

COLLECTION OF VIEWS FROM STAKEHOLDERS ON PUBLIC FACILITIES IN KAJANG: AN ISLAMIC GUIDE

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ABSTRACT

The paper attempts to discuss the provision of public facilities in the Kajang Local Plan 2020 based on the views and perspectives of the stakeholders. The research on development plan implementation issues was inspired during Town Planning Day Conference 2012 that was organized by Malaysia Institute of Planners when some of the speakers have highlighted the weakness of Malaysia development plan implementation due to (i) constant complaint of inefficient local plan implementation as development blue print, (ii) Lack of awareness of other government agencies and (iii) the review of local plan is timely in order to make the plan as strategic plan. Throughout the literature review process, researchers have found out that the implementation topic has received less attention from the researcher, practitioner as well as decision maker compared to the preparation of plan or public participation issues. MPKJ Local Plan 2020 was selected due to its status as the latest gazette local plan in Selangor. The data collected was analyzed by using SPSS software and several analysis methods were adopted to generate the findings. From research findings, some recommendations will be generated based on the Islamic Planning principles. In general, the result shows that most of public facilities type in MPKJ Local Plan was successfully provided and able to cater the current needs of the local community. However, the provision of public facilities policies in the local plan need to be revised in order to cater the demand of Kajang rapid population growth.

Keywords: Local Plan, Planning Stakeholders, Local Community, Implementation, Public Facilities.

INTRODUCTION

Development Planning System is the two-tier development system that was related to each other which consist of Structure Plan and Local Plan (TCPA 1976, Act 172). Development Plan

Strategy 1986 has outlined the preparation of Structure and Local Plan as Development Planning System by Local Planning Authority in their respective area. Structure Plan is a strategic plan which consists of written statement of the policies and general proposal from the local authority for the development and land use control, enhancement of natural environment as well as route network for a long term period. While Local Plan consist of map and written statement that explain comprehensively the development plan and land use as was outlined in the Structure Plan (Abdul Munit Kasmin, 1999).

According to the definition by Town and Country Planning Department Peninsular Malaysia (TCPD), Local Plan is an official document that interprets general policies and suggestions in the Structure Plan to physical shape that is more precise and practical. In other words, a local plan is a written statement prepared to elaborate the policies and proposals set out in the structure plan. This plan consists of written statement and diagrams setting out the detailed planning, and manner of carrying out the proposals set out in the structure plan of a local planning authority area. The local plan must also set out the development proposals, details of land use of an area, the measures to protect the environment, preservation of natural topography, landscaping, preservation and replanting of trees, create open spaces, to preserve and protect the building, improve communication system and traffic management in a local planning authority area. The local plan covers of policies for 11 land use sectors which are i) Housing, ii) Commercial and Services, iii) Industry, iv) Infrastructure and Utilities, v) **Public Facilities and Institution**, vi) Open Space and Recreational Area, vii) Transportation, viii) Water Bodies, ix) Agriculture and Farmland, x) Vacant Land, xi) Forest. The paper centre on the implementation of local plan focusing on the Public Facilities sector in Kajang Municipal Council Local Plan 2020 based on Islamic planning principles.

In Islamic planning principles, the provision of Public Facilities might falls under *Hajiyyat* (complementary) of *Maslahah* categories which is one of the concepts in *Maqasid Al-Shariah*. Asyraf Wajdi Dusuki and Nurdianawati Irwani Abdullah (2006) have defined *Maqasid Al-Shariah* as “a system of ethics and values covering all aspects of life (e.g., personal,

social, physical, political, economic, and intellectual) with its unchanging bearings as well as its major means of adjusting to change which cannot be separated or isolated from Islam's basic beliefs, values, and objectives”.

In other words, *Maqasid Al-Shariah* reflects Islam as a complete and integrated code encompassing all aspects of life, whether individual or social, both in this world and in the Hereafter. As an example, the Public Facilities planning and design cannot be isolated from the moral and spiritual aspects. Therefore, a current understanding of one concept of *Maqasid Al-Shariah*, which is *Maslahah* (the public good), may lead to the understanding of the relation between Islamic principles and Public Facilities planning.

