

**RESIDENT EVALUATION OF COMMUNITY
DEVELOPMENT PROGRAMMES BY LOCAL
GOVERNMENT**

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DEVELOPMENT PROGRAMMES BY LOCAL
GOVERNMENT**

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ABSTRACT

Community Development Programmes (CDPs) of the local authorities (LAs) exemplify a new and significant approach to nurture better environment in response to the needs and problems raised by the people. However, many of the initiatives are not in tandem with the requirements of the people as local governments tend to merely adopt existing policy instruments without undertaking an in-depth evaluation on their effectiveness to the current application. This study aims at identifying the perception of the local people on CDPs and the effectiveness of such programmes by the LAs. The research framework in this study adopts social capital theory and service quality method for the development of theoretical understanding on community development. This study adopts a quantitative method using a simple random sampling of seven LAs in Negeri Sembilan, i.e. two Municipal and five District Councils. Data were gathered through the survey method from 369 participants residing under these LAs. Data collected were analysed using factor analysis, descriptive statistics, *t*-test, ANOVA and Importance Performance Analysis (IPA). The hypotheses were tested using Multiple Regression Analysis. The findings of the research indicate a significant difference between the total expectations and actual level of delivery of community development services. The study revealed that the CDPs would have a greater impact if the local communities are more engaged, thus assisting in accomplishing the objectives of local government. Strategies suggested include planning and implementation of development programmes, promoting CDPs, policy formulation, adequate exploration on CDPs and the performance of the LAs towards achieving the objectives. Thus, this study provides pragmatic and theoretical implications for the academic advancement in the field and enhances the modality of implementation for practitioners.

Keywords: local government, community development, perception, effectiveness

ABSTRAK

Program pembangunan masyarakat (PPM) oleh pihak berkuasa tempatan (PBT) merupakan contoh pendekatan yang baharu dan ketara untuk memupuk persekitaran yang lebih baik dalam menangani keperluan dan masalah yang dibangkitkan oleh rakyat. Walau bagaimanapun, kebanyakan inisiatif tersebut adalah tidak selaras dengan kehendak rakyat apabila PBT cenderung untuk semata-mata menerima pakai kayu ukur dasar sedia ada tanpa menjalankan penilaian mendalam tentang keberkesanannya dalam aplikasi semasa. Kajian ini bertujuan mengenal pasti persepsi masyarakat terhadap PPM dan keberkesanan program yang dijalankan oleh PBT. Rangka kerja kajian ini adalah berdasarkan teori modal sosial dan kaedah kualiti perkhidmatan dalam membangunkan pemahaman teori mengenai pembangunan masyarakat. Kajian ini menerima pakai pendekatan kaedah kuantitatif dengan pensampelan rawak mudah daripada tujuh PBT di Negeri Sembilan, iaitu dua Majlis Perbandaran dan lima Majlis Daerah. Data dikumpulkan melalui borang soal selidik ke atas 369 peserta yang menetap di PBT tersebut. Data dianalisis menggunakan analisis faktor, statistik diskriptif, ujian-*t*, ANOVA dan Analisis Prestasi Kepentingan. Hipotesis diuji menggunakan Analisis Regresi Berganda. Dapatan menunjukkan perbezaan ketara antara jumlah jangkaan dan tahap sebenar pencapaian PPM. Kajian ini mendedahkan bahawa PPM akan membawa kesan terbaik jika masyarakat setempat lebih terlibat yang membantu mencapai matlamat kerajaan tempatan. Strategi yang dicadangkan termasuk perancangan dan pelaksanaan program pembangunan, promosi program pembangunan masyarakat, penggubalan dasar, penyelidikan yang mencukupi mengenai PPM dan prestasi PBT ke arah mencapai matlamat yang ditetapkan. Kajian ini membawa implikasi pragmatik dan teori dalam bidang ini serta meningkatkan modaliti pelaksanaan bagi pengamalannya.

Katakunci: kerajaan tempatan, pembangunan masyarakat, persepsi, keberkesanan

To

*My beloved parents,
My loving husband, Nagarajah
My dearest son, Viggnnahara*

Thank you for the support and understanding

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LIST OF SYMBOLS AND ABBREVIATIONS

CD	:	Community Development
CDDs	:	Community Development Districts
CDPs	:	Community development Programmes
ESI	:	Employees Satisfaction Index
FAO	:	Farmers Organisation Authority
FELCRA	:	Federal Land Consolidation and Rehabilitation Authority
FELDA	:	Federal Land Development Authority
IPA	:	Importance Performance Analysis
KEMAS	:	Community Development Division of the Ministry of Rural Development
LA21	:	Local Agenda 21
LAs	:	Local Authorities
LG	:	Local Government
LGEM	:	Local Government Effectiveness Model
MDJ	:	Majlis Daerah Jelebu
MDJL	:	Majlis Daerah Jempol
MDKP	:	Majlis Daerah Kuala Pilah
MDR	:	Majlis Daerah Rembau
MDT	:	Majlis Daerah Tampin
MHLG	:	Ministry of Urban Wellbeing, Housing and Local Government
MPN	:	Majlis Pebandaran Nilai
MPPD	:	Majlis Perbandaran Port Dickson
MPS	:	Majlis Perbandaran Seremban
NBOS	:	National Blue Ocean Strategy
NEAC	:	National Economic Advisory Council

NGOs	:	Non-Governmental Organisations
NLD	:	National Landscape Department
NLP	:	National Landscape Policy
NPP	:	National Physical Plan
PPR	:	People's Housing Programme
RISDA	:	Rubber Industry Smallholders Development Authority
SCD	:	Safe City Programme
SERVPERF	:	Perceived Service Quality
SERVQUAL	:	Service Quality Theory
SPSS	:	Statistical Package for the Social Sciences

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CHAPTER 1: INTRODUCTION

The role of the local government has become increasingly relevant in community development matters over the past few years. Local government refers to the public authority that administers the local affairs within its area of jurisdiction as assigned by the state or the federal government. Community development connotes the improvement of the livelihood of the communities within the designated local vicinity (Montalvo, 2009). Communities benefit from the community development services that target a good quality of life with potential for long term economic growth (Olsen, Marie, & George, 2004). Malaysia adopted the English model of the local government to suit the tier system of government as it is the last tier after the state and federal governments. The objective of the local government is to enhance service delivery (Riordan, Timonen, Boyle & Humphreys, 2003) as it is the best machinery of the federal and state governments to deal with local affairs.

This thesis presents practical and theoretical implications of the perceptions of the local community on community development programmes (CDPs) and the effectiveness of such programmes as undertaken by the local government in Negeri Sembilan. This introductory chapter explores the background of the study and focuses on the problem statements to identify the areas to be improved and to reduce uncertainty and confusion relating to community development issues in the local government. This chapter also describes the context and the objectives of the research, which sets the background for the remaining chapters of this study.

1.1 Background of the Study

According to Worrall, Collinge, and Bill (1998), local authorities are very complex institutions that function in thoroughly unstable surroundings. The role of the local authorities is to meet the community's needs, respond to the social, demographic, economic and environmental problems as well as the demands of the people and implement programmes effectively and efficiently within the limited available resources. Andrew and Goldsmith (1998) pointed out that the local governments globally have been undergoing changes, influenced by external challenges such as the globalization process, technological changes and also the collapse of communism in Eastern Europe. Like most government institutions in many countries that were former colonies, the present system of the local government in Malaysia could be traced back to Britain, which colonized the country for nearly two centuries. As noted by Norris (1978), "Malaysia inherited a British legacy in terms of the local government objectives and style and has been deeply influenced by British precedents". Hence, it is only logical and inevitable that early forms of the local authorities introduced in Malaya were modelled along their British counterparts.

Chanan and Vos (1990) were of the view that local communities have their own forms of identity which affect both their living conditions and the way in which people respond to those conditions. A cursory look at the laws governing the local authorities in Malaysia, particularly during their formative stage, would show that most of the local government statutes were based on English laws. However, with the passage of time, the local government authorities in Malaysia have evolved into a system having their own identity, characteristics and laws, manifesting the socioeconomic and political environment of the country (Cavaye, 2003).

The CDPs undertaken in Malaysia since independence to the present day (Samah & Fariborz, 2009) have emphasised on the participation of the people in the government programmes. From the First Malaya Plan (1956-1960) until the Sixth Malaysia Plan (1991- 1995), community development had been the philosophy of development for all government policies. During the period 1951-1961, the Rural and Industrial Development Authority was given the responsibility for undertaking CDPs. The principal purpose of CDPs was to inculcate community values that were aligned with development and self-reliance.

Elcock (1994) stated that the principal function of the local government is to provide services for the public by facilitating the federal government. As an agent of the federal government, the local government undertakes programmes for the people based on the instructions of ministers and the parliament. According to Jackson (1971, p.9), *'local government is the concern of everyone. Every man, woman and child in this country is, at some time or other, intimately affected by the operations of the local authorities'*. Jackson reiterated that, local governments are democratic entities and the council members are elected by the people. The people therefore have a say in safeguarding their own interests in terms of the services provided by the local authorities.

Local governments are responsible for checking and implementing the most appropriate public goods and services based on the preferences of the local community (Watt, 2006). The characteristics of the local authorities are essential factors contributing towards the likelihood of local action being taken. They are the closest political base for citizens to convey their demands and raise their grouses, besides being the pillars for community action (Chanan & Vos, 1990). Furthermore, the local authorities are the

supporting tools for productivity. The initiatives of the local government in improving the local conditions for the benefit of its citizens are as follows:

- a) Mobilising voluntary effort*
- b) Protecting existing facilities, for example by campaigning to save a local hospital, clinic or post office*
- c) Pressurising for new facilities, such as play space, community centre, road crossing*
- d) Organising self-help schemes*
- e) Monitoring the delivery of public services*
- f) Aiding in the effective delivery of public services through complementary activities*
- g) Assisting people to obtain welfare benefits to which they are entitled*
- h) Improving local recreation, for example, through social activities, community festivals, youth activities*
- i) Improving local communication, for example, by establishing local newsletters or running welfare advisory centres*
- j) Contributing to the efforts of organisations working on public policy issues.*

Source: Chanan and Vos (1990).

The community relationship with the local government builds social connections among the residents and the local authorities (Leventhal, Gunn & Kamerman, 2008). This is important, as positive relationships assist the local authorities by enabling current needs and circumstances to be incorporated into development planning. Social connections between both parties are possible if there is a clear view of the program as a roadmap for the participation of the people (Eweje, 2006). Undoubtedly, the focus of the programmes would vary from area to area depending on social and economic circumstances and national policies. Attempts have been made to increase participation in CDPs by establishing clear, objective criteria for eligibility.

People's involvement in the local government is crucial to enhance productivity and community development. The CDPs of the local authorities present a new and significant approach to nurture a better environment (Stenhouse, 2004) in response to the needs and problems raised by the people. However, many of the initiatives are not in

tandem with the needs of the people as the local governments tend to merely adopt existing policy instruments in planning development for the community without any review of their effectiveness to current application. The public have high expectations of local CDPs (Chavis & Wandersman, 1990) and are often critical of the local government services provided to them as their expectations more often exceed that delivered by the local government. This thesis examines the level of effectiveness of CDPs that are actively promoted by the local government at the provincial level. Further, it identifies the impact of resident's perceived level of satisfaction and determines the gap between expectations and delivery of CDPs and services.

Local governments are public agencies that provide urban services to communities to enhance the quality of living (Kuppusamy, 2008). It is the primary source of community development in most developing countries, including Malaysia. The local government represents the third tier of the government and is governed mainly by the Local Government Act 1976 (Act 171). In Malaysia, people's involvement in the local government is increasingly gaining acceptance as an important tool for utilizing resources and increasing productivity of community development activities. Local government is often cited as the nearest government to the people to encourage their wider participation in community development (Oviasuyi, 2010). Being closest to the people and central to participatory development, local governments in Malaysia have a strong role to play in community development.

There has been rapid growth in the number of programmes initiated by the local governments to promote public involvement. Increasingly, the public have become directly involved in the decision-making process (Roberts, 2004). Almost all local government programmes contain some element of public participation. CDPs initiated

and implemented by the local governments frequently undergo changes to be in line with current national policies and to meet people's demands. However, we are yet to attain satisfactory community development. In certain cases the local governments do not favor public participation as usually there was lack of response and involvement from the people (Nour, 2011). For instance, programmes conducted during weekdays limit people from participating as they are at work. It is difficult for them to be continuously involved in the weekday programmes as their work schedule might not allow them to take off periodically. Thus far, the Ministry of Urban Wellbeing, Housing and Local Government or academicians have not undertaken any studies to examine the level of effectiveness of CDPs by local government. This study therefore intends to fill this gap in community development studies in Malaysia.

The Federal government in Malaysia has invested significant amount of money, time and energy in implementing community development projects at the local level. The Government supports the political identity and economic development agenda of the local government by facilitating the social welfare programmes at the local level. CDPs provide opportunities for the people to experience an excellent lifestyle in their neighborhood (Layzer, 2002). Neighborhood participation is very much needed as it would help the local government to plan effective programmes and services for the community's benefit.

Participation could be in the form of top-down or bottom-up approach (Lipsky, 1980). Top-down approach presents a disadvantage as local governments plan and implement programmes with the view that they know better. The decisions are made by the local government. In the bottom-up approach, the people get involved in the decision-making process. The control is in the hands of the people (Botes & Van 2000). Malaysia has

been adopting the top-down approach for a long time. Thus, when the bottom-up concept was introduced, both the staff and people were reluctant to adopt it. This bottom-up concept would assist the local authority in taking the necessary steps when making decisions regarding their CDPs (Florin & Wandersman, 1990). However, the local authorities are constantly faced with the issue of satisfaction (Berner et al., 2011) which poses a serious challenge towards the government's credibility to deliver. Therefore, it is pertinent to study the level of satisfaction of the people on CDPs undertaken by the local governments as it is the key for their effective functioning (Ebdon, 2002).

Internationally, local governments are noted to be playing a significant role in community development by fostering good co-operation with the local populace. Community development is the mechanism for delivery of services. It is difficult to measure as the ability of the local government in providing and delivering services dictates the demand for such amenities. Thus, this study identifies the differences between expectations of people and delivery of community development services by local government.

The main concern of the local government is to identify the critical factors that attract the local populace to participate in CDPs (Irvin & Stansbury, 2004). Though there has been some progress in eliciting public participation, local governments often complain of people's passive involvement in addressing the challenges and obstacles facing the communities. Thus, the aim is also to look at the challenges and expectations of the local government in supporting local participation in CDPs (Devas & Grant, 2003). The practical nature of the research relates to how the local authorities could implement

successful CDPs by not only through the delivery mechanisms but also by providing clear roadmaps for future growth.

1.2 Statement of the Problem

Community involvement is integral to the development of a local government. According to the World Bank (1993), lack of community development would limit the future growth potentials of countries. Most countries have been trying to involve communities and local governments in their development initiatives since the end of World War II, when the first colonies gained independence in South Asia (Mcknize et al., 2010). Ferguson and Stoutland (1999) pointed out that residents' participation is essential for community development and to realise the objectives of the local authorities. However, in certain cases, participation from local people is lacking as they are unwilling to be involved in the decision-making process and allow others to manage community matters. Examples quoted of residents' involvement in community development were the Community Building in Partnership in Sandtown-Winchester neighborhood of Baltimore, the Dudely Street Neighborhood Initiative in Boston and the Comprehensive Community Revitalisation Project in Bronx.

In Malaysia, the involvement of people in CDPs is at a moderate level. Citizen participation is the essence of democracy (Plato & Grube, 1992). Peoples' participation at the local level contributes towards more established local governments and enhances cohesiveness of the communities. Today, local authorities are under growing scrutiny from their community. According to Hardev (2007, p.7), *"This new challenge of operating in a more open context frequently creates difficulty to planners"*. Nowadays, pressures emerge to challenge the functional claims of the local government in terms of encouraging community development and social welfare redistribution.

Stoker (2011) noted that the local government system in most countries sustains a very close relationship with its citizens. In the past, local governments did not consider community development as their responsibility. The authorities were of the view that people should support community development efforts in their respective areas while the people felt that the local governments were usually reluctant to listen to their demands and hence the very limited participation. Following a transition period when the government structure was divided into three tiers, that is, federal, state and local, people began to focus more on the growth of the community. Further, with the spread of globalisation, exposure to information, awareness and high command of literacy among the citizens, the demands and expectations of the people increased.

Based on the literature, community development has enormous benefits. Examples of the most often quoted importance of community development for local government are as shown in Table 1.1. local governments are expected to provide more services, be innovative, and keep abreast of the increasingly sophisticated demands of an articulate populace who knows their rights (Bowman & Kearney, 1996). However, the efforts of the local governments towards better community development performance are often hindered by the pace of the country's growing population and the attendant problems. The biggest obstacle is to develop mechanisms that provide municipalities with the necessary resources to meet the basic demands of the population. Unfortunately, the local government's vision of providing quality community development services to the people is far from being fully realised.

Table 1.1: Importance of Community Development

Literature	Importance of community development
Angba & Itari, 2012.	Is a move by the people to provide for their basic needs through their own efforts and sometimes with external assistance.
Brouwer, Brekelmans, Nieuwenhuis, & Simons, 2012.	Brings about a change in the degree of mutual engagement, degree of shared repertoire, and degree of joint enterprise over an extended period of time.
Green, & Haines, 2012; Monier, 2011; DeRienzo, 2008; Padasani, 2006; Roberts, 2004.	Allows the community to become actively involved in the implementation and evaluation of the programmes.
Katamba, Nkiko, Kazooba, Kemeza, & Mpisi, 2014; Henderson, 2004.	Leads to improvements in the quality of life.
Teague, 2007; Lee, 2006.	Is a powerful force for social and political change.
MacIntyre, 1997; Cary, 1989.	Is an approach to social change, a way of empowering and confronting governments about their inadequacies.
Seebom, Gilchrist, & Morris, 2009.	Is a progressive intervention that helps people to identify common concerns and then work together to address them in ways that promote equality, inclusiveness and participation.
Pawar, 2010; McMillan & Chavis, 1986; Lal, 1963.	Enables the community to work together to address the needs and issues and thus facilitate its own and society's comprehensive development.

Bowman and Kearney (1996) stated that recognition and importance of the local governments in the development process arises from the need to address local socio-economic problems and manage participative development. In developing countries such as Malaysia, decentralisation and participation could not solve the various rural problems as the local governments are currently facing a series of challenges in conducting community development plans and programmes. Budgetary limitations and lack of commitments from the government and people have reduced the local authorities' rural development initiatives (Markey et al., 2004). Resource scarcity has curbed the level and quality of economic activities. It has therefore become a serious obstacle for the people to participate in community development activities.

On empirical grounds, there are several problems in measuring good quality programmes by the local government. First, a relevant set of indicators is needed that encompass all dimensions of the programmes to identify those that are successful. These dimensions are related to the economic, social, environmental and urban

development activities of local councils (Gonzalez et al., 2011). Secondly, the programmes have to be properly evaluated to gauge the overall potential for improvements. Thirdly, each local council must be able to organise their own programmes and compare their achievements with other local councils. However, local councils usually do not wish to share their achievements as it would lead to a display of their performance levels and be compared to the others.

The first country which applied the concept of community development was India in 1952, as the basis of its national rural development efforts. Following the Indian government's national approach, sixty countries in Asia, Africa and Latin America adopted CDPs in the 1950s (Korten, 1980). However, in the mid-1960s most of the CDPs were terminated due to several problems. One was in terms of planning. Planning is an important tool for community development. Local governments should plan within a clearly defined decentralized framework that delegate real power and resources to the communities (Mcknize et al., 2010). Unfortunately, planning and implementation by the local governments do not commensurate with the people's requirement. People do not want massive development nearby their residences. This is due to fear of loss of income and reduced value of properties. Furthermore, people want well-built housing, good educational centres for their children, safe streets, good training and job placements, high quality products from local businesses, less crime and finer safety measures in their neighborhood. All these requirements and demands by the people must be met by the local governments. In the event their requirements and demands are not in line with the government's objectives and are not fulfilled, people will resort to protest and their dissatisfaction will be reflected in the elections.

Local authorities have also to overcome barriers such as lack of legitimate powers, expertise and adequate financial resources. Phang (1997, p.26) noted that: *"Heavy reliance and dependence upon assessment do not allow local authorities to fulfil their obligatory functions or serve as agents of growth and development consequently; they need other sources of income"*. Local government resources and local taxation are limited. This has an impact on the ability of the local governments to perform well. On the whole, local governments face constraints in community development.

To date, studies related to community development, specifically within the Malaysian context, have not been properly documented and assessed. Therefore, knowledge regarding this area of research is still not comprehensive. Thus, the approach of this study was to extract information from a wide range of sources and develop the area of study, taking into consideration the relevant ideas and knowledge regarding key factors affecting the success of CDPs by the local governments.

1.3 Research Questions

From the preceding statement of the problem, a number of research questions were formulated. This study would identify the perception of residents with regard to the level of effectiveness of CDPs that have been actively promoted by the local governments. Local governments have the necessary policy tools that could give a big impact on CDPs (Cary, 1989). All initiatives by the local authorities are targeted to make a positive contribution in various degrees to the local populace. Local governments also support and initiate activities and facilitate physical development. However, many of the initiatives do not take cognizance of the needs of the people as the local governments tend to select, combine and adapt existing policy instruments in planning development for the community.

Therefore, the following questions arise:

(1) What is the level of effectiveness and initiatives of CDPs by the local authorities?

It is understandable that the local governments take extremely wide range of measures to create and promote people participation in community development. All the CDPs by the local authorities thus represent a new and significant response to the problems raised by structural change and adaptation, particularly community development problems (Game, 2006). The main concern has been to identify the level of satisfaction of the people towards the CDPs undertaken by the local governments.

Thus, this study would find an answer for the second research question that is:

(2) How satisfied are the people with the CDPs undertaken by the local governments?

Expectations of the people concerning community development services are very high at the local level. Local governments tend to fulfil their expectations by providing good services (Kuppusamy, 2008). Local governments deliver their services in anticipation of a response from the local community. Unfortunately, most of the CDPs undertaken by the local governments are often questioned by the local community. This is because people's expectations are usually greater than the delivery of services by the local governments.

Therefore, the third question arises:

(3) What is the difference between expectation and delivery of CDPs?

Local governments have always played some economic role. They have traditionally been involved in resource allocation, financing infrastructure investment, production of goods and services and income redistribution (Cavaye, 2003). They also have a number

of policy resources to carry out their own development programmes and promote local economic and social development with the co-operation of the people at the local level. Apart from identifying expectations of the people towards community development, this research would ascertain the impacts of resident's perceived performance on the level of satisfaction.

Thus, this study would seek an answer for the fourth research question, that is:

(4) What are the impacts of resident's perceived performance on the level of satisfaction?

1.4 Research Objectives

In pursuit of these research questions, the following are the objectives of the study:

- 1) To evaluate the level of effectiveness of CDPs and initiatives by the local authorities.
- 2) To determine the level of satisfaction of the people on CDPs by local government.
- 3) To examine the difference between expectations and delivery of CDPs.
- 4) To examine the impact of residents' perceived performance on the level of satisfaction.

1.5 Scope of Study

The scope of this study encompasses seven local authorities in the state of Negeri Sembilan in Malaysia. A survey was carried out in the Port Dickson Municipal Council (MPPD), the Nilai Municipal Council (MPN), the Jelebu District Council (MDJL), Jempol District Council (MDJ), the Kuala Pilah District Council (MDKP), the Rembau District Council (MDR) and the Tampin District Council (MDT), as very few studies

have been undertaken in these areas. Most of the local authorities such as in the Klang Valley (Selangor), Johor, Penang and other places have been substantially studied. The areas identified for this study are set against a backdrop between poor and a rich state. As such it is expected that the data on community development would be reflective and original as well. Furthermore, the state of Negeri Sembilan has more rural than urban areas. This is due to the number of existing District councils compared to Municipal and City Councils. The study is done in both urban and rural settings.

The survey used in this study was undertaken among residents who have participated in CDPs. The objective is to seek their feedback on community development and the variables associated with the effectiveness of programmes carried out by the local government. This study adopts a quantitative approach with simple random sampling by using cross-sectional quantitative research design. That is, the data were collected at a single point in time, so as to maintain their accuracy. This is due to the fact that the CDPs are implemented continuously and require improvement each time the programmes are organised.

The findings might not be necessarily reflective of the entire local government system in Negeri Sembilan as Seremban Municipal Council (MPS), which also plays a crucial role in CDPs is not covered in this study. The council declined to participate in this survey due to some unforeseen reasons.

1.6 Significance of Study

It is the purpose of this study to make significant academic, practical and managerial contributions towards the advancement of policy implementation in the field of study. Although there is no one theory of community development, its practice has always

been grounded on core values and principles (Lewis, 2006). Furthermore, community development generally involves operating from a unique perspective, using a specific conceptual framework or guide. These perspectives and frameworks have naturally evolved over time and quite differently explained in different places. Thus, the foremost contribution of this study is the evolution of a research framework, which is a Local Government Effectiveness Model (LGEM). This framework is a combination of previous theories and models on community development employing social capital theory, service quality instrument (SERVQUAL) and Self-Help Model.

This study has taken a quantitative approach based on a questionnaire with measurement items taken from various sources and tested the results using empirical statistical analysis. Interviews were also conducted to support the study to obtain appropriate knowledge to form the base of the research. It is anticipated that methods and measures used in this study could be generalised and replicated in other contextual locations.

In addition, the study examines the effectiveness of CDPs at the local area. Thus, the results could be used by the people and local authorities involved in the implementation of CDPs in Malaysia to enhance community involvement at the local level. It also enables the local governments to identify the problems before they embark on more ambitious programmes. Therefore, this study intends to create guidelines and insights into the participatory trends of people at the local level in community development.

This study also aims to create awareness among practitioners in the local government concerning the determinants influencing policy implementation. Availability of local evidence would provide a strong basis for actions to be taken and decisions to be made

towards strong implementation of policies. It is also hoped that this study would provide concrete evidence on factors influencing policy implementation in the local governments. The top management in the local governments would then be able to improve the implementation of programmes by reviewing and addressing variables which contribute to its effectiveness.

The findings from this study would also help policy makers formulate appropriate policies in developing effective participatory practices in community development. At the same time, it would train the local government in eliciting people participation by planning and implementing suitable CDPs. Besides that, this study would help in capacity building of institutions at the local level. In order to ensure that local governments play their role in community development, innovative and responsive local authorities are needed. Therefore, this study would facilitate vigorous and more informed decisions among all the local authorities.

This study would also contribute to the discussion on the challenges and search for balance in providing fine services to the people in the future. In addition, it would contribute to the intellectual capital of the local authorities and serve as a reference for local governments in conducting CDPs. Furthermore, this study would help local governments improve their understanding of current practices to assist in community development implementation and performance.

