-friendly, through the program of *Green City Development Program* (P2KH) where the implementation is contained in the Spatial Plan of the City and District. Development of environment-friendly city aims to improve quality and responsive to climate change which is currently an issue of the world [3].

The success of development based on the arrangement of the city government policy which cannot be separated from community participation. According to Santosa and Heroepoetri [4], context of spatial planning has two types of basic requirement that needs public participation, i.e. control functions and information on social data. Public participation in spatial planning becomes important in terms of making a spatial planning as being responsive. A responsive planning by Mc. Connell (1981) in Santosa and Heroepoetri [4] is the decision-making process of spatial planning that is responsive to the preferences and needs of the communities which potentially affected if the plan is implemented. In order to achieve a responsive planning, the community involvement should be done since the beginning of the planning process itself. It is since the identification of problems, aspirations and also needed through the implementation phase of the spatial plan. With the community involvement process from the planning stage, utilization and control of space, a system of evaluation of spatial planning activities that have been carried out will appear and become an input for further spatial planning process.

Participatory approach towards development is largely determined by the structure factor of socio-political, economic and cultural force in the local community [5]. Public participation in the development process of re-building process takes several references from developed countries [5-13]. However, the participatory approaches in the development process of developing countries do not seem to be considered in detail.

Public participation is a widely promoted concept, but few governments have demonstrated their programs application correctly. In many countries, the community is involved most in one or several stages of the program cycle, such as the determination of development priorities, resource allocation, service management, project implementation and evaluation. There is a tendency for the government to involve community participation only to implement the decisions that have been passed by the elite or politicians. In most government programs, professional (political elite) dominate the decision-making process by degrading the non-professional or non-technical knowledge and skills of the community. The concept of community participation is strongly being misunderstood and sometimes equated with a sense of community involvement. In some cases, people participate passively. There is no common approach to translate people's participation in practice and this makes the debate about how and to what extent the community members must participate in the program [14].

The effort in creating environment-friendly cities in East Java refers to the East Java Provincial Regulation No. 2 of 2006 on Spatial Planning and Regional Governance in East Java province, where in Article 1 Paragraph 34 is mentioned that an environment-friendly industrial activities, services and trade in the process of production or output priority method or technology that does not pollute the environment and is not harmful to living things. In realizing environment-friendly cities based on community participation refers to the lack of funding from the Regional Budget. The referral becomes a very strong base in integrating community participation as a major success of the carrying capacity of eco-friendly urban development [15].

Therefore, this study will attempt to assess the level of Public Participation in the Formulation of eco-friendly Planning Policy in Tulungagung. The purpose of this study is to measure the level of public participation in policy formulation that structuring an environment-friendly city in Tulungagung. Thus, it is expected to a conclusion that could be used as a consideration for the government in increasing the public participation in the environment-friendly city policy-making in the future.

2. Research Method

This study focuses on field research, to find out the problems and to obtain information and available data at the sites. In addition, this study also uses rationalistic paradigm, which emphasizes thinking in advance in the form of a concept or theory, as the basis for examining the symptoms that occur and perform an action. This research also supported by secondary data and review of literature. The use of the descriptive method is due to the focus on field research to obtain data or input from the community as the primary data. Quantitative descriptive method focuses more on interpretation of existing quantitative data contributing on the field. Otherwise, the qualitative description is focused on the disclosure of qualitative information through the data collection to be analyzed [16].

2.1. Research Site

In accordance with the Tulungagung District Regulation No. 11 of 2012 on Tulungagung Spatial Planning 2012- 2032, the study was conducted in Tulungagung City on three districts, i.e. Tulungagung, Kedungwaru and part of Boyolangu District. Referencing to the implementation of spatial planning regulations, the environment- friendly city planning development will be centered on these three districts.

2.2. Data Collection

Data were collected by using questionnaire to 100 respondents of citizens in the study sites. The respondents are community representatives who have been involved in the environment-friendly city policy-making, including the

head of the urban and rural villages in the planning area of Tulungagung District, Kedungwaru District and Boyolangu District.