Maslahah is a concept used in Islamic legal theory to promote the public good and prevent social evil or corruption. According to Imam Al-Ghazali (as cited in Asyraf Wajdi Dusuki and Nurdianawati Irwani Abdullah, 2006), *maslahah* can be defined as “an expression for the acquisition of benefit or the repulsion of injury or harm, but that is not what it means, because acquisition of benefits and the repulsion of harm represent human goals, that is, the welfare of humans through the attainment of these goals”. In order to preserve the *Shariah* objectives, *Maslahah* was classified into three categories which were *Daruriyat* (the essentials), *Hajiyat* (the complementary), and *Tahsiniyat* (the embellishments). As stated before, the provision of Public Facilities for a community might falls under the *Hajiyat* categories because it is the complementary interests that if neglected, would lead to hardship but not to the total disruption of life's normal order. In other words, they are needed to alleviate hardship so that life may be free from distress and predicament. As the example, the provision of well-planned Public Facilities will help to remove hardship and encourage better living qualities for the society.

GOAL AND OBJECTIVES OF THE PAPER

The goal or aim of the research is to examine the implementation the local plan policies and strategies focusing the public facilities sector from the planning stakeholders views. Against the backdrop of these problems, the objective of the study is to

examine factors that influence the success or failure of the implementation of local plan in Peninsular Malaysia particularly in Mukim Kajang.

The objectives that have been formulated to achieve the goal are:

- a) To examine MPKJ Local Plan 2020 specifically public facilities sector and compare with existing condition based on the stakeholders perspective.
- b) To investigate the awareness of planning stakeholders involving in public facilities whether they understand the use of local plan in their job scope/area.
- c) To study the issues and problems regarding the local plan provision and implementation in particular public facilities.
- d) To suggest recommendations on improving the implementation of development plans to make them reliable and functional.

The paper attempts to achieve the last research objective which is to suggest recommendations on improving the implementation of development plans to make them reliable and functional. This paper aims to highlight the importance of public facilities provision through Islamic perspectives and suggest some improvement and recommendations that apply Islamic planning principles which can be adopted by local authorities in order to provide sustainable facilities for the community.

STUDY AREA: MUKIM KAJANG

Kajang is a city in the eastern part of Selangor, Malaysia (2.98° N, 101.77° E). Kajang is also the district capital of Hulu Langat with the area of 9,298 hectares. It is located approximately 21 kilometres (13mil) south of Malaysia's capital, Kuala Lumpur. In association with the development of Selangor state, it could be seen that Mukim of Kajang has been developing rapidly.

Mukim of Kajang is located in a high land area which is approximately 76,250 centimetres above the sea level. Most of the topography is a hilly area whereby the flat lands were the river valley such as Sungai Langat, Sungai Bangi, Sungai Semenyih and Sungai Chua. This is the area of the early settlements of

Mukim of Kajang. Mukim of Kajang is one of the important Mukim in the districts of Hulu Langat in terms of contributing towards sustainable development of the district. Being the district capital leads the area to experience a rapid development in various aspects. This could be seen from the development of housing, commercial and also industrial area. These rapid developments increase the numbers of population within the area. As a result, more types of public facilities & institution are needed in order to cater for the needs of the people. Therefore, in accordance with the research to determine implementation of local plan by planning stakeholders, Mukim of Kajang is a suitable selection for case study.

Moreover, Mukim Kajang that is governed by Kajang Municipal Council claims to have the most reliable format of local plan and is the latest local plan that has been gazetted in Selangor which is on 20th January 2011 (Selangor TCPD).