1.7 Definition of General Terms

This section provides the definitions of key terminologies used throughout the dissertation.

a) Local government

Barber (1972) refers to local government as that authority to determine and execute matters within a restricted area which is smaller than the whole state. In other words, local government is the administration of a particular town, county, or district, with representatives elected by those who live there.

b) Community development

Community development is viewed as the best way to build the capacity of community residents to engage with each other and find solutions to issues that affect their community (Samah & Fariborz, 2009). It is a process of socio-economic change of the community through the improvement process for the entire group of people living in the same place. Ferguson and Dickens (1998, p. 5) define that “*Community development is asset building that improves the quality of life among residents of low-to moderate-income communities, where communities are defined as neighbourhoods or multi neighbourhood areas.*” According to these authors, community development promotes better quality of life among all the residents without taking into account their current status.

c) CDPs

CDPs involve creation of local interests and initiatives (Rele, 1978; Lal, 1963; Krishnamachari, 1958). Programmes refer to a set of activities designed to achieve certain outcomes in an identified target population in the physical environment to effect changes.

1.8 Organisation of Thesis

This thesis contains six chapters including this introductory chapter. Chapter one is the introduction to the study in general. It also provides a description of the context and objectives of the research which sets the background for the remaining chapters of this study.

Chapter two addresses a detailed review of the literature. This review provides a brief explanation on community development in Malaysia, objectives and the concept of community development. Some definitions on community and community development are also put forth in this chapter. Furthermore, this chapter also presents an overview of community development with four subsections, which are definition of community, definition of community development, factors influencing good community development and issues in evaluating CDPs. This is ensued by the perceptions on community development that include the theoretical foundation for understanding the current paradigm relating to community development and the community growth model. A research framework is developed and discussed. Next, the measurement of the constructs, that includes the residents' perceived performance of the local government and satisfaction level of residents on community development are discussed with subsections for each variable.

Chapter three discusses the local government performance in community development. It describes the role of the local government in community development and outlines the definition of local government. An explanation on the functions of the Ministry of Urban Wellbeing, Housing and Local Government is also provided, followed by an elaboration on CDPs and the patterns of local government. Theories on local government also form a part of this chapter.

Chapter four describes the methodological design of the study. It provides a brief explanation on the constructs and variables used in the framework. Next, the chapter includes discussion on the type of study and research design, the population and sample determination, instrumentation, statistical techniques used to test the proposition and the hypotheses formulation.

In chapter five the results of the study are presented and discussed. Reliability analysis is carried out to assess the content validity and reliability of the constructs used. In addition, findings of the demographic factors of the people's participation in the survey in terms of the number of respondents, locations and years of participation in CDPs are presented. The analysis also covers the respondents' ethnicity, age, gender, level of education, occupation and income level within the respective area. Gap analysis and paired sample *t*-test are conducted to examine the difference between expectations and delivery of community development services for each statement. Importance Performance Analysis is used to generate four quadrants for perceived performance of the local government. Multiple Regression Analyses are also used to examine satisfaction models relating to the effectiveness factors.

Chapter six discusses the overall summary of findings and recommendations. It also highlights the theoretical contributions and implications for research as well as the practical contributions and implications for practice. The limitations and areas for future research are explained. This is followed finally by the conclusion.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This chapter explores the existing pool of literature to provide an explanatory and theoretical perspective for the study. The literature encompasses a diverse range of elements in the local governments such as community development, process of community development in enhancing performance of the local government and evolution of the theories. Research findings from previous studies including supportive theories and concepts are also reviewed in this chapter. This study seeks to postulate and construct a research framework envisioned from previous works that examines the performance of the local government in CDPs by employing two sets of variables.

One set measures the effectiveness of programmes and initiatives of the local government by evaluating the level of satisfaction of residents on CDPs by utilising four other variables such as CDPs, participation of residents, access to information by residents and responsiveness of the local government. The other set of variables assess CDPs by applying two variables which are delivery of the programmes and expectations of the community towards the local government as a service provider. The proposed framework is a synthesis of significant variables expounded by various related models and theories in past studies. The suggested framework in this study not only examines the efficacy of the local government between the variables, but it would also illustrate how the variables relate to each other. This would determine the foundation for this chapter which would also discuss the research framework of the study.

2.2 Overview of Community Development

Community development is a process of intervention that enables individuals to improve and develop according to their own needs and priorities. This process is vital to meet the needs of local communities to improve and adapt to situations in order to generate the best conditions and environment. Community development has often been a child of hard times, and this is one reason for its increasing popularity among governments as an approach to manage increasing expectations in times of limited resources (McIntyre, 1999). According to McIntyre, the evolution of history highlights the emergence of a new concept of community as the old order declines and a new one surfaces. Community development is a critical factor to consider in the effort to achieve improved levels of economic, political, social and cultural conditions of communities especially at local levels. Doris and Poo (2001) assert that the role of the government is still very pertinent in CDPs. This is especially relevant in initiatives that seek to integrate and coordinate rural and urban communities (Doris & Poo, 2001). Local communities should participate in CDPs and assist one another to seek and adopt new approaches of community development (Huraerah, 2008).

In other words, community development offers a practice that is rapidly becoming an integral part of the process of social change, and fortified by the observance of integrity and sharing of skills, knowledge and experience (Siagian, 2003). As Green and Haines (2012) contend, community development is a planned effort to build assets that increase the capacity of residents to improve their quality of life. The authors explain that these assets may include several forms of community capital such as physical, human, social, financial, environmental, political and cultural. In their study, they reckon that community development that is controlled by local government provides a better match between the assets and the needs of the communities such as housing, financial capital,

job skills and productivity. Community development's prior objective is to assist communities in dire need of revitalisation (Rebohlz, 2003). As Rubin (2000) explains that 'the organic theory of community development begins by premising the moral obligations to bring back the communities that the government and the private sector have abandoned'. However, community development differs in its holistic approach to development, adopting strategies that push the frontiers of economic growth (Adisasmita, 2006).

Table 2.1 highlights the major components in the various definitions on community development. Regardless of the existence of diverse definitions, other characteristics inherent in the concept of community development include the following: community development is a process of intervention that allows individuals to define and refine their status of wellbeing according to their own requirements and preferences. This process is vital to ensure the involvement of the local people to enhance and adjust to situations in order to foster the best conditions and environment.

MacIntyre (1997) asserts that currently community development is described as a paradigm where the people are constantly in contact with others globally beyond their boundaries and that they do comprehend and recognise that they are part of a wider social movement. Community development ignores the fact that social action at the local level can be a process and part of a programme that employs various approaches to facilitate people to improve themselves (MacIntyre, 1997). In another study, Holdcroft (1982) reckons that the community development approach was initiated in the developing world in the 1950s and its early roots could be traced to various sources such as (a) experiments undertaken by the British Colonial Service, primarily in Africa and Asia, (b) development activities by the United States and European Voluntary

agencies abroad, and (c) domestic programmes in adult education, community development services and social welfare launched by the United States and Britain.

Table 2.1: Community Development Definitions

Reference	Community Development Definition
Briffault, 1990	Known as 'localism' and important in terms of economic efficiency, education for public life and popular political empowerment.
Cavaye, 2003	A process aimed at improving the social, economic and environmental situation of the community.
CCS Strategic Management & Geografia, 2008	A process whereby different people, from different backgrounds, with different and aligned interests come together to resolve issues in a collaborative manner.
Holdcroft, 1982	Mobilise rural people to achieve economic, social and political objectives.
Mohammad Shatar, 2003	Community development is even more than a process; it is a movement, a philosophy, a value system, an orientation.
Otoghile & Edigin, 2011	A given territory and population; <ul style="list-style-type: none"> • An institutional structure for legislative purpose • A separate legal entity, a range of power and functions authorised by delegation from the appropriate central or intermediate legislation.
Phillips & Pittman, 2008	A process developing and enhancing the ability to act collectively, and an outcome, taking collective action and the results of that action for improvement in a community in any or all realms, physical, environmental, cultural, social, political and economic.
Rebholz, 2003	It is a growth and revitalisation, with the increased social services and improved quality of life
Sharpe, 2006	Is a bulk activity of most local government systems associated with providing common services for people living in close proximity to one another who could not provide these services for themselves individually.
Thangaraj, 1969	An institutionalized movement of the process of progressive human welfare, economic, social and cultural, which is dependent for its fulfilment.
United Nations, 2015	Community members come together to take collective action and generate solutions to common problems.
Yingvorapunt, 1965	Changing community practices of human concern, economic, ideological, practical, social and technological.

The author further explains that both the United States and the United Nations drew heavily upon the experience of rural reconstruction efforts in India. It is relevant to note that India has more well-documented experience with regards to rural reconstruction and CDPs than any other single country in the world. Holdcroft admits that Gandhi and Tagore were influential personalities in spearheading rural development activities in

India which consequently influenced community development approaches adopted by the United States and United Nations.

Nolda (2004) highlights Brayne's experiments and writings in 1929 on "*Rural Development in the Punjab*" and he maintains that these experiments provide ample evidence that rural people would respond and participate in the initiatives when they do realise that they would benefit from the community efforts (Brayne, 1946). Nolda (2004) reveals that The Near East Foundation assisted in launching the Varamin Plain Project in Iran in the late 1940s and this project became the template for the more ambitious national CDPs initiated in 1952. The third set of experiences which influenced community development were those from adult education, community services and social welfare programmes implemented in the United States and the United Kingdom in the 1930s (Nolda, 2004).

Therefore, it can be understood how this movement, arising from diverse origins, with its core theme of balanced, integrated and total development of the whole community attracted the interest and concern of a variety of subject-matter specialists with differing values and perceptions on the nature of development (Nolda, 2004). Thus, community development became a novelty and appealed to the leaders of free world countries and developing nations who were looking for an innovative ideology and alternate techniques to improve the living conditions of their rural people.

2.3 Concept of Community Development

Community is an institution that implements strategies which generate benefits for the community to enable it to develop and flourish for excellent integration with

communities within the surrounding (McMillan & Chavis, 1986). Pawar (2010, p.40)

categorises community into three levels as follows:

- a. *The first aspect of community are people and place in terms of geography or locality, close or distant, and mutual or otherwise interaction among people that creates a relative sense of belongingness and attachment, both with people and the place.*
- b. *At the second level, there are communities of people without any specified geographic locality, but their sense of community is developed on the basis of common background, interests or issues, such as religion, ethnicity, place of origin, language, sports or hobbies, disability, childcare, youth and ageing.*
- c. *The third level is a virtual community that has established a community net by drastically reducing time and space so that, where interactions occur, relationships develop with or without physical proximity.*

Pawar is of the view that the classifications would support the deliberations and discussions on the subject and furthermore, it is suitable and functional from both academic and practical perspectives. The author observes that most professionals such as social workers, community organisers, community development workers and welfare workers consider community as a group within a clearly demarcated geographic location or an issue-based population within a geographic enclave, where people enjoy a sense of membership and belonging.

According to Lal (1963, p.32), community development is

“Both a technique as well as a movement. To make this movement dynamic and self-sustaining, however, three things are essential: namely; first, a psychological buoyancy to come from an incessant and insatiable will for progress on the part of rural communities; secondly, economic adequacy to be ensured through a continual flow and efficient use of local mental and material resources augmented and supported by governmental funds and aids; and thirdly, organisational efficiency to emerge from a viable institutional set-up so devised as to involve people and their localities into action, not only economically and politically, but also emotionally”

Lal describes community development as a continuing process in implementing programmes to achieve objectives and attain ultimate goals. The author regards community development as a democratic movement that endeavours to promote and preserve the socio-economic process in the rural setting. Thangaraj (1969) considers community development as imperative to raise the quality of life and general wellbeing. It is a requisite to advance and improve the living standards of the people (Usman, 1998). Community development that is undertaken effectively with excellent performance reflects fine development strategies and efficient administration (Fabiani & Buss, 2015). Although the community development activities and working context could vary, the core process is often similar in every site (Seebohm et al., 2009).

2.3.1 Definition of Community

MacIntyre (1997) states that the word 'community' has a great appeal to governments, especially in times of the widening gaps between them and the people for whose destinies they are responsible such as community policing, community health programmes, community recreation projects and so on by invoking a concept of community that is so abstract to the extent that it becomes invisible in the operations.

McMillian and Chavis (1986) contend that individuals achieve a sense of community when they obtain a number of benefits from joining a specific group. These benefits include membership, a sense of belonging; influence, an impression of mattering; integration and fulfilment of needs, an attitude that members' needs would be met through group membership: shared emotional connections, the commitment and belief that members have shared and will share history, common places, time together, and similar experiences. This concept implies that members feel rewarded for group participation (Rosenbaum et al., 2005). Community is a group of people sharing

common attitudes, interests and goals. Although DeRienzo (2008) regards community as a powerful group, it is difficult to become one. Community is an existence of interdependence, mutuality and integratedness that configures the foundation of community development method (DeRienzo, 2008; Lal, 1963). Three important components drive the existence of the “community” (Table 2.2). The components are very pertinent to develop a strong community for mutual benefit especially to achieve comprehensive development which motivates people to participate in the local activities and share in decision-making.

Table 2.2: Components of Community

Components	Description
Commonality	It is about the geographical circumstances, children, beliefs, needs, issues, and (private) troubles that are recognised as (public) issues. Something that any group of people may hold in common must exist for there to be a basis for community.
Interdependence	A necessary component of community is economic. “Community,” without some economic capacity that defines the relations between and among its members and advances the quality of life of those within that “community,” is not a community at all, just an aggregation of people within some set of shared circumstances.
Collective Capacity	For a community to be a community there must be an internal capacity to accomplish goals that are commonly resolved to be necessary or desirable. For the most part, in established communities, the vehicles for accomplishing the commonly held agenda of its members are called institutions.

Source: DeRienzo (2008, p.182)

2.3.2 Defining Community Development

Many people today restrict the definition of community development to the activities of community development corporations (Green & Haines, 2012). The scope of definitions of community development can vary immensely from a narrow perspective as a programme or a method to a wider connotation when viewed as a philosophy, movement or approach (Doris & Poo, 2001). Although community development corporations have emerged to become lead players in the affordable housing and

economic development arena, there are many other organisations and institutions that are actively involved in promoting locality development (Green & Haines, 2012). Prosser (1982) maintains that efforts were scarce in defining and theorizing community development that addresses all social welfare problems. The author further emphasises the people in the community themselves would take responsibility to lead within their own culture and values to enhance their community development by stabilising the rural village in terms of education and community development.

Grewe (2003) argues that although definitions of community development differ in characteristics their changes are positive in terms of the process, residents' interests and proper utilisation of resources. Green and Haines (2012) claim that community development has always embraced a diverse set of objectives such as solving local problems, addressing inequalities of wealth and power, promoting democracy and building a sense of community (Rubin & Rubin, 1992). As a result, Green and Haines define community development in a variety of ways, including local economic development, political empowerment and service delivery, housing programmes, comprehensive planning and job training. Community development is a planned effort to increase capital and build assets that increase the capacity of residents to improve their quality of life with the support of the local government (Hikmat, 2001).

The Oxford University Press (2012) identifies community as a group of people living together in a nation or state bonded by shared social values and responsibilities. Based on this source, community refers to a larger social unit built on shared interests and common values, which could be classified into two groups which are national community and international community. The Oxford English Dictionary (2012) explains "community as a group of people living in the same place or having a

particular characteristic in common”. The definitions from both sources above appear to be too broad as it tends to cover a larger geographical setting rather than smaller units that involve groups of people living in a district, sub district or even a neighbourhood and a village. Thus, clearer definitive explanations are necessary for the term “community”.

Cary (1989, p.58) overcomes this predicament by stating “*community development as a process that defining [sic] more discrete boundaries around the collective concerns of some residential population is best accomplished by differentiating between society and community*”. According to Cary, society is best known as the arena for all the social activities such as interactions and beliefs of the residents who are living within a same environment. Social activity can be defined as involvement in events, such as community group discussions, child care arrangements with neighbours and other programmes and activities that produce a resource called social capital (Putnam, 1993). It is a key indicator in fostering healthy communities through collective and mutually beneficial interactions and accomplishments (Baum et al., 2000). On the other hand, the term of community could be viewed as a small segment of local society that is contained within and moulded and conditioned by it (Cary, 1989).

Lagasse (1961, p.62) enumerates the fundamental beliefs on community development as: “*all have a desire to improve themselves; the difficulties hindering the fulfilment of peoples’ needs overpower the available resources; all groups can collaborate to help themselves when given an opportunity on their own terms and in order to achieve lasting change it is necessary to influence simultaneously various aspects of human behaviour*”. Lagasse identifies community development workers as facilitators,

enablers, organisers, animators, social workers working with native people at the time of their need.

According to Community Development Foundation United Kingdom (2012),

"Community development is a structured intervention that gives communities greater control over the conditions that affect their lives. This does not solve all the problems faced by a local community, but it does build up confidence to tackle such problems as effectively as any local action can".

According to this Foundation, community development works well with local groups and organisations rather than with individuals or families. Groups and organisations representing communities at local level constitute the community sector (Community Development Foundation United Kingdom, 2012). The Foundation believes community development improves the ability of communities to make good decisions on the use of resources such as infrastructure, labour and knowledge.

Lal (1963, p.79) defines community development as *"the method of initiating (and perpetuating) the process of socio-economic transformation of rural 'community', through 'community' action, and in a 'community' fashion: the state invariably patronising the community's endeavours, very effectively, but possibly invisibly."*

According to this author community development is a process of improvisation of the community in terms of social, economic and human resources.

Grewe (2003) summarizes community development as a complete process for citizen participation and regards it as a process that addresses all the characteristics of the community such as economic, physical, social, and human domains of community life. It views community as an integrated whole which takes cognizance and appreciates

broad-based citizen participation. Community decisions on the employment of available resources enhance community development processes and encourage the local government to plan well according to their goals. However, there is a limited capacity on decision-making to improve social, economic and environmental situations.

2.3.3 Assessment of Community Development

As mentioned in the early part of this chapter, there are not much academic literature available on community development especially on aspects of community development by local government. Most of the literatures dwell on discussions on the role of government in community development systems and the factors of government in implementing community development services.

There are five functions to be performed and delivered by the community development system as identified by a study on the contribution of city government to the community development literature, by Mayer and Keyes (2005). These functions are identified as development and implementation of programmes and strategies to promote revitalization of low-income neighbourhoods, provision of core operating support to defray the cost of community development corporation staff, training, and other operational expenses, financing affordable housing and other neighbourhood development activities, creation of legal and regulatory mechanisms to convey efficient access to property for development and efficient operation of supportive project funding allocation, land use and other regulatory mechanisms. These functions are applicable to the role of the local government in community development. Although no empirical study was carried out on these factors, the findings provide sufficient background on requisites and identify the barriers which hamper the community development implementation.

A theoretical study by Pillora and McKinlay (2011) summarises the findings of a literature review on community governance from local government perspective and sets out the theoretical foundations. The study reviewed key ideas and theories of community governance which includes differences between governance and government, definition of community, the changing nature of the relationship between citizens, local government and role of local government, usage of governance term in Australian councils, key theories and ideas underpinning the term community governance including the influences and salient points on recent Australian experience on the practice of community governance.

The paper also reviews some of the challenges in applying community governance approaches, summarises international comparisons of the practice of community governance and briefly covers an evaluation of local governance in four European countries as a case study. The findings reveal that community planning do receive wide endorsement but relevance of the community plan should also consider other perspectives. Another aspect highlighted in this study is on community plan. However, this study did not employ empirical data and collection methods but was essentially based on literature review.

A qualitative study by Asnarulkhadi and Fariborz (2009) attempts to discuss the policy and implementation of CDPs in Malaysia. The findings elaborate the philosophy and principles of Malaysian CDPs which essentially concentrate on efforts to improve living standards and tackle issues of poverty, especially among rural Malays. The authors further claim that the government's basic premise is the assumption that by providing basic amenities and other social programmes, people would cooperatively contribute by

participating in activities to achieve the community goals which would then lead to economic growth and national progress. Another finding of Asnarulkhadi and Fariborz (2009) reveal that the top-down strategy of CDPs implemented by the government was not an easy task and the process of mobilizing people through the responsive strategy advocated by the government to promote and enhance community participation in development programmes was not thoroughly successful. They anticipate the findings of their study could be relied upon by the community developers for their follow-up evaluations and reassessment of people's participation for community development.

Henderson (2000) addresses the issues on the relationship between supporting people and neighbourhood renewal. The study was carried out by applying findings from an action research project and presents arguments for placing community care within a social inclusion framework based on community development modality. The findings suggest that it is essential for statutory agencies to consider the legacy of community activities such as; first, the strengths and weaknesses of voluntary and community organisations and the presence of particular individuals; second, community involvement which is recognised and supported as it can bring significant benefits to individuals who are in need of care; third, the need for partnerships to be forged with care and the last one, building on what exists, working with individuals and communities and forming partnerships. An important observation of the study is that the adoption of community development tools do not necessarily ensures their effectiveness or extensive utilisation. However, the limitation of the study is that it did not deal with the business entity involved in community development process either as a service provider or seller of goods and services.

A study was carried out by Scutelnicu (2014) in an effort to reduce the cost and size of public service delivery by establishing special districts in Florida. Community Development Districts (CDDs) were created to manage and finance infrastructure services that accommodate new developments within the State of Florida. The findings demonstrate that the CDDs institutional model is both an effective and responsive service delivery tool but only in specific circumstances. The findings reflect only the perceptions of public officials. The limitation of this study is that it did not investigate performance, accountability and equity of community development channels.

Mayer and Keyes (2005) report findings from a study conducted at three high-performing local governments in Boston, Cleveland and Portland. The objective of the study was to examine the contribution of the city to community development and roles of the local and city government in community development system. They revolve around five primary community functions:

- a. By aggressively focusing city housing strategy on well-defined goals in response to recognised conditions in local and neighbourhood housing markets.*
- b. By financially supporting Community Development Corporations (CDC) operating and capacity-building programmes and by participating in the collaborative support efforts with other players in the community development system.*
- c. By maximizing city government's contribution to fill gaps in community development financing, particularly by dedicating funds from its own locally generated resources.*
- d. By reforming the acquisition and disposition of city-owned property so that this process encourages and shapes development, rather than inhibits it.*
- e. By smoothing and speeding the processing of projects to reduce costs and improve coordination.*

Source: Mayer & Keyes (2005, p.159)

This research also proposes a number of recommendations for the community development such as devise strategies that respond to market conditions, expand local

operating support for community development corporations, enhance local gap financing for projects, improve the capture and reuse of property for development, and improve process for allocating funds and approving permits for community development corporations' housing projects.

A case study on the importance of participation, solidarity, and the exchange of resources in rural community development was undertaken to identify the capital resources and their utilization in planning successful rural CDPs (Monier, 2011). The study investigated the success and failure of Norton County Economic Development's Downtown Program, which focussed on the revitalization of Norton County's downtown areas. The results reveal that many of the Downtown Development Programmes were successfully implemented because the resources controlled by local and outside power structures, which exerted dynamic and interactive power within the system, were identified, mobilized, and utilised. This study adds value to the pool of sociological knowledge because it examines the ability of dynamic and interactive power structures to control capital resources in rural community development.

A study on community development at school workplace conducted by Brower et al. (2011) sought to explore the extent of community development of teacher teams and how community development contributes to building community efforts. The findings indicate the teacher teams undertook a wide variety and massive amounts of community-building efforts but the community development of the teacher teams as perceived by the teachers was limited. Based on the findings, the authors conclude that school managers could have assumed a more proactive role in supporting teacher teams' community-building efforts and facilitating the adoption of community building strategies into the culture and policy of the school. However, some barriers and

challenges faced by the researchers include the use of long-term approach but research was undertaken in short duration of one school year. Furthermore, the measuring techniques were community members and relatives who are outsiders.

Abiona and Bello (2013) conducted a descriptive study on the participation of grassroots in decision-making process and sustainability of CDPs in Nigeria. The research reveals although there are many policies on development programmes by the government, the physical and socio-economic conditions of most communities in Nigeria do not seem to have improved significantly. The results illustrate presence of significant relationship between grassroots participation in development programmes ($r=.335$; $p\leq 0.05$); decision-making process ($r=.210$; $p\leq 0.05$) and sustainability of development programmes.

In short, based on the literature review, to-date there is not any empirical study that has investigated the perception of people on CDPs and the differences between expectations of the people and service delivery by the local government. In this regard, it is timely to identify and analyse the factors that can influence the perception of people, expectations and delivery of community development services.

2.3.4 Evolution of Theories on Community Development

Achieving and implementing community development requires a paradigm shift in the thought process of managers. They have to learn to think in a different way by integrating equity, environment and economy by focusing not only on one problem using a single technique to locate a solution, and the implementing a solution through an organisational structure (Weinberg et al., 2000). The National Research Council Staff (1999) clarifies in Alaska, factors such as the effects on the local culture, the ability and

the possibility of the program to contribute to self-determination, and the prospect of the program to enhance indigenous uses of modern technology are difficult to quantitatively evaluate. Rossi (1999) states evaluation of CDPs are not so easily identified if the goals and outcomes are less structured. Local councils are organised yet may have restricted responsibility and the management may be excessively adaptable. This is obvious that characteristics of CDPs have impediments. A bigger number of projects are little in both size and extent of operations and their effect now and again is restricted. The characteristics of CDPs can be seen in Table 2.3.

During the 1960s and 1970s, thoughts and concepts were few in response to the realization that people were not actively involved in community development (Cooper, Bryer & Meek, 2006). In contrast, a number of theorists that depict community involvement are very much encouraging at local level. However, relatively not many studies are concerned with what forms of information might be most relevant (Walker et al., 1999). As with social inclusion, the understanding of community development is varied and broad. A distinct feature of community development is that it is a progressive intervention that persuades people to identify common concerns and then motivates them to work together to address them in a manner that promotes equality, inclusiveness and participation (Seebom, 2009).

Table 2.3: Characteristics of CDPs

No	Characteristics	Description
1	Defining community	The inherent ambiguity of the term community. This ambiguity often creates difficulties in identifying the target of a CDPs.
2	Program content	CDPs are heterogeneous. It can be amorphous programmes whose activities are not fixed and may vary considerably depending on the opportunities that present them.
3	Program goals and outcomes	All programmes have intended goals, end conditions in their targets that they are intended to achieve. Having goals is not enough to justify the designing and carrying out of an impact evaluation. It is also necessary to decide what the

		measurable outcomes that express the goals are.
4	Program targets	The overall targets of CDPs are communities, complex entities consisting of physical and social components. The major implication of target complexity is that measuring outcomes can often be complex. Multiple outcome measures may be required, each aimed at one aspect of the community target.
5	Program time windows	No social program can expect immediate success. It takes time to set a program in place, work out the kinks in operations, and even more time for the changes it engenders to become manifest in outcome measures.
6	The political ecology of CDPs	Although evaluation are usually instigated and financed by those who fund the programmes that are being evaluated, the programmes are not the only parties concerned with how the evaluations are conducted and what they might find. The more vested stakeholders consist typically of program managers and staff.