The collection of qualitative data is obtained through interviews of key persons selected by purposive sampling, where each village would have taken three people (includes head of the village and secretary) who are considered to understand the development of the existing research areas and the potential of the study area [17].

2.3. Data Analysis

Table 1. Interval of Eight Ladder and Typology of Arstein

Participation	Scores	Typology scores
Citizen Control	712.5 – 800.0	2850 – 3200
Delegated Power	624.9 – 712.4	2500 – 2850
Partnership	537.3 – 624.8	2150 – 2500
Placation	449.7 – 537.2	1800 – 2150
Consultation	362.1 – 449.6	1450 – 1800
Informing	274.5 – 362.0	1100 – 1450
Therapy	186.9 – 274.4	750 – 1100
Manipulation	100.0 – 186.9	400 – 700

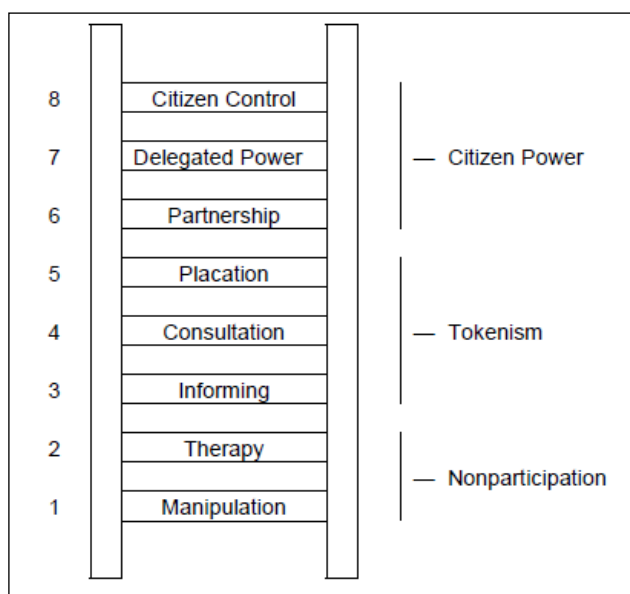


Figure 1. Eight Participation Ladder of Arnstein (1969)

Data were analyzed descriptively in qualitative and quantitative method. The level of participation is measured by quantitative method based on the total scores of all variables. The level of community participation was determined by the typology category of Eight Participation Ladder of Arnstein [18]. The magnitude of the interval score to determine the whole category level of community participation was based on the scores of individual participation level category multiplied by the number of samples.

There are four criteria of questions with eight answer options to each question with score ranging 1-8. The minimum and maximum scores determined the distance of

the interval score in the Arnstein Ladder (Table 1). According to Arnstein [18], there are eight levels of participation rate based on the strength of the community in the influencing the plan (Fig. 1). The overall community participation was also categorized in the typology of Arnstein (Table 1).

3. Result and Discussion

The level of public participation in environment-friendly city policy-making in Tulungagung is measured from the level of attendance at the meeting or conferences, activeness in giving input or suggestions or proposals, involvement in establishing the concept of the plan, and the involvement of approving the draft plan.

3.1. Attendance in Meetings and Conferences

The total score on the variable of attendance in meetings/conferences is 218 (Table 2), which included in the level of community participation of Therapy, in the second Arnstein's Eight Ladder. The participation rate is the second lowest, which under the guise of community participation in planning. In this level, experts treat community members such as the healing process of patients in therapy. Although people are involved in the activity, the activity is in fact get input from the public in the interest of the government.

Table 2. Attendance in Meetings and Conferences

Scoring Scale	N (%)	Weight	N x Weight
Present as an audience	48	1	48
Present to give input to the government	8	2	16
Present to give input to the community	29	3	87
Present and conduct a dialogue with government	11	4	44
Present giving some influence	3	5	15
Present to divide planning responsibilities	0	6	0
Present given the authority as a delegation of making a decision	0	7	0
Present with full decision	1	8	8
TOTAL			218

Most community (48%) is *present as an audience*, means that Tulungagung community is already aware on the importance of the participation in planning the environment-friendly city policy-making in Tulungagung. Thus people are willing to attend even if only as a listener/audience. Ward [19] stated that participation is seen as a complement to formal government and the approach remains top-down. Public participation at the level of manipulation is considered as a form of government dodged responsibility towards society. Schoburgh [20] highlighted how the state contributes to the problem of participation. Schoburgh stated that the people in Jamaica rely heavily on leadership or leaders they perceived as someone who could

bring their aspirations to the government. But in practice, the figure is only a legitimacy part of the existing public participation.