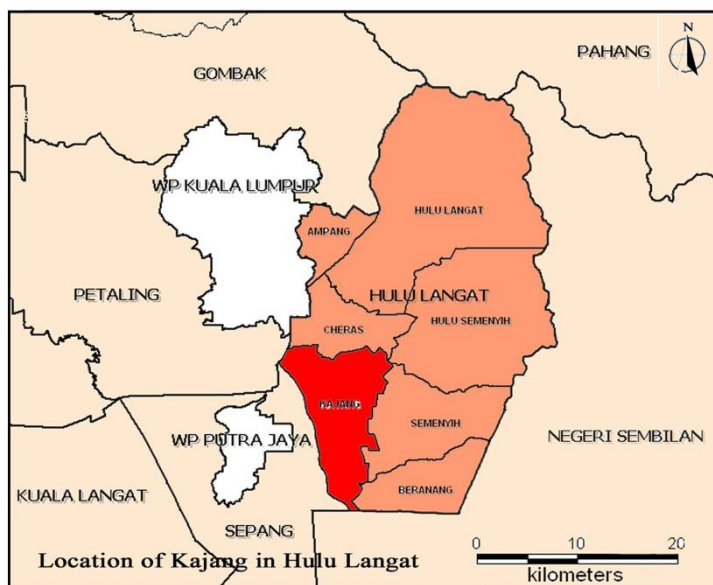


Figure 1.1: Map of Mukim Kajang Location in Hulu Langat District

Table 1.1: MPKJ Area Existing Land Use (2007)

LAND USE	HECTARES	(%)
Built up area		
Housing	7,854.57	9.97
Industry	2,953.58	3.75
Commercial and Services	514.58	0.65
Public Facilities and Institution	2,833.84	3.60
Infrastructure and Utilities	1,310.53	1.66
Open Space and Recreational	1,740.67	2.21
Transportation	3,846.90	4.88
Total Area for Built-up	21,054.67	26.73
Non-Built-up Area		
Vacant Land	3,390.89	4.31
Agriculture	18,733.14	23.78
Forest	35,343.93	44.87
Water Bodies	238.37	0.30
Total Area for Non Built-up	57,706.33	73.27
TOTAL	78,761.00	100.00

Sources: Majlis Perbandaran Kajang Local Plan 2020

Based on the Table 1.1, the major land use for the whole MPKJ administrative area are non-built-up area which consist of vacant land, agriculture, forest reserve and water bodies that cover up an area of 57,706.33 hectare (73.27%) from the total area. This is because MPKJ administrative area consists of six planning block or “Mukim” but only two “Mukim” that are highly developed, Mukim Kajang and Mukim Cheras. Public Facilities and Institution is the fourth biggest land uses in Built up area after Housing, Transportation and Industry which cover 3.6% of the total area. The increasing economic growth of an area affects the number of population which cause more development of housing area. The rapidly growing population demand more public facilities and institution to be provided in the area.

Table 1.2: Population of MPKJ administrative area Census Year 2007&2020

Mukim (Planning Block)	Population 2007	Population 2020
Hulu Langat	54, 924	69,788
Cheras	214, 466	287,877
Kajang	300,775	404,772
Hulu semenyih	3,858	4,798
Semenyih	63,424	83,746
Beranang	16,346	21,373
TOTAL	653,793	872,354

Sources: Majlis Perbandaran Kajang Local Plan 2020

As of 2007, the total number of population in the Mukim of Kajang is 300,775 persons whereby according to the annual growth rate of 2.2%, the population is expected to grow to 404,772 persons in the year of 2020.

According Public Facilities Planning Guideline 2012 by Malaysia Town Planning Department, Public facilities is an important component in the process of planning and development. Provision of adequate facilities in terms of quantity and quality is necessary because it will not only reflect the changes in population demand but also as an indicator of sustainable development level towards constructing prosperous communities. For the purpose of this research, the existing types of public facilities available the study area are identified according to the Selangor State Urban Profile 2009:

Table 1.3: Public Facilities in Mukim Kajang

Mukim Kajang		Bangi Town & Bandar Baru Bangi
Kajang Town		
1	Higher Educational Facilities/ College	Higher Educational Facilities/ College
2	Secondary School	Secondary School
3	Primary School	Primary School
4	Sports Facilities	Religious Facilities
5	Safety Facilities	Cemetery Facilities
6	Health Facilities	Sports and Recreational Facilities
7	Religious Facilities	Safety Facilities
8	Cemetery Facilities	Health Facilities
9	Postal Office	Postal Office
10	Public Hall	Government and Statutory agencies
11	Government and Statutory agencies	Public Libraries

Sources: Selangor State Urban Profile 2009

RESEARCH METHODOLOGY

Data Collection Method

The research development started with the illustration of the research framework as displayed in Figure 1.2. The research framework demonstrates the flow of the study and provides brief ideas on how the research being conducted.

The overall methodology of data collection in investigating the research problem is a combination of quantitative and qualitative approaches. Two data collection methods which have been adopted in the study are survey questionnaires, and literature review. Besides that, other data collection method such as informal interview and observation during data collection process are also being applied in order to gain additional data which will be use to support data analysis later on. Sampling method which is used during survey questionnaires is Stratified Random Sampling.