Source: Rossi (1999, p.530)

Eversole (2011, p.66) states *“the contemporary public policy interest in participatory and place based governance posits that local communities are capable of driving change and innovation, and that governing is more effective when governments and communities work together”*. Community development impels the community to perform effectively as a part of superior policy from policy perspective. Increasingly governments are more inclined to work with communities as they feel that working together with the people would bring productive changes and overcome the problems among the community as well as the country.

Eversole’s findings are also supported by Pardasani (2006) who postulates the lack of local community involvement and engagement would affect long term plans and the capability of the community development for sustainable recovery and change. Most researchers agree that participation of community to cooperate with government is key to the overall success of community development (Buckle & Marsh, 2002; McDowell, 2002; Coghlan, 1998; McCamish, 1998). On the other hand, Blair (2004) considers mechanisms for public participation included in the strategic planning process need to be designed precisely. This facilitates to nurture cooperative relationships among

planning participants: public administrators, planning consultants and local citizens (Blair, 2004). Blair claims that tasks that attract authentic and meaningful community involvement could be attributed to this co-operation which would consequently aid and expedite successful planning and implementation activities to achieve desired outputs. The Journal of the Community Development Society, a research journal devoted to understanding purposive community change, articulates the diversity and scope of development strategies to include recreation development, rural housing, service sector employment, infrastructure improvement, attracting retirees, retail trade development, high tech entrepreneurial development and basic sector development (Blair, 2004).

The Community Health Exchange (2012) submits that achieving good community development is a general framework for planning, evaluating and learning from community development approaches and interventions. It supports those in community development and advocates community members, practitioners, policy makers, financiers to have clarity of mind on achieving targets and desired outcomes and the pathways to attain them. Besides that, it also assists them to develop a modality of what happens in community development and how to measure the changes. It does not prescribe measures or processes for organisations to rely upon rather it set out a broad framework. Although a generalist framework for all community development, the ultimate outcome is a healthy community.

Fesler (1980) states system theory is necessary to explain community development at local level. Fesler asserts that every local government has a purpose, goal or objective in achieving robust performance through excellent community development. Furthermore, this theory elaborates citizen's performance should be measured against the stated objectives. Citizens' participation in community development must adhere to all the

requirements and procedures by government at local level to facilitate effective involvement.

On the other hand, human capital theory focuses on the relationship between a worker's education, skills and experience and the individual's labour market experiences (Green & Haines, 2012). According to the authors, workers with lower level skills tend to have lower productivity and therefore, are rewarded less in the labour market. A major focus of community development in the local governments is training, which is assumed to improve the level of human capital and ultimately the quality of life in the community. Therefore, this theory submits that it is essential to elevate skills of the community participating in the programmes or activities organised by local government. While expectancy theory presents an alternate approach, which assumes citizens have a variety of goals and rely on the strength of their preferences to achieve their targets in community development (Rosenbloom & Kravchuk, 2005). Rosenbloom and Kravchuk suggest that motivation of the people to be involved in community development will depend on their level of expectation that a certain activity would lead to some degree of satisfaction. For instance, if they assume their involvement in community development will lead to a greater productivity, they will become more engaged in all the activities carried out by government. According to this approach, the key to motivation lies in affording citizens some opportunities to achieve their desired goals and determining the activities or efforts which they can reasonably expect would lead to attainment of these goals (Rosenbloom & Kravchuk, 2005).

On the other hand, the humanist challenge is deemed as an important theory that recognises the performance of community development depends on the productivity of its citizen's participation (Fesler, 1980). Citizen's participation in community

development would spur greater achievement by accelerating the development process. A major factor that contributes to good community development is the adherence to procedures that all people at local level should abide in order to obtain higher levels of productivity (Fesler, 1980). In contrast, democratic political theory is concerned with the manner government officials promote societal values that have been defined and applied with a high degree of citizen participation and responsiveness to the needs and interests of the citizens (Denhart, 2000). This theory focuses on values such as justice, freedom and equality (Denhart, 2000) that play a decisive role in achieving government targets in improving community development.

The theoretical assumptions indicate that most people would like to collaborate with each other to develop their community through various strategies to improve or resolve any difficulty that could hamper community development (Eversole, 2011). Key ingredients for resolving problems that hinder successful community development are inclusion of ideas, energy, social capital and local knowledge between people and administrators (Wiseman, 2006; Yanow, 2003; Adams & Hess, 2001).

2.4 Models of Community Development

There are numerous models developed by the community development scholars with some refinement of variables and process design. Out of the many, this study highlights three models developed by Community Health Exchange (2012), Green & Haines (2012) and Christenson (1989) to provide a comprehensive dimension for this study. A discussion of the three models will be done in the following sub-sections.

2.4.1 Community Development Framework

Figure 2.1 illustrates the community development model. This model is adapted from The Community Health Exchange (2012). This framework advances the principles of healthy community development and identifies the factors to strengthen the community.

The principles underpinning the model as presented in Figure 2.1 are:

- a) All stakeholders should participate
- b) Evaluation criteria and methods should reflect the motivations and objectives of all the participants
- c) Evaluation should be an integral element of community development, which continuously informs planning and action
- d) Attention should be given to evaluating the empowerment of communicates and the changes in the quality of community life that result
- e) Community life should become more satisfying, sustainable and equitable.

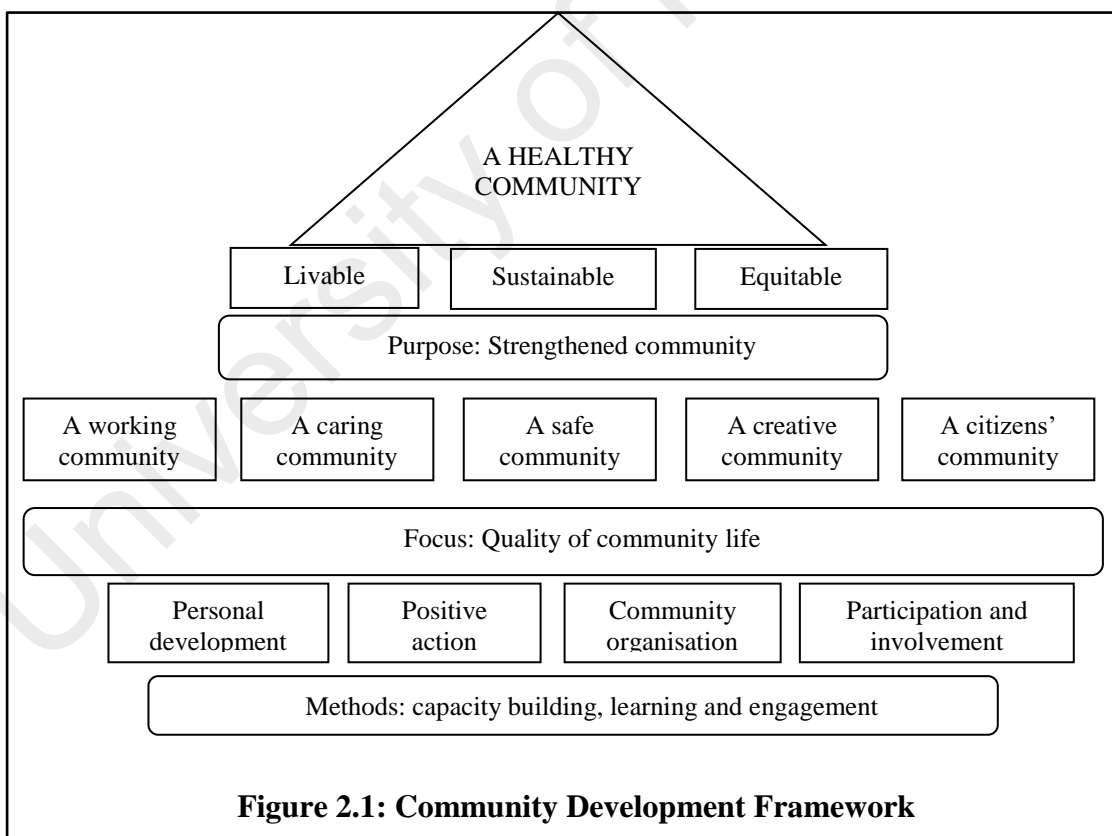


Figure 2.1: Community Development Framework

Source: The Community Health Exchange (2012)

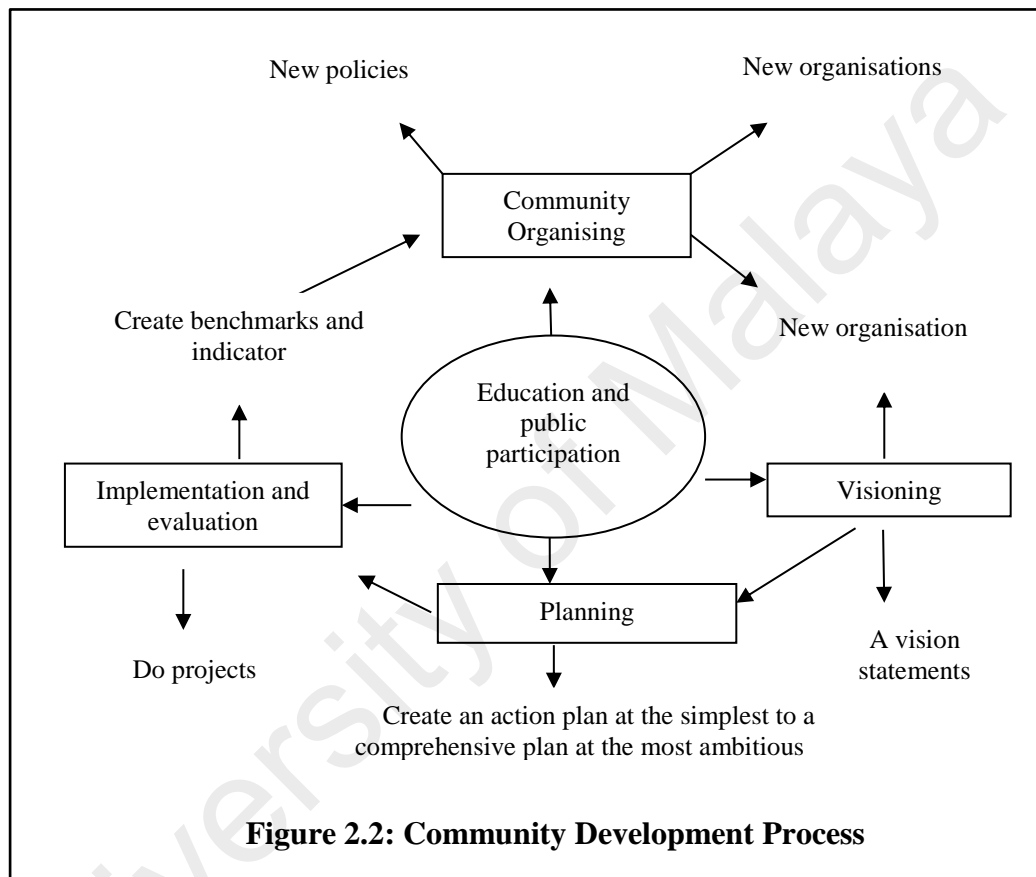
The decline or loss of ‘good’ community is often viewed as the cause of criminal or anti-social behaviour, rather than the predictable effects of wider structural inequalities (Cook, 2001). Clarke (2009, p.85) states, *“as a consequence, communities are expected to do more to secure their own welfare, wellbeing and security and the communities to which people are attached become simultaneously both a resource for the state and competitors with other communities for scarce public resources”*. Policy changes which trigger rapid shifts in priorities for economic development and policy implementation (Slocum & Everett, 2014) dictate a series of actions and decisions that improve the wellbeing of a community, not just economically, but as a strong functioning community (Cavaye, 2012). Cavaye is of the view that it is through action, participation and contact that a community becomes more vibrant and this is dependent on strong networks, organisational ability, skills, leadership and motivation that is generated and powered by local government. It is evident that the local government plays a pivotal role in stimulating effective functioning of community development to achieve productivity and sustainability.

2.4.2 Community Development Process

The model in Figure 2.2 demonstrates a process that begins with community organising and moves on to visioning, planning and finally implementation and evaluation. Debates do continue over the importance of process versus outcomes in community development. Some argue that the goal of community development is to increase public participation and that it does not matter if their efforts are successful or not (Green & Haines, 2012).

According to the authors, others contend that the ultimate goal is to improve the quality of life in the community, and public participation is simply a means to an end. Our

position is closer to the latter view. The authors further assert that it is difficult to maintain interest and commitment to community development processes if participants cannot point to success. In the long run, both process and outcomes are essential factors in community development.



Source: Green & Haines (2012, p.64)

In the community development process model (Figure 2.2), the role of public participation may commence with public action and shift to public involvement, depending on organisational context and “ownership” of the process. According to Green and Haines, community organising focusses on workers with the same employer or in the same industry. It focusses on mobilising people in specific areas whereas community visioning allows for an expansive, innovative, and proactive future

orientation and must be developed to attain the desired end state. Visioning involves the design of a comprehensive action plan for implementation and evaluation by creating benchmarks and indicators.

2.4.3 Community Development Typology

Green and Haines (2012) states, 'community development is frequently driven more by practice than by theory.' Although there are some common issues and problems in the field of community development, there is still wide variations in the manner practitioners approach their work. One method to encapsulate these differences is the typology developed by Christenson (1989). Christenson identifies three different community development models: self-help, technical assistance and conflict. The author admits although many community developments do not fall neatly into one of these three models, the typology offers an understanding of the different modes that practitioners may approach their work. The models are adapted from Christenson (1989, p.26):

a) Self-Help Model

Self-help approach is the belief that community development is primarily about guiding people to learn how to help themselves. Practitioners who adopt this model tend to define their role as facilitators, helping communities identify goals and increasing capacity to participate in the solution of collective problems. The facilitator adopts a neutral position in the change process of community development rather than achieving the specific outcomes. The self-help approach assumes that increasing the capacity of residents to address their problems will ultimately result in long term improvements in quality of life.

The self-help approach requires several conditions to be effective: individuals must have the necessary democratic skills; participants must have a reasonable expectation that their efforts will have some impact, and they also must identify their shared interests to develop a common set of goals. When these conditions do not exist, it may be necessary to build the capacity of the community prior to undertaking development projects. This may involve capacity building, improving leadership skills, resolving conflicts, or simply bringing residents together to identify common concerns. Community development efforts relying on the self-help approach tend to have more long-lasting effects than some other modalities because residents have greater ownership of the process.

b) Technical Assistance Model

Technical assistance model assumes the most important obstacle that communities face is information. This model is firmly rooted in the rational planning approach to development. Thus, the appropriate role for the community development practitioner is one of a consultant. Those who advocate the technical assistance model are much more concerned with the eventual outcome of the community development effort than they are with the capacity of residents. Technical assistance also can be provided in a variety of ways, from on-going local assistance to short term consulting.

A variety of issues should be considered when selecting the technical assistance approach for community development. Questions include whose values are being served by the assistance? How have the goals been established? Should other alternatives be considered? Will the assistance help residents address community problems in the future? Technical assistance can be provided through several different institutional arrangements: a centralised agency, a regional provider, or local assistance. Technical

assistance offered through a centralised agency is the most cost efficient but often lacks the follow-up that is frequently necessary. The consultant may deliver a product or advice and leave it to the community to decide whether or how to use the information. An alternative is to provide technical assistance through local or regional providers as this approach has several advantages. The consultant usually has more knowledge about local or regional conditions and also is available for follow up consultations once the project has been initiated. Of course, this type of technical assistance is usually much costlier than the traditional consultant model.

c) Conflict Model

Probably one of the most established traditions in community development is the conflict approach, which is most often identified with Alinsky (1969). The practitioner's role in this model is one of organiser or advocate. Practitioners who adopt this approach assume that the fundamental source of most community problems is the lack of empowerment. This approach is most often used in places where residents have been marginalized or lack the ability to shape decisions that are affecting their quality of life. Neighbourhoods generally lack power because they are not well organised. This approach often begins with an assessment of the local power structures.

According to Alinsky (1969), the community organiser needs to identify a problem to address and organise the community around this problem. The conflict should be small and winnable. The goal is to demonstrate to residents that they can be successful. Alinsky's approach assumes that community organisations should not directly confront the power structures. Instead, they should use differing tactics to embrace local political leaders and demonstrate the value of empowerment to residents.

Although this approach has proven to be successful in low income neighbourhoods, it is unclear how successful these tactics would be in middle class neighbourhoods. This approach also may have difficulty in maintaining momentum in the community development process once residents have achieved some success. These models represent very broad approaches to community development. It is important for practitioners to understand how the context may influence their decisions on determining the model as the most appropriate for a particular situation.

2.5 Local Government Performance in Community Development

The role of the local government in community development is very pertinent to ensure efficiency measures are instituted to warrant programmes achieve and succeed in fulfilling residents' satisfaction. The functions of the local government are periodically measured to enhance the efficiency and effectiveness of programmes and the local council itself. There are four tiers of the local authorities, namely, city hall/city council, municipal council, district council and organisations that exercise local authority functions (Ahmad & Zamberi, 2013). All the levels of the local government provide a wide range of services including education; training; housing; environmental services; roads and transport; leisure and recreational facilities; social services; police and other emergency services (Ghobadian & Ashwort, 1994).

There are numerous references on the application of performance management systems in the local governments (Lindstrom & Vanhala, 2013; Akbar et al., 2012; Baird et al., 2012; Torres et al., 2012; McAdam et al., 2011; Grubnic & Woods, 2009; Game, 2006; Deakins & Dillon, 2005a; 2006b; Kloot, 1999; Curtis, 1999; Hegewisch & Larsen, 1996). However, records are scarce on residents' satisfaction levels on local government performance in providing community development services (Odum, 2015; Nigro &

Cisaro, 2014; Sebaa et al., 2009; Silverman, 2009; Insch & Florek, 2008; Scott & Vitartas, 2008). Therefore, as expected, academic literature on local government performance in community development is very limited. Although CDPs feature as one of the key activities of the local government but it has not been subjected to much scrutiny. Hardly much research has been conducted on local government performance in CDPs especially in terms of challenges and residents' satisfaction towards it. However, there are some useful examples on CDPs including (Abiona & Bello, 2013; Monier, 2011; McKinlay, 2011; Henderson, 2000). Most of the studies concentrate on examining the roles of the city council or local government.

There is insufficient systematic research on the perception of the residents and performance of the local government in CDPs at local level to provide answers to some pertinent questions such as what is the extent of its uptake on the level of effectiveness of CDPs by the local authorities in the local area; to what extent these levels of effectiveness provide satisfaction to the people; is there any difference between expectations and delivery of community development services; what is the impact of resident's perception on performance and on the level of satisfaction and challenges of the local government in supporting community participation in CDPs. Much of the research available investigates the critical success pertaining to the roles and other importance issues of CDPs without much empirical evidence.

Several theories have been expounded with regards to local government performance in community development (Warner, 2001; Putnam, 1993). But theorising concept for community development is contingent as limited theories have been applied in this field (Westoby, 2014). However, the dominant method that many researchers refer to when discussing the local government performance is service quality instrument

(SERVQUAL) (Parasuraman et al., 1988). Although this method primarily was developed to describe the growth in the local governments, it is also applicable in the context of community development.

2.5.1 SERVQUAL

SERVQUAL method is a popular service quality determinant (Kim et al., 2003) and one of the related theories for this study. Fogarty and Forlin (2000, p.3) suggest the concept of service quality is not universally understood and often used as an umbrella term to cover a range of impressions gathered by customers when dealing with vendors. Researchers (Zeithaml et al., 1990; Parasuraman et al., 1988; 1985; Gronroos, 1984) acknowledge that SERVQUAL instrument has been the predominant methodology applied to measure consumers' perceptions of service quality. Service quality has been defined in numerous ways but essentially focusing on *"meeting needs and requirements, and how well the service delivery complements customers' expectations"* (Mohd Adil et al., 2013, p.66). SERVQUAL has functioned as the best-known service quality measurement instrument, and is widely applied to measure service quality in various service industries (Hsiu et al., 2010). According to Hsiu, SERVQUAL measurements, concepts and methods have been widely accepted and applied in the domain of service quality measurements.

According to Lassar et al. (2000), two most prevalent and widely accepted tools for service quality measurements include the SERVQUAL model and the Technical/Functional Quality Framework. Gronroos (1984) explains that in examining the determinants of quality, it is necessary to differentiate between quality related with the process of service delivery and quality related to the outcomes of service, as judged by the consumer after the service is performed. The dimensions of service quality

proposed serve as the core of SERVQUAL and then developed into a measurement instrument (Parasuraman et al., 1988). The gaps between service delivery and consumption were proposed as an integral element in the application of the SERVQUAL construct.

Yarimoglu (2014) in his conceptual study compare Gronroos service quality model (Gronroos, 1984) which measures perceived service quality based on the test of qualitative methods, with SERVQUAL GAP (Parasuraman et al., 1985) by highlighting that this model analysed the dimensions of service quality and constituted a GAP model that provides an important framework for defining and measuring service quality. The author alludes that to obtain the optimal service quality, practitioners should increase employee satisfaction and enhance interactions between employees and customers, design physical environment tools to match the target market expectations, manage efficiently the processes in pre-sales, sales service, and after-sales stages. There are some major differences between these two models. The Gronroos model apply dimensions of technical quality, functional quality, and corporate image whilst in the SERVQUAL five gaps are identified such as knowledge, policy, delivery, communications and service quality (Yarimoglu, 2014, p.81). Parasuraman et al. (1985) identify ten determinants of service quality that consumers rely upon when interpreting the quality which are reliability, responsiveness, competence, access, courtesy, communications, credibility, security, understanding and tangibility.

Markovic and Raspor (2010) examine customers' perceptions on service quality in the Croatian hotel industry by assessing the perceived service quality of hotel attributes and determining the factor structure of service quality perception. The authors employ a modified SERVQUAL scale to evaluate service quality perceptions from the

perspective of domestic and international tourists. The study indicates high reliability, empathy and competence of staff, accessibility and provision of tangibles are the key factors of the customers' expectations of excellent hotel service. Thus, the findings can be used as a guide for hotel managers to improve service delivery attributes and enhance service quality and business performance (Markovic & Raspor, 2010, p.195).

A study on the application of the SERVQUAL approach to assess the quality of service of Strathclyde Police in Scotland, reports that this instrument measured respondents' expectations of an excellent police service and compared them with their perceptions of the service delivered by Strathclyde Police (Donnelly et al., 2006). Donnelly et al. also conducted a parallel SERVQUAL survey on police officers in Strathclyde to determine how well the force understood its customers' expectations and the extent its internal processes support the delivery of top quality policing services. The study exposed gaps in the formalisation of service quality standards, force's ability to meet established standards, and its capacity to deliver the level of service as pledged. Another study by Donnelly et al. (1995) highlights local government in the United Kingdom is not immune from the pressures to drive organisations to successfully deliver top quality services that delight their customers and these tensions may affect the assessment of service quality. The authors also tender SERVQUAL instrument as a robust, adaptable, diagnostic instrument to measure service quality as it has been the subject of considerable academic scrutiny and consideration by local government managers.

Wisniewski (2001) conducted a study on 'Using SERVQUAL to assess customer satisfaction with public sector services' in Scotland and reports that the local authorities provide best value in service delivery and emphasises the importance of ensuring a clear citizen focus across all services. The study presents the results of using SERVQUAL

approach across a range of Scottish council services and the findings are relied upon to ensure continuous improvement of the councils and community as the instrument focussed on customers' perceptions of services and not their expectations.

Bryslan and Curry (2001) examined service improvements in public service environments by applying SERVQUAL method to assess quality of service delivery in terms of what consumers expect and what they actually receive. The study concludes that this instrument is appropriate to improve both process management and strategic planning. Shekarchizadeh et al. (2011) maintains SERVQUAL is also appropriate to assess the service quality perceptions and expectations of international postgraduate students studying at selected Malaysian universities. The survey was conducted on 522 international postgraduate students from top five public universities, who were selected based on stratified sampling. The results indicate that all the items of perception were perceived as significantly negative as compared to expectations. A quantitative study conducted by Abu El-Samen et al. (2013) compares the SERVQUAL dimensions from the customers' and the managers' perspectives, and examines their effects on customer satisfaction and business performance, respectively, in Jordan's mobile service industry. This study tested the theoretical five-dimensional SERVQUAL model and the effect on customers' satisfaction and business performance and it advances significant managerial implications on how to manage service quality dimensions and the vital role they play to ensure customer satisfaction and enhance business performance. Thus, SERVQUAL method is not only applicable for the local government studies but it could also assess business performance and students' perspectives.

SERVQUAL instrument was developed as an appropriate measurement tool to evaluate the quality of public services provided by the local authorities (Wan Zahari et al., 2008).

A recent study by Adil et al. (2013) identified SERVQUAL and perceived service quality theory (SERVPERF) as two most notable instruments for service quality assessment in different service sectors. The choice between these two instruments for service quality measurement is subjective and the research literature lacks evidence on whether these instruments differ in their outcomes significantly or concur with each other (Rodrigues et al., 2011). According to Yarimoglu (2014) SERVPERF explains more on the variations in service quality than SERVQUAL. Fogarty and Folin (2000) assert that the SERVPERF scale cover most of the broad domains of service quality in guiding management and staff training decisions whilst Wan Zahari et al. (2008) recall that local authority executives in Johor Bahru City Council recognise SERVQUAL instrument as a very useful tool to measure the service delivery performance. Buttle (1996) notes SERVQUAL was first introduced in 1985 and it has become a widely adopted methodology for measuring and managing service quality. Recently, although a number of theoretical and operational concerns have been raised, SERVQUAL remains as a tried and well-tested instrument, which could be used comparatively for benchmarking purposes (Bryson & Curry, 2001). Ladhari (2009) concludes that SERVQUAL persists as a useful instrument for service quality research. This study adopts SERVQUAL instrument as it provides the best fit as the study measures variables such as expectations and satisfaction level of residents which are the notions of the service quality under this approach.

2.6 Residents Involvement in Community Development

The community development process can be arduous, time consuming and costly. Community residents often are more concerned with daily tasks rather than spending time contemplating and formulating a vision for the future of their community (Green & Haines, 2012). Residents want their children to attend good schools, desire decent jobs

and need a safe, clean environment to live. Attracting people and maintaining the momentum of their involvement (Cherney & Sutton, 2004) depend upon a range of factors that can only be established by working with communities themselves (Raven, 2002).

Homan (2004) believes community involvement is vital for any community development by local government. Homan describes the community involvement in five forms. Though he reckons there are many forms of community activities, these five are fairly typical for change agents.