McDonald et al. [21] showed that the dependence on leadership can lead to indifference. Instead, McDonald et al. [21] stated that there must be confidence in the community itself so that the process reflects the needs of the communities it serves.

At the level of therapy, we can describe that the level of attendance at meetings/conferences are due to:

- People who are involved to participate in the formulation of environment-friendly city policy in Tulungagung are just to get approval.
- In this case, the consent of people obtained by invite several community leaders in Tulungagung.

This level of therapy is included in the degree of non-participation, which is a level of participation in which people participate because it is required to participate in the development process, with no ability to change what had been planned by the government.

3.2. Activeness in Giving Input, Advices, and Suggestions

Most respondents do not provide feedback (35%) on the activeness in expressing input, advice, and suggestion (Table 3). It implied that the public continues to participate by attend the meetings which held by government of Tulungagung, but have no desire to participate in providing input, suggestions, or ideas. Brodie et al. [22] emphasized several factors that contribute to the active participation, i.e. the people's understanding on the material of the meeting's, gender and social status in the community. Lowndes [23] showed that individuals from the community who are invited to participate can be a motivator if the government could provide a good and correct understanding. Bartle [24] referred to certain people as social animators; people who try to motivate and build the community into action through their knowledge on the existing network within the community.

Table 3. Activeness in Giving Input, Advices, Suggestions

Scoring Scale	N (%)	Weight	N x Weight
Not provide input	35	1	35
Input to the interests of the government	6	2	12
Input for the benefit of society	19	3	57
Input with a two-way dialogue	28	4	112
Feedback and suggestions noted	12	5	60
Input and similar interests achieved	0	6	0
Input and having the decision authority	0	7	0
Input and full power	0	8	0
TOTAL			276

The determination on the level of community participation

c in Table 2 yielding a total score of 276, means that community participation is included in the informing category level (the third of Eight Ladder of Arnstein). Informing level can be interpreted that the activeness in expressing input, advice, suggestion is due to the provision of information by inviting community to participate in the planning formulation of environment-friendly city policy in Tulungagung. In this case, the information is given by the forum of the meeting.

This level of informing is included in the Degree of Tokenism, a level of participation that people are being heard and allowed to argue, but they do not have the ability to get a guarantee that their point of view will be considered by the decision makers.

3.3. Involvement in Setting up the Concept Plan

Based on the concept of involvement in establishing the plan, the majority of respondents help to define the concept plan for the public interest as many as 44% (Table 4). It means that people who become representatives in the planning of environment-friendly city policy-making in Tulungagung already have a sense of responsibility in defining a concept. Similar participation case were occurred in Guatemala, a bottom-up structure based on the rights of all residents to be included in the decision-making process for policies that affect their daily lives [25]. Council at the level of society composed of community representatives, who act as leaders for the community and identify the needs and priorities of the communities they serve. The board members also participate in the formulation, planning implementation, monitoring, and evaluation of projects and policies that affect them or people in the community at the city level [25]. This level of Consultation is included in the Degree of Tokenism.

Category determination on the level of community participation in Table 3 has the total score of 364, which included in the level of Consultation (four of Eight Ladder of Arnstein). It means that the level of involvement in establishing the concept of the plan occurs because:

- Government invites public opinion after gave the information to the public. It is proven with the involvement of community representatives in planning the environment-friendly city policy-making of Tulungagung.
- There has been a two-way dialogue between the government and the people that involved. Community provide input and discuss through the two-way dialogue.

Although there has been a two-way dialogue, the success rate is low because there is no guarantee that the ideas of the community will be considered. The used method is a public neighborhood meeting and public hearing.