In this research, the population of Mukim Kajang was stratified into three groups which are population in Kajang Town, Bangi Town, and Bandar Baru Bangi. The questionnaire forms are being distributed to the community of each area in order to gained data that represent whole population of Mukim Kajang. In addition, questionnaire surveys and informal interview also being conducted among the stakeholders that involved in the provision of public facilities in order to gain more reliable information regarding this matter. Whilst for stakeholders, the questionnaire surveys were distributed for all authorities and department that involve in the provision of public facilities. There are 20 stakeholders that involve in the preparation of MPKJ Local Plan 2020 which were called the Technical Working Group. All of the stakeholders that involve in the Technical Working Group gave their responses for the research through questionnaire surveys and personal interview session.

Analysis Method

The data obtained from Survey Questionnaires are assessed by Descriptive and Inferential Statistics. Descriptive and Inferential Statistics refer to an approach of statistical thinking or reasoning that is concerned with generalizing from samples to population (Bryman and Cramer, 2011). That is, according to output of

statistical tests implemented on the data collected from the survey, reasoning and inferences are generated in the attempt to understand the general population. All data obtained from local community survey questionnaires are recorded in Statistical Package of Social Sciences (SPSS). Analysis methods which are adopted to examine data from Questionnaire survey are Univariate and Bivariate Analysis. Univariate Analysis examines one variable at a time. This includes computation of frequency distributions, means and mode. While Bivariate analysis explore relationship, correlation and significant differences between two variables. Univariate analysis applies to questionnaire survey from local community while the Bivariate analysis applies for data collected from local community and stakeholders. Data from stakeholders and literature review will be used to support the finding of SPSS data.

Issues On Public Facilities Findings	TCPD Selangor	MPKJ	Hulu Langat District & Land Office	Mukim Kajang Chief Headman	JAIS	Consultant	KEMAS	Local Community
Availability	Available	All type of public facilities are available but some of it need to be provided more	Available	There are some facilities that need to be provided more.	Available	Available	Available	All type of public facilities are available
Quantity	The quantity of public facilities provided must be in line with the population growth	The quantities of public facilities are sufficient for now but need to be provided more due to increasing population	The quantities of public facilities are sufficient.	The community demand for more playground and recreational area to be provided in residential area.	The quantities of religious facilities need to be provided more to cater the growing population.	The quantities of public facilities are sufficient.	The quantities of public facilities are sufficient for now but need to be provided more due to increasing population	More open space and recreational area, fire fighters facilities and health facilities.
Location	Most of the location of public facilities in Kajang follows the Local Plan	There are some facilities that cannot be placed properly due to scarcity of government land that cause problem in implementation	Scarcity of government land cause some public facilities cannot be placed properly according to the local plan.	The location of public facilities must be placed appropriately.	The locations for religious facilities need to be improved and follow the requirement given by JAIS.	-	Good selection for location. Facilities like pre-school need to be provided near residential area to ensure the safety of children.	Majority of local community are satisfied with the location of public facilities except for religious facilities.
Condition	Frequent monitoring and maintenance of public facilities need to be conducted to ensure the safety of users.	Good condition but need to be monitor and maintained.	Good condition but need to be monitor and maintained.	Good condition but need to be monitor and maintained.	Good condition but need to be monitor and maintained.	Good condition but need to be monitor and maintained.	Good condition but need to be monitor and maintained.	Good condition but need to be monitor and maintained.

The study of local plan implementation through public facilities in Kajang based on the views of stakeholders shows that there are some issues of public facilities provision arise during the preparation of local plan itself as well as during its implementation. The issues cover on the availability, quantity, location and condition of public facilities in Kajang. The issues were caused by different factors such as lack of stakeholder's involvement in decision making process, lack of awareness among the community of their roles in local plan preparation, public facilities monitoring and maintenance by the local authority as well as the inability of the policies to be implemented in the actual site.

a) Lack of stakeholder's involvement in decision making process

Based on the questionnaire surveys distributed to stakeholders from various agencies and department that involve in the provision of public facilities, only seven departments gives their feedback during the data collection process. The department was recognized and were categorized in two groups. The first group are the stakeholders that involved in the Technical Working Group handle by the MPKJ during the preparation of MPKJ Local Plan 2020 while the other group is the stakeholders that involve in the provision of public facilities but did not involve in the Technical Working Group. Based on the researcher experience, the other stakeholders especially those who are not in the Technical Working Group did not aware of the local plan and did not understand its role and functioned. Department and agencies that are aware of the local plan like Hulu Langat District & Land Office, and Jabatan Agama Islam Selangor (JAIS) usually have some officers called Development Officers to handle on this matter while the other department do not have any officers that directly involve in planning of the public facilities under their supervision such as Police Department and Fire Department.