- a. Neighbourhood empowerment helps people within a particular geographic area develop their resources and lay claim to their right to control their own destinies. Helping people in a neighbourhood band together to determine their own living conditions is a primary strategy for improving the quality of a community.*
- b. Community problem solving is another approach for bringing people together even apparently competing interests within a community to creatively resolve a particular problem that affects them all.*
- c. Developing community support systems provides the means for community members to be in routine contact with one another in a climate of giving and receiving.*
- d. Community education is a basic means of assisting the community by bringing matters to the community's attention and preparing it for knowledgeable action. Keeping the community from ignoring the needs of its citizens or from relying on myths to guide its direction is a steady challenge.*
- e. Developing a broad-based community organisation that wields real power and works to redistribute the community resources and access to community decision-making is a meaningful approach for producing far-reaching change.*

Source: Homan (2004, p.26).

Seebomh et al. (2009) states that community development practitioners do create a network of connections of many kinds, between organisations, with other workers and among local people and these relationships tend to comprise informal, reciprocal and unofficial interactions. The exchange of ideas, information and insights through these

links are often the catalyst for making things happen, including new peer support groups, trips, training, and opportunities for work, learning or leisure (Seebohm et al., 2009).

Pardasani (2006) states that The National Recovery and Reconstruction Plan of 2005 issued by Maldives commits the government to consultations with local communities in any long-term planning initiatives, but so far, they have not been consulted. The lack of local community involvement and engagement of affected citizens acts as a detriment to any long-term plans for sustainable recovery and change (Brown, 2005). The community development approach usually assumes that it is imperative to secure the participation of the people, motivate them to reach a decision by democratic methods, take stewardship of the project, and undertake its implementation in their own way.

According to Colenutt (2010, p.171),

"The current enthusiasm for community development and localism suggests that it is time to ask, 'whether community development and community action, once a potentially radical force in local politics, has been effectively depoliticized and incorporated as an arm of government'".

Reviewing the value base of community development should also be a core professional activity as a means of continuously rejuvenating everyday practice. Waddington (1994) views re-evaluating community development values are essential in every aspect.

Academics tend to discuss community development as if it operates on a theoretical plane, unrelated to reality (MacIntyre, 1997). While researchers have differing views on the level of community involvement required in redevelopment efforts, most concur that participation of affected individuals is key to the overall success of any such endeavour (Buckle & Marsh, 2002; McDowell, 2002; Coghlan, 1998; McCamish, 1998). Buckle

and Marsh (2002) posit that although the expert role in assessment is necessary and vital in planning and implementation efforts, local knowledge of needs, strengths and priorities cannot be dismissed or ignored. They acknowledge that reconfiguring assessments within the framework of locally identified needs may be fraught with risk, but believe that this step is necessary in reducing disaster vulnerability and increasing resilience (Buckle & Marsh, 2002).

The involvement of communities originates with the identification of pressing needs (Pardasani, 2006). Pardasani suggests all reconstruction efforts do require a comprehensive needs assessment that helps identify priorities and guides subsequent implementation. Homan (2005, p.45) however, is of the view that ‘the perception of need and reality is culturally bound and socially constructed’. Thus, the identification of the need and the specific definition of that ascertained need are left to the designer of the needs assessment (Buckle & Marsh, 2002; Kettner et al., 2004; Gray et al., 1998). If local communities and affected individuals are not involved in this process, a mismatch could occur between organisationally identified needs and those required by local communities and Non-Governmental Organisations (Buckle & Marsh, 2002). Thus, it is imperative for local communities to be involved in the needs identification process, and the execution of the development plans. Such a community development model promotes the recognition, acquisition, maturation and connection of community assets and produces self-reliant, self-sustaining and empowered communities (Homan, 2005; Delgado, 2000; Kramer & Specht, 1983).

There are many references on the role of the local government in community development (Pillora & McKinlay 2011; Mayer & Keyes, 2005; Cavaye, 2000; Pyung, 1966) which offer wider concepts about tasks of the local government in community

development. The rural development has a relatively long history in the development of community development (Monier, 2011; Rogers, 2010; Shadiullah, 2006; Pyung, 1996) as it has become pertinent for the progress of the community as well as the nation. In the community health sector, community development has been extensively adopted (Erickson & Andrews, 2011; Burns, 1993) as it is regarded as one of the effective tools in managing quality life of the community. Community development in the school is another approach adopted by the scholars (Brouwer et al., 2012) to bring a conducive environment and improved development for the schools, staff and students.

However, documented anecdotes are scarce on residents' perceptions on community development services by the local government. As expected, academic literature on people's perception of CDPs is very limited. Despite being one of the key aspects and an important social factor of the local government, CDPs have not been well studied (Asnarulkhadi & Fariborz, 2009). Therefore, there has been little research on the community participation in CDPs in terms of satisfaction level and performance of local government. However, it is pertinent to point out that there are some useful examples including (Khoolnaphadol, 2012; Asnarulkhadi & Fariborz 2009; Williams, 2005). Most of the researchers examine the participation of the community either at the city government, rural government or local government level. There is insufficient systematic research on the perception of local people towards local authorities in CDPs which could provide answers to some pressing questions such as what is the level of effectiveness of CDPs, to what extent the people are satisfied, and what is the impact of resident's perceived performance on the level of satisfaction. Much of the research available examines the roles of the local government and initial implementation of CDPs without much empirical evidence.

There has been rapid proliferation in the number of programmes initiated by the government to promote public involvement. Increasingly, the public has been directly involved in decision-making process (Roberts, 2004). Almost all local government programmes involve some element of public participation. CDPs initiated and controlled by local government frequently undergo changes which emanate from shifts in government services and policies. Yet, we are still facing problems in achieving good community development. It is fundamental for the citizens to participate in community development initiatives as it facilitates the community to resolve problematic situations through democratic process, wield much authority for the project to make it viable, and to work it out in their own way (Matthews, 1982). Lal (1963) recommends people should actively participate in the CDPs which will improve their conditions. The author suggests community development modality with graduated steps and phases would be the most feasible tool to ease local community to involve in the activities or programmes organised by the local authorities. The phases are presented in Table 2.4.

Table 2.4: Community Development Method

No	Phases/ Steps	Description
1	Programme budgeting	Listing local development items after a thorough and systematic discussion by the local community.
2	Programme planning	Selection of items to be first initiated decision whether selected items are to be executed with voluntary contribution or with government's assistance and assurance about government's aid.
3	Programme implementing	In this stage, the community is involved into actual execution of schemes, mobilizing and harnessing its resources (physical, social and economic) and effectively utilising the government aid.
4	Performance reviewing	It implies making an honest appraisal of the programme budgeted.
5	Performance perpetuating	New needs will be selected and implemented: because self-help and self-confidence have matured into self-competence of the people to continue taking care of their affairs.

Source: Adapted from Lal (1963, p.76)

Lal advises all the steps do not have to be followed rigidly in a sequential order but could be adapted and used as a guideline to ensure the process of people participation in community development programme is successful. Theoretical claims and policy

recommendations do become the basis of evidence for the future research (Woolcock, 1998). Community development is very crucial in building social capital for cooperative benefits (Asnarulkhadi & Fariborz, 2009). In contemporary times, the prominent works of Putnam (2000; 1993a; 1993b), Bourdieu (1993; 1986) and Coleman (1988; 1990), feature conspicuously to become the basis for most of the deliberations on social capital (Grew, 2003). There are strong parallels between developing social capital and community development (Kilpatrick et al., 2003). However, it is the author, Robert Putnam who has undoubtedly contributed the most to make the concept popular outside academic circles (Jochum, 2003). Thus, this study applies the social capital theory as one of the dimensions to develop the framework of the study.

2.6.1 Social Capital Theory

Putnam (1993a; 1993b) supposes social capital can be divided into few characteristics of organisation such as beliefs, norms and networks that can improve the efficiency of society by facilitating coordinated actions. He acknowledges that the key sources of a community's strength depend on the ability to work for its own benefits (Mansuri & Vijayendra Rao, 2004). According to Warner (2001; 1999), social capital is pertinent in terms of forms, levels and investment costs. The form of social capital is influenced by horizontal and hierarchical structures which consist of individual or community. This statement supported by Bourdieu (1986) who expresses that functions and tasks of social capital have always focussed on the individual or family in terms of education or economic achievement. Many studies have applied and referred this theory in their research on community, community development and local government (Mubashar et al., 2009; Brunetto & Wharton, 2008; Silverman, 2002).

Dinda (2014) conclude social capital refers to the norms and networks that enable people to act collectively. This simple definition serves a number of purposes. First, it focusses on the sources, rather than the consequences, of social capital (Portes, 1998) while recognizing that important features of social capital, such as trust and reciprocity, are developed in an iterative process. Second, this definition permits the incorporation of different dimensions of social capital and recognises that communities can have access to more or fewer elements. Research on social capital and economic development can be categorised into four distinct perspectives: the communitarian view, the networks view, the institutional view, and the synergy view (Woolcock & Narayan, 2000). Table 2.5 elaborates the four views of social capital.

Table 2.5: Four Views of Social Capital

Perspective	Actors	Policy prescriptions
<i>Communitarian view</i> Local associations	Community groups Voluntary organisations	Small is beautiful Recognise social assets of the poor
<i>Networks view</i> Bonding and bridging community ties	Entrepreneurs Business groups Information brokers	Decentralize Create enterprise zones Bridge social divides
<i>Institutional view</i> Political and legal institutions	Private and public sectors	Grant civil and political liberties Institute transparency, accountability
<i>Synergy view</i> Community networks and state-society relations	Community groups, civil society, firms, states	Coproduction, complementarity Participation, linkages Enhance capacity and scale of local organisations

Source: Adapted from Woolcock and Narayan (2000, p.238)

Table 2.5 summarises the key elements of the four perspectives on social capital including identification of key players and corresponding policy prescriptions. The differences between them are primarily the unit of analysis on which they focus; their treatment of social capital as an independent, dependent, or mediating variable; and the extent of incorporating a theory of the state. The largest and most influential bodies of work have emerged from the networks and institutional perspectives but the most recent approaches seek a synthesis.

What links community development and social capital theoretically and conceptually is the concept 'community', largely expressed in most social capital theories as a homogeneous social structure implying common processes in the generation and acceptance of fundamentally positive social norms, values and practices (McClenaghan, 2000). There has been a rapid growth in references to social capital in the academic literature from the mid-1980s onwards (Galbraith et al., 2007). Decades later, other scholars independently rediscovered the social capital concept (Grewe, 2003). Galbraith et al. (2007) reckon the most prominent figure currently in the field is the political scientist Robert Putnam, who considers social capital "*refers to connections among individuals – social networks and the norms of reciprocity and trustworthiness that arise from them*". He contends that such social networks have value synonymous to notions of physical and human capital: Just as a screwdriver (physical capital) or a college education (human capital) can increase productivity (both individual and collective), so too social contacts affect the productivity of individuals and groups (Putnam 2000, p.19). Putnam emphasises the distinction between two forms of social capital which is also supported by Horton (2006, p.503):

- a) *Bonding (or exclusive) – what binds groups together; reinforcing "exclusive" identities and homogeneous groups.*
- b) *Bridging (or inclusive) – what links individuals/groups to other groups; generating broader identities and reciprocity*

Different types of social capital have been identified. Putnam makes a distinction between bonding social capital and bridging social capital. Bonding social capital involves closed networks and describes strong ties within homogeneous groups, for example amongst family members, close friends and neighbours. Bonding social capital serves to unite groups and is related to common identity with group members sharing one or several similar factors such as aspirations, values, experiences, interests, and locality. Bridging social capital is connected to diversity and involves overlapping

networks where a member of one group accesses the resources of another group through overlapping membership. It describes weaker, more diffused ties with, for instance, distant friends and colleagues. Bridging social capital relates to contacts between people of different backgrounds in terms of age, gender, ethnicity, education, socio-economic status and locality.

Woolcock (2001) introduces a third type of social capital, linking social capital, which unlike the two others has a vertical dimension. Linking social capital relates to the connections between individuals and groups in hierarchical or power-based relationships. It describes social relations with those in authority and relates specifically to *“the capacity to leverage resources, ideas and information from formal institutions beyond the community”* such as local and national government (Jochum 2003, p.9). Fostering co-operation, forging commitments, and channelling feedback are noted social capital based skills (McCallum & O'Connell, 2009). The authors explain that community formation takes place when people come together and share in common goals, tasks, or interests.

The resulting connections among community members and development of a secure and trustworthy environment facilitate the sharing of knowledge and information; second, social capital improves knowledge creation and sharing due to trust, shared goals and common frames of reference; third, more coherent action flows from organisational stability and shared understanding; fourth, organisation membership is stabilised through reductions in turnover, severance costs, hiring and training expenses; fifth, by maximizing the values of competition and collaboration companies increase their chances to earn above-average financial returns (McCallum & O'Connell, 2009).

The term social capital commonly refers to the stock of social connections including trust, mutual understanding, shared values and behaviours that bond people together, encourage co-operation and generate a sense of community (Jochum, 2003). The theoretical assumptions presume most people would like to collaborate with each other to develop their community or resolve any difficult situation that exists as a barrier for the community development (Eversole, 2011). Key ingredients for facing and solving the problems in establishing successful community development are inclusion of ideas, energy, social capital and local knowledge among people and administrators (Wiseman 2006; Yanow, 2003; Adams & Hess, 2001).

2.7 Theories and Models Underpinning the Study

Researchers accept social capital as an effective platform to build a stronger community development (Dinda, 2014; Asnarulkhadi & Fariborz, 2009; Grew, 2003; Jochum, 2003; Kilpatrick et al., 2003; Warner, 2001; 1999; Putnam, 2000; 1993a; 1993b; Bourdieu, 1993; 1986; Coleman, 1990; 1988) for great future. Findings garnered from these researchers are in harmony with Social Capital Theory which hypothesises that characteristics of organisation such as beliefs, norms and networks can improve the efficiency of society by facilitating coordinated actions (Eversole, 2011; Bryer & Meek, 2006; Pardasani, 2006; Mansuri & Vijayendra Rao, 2004; Cooper, Buckle & Marsh, 2002; McDowell, 2002; Warner, 2001; 1999; Coghlan, 1998; McCamish, 1998; Evans, 1995; Putnam, 1993a; 1993b; Bourdieu, 1986; Gaventa, 1980).

Further to that, another relevant theory applied in this study is the SERVQUAL method employed by the scholars to measure consumers' perceptions of service quality (Parasuraman et al., 1988). This is especially relevant in Malaysia because, since independence, the Malaysian government has introduced various types of CDPs through

its development policies. The main thrust was to improve the economic, social and cultural conditions of the people by facilitating community leaders and stakeholders to achieve programmes to realise community goals (Asnarulkhadi & Fariborz, 2009). The authors explain that since the first Malaya plan (1956-1960) until the sixth Malaysia plan (1991-1995) community development has been the underlying philosophy of the development which underpins all government policies. However, not much had been reported on its success to mobilise local participation. Although there is no specific provision for mobilising people's participation in the master plan, it is understood that without participation of the local people, all efforts to increase productivity and community development as espoused in the development programmes initiated and sponsored by the government would become futile (Asnarulkhadi & Fariborz, 2009).

Both theories are used in this study to serve as a platform and a guide in explaining the inter-relatedness of variables used in the research and also the rationalisation of choosing effectiveness of the local government in CDPs. In addition to the above, the purpose of this study is to investigate the effectiveness of CDPs undertaken by the local authorities, level of satisfaction of the people on CDPs, gaps between expectations and delivery of CDPs and the impact of resident's perceived performance on the level of satisfaction. This study as indicated above relies on social capital theory (Putnam, 1993) and SERVQUAL method (Parasuraman et al., 1988) as lens to view the impending relationship among and between variables such as access to information, responsiveness, participation, and CDPs.

In the development of the research construct of this study, several community development models are discussed in this chapter and lessons drawn upon. During the 1990s, an alternative model of community development emerged that emphasized the

importance of building on community assets rather than focusing on needs and problems (Green & Goetting, 2010). Three models or frameworks considered and referred by researchers when discussing on community development, are community development framework (The Community Health Exchange, 2012; Clarke, 2009; Cook, 2001); Community development typology (Flora et al., 1992; Christenson, 1989; Alinsky, 1969) and community development process (Green and Haines, 2012). Self-Help Model by Green and Haines (2012) is used in this thesis as the basis of building the research model incorporating all the variables. Warden (1977) on the other hand, contributed to the model by claiming people participation is essential for sharing information and undertaking actions to achieve shared goals which determine the development and growth of others. He posits Self-Help Model clarifies the importance of human relationships to spur a self-governing and self-regulating sense within the community by avoiding hierarchical governance. This is also highlighted in Green and Haines community development typology.

Thus, the predictors of the local government effectiveness have been drawn from the above-mentioned theories and models developed from past studies and incorporated in this research framework to identify their effects and influence on residents' perception of CDPs in Malaysia.

2.8 Research Framework

The theoretical foundations of this thesis are drawn from the social capital theory and SERVQUAL as discussed in earlier sections of this chapter. The social capital theory forms the underlying theoretical foundations of the study where the community development is seen as a norm that can improve the efficiency of society by facilitating coordinated actions. SERVQUAL on the other hand, provides the platform on which the

research framework is designed. It starts on the proposition that all variables in the study are interlinked between and among them to ultimately affect or impact the performance and perception on CDPs.

According to general political sophistication, perception research is about the accuracy of citizen perceptions on government service quality and it also serves as an indicator of citizen evaluations on quality of government services (Chingos et al., 2010). Chingos et al. admit that citizen perceptions do reflect actual service quality by examining the performance and accountability of the programmes. Packer and Lynch (2013) clarify that for many years people perception has been used by social psychologists to explore cultural stereotypes, to better understand about each ethnic and national group. Since the early years, perception study has attempted to create explanatory theories which reveal the complicated process of perception. In other words, the study of perception endeavours to provide explanation and rationalisation on why and what factors influence the effectiveness of policy formulation. Thus, studies on the perception of a variety of policies have been summarised to describe a comparatively generalised perception process.

This study focuses on two independent variables which are initiatives and effectiveness with multiple dimensions for the purpose of investigating the performance of CDPs by the local authorities. For the dependent variables four variables are selected which are participation, access to information, CDPs and responsiveness for the purpose of examining the level of satisfaction of the people on local government performance in undertaking the CDPs. The study would investigate inter related variables such as delivery and expectations to explore whether government delivers what is expected by the people and the extent it fulfils the demands of the people. Based on the theories and

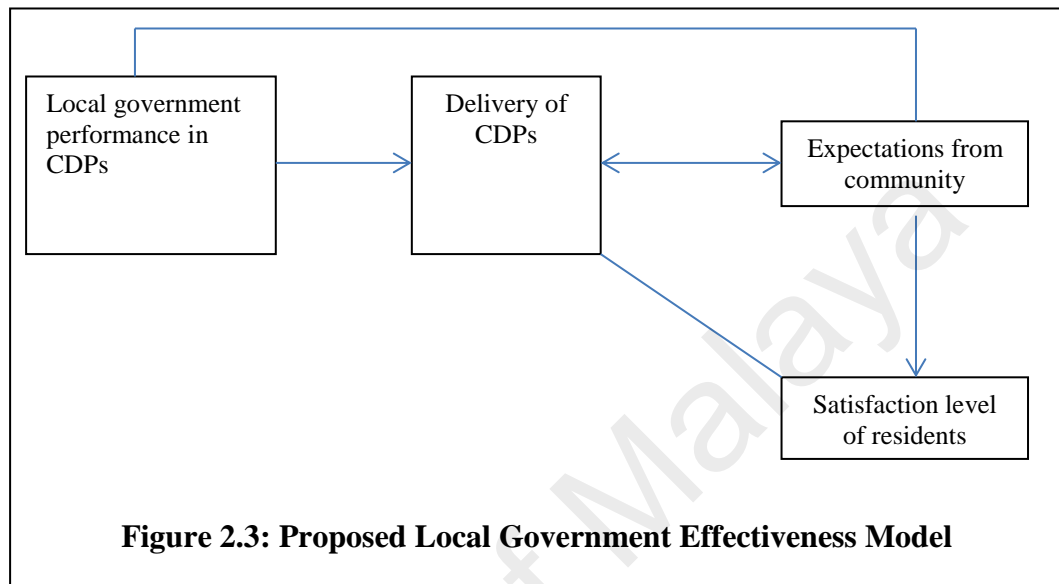
models discussed, a research framework is established (Figure 2.3) called Local Government Effectiveness Model (LGEM) as its theoretical foundation by combining prior theories of social capital, SERVQUAL and Self-Help Model.

The research framework as per Figure 2.3 illustrates various processes undertaken by various levels of officers in the local governments who adhere to guidelines and procedures to identify the priorities of needs of the community and undertake the implementation of CDPs to ensure their performance meets the satisfaction levels of the community. Based on this, local government strives to deliver what is expected by the community and therefore they endeavour to fulfil the demands and requirements of the people. Gaps could occur between the expectations and service delivery if the expectations are greater than the delivery and it would render the local government as ineffective to satisfy the people's expectation.

SERVQUAL refers to the divergence between the expectations by community and the effectiveness of the CDPs. It shows greater form of effectiveness of service quality when the effectiveness are higher than the expectations. For the residents whether their expectations are right or wrong, they have the right to make their own decisions. People must have reasonable expectations and shared interest to develop a common set of goals as portrayed in Self-Help Model. Hence, to achieve the satisfaction level of residents, collective actions and plans are important as social capital theory serves to unite groups with other members sharing one or several factors for common aspirations.

The research framework is the perspective on how the interrelated concepts and variables in this study fit together. It discusses the interrelationships among the variables, thus making logical sense of the relationships of the variables and factors that

are deemed relevant to the problem. Apart from investigating the variables affecting residents' perception, this study also examines the challenges of participation of the residents in CDPs.



Source: Researcher

2.9 Measurement of Constructs

The main constructs of interest in this study are demographic factors; satisfaction level of residents on community development by local government which include, community participation; access to information, CDPs and responsiveness; performance of the local government factors entailing effectiveness and initiatives of the local government in providing the services; assessment of community development consisting delivery and expectations and challenges in organising CDPs by local government. All constructs are measured by applying a multiple item perceptual scale; using validated instruments from prior research wherever possible, and reworded to relate specifically to the context of the performance of the local government in community development in Negeri Sembilan. Table 2.6 highlights how the different

constructs, dimensions and elements are measured. It is also shows the scales used in this study.

Table 2.6: Proposed Measures and Scales

Constructs	Theory	Source	Dimension/ Variables	Scale
Demographic factors	-	McNamara (2012); Nur Afisha (2011); Rogers (2010); Kuppusamy (2008); Shahidullah (2006); Hardev (2007); Young & Miller (1986); Yingvorapunt (1965).	-Ethnicity -Gender -Age -Level of education -Occupation -Monthly income -Place of living -Years of participation	Nominal
Residents satisfaction	Social Capital	Eversole (2011); Cooper et al. (2006); Pardasani (2006); Mansuri & Vijayendra Rao (2004); Buckle & Marsh (2002); McDowell (2002); Warner (2001; 1999); Coghlan (1998); McCamish (1998); Evans (1995); Putnam (1993a; 1993b); Bourdieu (1986); Gaventa (1980).	-Participation -Access to information -CDPs -Responsiveness	Ordinal with a 5-point Likert Scale
Assessment of community development services	Self-Help Model	Flora et al. (1992); Christenson (1989); Alinsky (1969).	-Expectation -Delivery	Ordinal with a 5-point Likert Scale
Local government performance	SERVQUAL	Hsiu et al. (2010); Devinder & Datta (2003); Zeithaml & Bitner (2003); Lassar et al. (2000); Buttle (1996); Parasuraman, et al. (1993); Parasuraman & Berry (1991); Parasuraman et al. (1988); Gronroos (1984).	-Effectiveness -Initiatives	Ordinal with a 5-point Likert Scale

2.9.1 Demographic Factor

Perception study has no boundaries, as it may impact residents of any age, gender, ethnicity, and level of education, occupation, and income, place of living and years of participation. Previous studies indicate that demographic variables are related to perception among the population with certain demographic factors identified as being more strongly related to the evaluation of CDPs.

2.9.2 Performance of Local Government

Performance of the local government is influenced mainly by two factors, that is, the effectiveness and initiatives of the programmes. These factors will either have direct or indirect influences on the performance of the local government. Therefore, the aspect of residents' perception on local government aspect is examined in two dimensions that are effectiveness and initiatives of programmes.

2.9.2.1 Effectiveness

It refers to the actions taken by the management that is, conditions and events that create a positive environment for technology adoption such as training and education, organisational technical support and infrastructure provision and can be deemed as elements of organisational facilitators. Designing and implementing successful community programmes are difficult tasks. Programmes that appear highly promising may ultimately be impossible to implement. If a program has not been able to develop clear objectives that are measurable by definition, then it cannot be evaluated for effectiveness. Programmes should be evaluated for effectiveness when they have become mature and have developed an articulated program theory and a settled mode of implementation. It usually takes some time before procedures can be worked out for implementing the program in a consistent way. Program that has a weak or self-contradictory conceptual rationale can be evaluated for effectiveness, but the assessment research is harder to design and the resulting findings more complex to interpret. It is possible to design effectiveness, but the assessment research is difficult to design and the findings more challenging to interpret (Rossi, 1999). Effectiveness means processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of effectiveness in the context of the local government covers the sustainable use of natural resources to implement the best CDPs.

Cozza et al. (2014) undertook a study on the effectiveness of the school building and school district leadership programmes within the school of education at a large private university to locate areas for improvement in these programmes. The study found that to achieve the effectiveness of the programmes, components such as collaboration, understanding of vision, data-driven tasks, shared decision-making, integration of technology, and problem-based learning are very pertinent.

Hamlin and Serventi (2008) in their study of effective and ineffective managerial behaviour within the local government setting of the Wolverhampton City Council Social Care Department, reveal that effectiveness in terms of leadership is very important for the managers to be proactive, fair and consistent in their role and management of people. They should exhibit effective planning, preparation and information gathering; be able to make quick and informed decisions; show a positive interest and be supportive of the development of others; communicate with and support and empower staff in time of change; and show a genuine interest and concern for staff. These characteristics are relied upon as the accessible resources for the community to evaluate the local government effectiveness in providing CDPs.

A research conducted on finance managers, or similarly titled executives in 450 Australian local governments on the effectiveness of performance management systems found that apart from culture and teamwork, effectiveness of staff play a crucial role in the local governments performance (Baird et al., 2012). The findings suggest that staff will be more likely to work towards the achievement of organisational objectives if they see a linkage of performance to rewards and there is scope for local government managers to work towards developing a more outcome oriented culture, by focusing more on results and having higher expectations for performance. Given the substantial

international interest in the impact of public sector reforms, and the effectiveness of the local government practices, the variable makes a significant contribution to the literature by providing an insight into the factors that can enhance the effectiveness of local government.