Communication has been in two ways, but it is still only a ritual participation. Where there is a screening of aspirations, there has been a rule proposal, thus there is hope that the people's aspirations will be heard. However, there is no guarantee whether these aspirations will be implemented or changes will occur [26].

Table 4. Involvement in Setting up the Concept Plan

Scoring Scale	N (%)	Weight	N x Weight
No involvement in setting the concept plan	7	1	7
Involved in defining the concept plan for the benefit of the government	0	2	0
Involved in defining the concept plan for the benefit of the society	44	3	132
Join the discussion / dialogue in establishing the concept plan	29	4	116
Involve in defining and gave some influence on the concept	11	5	55
Involved in defining the concept and shares responsibility with government	9	6	54
Involved in defining the concept and has the authority to make a dominant decisions	0	7	0
Involved in defining the concept and has the power to plan, implement, and oversee a plan	0	8	0
TOTAL			364

The level of consultation can be defined as a process of continuous participation of all relevant stakeholders in decision-making throughout the formulation and implementation of development policies and programs [27]. Consultation should be understood as a means to achieve certain goals and not as an end. The basic objective is to make decisions more inclusive, transparent, and accountable, which in turn will not only increase benefits to local people and affected other stakeholders but also improves long-term survival of a government program. Policies to promote government programs will only succeed with the meaningful participation of relevant stakeholders, including vulnerable groups such as forest-dependent communities and indigenous peoples, women and youth [28].

3.4. Involvement in Providing Approval of the Draft Plan

Based on the involvement of approving the draft plan, all respondents gave consent. Most respondents give their approval because there has been a two-way dialogue with the government, for 37% (Table 5). It means that people in Tulungagung already aware the participation importance in the formulation of environment- friendly city planning policy, thus people would give approval to the draft plan that was made.

Determination of categories based on the level of community participation in Table 4 is 418, included in the consultation level category (Four of Eight Ladder of Arnstein), while the level of power sharing is at the level of Tokenism.

At the level of Consultation, the level of involvement in giving approval to the draft plan is because:

- The government invites public opinion after the public is

given information.

- There has been a two-way dialogue between the government and the people involved. Communities provide active input and discuss through the two-way dialogue in public neighborhood meeting and public hearing. But the success rate is low because there is no guarantee that the ideas will be considered.

Table 5. Involvement in Providing Approval of the Draft Plan

Scoring Scale	N (%)	Weight	N x Weight
Not approving	0	1	0
give approval for the government's interest	6	2	12
giving consent due to the interests of society	23	3	69
giving consent because there has been a two-way dialogue with government	37	4	148
Giving approval because the society's suggestion is taken into consideration	19	5	95
giving consent because there has been a similarity of interest with the government	13	6	78
give consent after given the authority to make dominant decisions	0	7	0
give consent after being given the power to plan, implement, and oversee a plan	2	8	16
TOTAL			418

At this level, the participation is an apparent participation. Although people have given their opinion, the role of the government is still dominate, thus for some criteria, the initiative of community is very small. This *pseudo*-participation also occurs in the suburban society of Sidney [29]. To support the government's program, the government is inviting the public to participate in the planning of the upcoming development. The ideas of the community is deliberately accommodated by the government and promised to be given a solution to these ideas. But in fact, the program is still carried out in accordance with the arrangements of the government.

3.5. Overall Community Participation

The level of public participation in environment-friendly city policy-making in Tulungagung can be determined by summing the scores of each variable as described previously, i.e. attendance in meetings and conferences; activeness in giving input, advice, suggestions; involvement in establishing the concept of the plan, and the involvement in approval of the draft plan (Table 6). The total score of public participation level in environment-friendly city planning policy-making in Tulungagung is 1276, thus the overall participation rate category is at *Informing level*.