The findings proved that there are conflicts of interest between the stakeholders due to the different opinion and demand. Moreover, during the preparation of local plan, not all of the stakeholders are involve in giving their ideas and opinion which cause problems when the policies need to be implemented.

The literature review shows different perception of stakeholders towards public facilities, this statement was supported by one of MPKJ Officer, saying that developers see public facilities as constrain for them to gain more benefit while the local community demand for the best public facilities for their well-being.

So, the study suggested that MPKJ can improve the application and implementation of local plan by involving all planning stakeholders in its preparation. At the first stage of development plan which is the preparation, all stakeholders must be involve in giving ideas and determining their aspiration in order to produce the best quality of policies. Even in Islam, Mutual consultation is very important in decision making process as stated in the verse below in Surah As-Shura verse 35. This is because the people who are involve in the development process can express their aspiration and anticipated constrain can be solve in the consultation process before it affect the community. The involvement of all stakeholders in the working group was seen as effective to provide better and responsive public facilities in Kajang.

وَالَّذِينَ اسْتَجَابُوا لِرَبِّهِمْ وَأَقَامُوا الصَّلَاةَ وَأَمْرُهُمْ شُورَى بَيْنِهِمْ وَمِمَّا رَزَقْنَاهُمْ يُنْفِقُونَ



And those who have responded to their lord and established prayer and whose affair is [determined by] consultation among themselves, and from what we have provided them, they spend.

b) Lack of awareness among the community of their roles in local plan preparation

Finding from the analysis shows that majority of the respondents are aware of the availability of local plan in their area but less people know its actual role and importance. Based on various readings and informal interviews with the local community, factors that contribute to the local community awareness of local plan availability are mainly due to the

development of Klang Valley Mass Rapid Transit project and due to the facts that the respondents are actively involved in community activities. However, they are still unaware of the actual role played by the local plan in assisting development in their area. This statement can be proven by a finding from literature review on public participation issues. Kang (2001) in her research on public participation process of Kajang Draft Local Plan preparation proved that the participation rate was very low during public participation program (*Seranta*) in year 2001. Plus, the memoranda or feedback received from local community failed to represent the local community on the whole due to limited community participation. Kang in her research also found out that only 30% of the population are actually knew about the public participation process and only 10% of them attended the program. The public participation process during Kajang Draft Local plan preparation was considered as not very successful.

Public participation in Malaysia is conducted through the publicity of development plan that was in preparation. According to Act 172, during the inspection of draft local plan before the plan can be gazetted, the local authority responsible must publish about the draft in three issues where two of it in the local news paper. However, based on the literature review, not many of the local community realized about the participation process where one of the research by Kang (2001) shows very low percentages of local community attending that public participation program as well as low percentages of feedback from the community. It is suggested that besides using the newspaper as the medium to notify the local community about the public facilities, the local authority need approach the local community through various medium such as through their village chief or *Penghulu* or according to department for stakeholders. Other communication methods can also being used such as television slots, magazine, radio, and others. In addition, it is easier if the publicity and feedback can be done online which allows many people to involve in giving opinion and suggestion through the public participation of the draft local plan.

The local community in Kajang need to improve their desire for seeking knowledge because the findings from the study shows that majority of the local community aware on the availability of local plan for their area but lack of awareness of

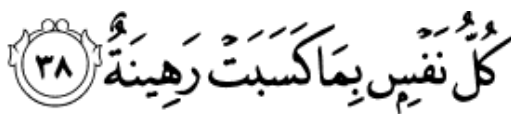
the function and role of local plan. Islam encourages the followers to seek for knowledge as was stated in one *hadith* by Rasulullah p.b.u.h:

The Prophet Muhammad (peace be upon him) said: "The seeking of knowledge is obligatory for every Muslim." - Al-Tirmidhi, Hadith 74

c) Public facilities monitoring and maintenance by the local authority

Since the public facilities is considered as important because it give benefits to a person as well as a community, the performance of public facilities reflects whether the stakeholders were able to carry their task as *Khalifah* or fail to do so.