2.9.2.2 Initiatives

According to Winkelen (2016) evaluating initiatives which aim to improve knowledge sharing and organisational learning in isolation from other organisational and social practices is not straight forward. Carter and Belanger (2004) in their study surveyed young consumers to elicit their perceptions of state e-government services. As government agencies continue to invest in e-government platforms, it is imperative for agencies to enhance their understanding of the factors that influence the utilisation of electronic government by citizens. They discover that consumers expect more initiatives and efforts from the government to venture a new era of e-government. Madon (2004) depict initiatives undertaken by the Indian government for the past three decades are widely acknowledged and it has expanded use of information, communication and technology (ICT) in the public sector which can offer important benefits such as improved planning and monitoring mechanisms, cost savings through rationalisation, and more effective administration and delivery of certain public services. Their results however, demonstrate that in a developing country like India, it remains uncertain as to what contributions e-government initiatives can make to overall development priorities.

Andrew and Goldsmith (1998) identify three features resulting from some initiatives launched by the local government to nurture good community government. First, initiatives appraise the changes which affect local government and continue to do so, second, they scrutinize the changes which occur within the local governments, giving

rise to the currently fashionable notion of local governance and thirdly, they pose questions about the kind of the local government is desired or needed taking cognizance of the changes that surface and specifies the answers that need addressing. Initiatives unveiled by this elected local government generate new changes in terms of roles to emulate since they organise coalitions, and act as brokers to muster public interest capable not only of dealing with the traditional political agenda but also with those marginalized. The authors allude that such an open and accessible institution is not only responsible and accountable but it could also enhance the capacity for political action amongst individuals, thus, promoting citizenship in its widest range.

2.9.3 Satisfaction Level and Perceived Performance on Local Government

Hector and Sandra (2014), describe the numerous varied relationships between the various precedents and consequences that influence the conceptualization of citizen satisfaction with the local government. According to Wilkie (1990) and Perkins (1991), there are more than 1200 articles published in the area of customer satisfaction. Study conducted by Scott and Vitartas (2008) claim that the levels of involvement and attachment felt by residents did have both a direct and a combinatorial effect on perceptions of satisfaction with local government services. The larger attachment influence was positively associated with satisfaction, while involvement displayed a weak negative co-relation with satisfaction. A significant interaction effect also existed. It disclosed that on average, residents with greater attachment were more satisfied with local government services but those with more involvement were less satisfied. The authors also advise that to improve perceptions of satisfaction, local government service providers need to address effectively the involvement and attachment aspects.

Glaser and Denhart (2000) infer that citizens generally do not have good understanding of the local government and consequently, thus, face difficulties assessing performance objectively. A survey conducted by the authors over 1800 citizens in Orange County, Florida confirm that degree of understanding between citizens and government is important to measure the satisfaction levels of citizens on government performance. The authors suggest that to enhance citizen government relations, local government must honor citizen values and priorities by demonstrating that it heeds and attends to the requests of the citizens.

Satisfaction among the citizens would improve quality of life within the city where they live (Nigro & Cisaro, 2014). A study conducted by Nigro and Cisaro identified some areas pertaining to quality of services, its relationship with the satisfaction of citizens across local leadership, image and expectations which are very relevant for this study. According to the authors, citizen satisfaction indexes provide not only information on citizen satisfaction, the rate of loyalty and perceived quality but also suggestions on the factors influencing this satisfaction. Jefmanski and Blanski (2014) conducted a survey that proposes a structure of a Composite Index of the local government Employees Satisfaction in Poland to assess the level of employee satisfaction with the employment in some local government units in the West Pomerania Province. The analysis is based on the results of the measurements made in 2009 - 2010 by comparing the results of two distinct groups of employees, categorised on the basis of a criterion of their place of employment. The use of the proposed approach facilitated the authors to determine the satisfaction level of these local government unit employees in West Pomeranian Province in 2009 - 2010 with their work was at an average point. A slightly higher level of the Employees Satisfaction Index (ESI) was noted in the analysis period for employees of community offices. There are no significant changes in the ESI and the

sub-indices in 2010 in comparison with the previous year. The values of the sub-indices indicate the level of satisfaction of the employees of both the county and community offices was the highest in the case of their relationship with superiors.

In this study, citizens' satisfaction refers to local people and resident satisfaction respectively, since residents are regarded as a community that cooperates with local government for development. Thus, this study will focus on the level of satisfaction of residents towards the CDPs provided by the local authorities.

2.9.3.1 Participation

Participation is an important consideration to enable the community to support the local and state government to deal with complex and contested problems that emerge at their own respective areas (McShane, 2006). Participation is one of the factors that influence local government to implement successful community development (Lawler et al., 1969). Tosun (2000) defines community participation as a form of action in which individuals confront opportunities and responsibilities of citizenship. With robust community participation, the local government is able to organise and implement various activities and programmes for the local people to achieve the objectives of community development. In order to achieve the objectives, community would participate in the programmes at local level. Their participation can improve the process of decision-making which leads towards efficient utilization of scarce resources.

Community development requires the involvement and participation of local residents to identify appropriate strategies to improve their quality of life (Green & Haines, 2012). This definition is confined to citizens. Citizen participation includes only activities related to the government. Public participation refers to activities in any public

institution of society or the government, which includes organisations and institutions other than government. There has been rapid growth in the number of programmes initiated by the government to promote public involvement. *“One way of developing motivation towards change is to encourage a greater degree of involvement, or participation, by rural people in extension programmes”* (Garforth 1982, p.59). By participating, *“they can contribute creatively to the design of proposed solutions to those needs”* (Sancho 1995, p.20). Almost all federal and state programmes contain some element of public participation. The primary purpose of these programmes is to garner support for decisions, programmes and services.

According to Green and Haines (2012), one of the key assumptions of participation is that local residents will be more supportive of the project if residents have inputs in the decision-making process, and therefore increase the likelihood of success. Furthermore, local government also encourages people to participate in decision-making process by engaging in extensive partnerships with local government officers with increasingly more sophisticated skills and experience. Nor Azah et al. (2013), advances that community participation ascends as an important variable in educating local community about their surroundings and becoming more exertive on their rights as local people. In order to create more opportunities for participation, stakeholders need to involve themselves with the community in community programmes organised by the local government. In most cases, community development practitioners grapple with the issue of participation. During the 1960s and 1970s, few thoughts arose in response to the realization that people were not actively involved in community development (Cooper et al., 2006). In contrast, currently the numbers of theorists who postulate on community involvement are very encouraging at local levels.

The impact, contribution and participation in community development are extensively studied and different theories and models have been forwarded. Several models and theories have been developed to explain community development in the health sector (Erickson & Andrews, 2011; Sandara & Risa, 2011; Williams & Marks, 2011). Blair (2004) recommends mechanisms for public participation especially in the strategic planning process need to be defined precisely. This assists to establish cooperative relationships among planning participants: public administrators, planning consultants and local citizens (Blair, 2004). Blair recalls that tasks appealing to authentic and meaningful community involvement emanates from this co-operation which would help facilitate successful planning and implementation activities and outputs. The Journal of the Community Development Society, a research journal devoted to understanding purposive community change, enumerates the diversity and scope of development strategies that include recreation development, rural housing, service sector employment, infrastructure improvement, attracting retirees, retail trade development, high tech entrepreneurial development and basic sector development (Blair, 2004).

In addition, local community also must overcome the limited capacity for them to participate such as time and human resources. It is difficult to analyse the community development activities due to the broad diversity of experiences among the stakeholders (Nor Azah et al., 2013). Therefore, providing ample opportunities for participation by the people would effectively increase the range of activities undertaken by local government.

In Ireland, deliberative democracy structure is conjured and designed to spur a significant level of participation by people in community development for a good local democracy (Teague, 2007). It mandates every policy maker to incite a high level of

community participation in community development to nurture finer local government. This essentially could infer that the local government efforts in fostering people participation are to retain strong state power (Jessop 2004; Newman et al., 2004). Countries such as Australia and United Kingdom have hierarchical institutions and strong bureaucratic government that struggles to attract participation of people for community development (Gaventa, 2004). The author clarifies that both countries are young democracies, thus, easier to create participatory spaces for the people. Furthermore, the author clarifies both Australia and United Kingdom have in-built policies and practices to achieve greater community participation. Local government directs people participation in community development through the imposition and internalisation of performance culture that requires good partnership (Taylor, 2007).

On the other hand, Eversole (2012) states the manner governments work with communities is a significant policy concern internationally. This is evident for instance in the United Kingdom government's strong focus on nurturing and fortifying local partnerships as mechanisms for both increased managerial efficiency and local democratic renewal (Lowndes & Sullivan, 2004; Sullivan & Skelcher, 2002), and the Organisation for Economic Co-operation and Development's (OECD) recent work on public participation. There is a growing interest in the shift from shared service platforms to include service co-design endeavours, and from consultative to deliberative processes that allow for a greater depth for community involvement in decision-making (Eversole, 2012).

2.9.3.2 Access to Information

The second variable is access to information. It influences the participatory processes among the residents and the stakeholders. Sourcing information is a dominant feature to

ensure effective participatory process where the information gathered by the participants contributes towards building a strong community and improving the community development services and programmes. Accurate information can improve the quality of decisions for the citizens and stakeholders. The quality of the information is also crucial (Hardev, 2007).

Bowman and Khandawalla (2003) in their study on 'The Promise of Public Access: Lessons from the American Experience' note that community access to technology is imperative if it intends to gather information as it has its own advantages. The authors depict information as a 'public good' in economic parlance, which has intrinsic value. They emphasise that access to information and technology would reduce the isolation of under-served groups, ensures access to the skills needed in today's workforce, expose the essentials of democratic participation including literature, news, and government information, and finally, for the economic development. Hider et al. (2014) excel as information specialists with regards to a community network comprising local government, local community organisations, local schools and residents. According to the authors, libraries are ideally placed to develop information and referral services with the primary goal of providing members of the geographic community with access to the social services available for their location (Day, 2007; Alencar et al., 2002; Pettigrew & Wilkinson, 1996). Even within a local community, providing information on the full range of social services available is laborious, thus presenting significant challenges for information management and user-centred designs.

For the access of information, poor perception towards information is one of the major obstacles to community information service (Uhegbu, 2001). Uhegbu suggests that to energise and facilitate community improvement in third world countries, it is essential

to ensure effective information dissemination which would attract the attention of local and international bodies and institutions. In a qualitative study on the 'Records Management in English Local Government: The Effect of Freedom of Information', Sheperd et al. (2011) investigate the experiences of the local authorities in accessing information, focusing on Southeast England, which provided a study pool of 52 authorities with small and large organisations. This study highlights that effective access to information requires maintenance of an excellent record management to enable all local authorities to disseminate up-to-date information to the community without any delay. Thereby, access to information is chosen as a variable to evaluate residents' opportunity in obtaining and sharing information on local government services and their programmes for the better development at local level.

2.9.3.3 CDPs

In the past years, a variety of programmes have been initiated and launched to improve the lives of the people. A primary concern of the programmes is to nurture good relationships between the government and the people at local levels. CDPs encourage the local council to introduce initiatives and coordinate support from the people in carrying out the programmes. Callahan and Watson (1995) state programmes should be planned well to ensure participation of the community, but information on planning and the implementation of the plan always is restricted and limited, thus causing some problems (Guo, 2014). Participation among people would lead to a successful government. According to Teague (2007), deliberative democracy structure has been designed to promote a significant level of participation among people in community development for a good local democracy.

According to Hardev (2007), one of the programmes developed in Malaysia was Local Agenda 21 (LA21) that recommends public participation in efforts to attain sustainable development. She explains LA21 would facilitate the local communities and authorities to identify and analyse the local sustainable development issues and formulate and implement action plans to address the emerging issues. It is evident that the local government plays a significant role in bringing the best out of the community it serves in order to achieve productivity and sustainability. However, it also means that the effort is initiated from the local government which invites the participation of local communities and stakeholders.

Westboy (2014) in his study stress that CDPs promote coordinated service delivery across all spheres of government to improve the lives of very poor communities. He further notes that organising programmes for the community also helps to create job opportunities for the participants. The participants could also by gain experience and upgrade their skills for onward placement in various long-term jobs in the industry. According to Emeh et al. (2012, p.1090), *“in community development practice, it is rudimentary that the solution to community problems is sought first within the community and its resources and capabilities”*. According to these authors, by engaging in CDPs, local groups and organisations can understand and resolve the issues related to their own community. By participating in a group, it would also help the local government actively plan for a successful community development in the future. Thus, this study views engaged CDPs as important variable that should be adopted to evaluate resident perception towards local government services.

2.9.3.4 Responsiveness

In the study on assessing the responsiveness of existing production operations, Matson and McFarlane (1999, p.765) state “*production responsiveness refers to the ability of a production system to achieve its operational goals in the presence of supplier, internal and customer disturbances, where disturbances are those sources of change which occur independently of the system's intentions*”. These authors reckon that when the potential or actual impact of a goal is positive, responsiveness is associated with the degree of performance enhancement which results from the response. Buyukozkan (2004) in his study on organisational information network for corporate responsiveness and enhanced performance, states that sharing information among members is a fundamental requirement for effective responses. Bernardes and Hanna (2009) hope that their proposed conceptual study on theoretical review of flexibility, agility and responsiveness in the operations management can empirically advance the understanding of how responsiveness particularly customer responsiveness, is achieved and practiced.

In a study of responsiveness among employers and colleges, Connor (1997) establishes that there is considerable potential for enhancing colleges’ responsiveness by developing more effective interaction with employers in a variety of forms and levels. The study suggests that the progress of responsiveness could be measured through understanding of the effectiveness of the various forms of interaction. It illustrates that responsiveness is obviously crucial for good quality and effectiveness in providing beneficial outcomes for the wider community to foster successful outcomes and which can accelerate the development of responsiveness.

Asree et al. (2009) carried out a quantitative study on 88 hotels of various ratings in Malaysia, note that leadership competency and organisational culture have positive relationships with responsiveness and both characteristics are important factors for hotels to be responsive to their customers, and in turn improve hotel revenue. Kritchanchai and MacCarthy (1999) highlight that in the context of the literature on responsiveness and related areas such as awareness, capabilities and measurement of responsiveness should also include the need to develop appropriate response interventions. Thus, for the evaluation and perception study, it is necessary to measure the responsiveness variable to ensure it contributes positively to the local government setting.

2.9.4 Assessment of CDP

The development and design of a general scale is to assess residents' perception on the effectiveness of the local government and ensure that the local government delivers what is expected by the people. In order to assess the performance of local government, this study constructed delivery and expectations as the variables to respond to issues that currently cloud the measurement of the local government performance in undertaking CDPs. These two variables will be discussed in the following sub sections.

2.9.4.1 Delivery

According to Foley and Martin (2000) community involvement is an important conduit for delivering the government's manifesto commitments. However, the experience of previous regeneration initiatives and attempts to decentralise local services, suggests the need for caution. The authors are, of the opinion that there is strong evidence of limitations and constraints on the capacity of the community and local service providers especially the lack of real power and influence of the voluntary and community sectors.

It is pertinent to monitor and evaluate which approaches of community involvement are effective in differing contexts and whether the latest attempts to engage citizens more actively in local policy formulation can generate a good service delivery (Foley & Martin, 2000). Service delivery is the key to success for the performance of an institution and community. It is more common for agencies to emphasize service delivery than overall system performance or democracy enhancement (West, 2001).

A survey conducted in the health sector in Nigeria by Kehmani (2006) observed that decentralisation could improve the service delivery of the local government to the community. Nigeria is one of the few countries in the developing world to have significantly decentralized both fiscal resources and service delivery responsibilities. The study explains how locally elected governments function in delivering basic health services to their citizens. The author suggests local accountability such as disseminating more information to the citizens on the availability of resources and responsibilities of their local representatives, so they are empowered to hold them accountable for the delivery of basic services. Hence, this study has identified delivery as a contributing factor towards the perception of people in community development.

2.9.4.2 Expectations

Santini (2014) in his study on disabled students' expectations on teachers discovers that people's expectation towards anything is very important in this world as it can lead others to make decisions on arising issues. The author proposes that by sensitising expectations, it could spur students to improve their achievement and actively participate in the school community. Another study was done to evaluate the future expectations towards online courses by Kramer et al. (2016) who explored the

influences of expectations on the future potentials for the development of online courses.

The findings, based on an empirical study with three sample groups in the United States, confirmed expectations of potential users on the design of online courses are very obvious in terms of achieving something new in web based system. It proves that expectations could act as a catalyst for the community to achieve a bright future for the development of itself and the nation. Muth (1961, p.315) observes that *“what kind of information is used and how it is put together to frame an estimate of future conditions is important to understand because the character of dynamic processes is typically very sensitive to the way expectations are influenced by the actual course of events”*. It exposes that expectations are able to transform the entire community by leading it onto a right path as it offers an opportunity for people to predict the delivery by any party.

Studies quoted above to some extent prove that expectations of people towards any of the major issue could become an important characteristic in determining a clear goal for the mutual benefit. It is obvious that expectations towards local government services play a contributory role in perception and thus, is worthy of investigation in this study.

2.10 Gap in the Literature

The literature review on the perception of residents on CDPs by local government has highlighted certain gaps and points to possible areas for further research. A literature search of five databases which are ABI/Inform, EBSCO Host, Emerald, Science Direct and Education Resources Information Centre (ERIC) reveal more than 4000 journal articles under the caption ‘people perception’. Out of that figure, approximately 50 percent were conducted in the areas of human resource and organisational behaviour

(Hammar et al., 2015; Walker et al., 2013; Brouwer, 2012; Gormally, 2004), a further 30 percent in health and social care (Moshe, 2011; Hillman, 2002; Wardle et al., 1999), information and knowledge management (Alawi & Leidner, 2001; Fuks & Assis, 2001; McDermott, 1999), education and sociology (Amin et al., 2015; Abbas & Shirazi, 2015; Klee et al., 2014; Khalil, 2013; Mondal, 2013; Cabrera & Cabrera, 2005; Steele, 1998), while the remaining 20 percent was undertaken in the fields of management science and operations (Su & Lu, 2004; Legris et al., 2003; Forza, 2002; Gronroos, 1994), marketing (Krishna, 2012; Singh, 2006; Deshpande & Webster, 1989; Armstrong, 1996), information behaviour and retrieval (Wilson, 1999; Schwarz et al., 1991; Brucks, 1985; Belkin et al., 1982) and public policy and environmental management (Lorenzoni et al., 2007; Trakolis 2001; Eden, 1996; Fiorino, 1990). Another keyword search on ProQuest and Social Science Abstracts produced a handful of studies dealing specifically with the perception of people on CDPs by local government.

The intent of this research is to redress the existing gaps in literature by studying the ability of people in accessing the information, satisfaction level in CDPs, overall participation and responsiveness towards local government's effort in providing the programmes in the context of Malaysian local government. The decision to embark in this quantitative approach to investigate the perception of residents on the effectiveness of the local government in providing CDPs was made because a more comprehensive result of factors affecting the perception of residents towards local government could be collated, thereby adding more value theoretically and empirically especially for Malaysia specifically and developing countries in general. Perception studies are intended to receive feedback from the public in general, regardless of whether they are users of the services (Nigro & Cisaro, 2014).

Results of the above search have been strongly supported by the literature reviewed in earlier section regarding the context and areas of researches conducted on residents' perception on CDPs. There appears to be a gap in extant literature since not many studies have been carried out on perception on community development in the area of public administration, more so in the local government context. Although it is commonly accepted that the local governments play a significant role in promoting CDPs, very few studies have been conducted to determine if local governments are sufficiently effective and successful in providing community development services and possess the capabilities to satisfy the competency and skills prerequisites that are required for the performance of their functions, or if CDPs have been successfully implemented.

Furthermore, upon review, it is discovered that most scholars have been only able to offer a fragmented and theoretically diverse body of conceptualising people perception research. As such, at present people perception lacks a widely accepted and theoretically solid approach. Due to the scarce availability of research on this issue, it is difficult to identify an appropriate model that best suits the framework of the study as most studies apply qualitative approach and case studies methodology. Although models and frameworks have made major contributions in the field of the local government but the point of fact is that this study warrants a new framework to determine effectiveness in dealing with CDPs. To a great extent this study attempts to introduce a new model that could be applicable for the study and useful for future research. Thus, it is the intent of this study to add another local government effectiveness model to investigate the effectiveness of the local government in providing good services for the community.

Furthermore, the reviewed studies and concepts on community development still need to look at systematic studies with comprehensive insights. It should also be mentioned that other aspects such as policy formulation and implementation, community development process and other development issues have so far not been adequately explored, which this study attempts to deal. Although there are studies on community development, none has focussed specifically on initiatives carried by local government in order to increase stakeholder participation. These studies attempt to investigate community development initiatives to enhance performance of the local authorities.

2.11 Contributions of the Study

Community development research has thrived in recent years (International Bank of Reconstruction and Development, 2015; Bethany et al., 2014; Joseph and Douglas, 2014; Manuel and Rachel, 2014; Abiona, 2013; Koolnaphadol, 2012; Monier, 2011; Simpson, 2009; Francois, 2007; Alan, 2005; Joanne, 2001; Mark et al., 1997; Wood et al., 1993). Community development plays a very crucial role in bringing about a good future for the citizens and renewal of democracy. Communities are encouraged to participate in CDPs and activities to enhance performance of local government. Shaw (2011, p.11) explains *“different conceptions of citizenship have been inscribed in community development theory and practice over time”*. In this sense, historically community development has been subjected to a variety of practices among communities. Therefore, to perform well at local level all the initiatives for the community development must have a clear action plan to avoid emerging obstacles in terms of policy and politics (Fudge, 2009).

Literature reviewed in this study confirms that community development is an important consideration for the local government in many ways. However, evaluation by the

residents is a platform to highlight the extent of achievement of the goals and objectives of the local government in bringing good CDPs. Literature search has also highlighted the variables which create the opportunity for the local government to organise the programmes to achieve higher effectiveness levels. Hence, the framework of this study attempts to bring forward the inter-connectedness between the variables influencing the performance of the local government in providing CDPs at local level.

Findings arising from the analysis conducted will contribute towards the evaluation of residents on CDPs by local government in Malaysia. Subsequently, findings from this study can be used to improve the effectiveness and achievement of the local authorities and ultimately, lead to sustainable development for the nation building. Variables proposed in this study are intended to provide a more complete list to allow a comprehensive selection of variables to be identified after analyses and subsequently, a model to be tested for generalisability. This study, hence contributes to the unravelling of the complexities arising from variables influencing the expectations of people.

The framework introduced in this study is a manifestation of multiple models in the community development field. It reflects the insights gathered from past studies and practitioners within the university setting that resulted in the construction of research framework. Its contribution lies in the fact that findings from this study may be used a platform to test other contextual base either in Malaysia or other countries in the region.

2.12 Chapter Summary

Local governments are public agencies that provide urban services to communities and undertake measures to enhance finer operations (Kuppusamy, 2008). It is the prime source of services in the community development in most developing countries

including Malaysia. Being closest to the citizens and central to the participatory development, local government in Malaysia has been assigned an important role to play in community development. The Malaysian government plays an active role in community development through the Ministry of Rural Development. Various agencies involved in community development are Community Development Division of the Ministry of Rural Development (KEMAS), Federal Land Development Authority (FELDA), Federal Land Consolidation and Rehabilitation Authority (FELCRA), Rubber Industry Smallholders Development Authority (RISDA) and Farmers Organisation Authority (FAO). Community development's potential as an entering wedge is still what matters most and what makes it distinct (Shaw, 2008). Community development task is very imperative as it confronts the challenges and scans for the opportunities to contribute to the renewal of political and democratic life.

Key scholars in the area of community development such as Green, Haines and Cary cite individuals are able to identify their needs in order to achieve their requirements and priorities. This study is very helpful to the local government to examine successful initiatives in order to bring good community development. The foregoing discussion reveals that lead researchers in the field are in solid consensus that the key attribute to the success of community development is the involvement of the community in various processes of environment and conditions throughout the programmes and activities organised by local government.

This review draws out three prominent themes relating to community development which are satisfaction level of residents towards local government, participation of people in CDPs and performance of the local government in community development. It is evident from the literature review that no studies have been conducted on the

perception of residents on CDPs by local government. None of these studies considered the potentials of resident's evaluation on CDPs in Malaysia, thus researching on this subject in Malaysia, is necessary.

In addition, the studies reviewed here adopt a qualitative research methodology in their investigation; hence, the application of a quantitative modality is a step in the right direction. There is no doubt that a gap exists in the literature that needs to be filled. Therefore, the main objective of this study is to explore the effectiveness of the local government in CDPs in Negeri Sembilan by applying a quantitative research approach.

University of Malaysia

CHAPTER 3: AN OVERVIEW OF LOCAL GOVERNMENT

3.1 Introduction

This chapter presents an overview of the local government studies and the development of community programmes by the local governments in terms of structure and the environment to create positive changes to the people at the local level. The chapter also elaborates on the CDPs undertaken in Malaysia and the patterns of the local government in the European and Western countries.

Policy planning and local government (Young, 1979) for strategic community involvement is an innovative approach (Larrabee, 2007) to foster good co-operation among the local populace. Continuous efficient implementation of community based programmes by the local governments is very important for uplifting the socio economic status of the local community (Game, 2006). According to Maddock (2005), practitioners and civil servants must adopt effective performance management strategies to lead successful local governments. The future development of the local governments (Young, 1979) is influenced by their overall performance in terms of fulfilling people demands with regards to community development. This chapter highlights the community development initiatives by the local governments and the various programmes implemented.

William et al. (2014) stressed that residents are always ready for more active participation in the local community. Engagement of people in local community development is very much encouraged as it would be of tremendous support to the local authorities. Educating citizens (Freeman & Park, 2015) in terms of involvement in the

local authorities' programmes would ensure the government adapts their processes to changing notions of participation in the CDPs.

Fadzli and Zamberi (2013) stated that evaluating the performance of the local authorities is crucial to ensure that they have the capacity to meet the increasing demands from the communities for provision of more citizen-driven and higher standards of urban services. In Malaysia, as the business environment, events and demographics are changing at a fast pace, the role of the local authorities is becoming more crucial. In recent years there have been many service delivery complaints in Malaysia stemming from dissatisfaction with public service delivery in general. The Public Complaints Bureau (2010) Annual Report, states that: *“several aspects were identified as the main reasons that have been cited for the service delivery complaints in Malaysia including public amenities (poor quality of roads and lack of parking), quality of service (street lights not functioning, and failure to maintain ornamental trees and drains), enforcement (enforcement on the increasing number of beggars, illegal collection of parking fees by a group or individuals, garbage not collected as scheduled or scattered, conducting business without a license, and construction work carried out until late evening that disturbs the peace of the local residents), and public problems (application for rental of houses from Kuala Lumpur City Hall)”* (Fadzli & Zamberi, 2013, p.343). The authors pointed that the local authorities constitute a significant component of contemporary economies and contribute greatly to the quality of life of the residents. In fact, the Local Government Act of 1976 bestows local authorities with a very comprehensive set of functions and responsibilities, which cover various aspects of the environmental, public and social development of the residents.