Table 6. Level of Public Participation in the Formulation of Environment-Friendly City Planning Policy in Tulungagung

No	Variable	Variable Score	Level of Participation
1.	Attendance in meetings and conferences	218	Therapy
2.	Activeness in giving input, advice, suggestions	276	Informing
3.	involvement in establishing the concept of the plan	364	Consultation
4.	involvement in providing approval to the draft plan	418	Consultation
TOTAL		1276	Informing

Based on the typology of Arnstein, it is determined that the level of participation of society as a whole is at the level of Informing and the level of power sharing is Tokenism (delusive). The ruling authority creates an image, no longer hinders public participation. This result is consistent with the research conducted by Mirafat [13], which suggests that the level of community participation in development planning at the level of participation is moderate, or on a third level scale of Arnstein, namely informing.

Mirafat explained the factors that affect the level of participation are internal factors and external factors which encouraging and inhibiting. The internal factors are more influenced by the socio-economic conditions of the people, such as the type of work and level of income, while the external factors are more influenced by the technical assistance from the government through a program to improve environment quality.

This study shows that the involvement of the community to participate in the environment friendly city planning policy-making is still not optimal; to really incorporate community members in the planning and implementation of the program. Since this is a top-down approach without empowering participation, people do not feel as if they have ownership in the program. Society is just informed about the eco-friendly city planning, but active involvement in planning is not seen yet.

The concept of community participation is a process that provides individuals an opportunity to influence public decisions and is a component in the process of democratic decision. Public participation is the simple meaning of public authority (citizen power). It concerns the distribution of power that allows people to consciously be involved in the economic and political processes. Public participation is also a strategy in which people participate in determining the provision of information, goals and policies, implementation of programs and benefits in contracts and protections [30].

Goodlad and Meegan [31] have noted the participation has been promoted as a solution to a perceived failure of local government decision making. However, many agenda for public involvement forum has been created at the behest of the current Government. Historical planning is the only law function of local government which is needed to conduct

public consultation. Planners continue to engage debates on the role of participation, effective processes and outcomes of participation in community empowerment [18, 32-39].

The level of public participation in environment friendly city policy-making in Tulungagung will affect the spatial planning includes the framework and principles to provide guidance on the location of development and infrastructure [38, 40, 41]. For that, it is needed to know whether the proposed spatial development has been used as a reference by the government and development actor, s, both public and private. With the level of community participation, which only reached the third level (informing), it is still at the level of tokenism and has not reached the level of public power. However, this level has provided information to the public t, although it's only passive information (from one of the parties, i.e. the government).

Field observation showed that a lot of asymmetric information occurred implies that one party has more information than the o, ther. In the Government contexts, the local authorities have more information about the area condition compared to the society that is not involved in the planning. Asymmetric information will result an adverse selection problem because the society does not know for sure whether development planning is good or bad. Asymmetric information will also affect the moral attitude which is a contrast action of the government to the effort of increasing people's welfare [42].

The problems arising from the existence of planning formulation of environment-friendly city policy emerge adverse effects of asymmetric information. Thus if adverse events are reduced then the problem of policy formulation should also be reduced. The deviation of information is due to [43, 44]:

1. the provision of information by the government is still limited
2. the community involvement in the preparation of the environment friendly city policy is still on the initiative of the government
3. the process of public participation in this policy does not entirely refer to the existing regulations
4. lack of dissemination to the public and private parties

Gebremedhin and Theron [45] stated that the government's definition of participation is more about engagement and does not lead to an empowerment. Gebremedhin and Theron [45] distinguished between engagement and empowerment. Empowering as a form of participation required ideal self-development. The case study of Galanefhi Water Supply Project (GWSP) is an example of top-down involvement and participation type which only provides information about what will be done by the government. Otherwise, the public is excluded to direct or control the outcome of the projects/programs of the government. This is reflected in the participation ladder of Arnstein [18] as the degree of tokenism or non - participation.

4. Conclusions

The level of public participation in planning the environment-friendly city policy-making in Tulungagung by Arnstein typology is in the category of *Informing*. It is included in the degree of *Tokenism*, where the ruling authority creates the image; no longer hinder the public participation. That means the government has been carrying out its obligations to provide information to the public by holding a meeting with some community leaders. Society acts only as recipients of information. Although there are inputs from the society, it will remain set as what has been planned or formulated by the government previously.

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