One *Quranic* verse has described the responsibility of man living as *Khalifah* in the world;



"Everyone is held responsible for what he works for" (al-Mutadaththir, 74:38)

This *Quranic* verse interprets about the responsibility of every human being, in Islam every man is considered as *Khalifah* or the vicegerent of God which hold responsibility toward themselves, their family and community as well as their environment. This *Quranic* verse reminds us to do good thing in our life and avoid wrongdoing because the result of our action only will affected ourselves. In the context of the study, stakeholders are responsible to manage the public facilities efficiently because public facilities are the essential in determining the community quality of life. If stakeholders failed to fulfil their responsibility in managing public facilities, it will turn to give negative impact toward the community like crime, immoral behaviour, and limitation of the community to enjoyment of life.

Based on literature review, researcher has found that the implementation of local plan can be improved by creating separate bodies that deals with the local plan monitoring and evaluation like being practice in British Planning System where they have an authority called Planning Inspectorate. Currently in Malaysia, the One Stop Centre has been established on 1st January 2004 based on the agreement and declaration from the Strategic Thrust Committee on Government Delivery System. Plus, The establishment of a Planning Inspectorate in Malaysia can help to improve the implementation of local plan by avoiding the change of land use zoning as stated in the plan, provide opportunity for the community to actively involved in development of their area and assist in overcome the time consuming process of development plan evaluation.

d) The inability of the policies to be implemented in the actual site

Perhaps, one of the most challenging aspects in operation alising sustainable development concept is to translate it into action, in particular into practical land use planning. Many agreed that land use planning is crucial to facilitate sustainable development. Kajang Local Plan 2020 do have comprehensive public facilities policies in its content, however, it has not been given enough concern as compared to other sector such as economic, social and physical planning in term of implementation.

In addition, every Muslim was considered as the vicegerent of the earth means that human being must preserve and manage the environment since man himself is part of the environment. As stated by *Al-Tabari* (as cited in Dr. Omar A Bakhshab, 1988), men was created and placed on earth to settle and make use of the resources but for certain time only because the content of heaven and earth and everything in between it belong to Allah S.W.T. So, as stakeholders, they must implement the best practice in their job scope and cannot ignore their responsibility just because of worldly benefit only.

إِنَّمَا السَّبِيلُ عَلَى الَّذِينَ يَظْلِمُونَ النَّاسَ وَيَبْغُونَ فِي الْأَرْضِ بِغَيْرِ الْحَقِّ
أُولَئِكَ لَهُمْ عَذَابٌ أَلِيمٌ ﴿٤٢﴾

The cause is only against the ones who wrong the people and tyrannize upon the earth without right. Those will have a painful punishment. (As-Shura, Verse 42)

CONCLUSION

In summary, the findings shows most of the stakeholders agreed that the content of local plan need to be revised and improved due to some factor such as demand of population growth, limited contribution of other stakeholders in the preparation of local plan, improving the bureaucracy problem and consider opinion of other stakeholders, different land use zoning in local plan and in actual site as well as to find new potential area for development growth in order to improved its implementation.

Based on literature review, researcher has found that the implementation of local plan can be improved by creating separate bodies that deals with the local plan monitoring and evaluation like being practice in British Planning System where they have an authority called Planning Inspectorate. The establishment of a Planning Inspectorate in Malaysia can help to improve the implementation of local plan by avoiding the change of land use zoning as stated in the plan, provide opportunity for the community to actively involved in development of their area and assist in overcome the time consuming process of development plan evaluation.

It can be concluded that the provision and implementation of public facilities types in MPKJ Local Plan 2020 are conducted by the stakeholders. However, there are some issues of that need to be taken into account in terms of the Quantity, Location and Condition. Some of the public facilities policies in MPKJ Local Plan 2020 need to be revised and altered to overcome the current issues. In the future, more studies can be done by the implementation topic by studying other sectors, other local plan in Malaysia as well as other types of respondents.

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