3.2 Defining Local Government

Given the increase in economic and sustainability complexities among local authorities, it is becoming more difficult to ignore the concept (Joseph, 2013) of community development. It is contended that a greater understanding of the local government would provide the necessary impetus and commitment towards the implementation of community development initiatives. The definition of the local government is widely discussed in this section. According to Fadzli and Zamberi (2013), local authorities are people oriented entities providing various services, such as public amenities, issuing licences and garbage collection. There are four layers of the local authorities, namely, city hall/city council, municipal council, district council and organisations that exercise local authority functions.

Ministry of Housing and Local Government (1980) defined local government as “infra-sovereign, geographic sub-division of a sovereign nation or quasi sovereign nation, exercising the power of jurisdiction in a particular area”. According to the Audit Commission (2002, p.3): “*Local government may sound small but it is often one of the largest employers and most diverse organisations within any particular area*”.

Shadiullah Khan (2006, p.57) mentioned that

“There are two approaches to the definition of the local government in the literature. One usual approach adopted in comparative studies is to regard all sub-national structures below the central government as local governments and considers administrative decentralization and democratic decentralization as similar terms used for local government. A second approach is more circumspect in that the local government is identified by certain defining characteristics. These characteristics usually focus on five attributes: legal personality, specified powers to perform range of functions, substantial budgetary and staffing autonomy subject to limited central control and effective citizen participation”.

According to Mellors and Copperthwaite (1987, p.2) '*Local government may not seem the most exciting aspect of our lives or be a major topic of daily conversation, but its influence is extensive*'. They further added that the local government is a vital part of both the administrative and political life of the nation.

Meanwhile, Jackson (1971, p.13) asserted that '*the organisation of the local government in every civilized country is similar in outline. It resembles that of a large nation-wide business with local branches controlled and influenced by a central office. The degree of local independence and the measure and mode of central control vary with circumstances*'. This denotes that the local governments are similar, under the control of the central government and subject to the central government in administering the services.

Local communities have always played a part in the government and administration of this country (Hill, 1970). The communities are seen as the agents of national policy to change the society. Hill mentioned that local residents work together to provide services and solve problems. Although, only a minority were actively involved as elected councillors or as full-time officials, everyone has the same opportunity to influence decisions in the community.

Table 3.1 provides the key words and components in the various definitions found in the literature on local government. Irrespective of these various definitions, the common features rooted within the concept of community development can be seen in the table.

Table 3.1: Local Government Definitions

Reference	Local government definition (key words/elements)
Adeyemo, 2005	It is a subordinate government, which derives its existence and power from law enacted by a superior government.
Ayeni, 1994	Is an indispensable feature of any genuine democratic system.
Briffault, 1990	Known as 'localism' and important in terms of economic efficiency, education for public life and popular political empowerment.
Cambridge Dictionary, 2015	Is the control and organisation of towns and small areas that provide services and is elected by residents in their own living area.
Gaventa & Gaventa, 2004	The strength and experience of the civil society and the support of the social actors who also view community participation as important.
Herriman, 2011	Acting as a representative of government by taking into account the diverse needs of the local community in decision-making and fostering community cohesion and encouraging active participation in civic life.
McKinley, 2013	Representing the local community, delivering services to meet local needs and striving to improve quality of life in the neighbourhood.
Otoghile & Edigin, 2011	A given territory and population for an institutional structure for legislative purpose and a separate legal entity of power and functions authorized by delegation from the appropriate central or intermediate legislation.
Riordan, Timonen, Boyle, & Humphreys, 2003	Having a stronger role in influencing and coordinating local development initiatives.
Sharpe, 2006	Providing common services for people living in close proximity to one another who could not provide these services for themselves individually.

There are many factors that influence the implementation of successful CDPs by local government in attaining the desired objectives and enhancing productivity for the country and citizens.

Hill (1970) highlighted a few concepts of local government:

- a) Local Government is responsible for the local affairs just as directed by the state and federal governments.
- b) The status of the Local Government is below that of the state and federal governments.
- c) The extent of the local government autonomy in administering is set by the state and federal government.
- d) The Local Government has the power to sue or be sued, to sign or agree on contracts and to acquire properties.
- e) It is responsible for providing services to the public in the area as designated by the federal and state governments.

The concepts as discussed by Hill illustrate the enormity of the functions of the local governments and all the related parties should take this into consideration in the development of successful local communities.

3.3 Role of Local Government in Community Development

Local government is an elected system of government directly accountable to the local community (Barut et al., 2016). In the analysis of Third World economic and rural development, Malaysia was noted to have (Hamid, 2000) very effective community involvement in the local governments activities. Local government approach towards development is welcome by the communities (Dhesi, 2010). According to Bank Negara Malaysia (1995), Malaysia is one of the fastest growing economies in the world with gross domestic product (GDP) growing by more than 8 per cent consecutively during the period 1971-1990. Siwar and Kasim concurred (1997) by citing the Asian Development Bank's study (1986): "Empirical evidence derived on Urban Development in Malaysia indicates that periods of rapid economic growth have been concurrent with periods of rapid urban growth and the rate of urbanization is closely related with the level of development". This indicates the local council's ability to lead its community and provide effective services (Game, 2006).

However, in terms of community development, the goals of national government, local government, public service providers (both profit-driven and not-for-profit), voluntary and community organisations and individual members of the public are rarely congruent (Grimsley et al., 2007), as the fundamental issue of community development is the involvement of the people at local level. Thus, with social, ecological and economic issues intertwined in everyday local government activities, valuable insights could be gained into how people's participation is elicited (Williams, 2015). In line with many

other countries in the world, Malaysia also implemented the LA21 program (Joseph & Pilcher, 2014). LA21 is a very important action plan and tool applied in public sector agencies (Joseph, 2013). LA21 is a comprehensive action plan developed at the Rio Earth Summit in 1992 for implementation by organisations of the United Nations at the local, national and global levels. This program fosters collaboration between local authorities, communities, and the private sector towards the sustainable development of their built and natural environments (Joseph et al., 2014). According to Joseph and Pilcher (2014), in Malaysia, all councils are required to submit an annual report of the LA21 activity implementation to the Ministry in compliance with the Malaysian Local Government Internet LA21 program funding requirement. The LA21 assists local governments in assuming responsibility for and performing a wide range of roles and functions (ALGA, 2014).

According to Phang Siew Nooi (1989, p.34), the following few factors determine the characteristics of the local government in Malaysia:

- a. *A Local Government has its own territory whereby the border is officially recognised by the law. The Law sub-divides the boundaries equally.*
- b. *The Local Government has its own population. It is responsible to develop the area for the benefit of the locals in that area, e.g. facilities / infrastructure.*
- c. *Local Government is an institution, which is established under a special law. The Federal Government controls it.*
- d. *The Local Government carries out its functions by following the law which stipulates that it could be sued, it is able to sue, have properties, and sign agreements or contracts.*
- e. *It is infra-sovereign. It means that the local government is subject to the local laws, e.g. - limited power and duty - not supreme.*
- f. *It is a separate legal entity. It means that although it is part of the government, it is still an independent body.*
- g. *Representatives are either appointed by the higher authority or elected by the local people.*
- h. *Mayor works together with council members and is elected by the State Government.*
- i. *The main functions are cleanliness services, health services and security.*

- j. Local Government has the powers to impose taxes, penalties on those who disobey its rules and regulations, appoint its own staff and is autonomous in terms of its financial administration.*

As the third tier and closest to the people, the main concern of the local government is providing services to the community. Government officials, political analysts, community leaders, public media and non-government organisations (NGOs) have continuously emphasised the need for local authorities to improve their services through a clear long-term direction, customer focus, effective communication and feedback response, high integrity and transparency, enhanced people participation, and continuous efforts to inculcate quality culture in their organisations (Fadzli & Zamberi, 2013). Although the Malaysian government emphasized on enhancement of community development in the local area, relatively little is known of the effectiveness of the programmes in increasing efficiency of the local governments.

3.3.1 CDPs by Local Government

India is one of the countries that have a well-established community development system. India has more well documented experiences with rural reconstruction and community development than any other single country in the world (Holdcroft, 1982). Holdcroft highlighted that Gandhi and Tagore were influential personalities in spearheading rural development in India and in influencing the United States and United Nations' approach towards community development. The author pointed out that community development experienced phenomenal growth in the 1950s, primarily as a result of promotion and financial support from the United States. Holdcroft's views were also supported by Pawar (2009) who affirmed that the United Nations played vital part in the 1950s in promoting the community development approach for developing

countries. It was evident that India was the first country to adopt CDPs (Chattopadhyay & Duflo, 2004; Chaudhuri, 2003; Jathar, 1964; Maddick, 1970).

According to Pawar, the success of the Ford Foundation funded project in the Etawah District of Uttar Pradesh, India, in 1952, prompted the Indian government to maintain community development initiatives as the foundation of national rural development endeavours. The author pointed out that following the Indian government's national approach, sixty countries in Asia, Africa, and Latin America adopted CDPs in the 1950s. It is obvious that the need for community development was highly welcomed in the early 1950s as a method to reduce the growing gap between the wealthy and low-income socio-economic groups (Larrabee, 2007). Holdcroft (1982) described community development approach in the developing world in the 1950s as follows:

- (a) Experiments by the British Colonial Service, primarily in Africa and Asia.
- (b) United States and European voluntary agencies' activities abroad.
- (c) United States and British domestic programmes in adult education, community development services and social welfare.

Community development has wide connotations. It should be neighbourhood oriented, resident driven and empowerment focussed (Ferguson & Stoutland, 1999). The most important role of a local government is to promote community development by generating local interest and involvement (Rele, 1978; Lal, 1963; Krishnamachari, 1958). Community development also perpetuates a process of rural development through organised local institutions in different areas at different levels. In short, there are many advantages of CDPs for both the residents and the local government. Table 3.2 summarizes some of the advantages of CDPs.

Table 3.2: Advantages of CDPs

Advantages to residents	Advantages to local government
Higher standards of living, improved quality of life	Increases in productivity, equity and growth
Strengthens education and public health to increase productive capacity	Rapid economic growth
Good infrastructure to access public services and greater economic opportunities	Creates opportunities for productive economic activities
Opportunity to be involved in decision-making	Provides greater responsibility to local government so that decisions are made at a level closer to the community
Increases job opportunities	Promotes employment and human capital
Equitable access to programmes and services	Broadens involvement of local people in the local governments programmes and services
Creates awareness among local people to participate in the programmes	Improves public performance and participation

According to Rossi (1999), the content of the programmes are heterogeneous. Likewise, the CDPs are not fixed and vary depending on the local issues. A variety of programmes contributes towards building a concrete neighbourhood collaborating to achieve intended goals and targets (Ferguson & Dickens, 1998).

Over the past years, a variety of programmes have been initiated by the local governments in Malaysia and put into operation towards the improvement of the community at the local level. All the projects and programmes have a lot of impact on the socio-economic development of the country. According to the Local Government Department, small scale projects are also implemented to assist in the development of physical and socio-economic wellbeing of the local authorities. This is complemented by high quality services, efficient public utilities, recreational facilities and balanced economic opportunities provided by the local governments in line with the national development process. According to the Ministry of Urban Wellbeing, Housing and Local Government, the implementation of projects, especially those which are socio-economic in nature, would benefit and form part of the assets of the local authorities as well as generate an alternative source of additional income. Generally, projects

implemented by the local authorities are people-centric in nature. The following are among the CDPs undertaken by the local governments in Malaysia.

- a) *Infrastructure projects such as the building and upgrading of roads, drains, pedestrian walkways and street lights.*
- b) *Public facilities such as multi-purpose halls, sports and recreational complexes, public toilets and bus shelters.*
- c) *Socio-economic projects such as the building and upgrading of markets, bazaars, food courts and small commercial premises.*
- d) *Jabatan Kerajaan Tempatan Trim and Fit Program 2013 - health intervention programmes in the workplace organised by the Local Government Department in collaboration with the District Health Office in Putrajaya.*

Source: Jabatan Kerajaan Tempatan (2014)

The objectives of the programmes are to help people attain a good quality of life.

Yingvorapunt (1965) quoted Dr. Yatsushiro. A well-known author's views on the principle and objectives of community development as follows:

- a) *Increased family income through the promotion of agricultural production and home based industries.*
- b) *Improved public facilities such as roads and dams.*
- c) *Expanded educational, recreational and juvenile training opportunities.*
- d) *Improved health and sanitation.*
- e) *Strengthened village culture.*
- f) *Meaningful local self-government.*

Source: Yingvorapunt (1965, p.2)

Holdcroft (1982) cited SEATO (1960) conference proceedings, where some 28 delegates sponsored to the International Conference on Community Development suggested the following 'pre-conditions and apparatus necessary for a successful program'. These provide an excellent summary of the thinking of community development practitioners at the time (SEATO, 1960):

- a) *The main aim of a successful Community Development program is the establishment of stable self-reliant communities with an assured sense of social and political responsibility.*
- b) *A program should encourage the people to organise themselves and to exercise initiative in improving their communities and ways of living through cooperative efforts on self-help basis.*

- c) *The administrative organisation should have a structure which assures the highest status for the program and through its support secures the maximum effective coordination of the activities of technical agencies.*
- d) *The community development program should foster the growth of the local government and develop local leadership.*
- e) *Continuing research and evaluation are essential to sustain the success of community development, not only with respect to initiation of programmes, but also in regard to follow up action.*
- f) *The community development program should enjoy strong and continuing support from the head of government and receive the highest priority in the development of the national economy.*
- g) *Planning and policy making for community development should be carried out at a ministerial or higher level by a specifically created agency.*

Source: Holdcroft (1982, p.48)

Asnarulkhadi and Fariborz (2009) categorised community development in Malaysia into two levels. Policy level is about the programmes inspired by the government, which are improved and developed to contribute towards national development. Then the implementation level, where the programmes' objectives are to be achieved and the approach of community development is used by the government to encourage people's participation in the programmes. The authors agreed that at both levels, community development reflects the state induced planned change programmes for people to participate and be involved.

A number of CDPs undertaken in the last ten years focussed specifically on the rural poor (Asnarulkhadi & Fariborz, 2009). According to the authors, during the past ten years, attention was given to the importance of agriculture, both to the rural poor and to the developing countries. Much of the efforts were devoted to agricultural extension, where the focus was on the 'small farmer' and (less frequently) on landless rural households (Asnarulkhadi & Fariborz, 2009).

3.3.2 Ministry of Urban Wellbeing, Housing and Local Government

Ministry of Urban Wellbeing, Housing and Local Government (MHLG) was established on 24th May 1964 as the Ministry of the local government and Housing. Following a Cabinet reshuffle on 18 July 1978, the Ministry was renamed as the Ministry of Housing and Local Government. This was the result of a merger between the Ministry of Housing and Rural Development and the Department of Local Government, which was previously under the Ministry of the local government and the Federal Territory. The vision of the ministry is to establish a sustainable living environment for all Malaysians, in line with Vision 2020. The mission of MHLG is planning, coordinating and implementing excellent human settlement through comprehensive housing programmes, uniformed development control with integral infrastructure facilities, social and recreational services towards building a dynamic society.

The Ministry has five objectives:

- a. To establish and implement comprehensive and uniform nationwide rural and urban plans to strengthen and promote physical, social, economic and environmental development.*
- b. To encourage, develop and guide Local Authorities to establish high quality urban, social and recreation services and to provide opportunities for uniform economic growth.*
- c. To ensure adequate comfortable and balanced housing development, complete with social and recreational facilities.*
- d. To ensure the safety of life and property through preventive and supervisory services regarding fire and dangerous materials, efficient and effective emergency and rescue services and raising public awareness and education concerning fires and fire prevention.*
- e. To develop landscapes, parks, and quality recreational facilities and achieve the objective of making Malaysia a garden country.*

Source: Jabatan Kerajaan Tempatan (2014)

Functions of MHLG are as follows:

- a. Provide affordable housing for those who qualify and regulate aspects of housing development.*

- b. Assist and guide the Local Authority in providing quality municipal services, social and recreational facilities to meet the needs of the population and improve their economic opportunities.
- c. Provide prevention and firefighting services and ensure the safety of life and property.
- d. Advise federal government and state governments on matters related to planning, management, development and soil conservation in line with the national physical planning.
- e. Provide policy and advisory services for the planning, implementation and management of landscapes, parks and recreation for local authorities and government agencies.
- f. Provide policy, regulatory systems and the management of solid waste and public cleansing which is integrated, efficient, reliable and cost effective.
- g. Develop and regulate the activities of moneylenders and pawnbrokers in the country.

Source: Jabatan Kerajaan Tempatan (2014)

The MHLG plays a very vital role in the economic development of the country

According to Maimunah et al. (2015, p.109):

“The Malaysian Government established a framework of the National Economic Model (NEM) of Malaysia in 2010, consisting of four pillars to develop and drive the country towards achieving a high-income status by the year 2020. These four pillars are the Malaysian concept of People First, Performance Now; the Government Transformation Programme; the Economic Transformation Programme; and the Tenth Malaysia Plan (2011-2015). These pillars are intended to highlight the importance of economic, social and government transformations that should take place in the various sectors of development to meet Vision 2020”.

Maimunah et al also cited the National Economic Advisory Council (NEAC) (2010),

with its eight Strategic Reform Initiatives (SRIs) as follows:

- a) Re-energising the private sector.
- b) Developing a quality workforce and reducing dependency on foreign labour.
- c) Creating a competitive domestic economy.
- d) Strengthening of the public sector.
- e) Implementing a transparent and market-friendly affirmative action plan.
- f) Building a knowledge-based infrastructure.
- g) Enhancing the sources of growth.
- h) Ensuring sustainability of growth

These eight pillars are very useful not only in assisting the nation attain high income status by the year 2020 but also in strengthening the operations of the local governments.

3.3.2.1 CDPs under MHLG

Local government system seeks to ensure that the CDPs are accessible and satisfy the needs of the people. The Local Government Department in Malaysia comes under the MHLG. It has 11 divisions and one of which is the Development and Financial Affairs Division, responsible for CDPs or projects. There is a Project Monitoring Unit that plays an important role in monitoring the implementation of all programmes by the local authorities. The main objectives of the Project Monitoring Unit are as follows:

- a) Monitoring the execution and effectiveness of project implementation at the local authority level*
- b) Gathering information and data on project implementation*
- c) Preparing performance reports from the project monitoring system (SPP II) as well as various monthly and annual reports*
- d) Updating database from the department's SPP II and Helpdesk systems with respect to the project's physical and financial performance*
- e) Ensuring project implementation is carried out in accordance with government circulars/guidelines*
- f) Conducting bi-annual meetings to evaluate if project implementation adheres to the approved plan and scope of work*
- g) Initiating impact studies to gauge the effectiveness and progress of projects.*

Source: Jabatan Kerajaan Tempatan (2014).

A few programmes organised by MHLG are shown in Table 3.3. The programmes differ from district to district, depending on the social and economic circumstances and national policy.

Table 3.3: CDPs Organised by MHLG

Programmes	Description
Town Planning	Town planning was focussed on building new villages, new towns and pioneering land schemes for agriculture.
People's Housing Programme (PPR)	Create a harmonious and better livelihood for society through the provision of adequate, proper housing equipped with social and recreational facilities.
The Beautiful Garden Nation	Emphasis on environmental preservation and creation of a balanced harmonized surrounding. Legislative measures were also taken to preserve trees, open spaces and the natural topography.
National Landscape Policy (NLP)	Provide a beautiful, comfortable, and safe living environment as a prerequisite to improve the overall quality of life. This policy also facilitates and drives the country towards balanced and sustainable development as well as ensures that national landscape resources and assets are managed wisely.
Safe City Program (SCD)	The main objective of this program is to establish crime prevention measures that could easily and readily be implemented with minimal cost and subsequently be absorbed as part of the local authorities' daily operational functions. Examples of such measures are the provision of proper lighting, landscaping and cleanliness in target crime areas.
World Habitat	The aim is to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for everyone. It is also intended to remind the world of its collective responsibility for the future of human habitat.
My Beautiful Neighborhood	MHLG was given the responsibility to implement the National Blue Ocean Strategy (NBOS) 7: My Beautiful Neighborhood that constituted; i. Repairing and upgrading of public housing flats owned by lower income group; ii. Reconstructing houses destroyed by fire; iii. Increasing security patrolling at LRT stations and shopping complexes to combat crime. This was under the purview of the Ministry of Home Affairs.

Source: Jabatan Kerajaan Tempatan (2014)

3.4 Structure of Local Government

The structure of the local governments differs. Local governments in Northern European states are institutionalized because they deliver the services required of a welfare state (John, 2001). Compare to other Western European states, such as France and Italy, the central government field services assumed this responsibility whereas local governments dealt with the political aspects and access to public resources (John, 2001). In federal systems, such as in Germany, the powers of the states and local governments are entrenched in the Basic Law. The potential for sub national diversity was constrained by the norms of co-operation within the largely vertical policy networks that characterised the form of federalism that developed (Benz, 1998).

According to Jackson (1971), local governments in France have somewhat similar features in that the local mayors have a great deal of administrative powers and perform duties which in the United Kingdom would be carried out by a council or a committee. He added that another system adopted in some other European countries is to appoint the heads of various local services, education, and public health in proportion to the representation of the political parties at the time of appointment, to hold paid office for fixed terms. The above are a mixture of various systems, which are claimed to have the best features of all systems namely, democratic influence, continuity of administration and personal responsibility (Jackson, 1971). In the United States of America and Irish Republic, a system known as 'city manager' was used. According to Jackson, this system is very specific as it has a very limited council function and is only applicable for general financial and policy matters (Jackson, 1971).

In Northern Ireland, the local government systems are very weak (Jeffery, 2006). Jeffery mentioned that there were 26 single-tier district councils and since 1973 these councils played insignificant roles, providing services such as street cleaning, refuse collection, cemeteries and crematoria, recreation, tourism, economic development, regulation of building services, environmental health, public entertainment, and sitting in government boards. The competing pressures of centralisation and decentralisation have long been an issue in the management of the local governments in the United Kingdom (Fenwick & Bailey, 1999). Barnett and Crowther (1998) were of the view that Britain probably represents the best example of this latter approach towards the local government. The historical development of the local governments owes much to the concept of community, in that it originated from the rural parish. Further, the "golden age" of nineteenth century municipalisation saw the larger towns and cities acting independently and out of local initiative to provide services within the geographical

boundaries of their jurisdiction (Barnett & Crowther, 1998). However, the British pattern since then has been to adopt an instrumental attitude towards local government (Barnett & Chandler, 1995; Chandler, 1991). According to Barnett and Crowther (1998), the concept of community has been used in determining the local government structure. However, the proposals for local government structure put forward by the Redcliffe-Maud Commission in 1969 and the review by the Local Government Commission for England in the early 1990s illustrate that the concept of community has been viewed very much in terms of economic interaction. Both the Commissions paid attention to the concept of “community” and recognised the problems caused by its elusive nature.

According to Phang (1985, p.4), *“local government is a State – created political entity, representing the third tier in the federal structure, administered by State – nominated councillors and geographically encompassing a small portion of the country”*. John (2001) stated that in Malaysia local governments played a key role in the national pattern of government. Irrespective of whether the councillors were elected or nominated, they emerged at different times and in contrasting contexts as formally constituted public authorities with a high degree of control over jurisdictionally defined local areas. John’s views were in line with that of Mellors and Copperthwaite (1987). According to them, local government’s role as a provider of essential services for the local population is an instrument of local democracy. It cannot be judged without recognising its interdependence with the other institutions in the political system. Andrew and Goldsmith (1998) believe that there is a need to rethink the role of local level institutions and decide which we want, mainly the elected local governments, to play an effective part in our systems of government and democracy.

The most recent inquiry into local governments, that is, the Widdicombe Report (1986), devoted a section to discussion on the role and purpose of the local governments in our political system. According to the committee, the real value of the local governments arises from three essential attributes (Table 3.4).

- a) Pluralism, through which it contributes to the national political system
- b) Participation, through which it contributes to local democracy
- c) Responsiveness, through which it contributes to the provision of local needs through the delivery of services

Table 3.4: Attributes of the Local Government

Pluralism	Pluralism in this context means that power is dispersed. A justification for having subnational government, as opposed to subnational administration, is that it prevents all the decision-making power in a country residing in one location and, instead, power is spread between socially different decision-making centres.
Participation	The participatory value of the local government refers to the quality of democracy within the local political system.
Responsiveness	Local authorities are also called upon to be responsive, that is responsive to the needs and aspirations of the communities they serve.

Source: Mellors and Copperthwaite (1987, p.2)

3.5 Chapter Summary

The local government plays a crucial role in our lives and environment. The above discussions reflect that community development is an essential element of economic development in Malaysia and that the role of government is significant in CDPs (Doris & Poo, 2001). Local government programmes have an immediate impact on the standard of living of the local populace. The services provided by local councils are essential to meet local needs. Further, local governments endeavour to enhance proximity with the community they serve. This provides an opportunity for public participation and involvement (Williams, 2015). Understanding the above would enable us to gauge the performance of the local authorities.

CHAPTER 4: RESEARCH METHODOLOGY

4.1 Introduction

This chapter examines the research methodology applied in the study, entailing the research design and population; data collection and analysis procedures employed to test the relationships between and among variables identified in the study. The variables are participation, access to information, responsiveness, CDPs, the differences between expectation and delivery, and also performance of the local government in terms of effectiveness and initiatives. This chapter highlights quantitative method that deals with techniques to yield relevant answers to questions posed in the introductory chapter. The flow of research accord priority to the quantitative method compared to the qualitative approach as it would capture wider girth of data on the level of effectiveness of the local government in providing CDPs to the citizens.

4.2 Design of Study

According to Tillal (2002), any research undertaken should be governed by a well-defined research methodology that is premised on scientific principles. Tillal concedes that the rules and procedures for research are on a continuum of constant change as scientists are always vigilant to scout and embrace new methods and techniques of observation, inference, generalisation and analysis. This study is empirical in its nature employing a cross-sectional research design and adopts a quantitative method in its approach. Cross-sectional study is one of the well-known research designs where the data collected is based on the entire population or a subset from which the respondents provide answers to the research questions of interest (Olsen & George, 2004). In addition, data gathered reflects what is going on at that particular point in time. This design is very suitable to this study since the research aims to investigate the

relationship between and among variables influencing the perception of residents at one point rather than over a period of time (Olsen & George, 2004).

In many studies, using the mixed method approach provides a good platform and excellent opportunity for addressing research questions (Malina et al., 2011). It is important to note that mixed method research is more narrowly defined than multiple methods or triangulation studies. It requires integration across qualitative and quantitative approaches by using common terminology and a consistent reporting format makes the approach clearer for the reader and provides good examples for other researchers who may consider implementing mixed method research designs (Golicic & Davis, 2012). The articulation of research questions, the identification of samples and units of analysis, the data collection methods used and the analytic strategies employed are all implicated in the integrative quality of mixed method design (Grafton et al., 2011) and deeper consideration of its adoption prior to usage is very much encouraged (Loo & Lowe, 2011).

There are basically two methods of data collection, qualitative and quantitative which could also be employed in conjunction with each other. Quantitative research focuses on statistical analysis of numerical data collected through the application of large-scale surveys, utilising methods such as questionnaires or structured interviews (Sekaran, 2013). These studies often require large sample sizes to accord more statistical power for generalization of findings. Qualitative research is often relied upon to explore and understand people's beliefs, experiences, attitudes, behaviour and interactions through various approaches such as interviews or focus group discussions (Kumar et al., 2013). Quantitative and qualitative methodologies are generally associated, respectively, with

the two principal research paradigms which are generally labelled positivism and phenomenology (Mangan et al., 2004).

A study by Cahill (1996, p.16) on *“when to use a qualitative method: a new approach concluded that neither qualitative nor quantitative techniques have universal applicability, but the use of qualitative techniques can bring quantitative information to life”*. According to the author qualitative techniques are inappropriate for some studies whilst could be relevant only for certain portions of the research project as quantitative techniques are not bestowed with universal applicability. Hanson and Grimmer (2007) found that qualitative research play a major role in orienting quantitative studies. They argue Cahill’s (1996) statement by affirming that qualitative research could appear to become more quantitative rather than increasing the importance of the research conducted through measurement of articles.

Figure 4.1 highlights data collection methods and the process of gathering and measuring information on variables of interest in an established systematic fashion that enables one to respond to stated research questions, test hypotheses, and evaluate outcomes (Sekaran & Bougie, 2012).

The importance of ensuring accurate and appropriate data collection methodology regardless of the field of study or preference for defining data (quantitative, qualitative), depends on accurate data collection which is essential to maintain the integrity of research (Chua, 2012). Both the selection of appropriate data collection instruments (existing, modified, or newly developed) and clearly delineated instructions for their correct application reduce the likelihood of errors occurring (Chua, 2012).

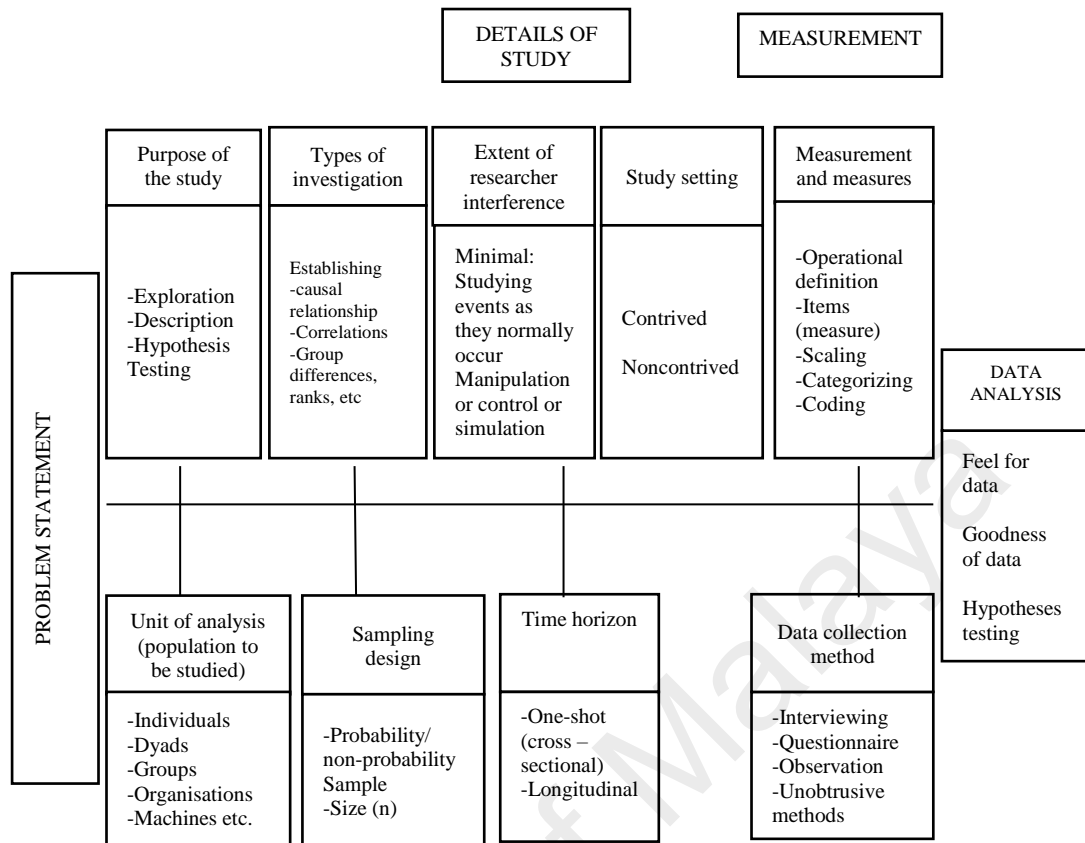


Figure 4.1: Research Design and How Data Collection Methods Fit in

Source: Sekaran & Bougie (2012, p.185).

Both quantitative and qualitative studies have their own strengths and weaknesses. One of the advantages of quantitative research is the generalization of research findings to the population through the statistical analysis (Sekaran & Bougie, 2012). Thus, the goal of quantitative research is to select the sample judiciously to warrant that it mirrors reflects the target population. On the other hand, qualitative research does not necessarily seek to choose the sample that is representative of the target population (Sekaran & Bougie, 2012). However, it offers in-depth information which is not possible with quantitative data.

Qualitative method explores attitudes, behaviour and experiences through approaches such as interviews or focus groups (Kumar et al., 2013) to facilitate the development of

a response strategy typology (Harrison & Reilley, 2011). Some of the most commonly used qualitative methods include focus group discussions, surveys, observations, ethnographies, conversational analysis, content analysis and in-depth interviews (Gilmore & Carson 1996). The authors further add that the use of one or more of these different methods or a combination of a number of these would allow data to be gathered through verbal interactions, visually recorded occurrences, written reports and documentation, and researcher experiential data within a specific context (Gilmore & Carson, 1996) to encourage an increased recognition of the significance and value of qualitative research in the fields of organisation and management studies and assist elevate its momentum of development both methodologically and epistemologically (Cassell & Simon, 2000). In the business sector, before the implementation of the findings, the researcher should apply some qualitative methodology of research as one of the techniques and should become familiar in applying procedures such as interviews or focus groups which can serve to flesh out the results, making it possible for people at the firm to understand and internalise those results (Cahill, 1996). It is evident that there is an increased acceptance of the application of qualitative methods that provide opportunities for the researchers to expand their use of various qualitative techniques to address multiple levels of analysis (Garcia & Gluesing, 2013).

Quantitative method is a system of subjecting data or information to empirical analysis (Edem & Lawal, 1997) focusing on collation of numerical data (Babbie, 2010). It is employed to test theories, form facts as well as to describe and explain the relationships between variables in a phenomenon under investigation (Chua, 2013). Quantitative research typically has a logical and linear structure, in which hypothesis take the form of expectations about likely causal links between the constituent concepts identified in the hypotheses and relies on the measurement and analysis of statistical data, to

determine relationships between one set of data to another (Tillal, 2002). A survey of ten years of academic research in marketing journals for the years 1993-2002 by Hanson and Grimmer (2007, p.66) reveals the continuing dominance of quantitative research. In each of the three journals analysed the proportion of research articles that were based on quantitative approach was more than 70 percent. Quantitative method is imperative to nurture creative, analytical, strategic planning and financial skills for those considering future careers in marketing (Hussey & Hooley, 1995).

Data for this study was collected based on a structured questionnaire. Quantitative method was applied to compile data and in the process, to validate the research model. Primary data was gathered using structured questionnaires that were distributed by hand to the selected residents who participated in at least one community development program organised by the local authorities. A self-structured interview was also conducted among the officers of local councils as to extricate supplementary information for the quantitative data.

4.3 Population

As this study attempts to verify whether the local government doing enough in community development for the citizens, the population of the study comprises all the residents who participated in CDPs as identified in the list provided by the local councils. Rossi (1999, p.522) asserts that *“a target population consists of the social units that are expected to be reached and affected by the program and can include individuals, households, school classes, neighbourhoods, business enterprises, communities, municipalities and so on”*.

The population frame used for the interview is based on the information provided by the respective local councils about the appropriate officers who are in charged in undertaking CDPs whereas the population of all the residents came from the list provided by the local councils itself and as a supporting information researcher who had also collaborated with Department of Statistics, Ministry of Finance to gather the list of population through e-services under website: www.statistics.gov.my accessed on 26 February, 2015. This study identified 600 residents in the total population and seven local councils were chosen to participate in this study. A self-administered questionnaire was selected as the main instrument for data collection and this quantitative method was chosen due to requirements of a need for empirical studies.

4.4 Sampling Frame

According to Kumar et al. (2013, p.123), *“sampling is the process of selecting a sufficient number of elements from the population, so that a study of the sample and understanding of its properties or characteristics would make it possible for us to generalize such properties or characteristics to the population elements”*. In the process of sampling, researchers will select some elements of the population as the subjects of the sample. When a census of the entire population of interest is difficult to obtain, a sample is often used (Berger & Zhang, 2005). Sampling is an important aspect of research because selection of unsuitable parameters will reduce the validity and reliability of the research (Chua, 2012). Chua assures that samples are tangible and can be measured precisely or calculated accurately because the behaviour of every parameter within the sample can be scrutinized. Table 4.1 highlights several terminologies associated with sampling.

Table 4.1: Terminologies Related to Sampling

Terminology	Meaning
Population	The entire group which will be studied
Sampling framework	A list of elements of the population which are to be sampled
Sample	An element in a population
Parameter	A value related to the population
Statistic	A value related to the sample
Sampling error	Difference between the statistical value of the research sample and the parameter value (true value) of a population

Source: Chua (2012, p.219)

Chua (2012) further elaborates that statistical tests will then be conducted on the samples and the values obtained from the statistical tests will be harmonized to the research population value which is called a parameter. However, sampling errors will inevitably exist in the process of selecting subjects from the population for a research study. There are many sampling designs that can be relied upon to obtain a sample that would be highly representative of the population, and among these sampling designs, several allocate the same inclusion probability to each unit in the population (Berger & Zhang, 2005). In addition, if each unit in the population has the same inclusion probability and all the units are independent, then we have a simple random sample (Berger & Zhang, 2005). In general terms, the selection of a sample size should be based on the estimated size of population that is related to the research issue (Sekaran & Bougie, 2012). This study utilises unrestricted probability sampling design (Sekaran & Bougie, 2012) or commonly known as simple random sampling in selecting the respondents. Simple random sampling is the basic sampling method assumed in the statistical consumptions of research (Babbie, 2010; 2007).

According to Terhanian and Bremer (2012), in simple random sampling, the selection of one individual is independent of the selection of another respondent. Simple random

sampling is a sampling design in which n distinct units are selected from the N units in the population in such a way that every possible combination of n units is equally likely to be the sample selected (Thompson, 2012; McCullagh, 2007; Sarjinder, 2003; Olken & Rotemt, 1986). Adding one or more sample source to the original might address the need for more respondents, but some evidence suggests that it might also decrease sample representativeness and reduce response accuracy (Terhanian & Bremer, 2012). Simple random sampling is the simplest and most common approach of selecting a sample, which is selected unit by unit, with equal probability of selection for each unit at every draw (Sarjinder, 2003). According to Kirk (2011) simple random sampling is a type of probability sampling that has three characteristics in common: *(a) the elements that compose the population are explicitly defined, (b) every potential sample of a given size that could be drawn from the population can be enumerated, and (c) the probability of selecting any potential sample can be specified.* These characteristics should be given priority considerations when selecting and determining the samples.

This study selected the residents from seven local councils who participated in CDPs as its sample to examine the variables affecting the satisfaction level of people towards local government effectiveness in CDPs. In addition, 14 officers interviewed for this study are the staff employed by the respective local government to perform community development functions for the council. All the local council have their own department for community services and do exercise full control and are totally responsible for any program conducted at local level.

4.5 Instrumentation

The questionnaire is the favored tool of many of those engaged in research, and it can often provide a cheap and effective way of collecting data in a structured and

manageable form (Wilkinson & Birmingham, 2003). A study instrument was systematically developed based on information that the researcher gained from interviews with the local government officers and the officials within the MHLG. Additional information was obtained from a review of the literature to identify the perceptions of the residents concerning the external environment as well as other sources of knowledge and by scanning on-going activities. The list of the local authorities was obtained from the MHLG, Malaysia. It was also based on the instruments already tested and used by researchers such as McKinlay (2013), McNamara (2012), Nur Afisha (2011), Rogers (2010), Shadiullah Khan (2006), Kuppusamy (2008), Hardev Kaur (2007), Young and Miller (1986), Singalavanija et al. (1965) and Yingvorapunt (1965). The objective was to preserve the reliability and validity of constructs being measured. Some of the constructs were modified and additional constructs were included so that the appropriate variables could be measured and the complete model could be tested. This modified instrument was pre-validated to ensure that the questionnaire was appropriate in the context of the research framework. Cronbach alpha and factor analysis were used for testing the reliability and validity of the constructs.

The questionnaire items were initially developed based on the extant literature. The questionnaire was designed in English and translated to the Malay language, the official language used in public agencies in Malaysia. Expert opinions on the draft version of the questionnaire were sought, from colleagues with research and municipal experience, and, subsequently, from four municipal administrators who were selected to participate in pre-testing the questionnaire.

A five-point Likert scale is selected because it allows accurate assessment of opinions, which are often conceptualised in terms of gradation. This scale is important to measure response and allows internal customers to express the degree of their opinion (Evans & Lindsay 2002, p.184). According to Sekaran and Bougie (2012), it is imperative to ensure that the developed instrument to measure a particular concept, is able to evaluate the variable accurately and it should assess the concept that was designed to quantify. The authors assert that this is vital to ensure that important dimensions are not overlooked, irrelevant aspects are identified and well managed instruments are employed to ensure more accuracy in results, thus enhancing the scientific quality of research. Respondents were required to respond to the statements by using the five-point Likert scale as follows:

5 - Strongly agree

4 - Agree

3 - Neither agrees nor disagrees

2 - Disagree

1 - Strongly disagree.

For this study, the questionnaire consists of four sections as illustrated in Table 4.2.

Table 4.2: Study Questionnaire Sections

Section	Title of section	Description	No of items
Section A	Respondent background	<ul style="list-style-type: none"> -Ethnicity -Gender -Age -Level of education -Occupation -Monthly -Place of living -Years of participation in CDPs 	8
Section B	Assessment of CDPs by local government	<ul style="list-style-type: none"> -Local authority is effective in providing parks and recreation programmes in my area. -Local authority is effective in providing programmes for youths. -Local authority is effective in providing art and cultural events. -Local authority is effective in providing library services in my area. -CDPs are effective in building stronger communities. -Local authorities are effective in promoting participation of people in CDPs. -I am satisfied with the overall effectiveness of local authority in providing services to the residents. -Community development services by the local government are effective. -The community development initiatives benefit this community as a whole. -Local government undertake sufficient efforts in community development initiatives. -Community development initiatives by local authority are supported by people. -The community itself develops legitimate decision-making arrangements through the initiatives. -Initiatives by local government clarify the importance of community development to the community. -Community development initiatives by local government create socio-economic opportunities for people. -Community development initiatives by local government raise socio-economic status of participants. 	15
Section C	Expectations on community development services	<ul style="list-style-type: none"> -The local authority performs well in organising CDPs. -The local authority is there to serve the community. -The local authority is sensitive to the needs of the people. -Sufficient programmes for residents to participate t under the local authority. -Residents' views are encouraged/welcome on certain issues, (example: development plans and organisation of public activities). -CDPs under local authority are useful. -Different people participate every time. -CDPs are effective. -I like to cooperate with the local authority. -Residential associations should be happy to be involved in CDPs. -I have complete freedom in my work groups. -Easy access to relevant information on the CDPs. -CDPs are organised often. -Local authorities provide adequate training for participants on community development. -Local authorities play an important role to encourage my neighbourhood members to work together as a team. -The local authority explains the purpose of the programmes. -The local authority practices a two-way communication on CDPs. -Local authority emphasises on productivity. -Local government monitors the work to set the pace effectively. -Local government assigns group members to particular tasks. -Local government doing enough on key local issues. -All work is well coordinated. -There are a lot of opportunities for community development under the local authority. 	24

		-My knowledge and understanding on community development issues increased by participating in the programmes.	
Section D	Satisfaction level on CDPs by local government	-I enjoy participating in CDPs organised by local authority. -I am motivated to participate in the programmes. -Continuing participation in CDPs maintain good relationships between local authority and the people. -I believe residents should participate in CDPs. -I am satisfied with the CDPs under my local authority. -The information on CDPs is timely. -The information is easy to understand. -Access to information increases the awareness of the programmes. -Access to information helps to achieve the goals of the programmes. -I have clear view on my role in the CDPs. -Local authorities are well prepared. -CDPs strengthen democracy. -The outcome of the programmes has achieved the target. -Local authority represents the interests of the community. -I am satisfied with the overall level of services provided by local authority to the residents. -Local authority consults to gauge community views. -Local authority's ability to respond is satisfactory. -I was promptly directed to the individual who could best respond to my needs. -I was treated in a professional and courteous manner. -My needs were handled in a timely fashion.	20

The questionnaire was developed with the objective to empirically test three constructs: performance of the local government in providing CDPs, assessment of CDPs by local government and satisfactions on CDPs by local government. The questionnaire was prepared in both languages, English and Malay so that the respondents will not face problems in discerning and comprehending the questions and also to cater to those who are less fluent in English.

4.6 Sources of Data

Data can be obtained from primary or secondary sources. Primary data refers to information obtained first hand by the researcher on the variables of interest for the specific purpose of the study. Secondary data refers to information gathered from sources that already exist (Sekaran & Bougie, 2012).

a) Primary Data

Primary data can be collected through interviews, observing events, people and objects or by administering questionnaires to individuals. The advantage of using primary data is that researchers can collect information and data that are geared to facilitate the specific purposes of their study. In essence, the questions the researchers administer are specifically tailored to elicit the responses that will provide directions and pointers for their study. Researchers collect the data themselves, using surveys, interviews and direct observations.

Various sources of primary data for this research are preliminary information gathering, self-administered questionnaire and interviews. Primary data for this research was obtained through interviews involving 14 officers from the community development departments in the respective local councils and self-administered questionnaires to residents in all the seven local councils based on a cross sectional approach. Questionnaires comprising 64 items were distributed to the community development participants in the local councils. Questionnaires were distributed by hand through a selected research assistant in the seven local councils accompanied by a personalised cover letter explaining the purpose and scope of the study (Sudman & Bradburn, 1983). The intent was to cultivate interest and foster a sense of participation in the study and thereby, promote higher response rates. The respondents would feel that they are providing positive inputs on the improvement of their lives and CDPs.

Respondents were assured that their responses will be kept strictly confidential and they will not be identified individually and that data collected will be used in an aggregate form. They were also guaranteed that their responses will be used solely for the said study and for academic purpose only. Respondents were also requested to answer the

questionnaire as honestly as possible and that there are no right or wrong answer. Data was collected by distributing questionnaire by hand to the respondents who gathered at the same place at the same time. The main reason for choosing this method was due to the fact that the research assistant who delivers the questionnaire could explain the study to the respondents and also ensures the questionnaires are duly completed before collection as the completion rate seems higher than the straight forward mail survey (Babbie, 2010; 2007). This method is thus suitable because all the seven local councils are located within a same state.

In addition to the quantitative data, the findings were further validated through formal interviews with the local government officials from the seven local authorities of Negeri Sembilan. The findings from these interviews are reported and discussed in chapter five. The questions for the interview are designed to explore the level of effectiveness of community development initiatives by the local authorities in the local area, examine the processes involved in getting people to participate in community development and analyses the challenges of local authority in community development. The opinions, attitudes and views of the officers are an important source of additional knowledge for the study to supplement and complement the numerical data collected from the residents. The qualitative data applied in profiling selected officers provides some depth and captures the dimensions which are not easily apprehended when using quantitative or numeric data (Fikeni, 2008). The narratives that are drawn from the qualitative portion of the interviews provide an account of efforts of each local council in bringing good community development in their own area.

The instrument of choice was a personal interview (face to face) which is the most widely used tool by researchers all over the world (Kumar et al., 2013; Fikeni, 2008).

The interview schedule was semi-structured to allow flexibility that would make it possible to extract the qualitative data. 14 interviews were conducted comprising two interviewees each from the MPN, MPPD, MDJL, MDKP, MDR, MDT and MDJ. Representatives were the officers from the Department of Community Affairs & Public Complaints, Department of Public Relations, Division of Administration and Division of Administration and Human Resources. Each interview session was scheduled for about one hour and questions were posed with the intent to gather information and experiences in organising CDPs. These interviews were conducted in the offices of respondents, as it was their preferred choice. Furthermore, most of these interviews were conducted in Malay language and later translated into English during transcription. Prior to each interview, it was mandatory that the researcher read out the letter of consent to each participant. This letter introduces and identifies the interviewer and then briefly describes the aims and objectives of the study. It also highlights the voluntary nature of the responses and provides assurance on the preservation of anonymity and confidentiality. Each interview commences only after obtaining the consent of the respondent to participate upon their full understanding of the contents of the letter of consent. The information gathered was not analysed formally as it is just to complement the questionnaire findings. Therefore, there is no formal analysis of the data but it is discussed in chapter five.

The qualitative parts of the interviews provide critical information on the factors that motivate the local government to organise CDPs and its role in the program, on the engagement of participants and the meetings representative of the community. In this section, respondents were asked about the participatory techniques used by the council to engage the community and the usefulness of the programmes, perceptions and opinions on their expectations in organising CDPs and also views on the adequacy of

resources in terms of finance and personnel as well as provision of adequate training for participants and whether it is an on-going process. An identification of issues and parties involved as well as the problems encountered by the local government while organising community development, are also featured in these interview guides.

For this study, all seven local councils were communicated by letter, seeking information about the authorities' approaches in CDPs. The opening letter was followed up by telephone communications. Second round of letters were sent out to selected authorities, both requesting information, and setting up personal interviews with senior officers and/or members. Out of eight authorities contacted, some form of information was received from seven, dispersed throughout Negeri Sembilan. This forms the empirical basis of this discussion. Such qualitative research makes no claim to being statistically representative of all such councils.

b) Secondary data

There are several types of secondary data. They can include information from the census, company's reports, records, manuals or other government statistical information (Sekaran & Bougie, 2012) and often is readily available and inexpensive to obtain. In addition, secondary data can be examined over a longer period of time and it is indispensable for most organisational research (Kumar et al., 2013). According to Kumar et al. (2013) researchers must be very careful in using secondary data because it is just possible that the available data may be unsuitable or inadequate to the context of the problem under investigation. Both primary data and secondary data have their advantages and disadvantages. According to Institute for Work and Health (2008), although primary data offers tailored information but it tends to be expensive to conduct

and takes a protracted length of time to process. Secondary data is usually inexpensive to obtain and can be analysed in a timely fashion

Local governments' documents and web-sites provide initial and valuable information about local authorities. Databases and web-sites belonging to the MHLG also provide information and forms part of the researcher's secondary data resources. Data is also collected from local government related articles published in both the print and electronic media. Numerous journals were referred for this purpose. Specific journals pertaining to local government and community development include, Community Development Journal, Community Development: Journal of the Community Development Society, The Journal of Housing and Community Development, Journal of Rural and Community Development, Local Government Studies and State and Local Government Review. Besides that, a number of books were referred, especially those related to local government and community development. Reference was also made to government circulars pertaining to local government and the CDPs.

4.7 Pilot Study

A pilot study was subsequently conducted to ascertain whether items in the questionnaire provide clarity of intent and acceptability by respondents (Aniah, 2009). Pilot test aids researchers to refine the data collection with regards to both the content of their data and the procedures to be adhered. It also facilitates investigators to pose relevant questions and provides a cross check for the purported research design (Yin, 1993). The data obtained from the pilot test is analysed to determine if the items are reliable, that is, they have high internal consistency. This pilot test was undertaken to verify the validity of the questionnaire's content, to test respondent's understanding of the questions and the suitability of the scale employed to make assessment.

The pilot study involved testing the measurement instrument in two particular local councils. It tested the validity and reliability of the measurement instrument. Internal consistency reliabilities were obtained for each of the measures. From the results of the pilot survey, the researcher was able to identify the weaknesses and determine the reliability of the measurement instrument. The researcher then conducted interviews with selected local council's officers after completion of the pilot survey with a view to gather feedback on the instrument i.e. whether the respondents would face any problem in comprehending the questions in the questionnaire and whether any part of the questions appear to be misleading or ambiguous. After obtaining the feedback, the researcher consulted an expert to make modification to the measurement instrument prior to the actual survey.

As many as 145 sets of questionnaires were used prior to the actual survey, among residents of Kuala Lumpur City Hall (DBKL) and Shah Alam City Council (MBSA) for the purpose of testing the instrument to measure all the constructs in this study. The estimated number of total population in each of the CDPs is 145 comprising 75 at MBSA and 70 at DBKL. From the total estimated number of respondents in DBKL and MBSA, 104 valid questionnaires involving 52 for each council were filled out by the respondents who have attended the program in each location yielding a 77 percent response rate.

The respondents were also asked to indicate confusing or ambiguous questions in the questionnaire. Data was collected from the period of October 2013 to January 2014. Data was collected through self-administered questionnaire with stratified random sampling to ensure equal number of population. The researcher chose these councils due

to their active involvement in the CDPs and accessibility and convenience to the researcher and willingness of its staff and residents to participate.

Using a combination of data collected via questionnaires and interviews, review of documents, observations and field notes, the viability of the research questions and research design was altered and refined. An appropriate strategy was then formulated to address those problems and issues arising from the pilot activities and data to ensure reliability and validity of the research.

4.8 Data Analysis

Data was analysed using the Statistical Package for the Social Sciences (SPSS) version 22.0 to yield statistics to achieve research objectives. SPSS was chosen due to its prevalence in both academic and business spheres, making it the most versatile combination that allows many different types of analyses, data transformations, and forms of output as it is continually being updated and improved. Thus, it is believed that SPSS will be more adequately serve the purpose of this study. Data was analysed in five phases:

- i. Analysis of respondents' profile and the responses for all variables and items in the questionnaire using descriptive statistics. The items analysed includes ethnicity, gender, age, level of education, occupation, monthly income, residents place of living and years of participation in CDPs.
- ii. Meanwhile factor analysis was used as an exploratory technique to summarize the structure of a set of variables. Reliability analysis using Cronbach alpha value was used to measure the stability and consistency with which the instrument measures the concept and helps to assess the "goodness" of a measure (Sekaran, 2004; Straub, 1989).

- iii. *t*-test and ANOVA were also used to analyse the variables.
- iv. Importance Performance Analysis conducted in this study to analyse the importance and performance on a scale of low or high, making the interpretation of data easier and more useful for strategic management decisions.
- v. Finally, multiple regression analysis was conducted to test the relationships of hypothesis presented in this chapter.

It is imperative to target response rates that are much higher than the 30 percent as recommended minimum rate of return. Out of a total of 600 questionnaires, 378 responded and with nine incomplete questionnaires, the analysis is based on 369 completed questionnaires which represent a 62 percent response rate.

4.8.1 Descriptive Statistics

Descriptive statistics are used to gather a good quality of data. It is a statistical computation describing either the characteristics of a sample or the relationship among variables in a sample and merely summarizes a set of sample observations to make inferences about the larger population from which the sample observations are drawn (Babbie, 2010; 2007). Test conducted for descriptive statistics include frequencies, percentages, mean scores and standard deviations (Sekaran & Bougie, 2012). Frequencies and percentages of demographic variables are also conducted to construct the profile of respondents (Aniah, 2009).

4.8.2 Factor Analysis

Factor analysis is a complex algebraic method used to discover patterns among the variations in values of several variables and this is done essentially through the generation of artificial dimensions (factors) that correlate highly with several of the real

variables and that are independent of one another (Babbie, 2010; 2007). According to Field (2012), factor analysis aims is to reduce a set of variables into a smaller set of dimensions. This analysis have three main uses: *(1) to understand the structure of a set of variables (e.g., Spearman and Thurstone used factor analysis to understand the structure of a set of variable 'intelligence');* *(2) to construct a questionnaire to measure an underlying variable;* and *(3) to reduce a data set to a more manageable size while retaining as much of the original information as possible (e.g., factor analysis can be used to solve the problem of multicollinearity by combining variables that are collinear)* (Field, 2012, p.666). Factor analysis was applied to confirm that items in the questionnaire were suitable and would measure the variables correctly.

4.8.3 Reliability Analysis

Reliability analysis is conducted by testing for both consistency and stability and the reliability of measure indicates the extent to which it is consistent without bias (error free) and hence ensures consistent measurement through time and across the various items in the instrument (Kumar et al., 2013, p.101). Reliability analysis is the ability of the measure to produce consistent results when the same entities are measured under different conditions (Field, 2012). Reliability of the scale is an indicator of the quality of the instrument used and whether scales developed are appropriately designed and the higher the alpha coefficients, greater the consistency of responses among items for each factor (Aniah, 2009).

4.8.4 *t*-test and ANOVA

t-test and ANOVA will be used if the dependent variable data is in the form of continuous data (Chua, 2012). According to Babbie (2010; 2007) the *t*-test, sometimes known as Student's *t*, is a commonly used tool for judging the statistical significance of

differences in group means and the value of t will increase with the size of the difference between the means. The value of t will also increase with the size of the sample involved; hence, differences found in larger samples are more likely to be judged statistically significant (Babbie, 2010; 2007). ANOVA is the statistical procedure that uses F -ratio to test the overall fit of a linear model. In experimental research, this linear model tends to be defined in terms of group means, and the resulting ANOVA is therefore an overall test of whether group means differ (Field, 2012, p.870).

4.8.5 Importance Performance Analysis (IPA)

Martilla and James (1977) are the first to introduce IPA, which gives a typology that classifies importance and performance on a scale of low to high, making the interpretation of data easier and more useful for strategic management decisions. Using both importance and performance assigned by customers to all relevant aspects of a given service and the perceived performance of the company in providing the service, a matrix or graph with four quadrants is generated (Martilla & James, 1977). The IPA consists of a pair of coordinate axis where the ‘importance’ (y-axis) and the ‘performance’ (x-axis) of the different elements involved in the service are compared (Silva & Fernandes, 2010). The four quadrants in IPA are characterized as per Table 4.3.

Table 4.3: Quadrants of Importance Performance Analysis

Quadrant	Interpretation
Quadrant I Concentrate here	High importance, low performance: requires immediate attention for improvement and are major weaknesses
Quadrant II Keep up the good work	High importance, high performance: indicates opportunities for achieving or maintaining competitive advantage and are major strengths
Quadrant III Low priority	Low importance, low performance: are minor weaknesses and do not require additional effort
Quadrant IV Possible overkill	Low importance, high performance: indicates that business resources committed to these attributes would be overkill and should be deployed elsewhere

Source: Martilla and James (1977, p.77)

Christine et al. (1993) depicted that IPA can be applied for the measurement of quality and customer satisfaction study which will provide a convenient aggregate summary of the extent to which a product or service meets consumer expectations. An attractive feature of IPA is that the results may be graphically displayed on an easily interpreted two-dimensional grid and offers a number of advantages such as: it is a low-cost, easily understood technique that can yield important insights into which aspects of the marketing mix that a firm should devote more attention as well as identify areas that may be consuming too many resources (Martilla & James, 1977).

4.8.6 Multiple Regression Analysis

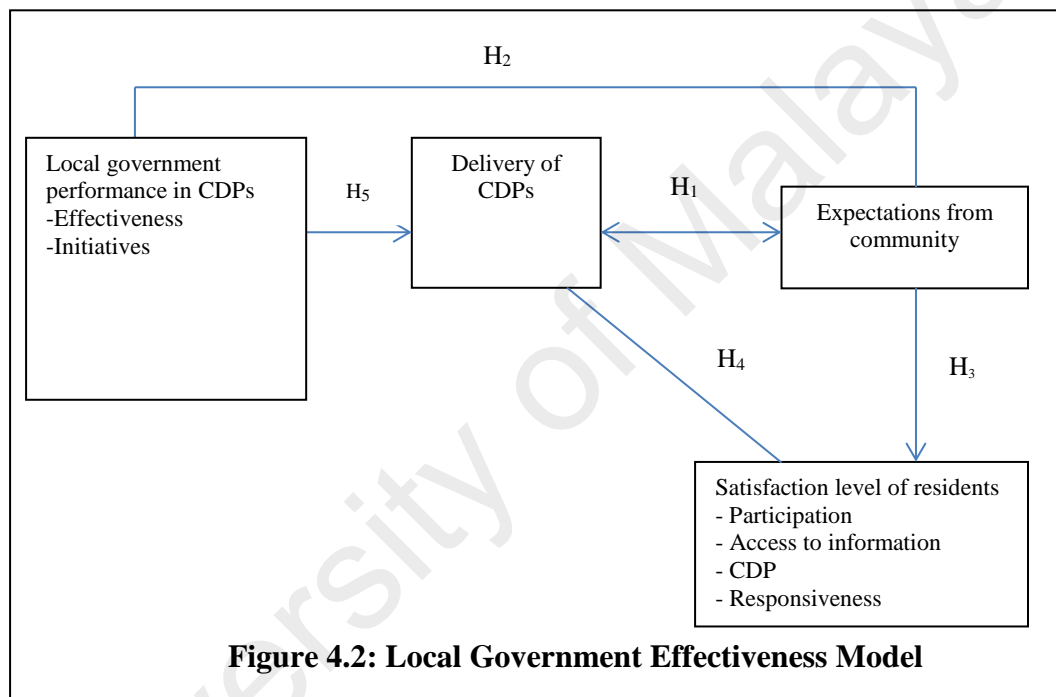
Multiple regression analysis is a multivariate technique that is used very often in business research and provides a means of objectively assessing the degree and the character of the relationship between the independent and the dependent variables: the regression coefficients indicate the relative importance of each of the independent variables in the prediction of the dependent variable (Sekaran & Bougie, 2012) of analyzing such situations (Babbie, 2010; 2007). According to Field (2012) multiple regressions is an extension of simple regression in which an outcome is predicted by linear combination of two or more predictor variables.

4.9 Hypothesis Formulation

Sekaran and Bougie (2012, p.87) define hypothesis as *“a tentative, yet testable, statement, which predicts what you expect to find in your empirical data”*. According to Sekaran (2003, p.125), hypothesis testing, is *“the nature of the certain relationships or establish the differences among groups or the independence of two or more factors in a situation”*. Research hypothesis is an important element that should be included in the empirical form of research and it is formulated based on the speculation of results that

can be generated from previous literatures or existing theories. This statement also supported by Babbie (2010). According to Babbie, a theory can be fortified by research through testing specific hypotheses that are derived from theories and propositions.

Figure 4.2 presents the hypotheses for this study that are formulated to generate the results and validate the theories that have been utilised in the research framework as depicted in Figure 2.3.



Source: Researcher

The hypotheses are:

- H₁: There is a significant difference between the expectations of residents and delivery of CDPs by local government.
- H₂: There is a significant difference between the level of effectiveness of CDPs and expectations of residents on the community development initiatives.
- H₃: There is a significant difference between the expectations and satisfaction of residents on CDPs by local government.

H₄: There is a significant difference between the level of satisfaction and delivery of the CDPs.

H₅: There is a significant difference between the level of effectiveness and delivery of the CDPs.

4.10 Chapter Summary

This chapter has provided a description of the methodology used in this study. The chapter highlights the research design, population and sampling procedures, measures and sources of the measures, data collection techniques, and data analysis conducted. The results of the analysis and findings of this study are presented in the next chapter.

CHAPTER 5: ANALYSIS AND RESULTS

5.1 Introduction

This chapter presents and discusses the results of the analyses of the data collected in this study. The findings also explain the results relating to the perceptions of the local people towards CDPs, the level of effectiveness and satisfaction on the part of the local authorities as well as the differences between expectations and delivery of community development services. Data collected for the study was analysed using the SPSS version 22.0 and undertaken in five distinct phases.

This chapter begins by providing the profile of respondents based on their demographic characteristics. Descriptive statistics are presented to explore variability and interdependence of scales derived from the factor analysis. Secondly, a test of the goodness of measure is conducted to examine construct validity and internal consistency of the variables using the factor and reliability analysis. This determines the underlying relationship and consistency between groupings for each item and the way the questionnaire was developed. This step was taken because measures were derived from various sources as indicated earlier and there is a need to determine the suitability of items used to measure the variables in the study in a detailed manner followed by the *t*-test to analyse the variables. Fourthly, multiple regression analysis was conducted to test the hypothesis of the study. Finally, the IPA was conducted to evaluate the importance and performance of the variables by checking the scale of low and high of expectations and delivery variables.

5.2 Response Rate

The population size of the residents who have participated in CDP in seven local authorities is 600. Given the manageable size of the population (N), this study uses a simple random sampling survey method. A total of 600 sets of the questionnaire were distributed to participants of the seven local authorities who had expressed their readiness to participate in this study. Expressions of readiness and willingness to participate were provided face to face by the respondents as the questionnaires were distributed by hand. The questionnaire was distributed by a research assistant appointed by the researcher and was requested to distribute them to the residents who have participated in at least one community development program organised by their respective local councils in each district. The distribution and subsequent collection of completed questionnaires lasted of a duration of three months from March 2015 to May 2015. The questionnaire used for the research was returned within the specified timeframe allocated and collected immediately from the respondents upon completion. Table 5.1 shows the response rate of questionnaires distributed and collected.

Table 5.1: Response Rate by Residents in each Local Council

Local Councils	Population Size	Response	Response Rate (%)
Nilai	167	107	64.1
Port Dickson	168	70	41.7
Jempol	55	46	83.6
Kuala Pilah	67	35	52.2
Rembau	45	35	77.8
Tampin	53	43	81.1
Jelebu	45	33	73.3
Total	600	369	61.5

Of the 600 questionnaires distributed, 369 completed questionnaires were returned yielding a response rate of 62 percent. It is encouraging to report that the response rate exceeded the expectation of the researcher.

5.3 Profile of Respondents

Descriptive analysis is used to evaluate the demographic profile. The demographic profile of the respondents, which includes participant's gender, ethnicity, age, level of education, occupation, monthly income, place of living and years of participation, is presented as part of the analysis of the study. Table 5.2 illustrates the respondents' profile gathered from the survey. In terms of the gender composition of the respondents, 52.3 percent were males and 47.7 percent females. As for ethnicity, the Malays showed a higher level of involvement with a participation rate of 45.0 percent, followed by Chinese at 28.2 percent, Indians at 25.2 percent and others at 1.6 percent. The questionnaire categorized five age groups. It was noted that most of the respondents, that is 33.4 percent, were from the 25-34 years age group, while 29.0 percent ranged between 35 and 44 years old. A total of 14.4 percent of the respondents were in the 45-54 years age group, followed by 14.0 percent below 25 years of age and 9.2 percent in the 55-64 years category.

Respondents of the survey were also requested to provide information concerning their educational levels. Those with a basic bachelor's degree showed keen interest to respond to the questionnaire. They constituted 29.3 percent and were closely followed by those with SPM at 28.5 percent. The respondents with certificate or diploma qualifications comprised 19.8 percent while 10.2 percent were STPM holders and 7.6 percent had PMR/SRP. However, the participation rate among the Masters or PhD holders was small at 3.2 percent. Also, as expected the percentage of involvement of primary school children was the lowest 1.4 percent. It is interesting that 62.7 percent of the respondents are private sector employees, as it reflects their concerns towards CDPs. Public sector employees constituted 20.7 percent while 8.5 percent were retirees and the others comprised 8.1 percent.

Table 5.2: Profile of Respondents

	Items	Percentage
Gender	Male	52.3
	Female	47.7
Ethnicity	Malay	45.0
	Chinese	28.2
	Indian	25.2
	Others	1.6
Age (years)	≤25	14.0
	25-34	33.4
	35-44	29.0
	45-54	14.4
	55-64	9.2
Educational level	Primary school	1.4
	PMR/SRP	7.6
	SPM	28.5
	STPM	10.2
	Certificate or Diploma	19.8
	Degree	29.3
	Masters or PhD	3.4
Occupation	Public sector employee	20.7
	Private sector employee	62.7
	Retiree	8.5
	Others	8.1
Monthly income (RM)	1000 and below	20.6
	1001-2000	25.8
	2001- 3000	24.9
	3001-4000	15.7
	4001-5000	8.7
	5001 and above	4.3
Living	Urban	21.7
	Sub-urban	54.2
	Rural	24.1
Years of participating in CDP	≤2	38.8
	2-5	34.4
	6-10	16.0
	>10	10.8

Source: Here and henceforth, questionnaire survey.

With respect to monthly income levels of the respondents, 20.6 percent earned below RM 1000 while 25.8 percent earned between RM1001-RM2000, 24.9 percent between RM2001-RM3000, 15.7 percent between RM3001-RM4000, 8.7 percent between RM4001-RM5000 and 4.3 percent below RM5001. The majority of the respondents, comprising 54.6 percent, lived in suburban areas, followed by 24.1 percent in rural areas and 21.7 percent in the urban centres. As for their participation in CDPs conducted by the local authorities, 38.8 percent of the respondents were involved less than 2 years

while 34.4 percent between 2-5 years. Only 16.0 percent respondents had 6-10 years of experience in such programmes, followed by 10.8 percent with more than 10 years.

5.4 Goodness of Measures

Goodness of measure is a crucial step in ensuring the instruments used to measure is deemed accurate in measuring the variable (Hair et al., 2010). Besides that, to check whether the measures used in this study are reasonably good, both the factor analysis and reliability analysis were performed and run to examine whether there is interrelation among the set of variables.

5.4.1 Factor Analysis

According to Sekaran and Bougie (2013), factor analysis is a multivariate technique that confirms the dimension of concept that has been operationally defined by indicating which item is most appropriate for each dimension. Pallant (2016) also viewed that factor analysis can be used to reduce a large number of related variables to a more manageable number, prior to using them in other analyses such as multiple regression or multivariate analysis of variance. Field (2009, p.628) demonstrated three major reasons for using factor analysis, namely:

- i) *to understand the structure of a set of variables.*
- ii) *to construct a questionnaire to measure an underlying variable.*
- iii) *to reduce a data set to a more manageable size.*

The author reports that validity is an instrument that is used to measure what it sets out to measure. Therefore, the outcome of the factor analysis is used to confirm and cluster the measures of main constructs of interest in this study.

5.4.1.1 Factor Analysis for Effectiveness

Factor analysis was performed to investigate if the eight items under effectiveness are linearly related to a small number of unobservable factors. Results from factor analysis (Table 5.3) shows that all items were loaded onto a single factor (component 1). Thus, this can be concluded that the effectiveness constitutes only one aspect of dimensions.

Table 5.3: Component and Correlation Matrix for Variable of Effectiveness of CDP

Component Matrix ^a	
	Component 1
BE1	.783
BE2	.808
BE3	.814
BE4	.804
BE5	.765
BE6	.793
BE7	.778
BE8	.785
Extraction Method: Principal Component Analysis	
a. 1 component extracted	

5.4.1.2 Factor Analysis for Delivery

As for the delivery, to investigate whether the 24 items under delivery are linearly related to a small number of unobservable factors, the factor analysis was carried out. The outcome of the factor analysis indicated that the items were loaded onto two factors hence; it is not suitable to use factor analysis to select items under delivery (Table 5.4).

5.4.1.3 Factor Analysis for Initiatives

The same method has been applied to evaluate whether the seven items under initiatives are linearly related to a small number of unobservable factors. Results from factor

analysis showed that, all items were loaded onto a single factor (component 1). Which means the initiatives comprise only one aspect of dimensions (Table 5.5).

Table 5.4: Rotated Component and Correlation Matrix for Variable of Delivery

Items	Component	
	1	2
CD1	.649	
CD2	.709	
CD3	.699	
CD4	.696	
CD5	.793	
CD6		.866
CD7		.836
CD8		.743
CD9		.565
CD10	.627	
CD11	.722	
CD12	.723	
CD13	.686	
CD14	.652	
CD15	.680	
CD16	.651	
CD17	.691	
CD18	.696	
CD19		.682
CD20		.639
CD21	.616	
CD22	.739	
CD23	.784	
CD24	.763	

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

Rotation converged in three iterations

Table 5.5: Component and Correlation Matrix for Variable of Initiatives

Component Matrix ^a	
	Component 1
LA providing parks and recreation programmes	.814
LA providing programmes for youth	.857
LA providing arts and cultural events	.838
LA providing library services	.831
CDP build stronger communities	.810
LA initiatives promote participation of people in CDP	.788
I am satisfied with overall initiatives	.842
Extraction Method: Principal Component Analysis.	
a. 1 component extracted.	

5.5 Reliability Analysis of Measures

In this study, the reliability of the questionnaire is analysed using Cronbach's Alpha value. Reliability test is needed to determine the soundness of the underlying constructs or items of the dimensions in the questionnaire. The reliability of a research refers to the capability of the research in obtaining the same value when measurements are repeated (Chua, 2012). According to Chua, if the second, third and subsequent measurements give the same value, the research is said to have a high level of reliability. Reliability of a measure is an indication of the stability and consistency with which the instrument measures the concept and thus helps to assess the goodness of a measure (Kumar *et al.*, 2013). The Cronbach's alpha is therefore used as a quantitative form of reliability test to determine the reliability through the utilization of SPSS (Bougie, 2013).

Reliability tests are important to determine the relatedness of the variables in the construction of questionnaire. The Cronbach's alpha values obtained from all the factors are shown in Table 5.6, and range from 0.890 to 0.976, adopting an alpha of $r = 0.70$ as an acceptable criterion for the reliability of scores on this scale (Fraenkel & Wallen, 1993). The reliability of the test items used in this study is thus considered high and acceptable. In addition, no other confusing or ambiguous questions were highlighted

during the pilot study hence, no further changes were required to be made to the questionnaire.

Based on Table 5.6, it could be clearly observed that the coefficient of reliability for each dimension showed values greater than 0.890. This means that the coefficient of reliability was found to be highly reliable and exceeded the acceptance level.

Table 5.6: Reliability Values Based on Selected Dimensions of Interest

Variables	Number of Items	Cronbach's Alpha
Performance of the local government in Community Development		
-Effectiveness	8	0.914
-Initiatives	7	0.922
Assessment of CDPs		
-Expectations	24	0.976
-Delivery	24	0.973
Satisfaction Level of Residents Towards CDPs		
-Participation	5	0.901
-Access to Information	5	0.890
-CDPs	5	0.913
-Responsiveness	5	0.909

5.6 Normality

Normality distribution is vital to perform parametric tests (Field, 2009). It is important to check the assumption of normality before determining the appropriate statistical to be used. It can be done through checking the values for skewness and kurtosis. The range values for skewness and kurtosis of -2 to 2 are considered acceptable in order to prove normally distributed data (Trochim & Donnelly, 2006; Field, 2009). Pallant (2016) explains that skewness indicates the symmetry of the distribution and kurtosis explains the “*peakedness*” of distribution. Based on the results provided in Table 5.7, all seven variables screened for normality test are found to be normal as the skewness and kurtosis scores were within the range of -2 to 2. Therefore, this study fulfilled the assumption of normality based on the results of normality test as shown in Table 5.7.

Table 5.7: Summary of Normality Testing of the Study Variables

Variables	Skewness	Kurtosis	Remarks
Effectiveness	-.455	-.080	Normally Distributed
Initiatives	-.431	-.111	Normally Distributed
Expectations	-.563	.556	Normally Distributed
Delivery	-.700	.141	Normally Distributed
Participation	-.762	.744	Normally Distributed
Access to Information	-.527	.186	Normally Distributed
CDPs	-.489	.008	Normally Distributed
Responsiveness	-.724	.392	Normally Distributed

Note: The detailed output is shown in Appendix F.

5.7 Descriptive Statistics

Analyses of descriptive statistics, including computation of means and standard deviation were undertaken on each factor to identify the variability of the subscales drawn from the factor analyses. It is evident that the mean scores obtained from the municipal councils and district councils did not differ very much.

5.7.1 Overall Mean and Standard Deviation of Study Variables

All variables in the study were analysed on a five-point Likert type scale with the following criteria to indicate how a low or high mean score was categorized. A score of 2.99 or less indicated a “low” mean, a score of 3.00 to 3.99 was considered as a “moderate” mean and a score of 4.00 to 5.00 was termed a “high” score. Field (2012) explained that if the mean represents the data well then most of the scores will cluster close to the mean and the resulting standard deviation is relatively small to the mean.

“When the mean is a bad representation of the data, the scores cluster more widely around the mean and the standard deviation is large” (Field 2012, p.28). As such, mean scores will reflect how respondents in general respond to each variable in the questionnaire (Aniah, 2009). The standard deviation is defined as the positive square root of the mean of the square deviations taken from the arithmetic mean of the data. It

plays a significant role when studying the variations in the data and is the most widely used measure of dispersion (Kumar et al., 2013, p.187).

5.7.1.1 Mean Scores for Effectiveness

The mean scores of the effectiveness of the local government in undertaking CDPs at the municipal and district council levels are shown in Table 5.8. The results indicate only a small difference in the mean scores between the two councils. The highest total mean scores were for *“local authorities are effective in promoting people participation in community development”* ($m=3.60$, $sd=0.871$), followed by *“I am satisfied with the overall effectiveness of local authority in providing services to the residents”* ($m=3.55$, $sd=0.855$). Meanwhile, the lowest total scores were for *“local authority effective in providing programmes for youth”* ($m=3.42$, $sd=0.950$), followed by *“local authority effective in providing parks and recreation programmes in my area”* ($m=3.43$, $sd=0.904$). On average, respondents perceived the effectiveness of district councils to be better as compared to that of the municipal councils, although the range is at the neutral level.

Looking at the effectiveness of the municipal councils, the highest score is for *“local authorities are effective in promoting people participation in community development”* ($m=3.46$, $sd=0.868$), whereas for district councils it is for *“community development services by the local government are effective”* ($m=3.64$, $sd=0.813$, $m=3.64$, $sd=0.740$). Municipal councils scored low for *“local authority effective in providing parks and recreation programmes in my area”* ($m= 3.32$, $sd=0.951$) but for the district councils the lowest score is for *“local authority effective in providing programmes for youth”* ($m=3.49$, $sd=0.915$). Hence, it could be concluded that all the statements attached to the effectiveness variable show approximately moderate mean scores and high standard

deviations, indicating that the residents who participated in CDPs were of the view that the local government's effectiveness are based on the community's requirements and needs. The respondents also concurred that the local councils are taking steps in upgrading the existing infrastructure for the community's comfort.

Table 5.8: Mean Scores for Effectiveness

Items	Municipal Councils		District Councils		Total	
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>
BE1 Local authority effective in providing parks and recreation programmes in my area.	3.32	.951	3.53	.849	3.43	.904
BE2 Local authority effective in providing programmes for youth.	3.34	.982	3.49	.915	3.42	.950
BE3 Local authority effective in providing art and cultural events.	3.36	.950	3.53	.832	3.45	.894
BE4 Local authority effective in providing library services in my area.	3.37	.914	3.60	.904	3.49	.915
BE5 CDPs are effective in building stronger communities.	3.45	.904	3.63	.853	3.54	.882
BE6 Local authorities are effective in promoting people participation in community development	3.46	.868	3.73	.856	3.60	.871
BE7 I am satisfied with the overall effectiveness of local authority in providing services to the residents.	3.45	.891	3.64	.813	3.55	.855
BE8 Community development services by the local government are effective.	3.37	.704	3.64	.740	3.51	.734

Note: *m* – mean value; *sd* – standard deviation.

5.7.1.2 Mean Scores for Initiatives

From Table 5.9 it could be seen that the mean score for “*community development initiatives benefit this community as a whole*” is the lowest ($m=3.37$, $sd=0.759$) for municipal councils and the highest for district councils ($m=3.63$, $sd=0.777$). However, the municipal councils received highest mean score for “*community development initiatives by local government create socio-economic opportunities for people*” ($m=3.44$, $sd=0.909$), followed by “*the community itself develops legitimate decision-making arrangements through the initiatives*” ($m=3.42$, $sd=0.902$), “*initiatives by local government reveal to the community the importance of community development*”

($m=3.42$, $sd=0.896$) and “community development initiatives by local authority are supported by the people” ($m=3.42$, $sd=0.856$).

Meanwhile, the district councils had the lowest mean score for “the community itself develops legitimate decision-making arrangements through the initiatives” ($m=3.52$, $sd=0.812$). The results in Table 5.9 indicate that majority of the respondents obtained overall mean scores of 3.5 to 3.6. The residents are of the opinion that the local government is fairly effective in taking initiatives and performing their responsibilities by providing good CDPs for the public. Moreover, local governments were also confident of their role and highly committed towards their job.

Table 5.9: Mean Scores for Initiatives

Items	Municipal Councils		District Councils		Total	
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>M</i>	<i>sd</i>
BI9 The community development initiatives benefit this community as a whole.	3.37	.759	3.63	.777	3.51	.778
BI10 Local government makes sufficient effort in community development initiatives.	3.40	.822	3.56	.756	3.49	.792
BI11 Community development initiatives by local authority are supported by the people.	3.42	.856	3.59	.767	3.51	.815
BI12 The community itself develops legitimate decision-making arrangements through the initiatives.	3.42	.902	3.52	.812	3.47	.856
BI13 Initiatives by local government reveal the importance of community development.	3.42	.896	3.59	.851	3.51	.876
BI14 Community development initiatives by local government create socio-economic opportunities for people.	3.44	.909	3.55	.861	3.49	.885
BI15 Community development initiatives by local government raise the socio-economic status of participants.	3.40	.889	3.59	.813	3.50	.855

5.7.1.3 Mean Scores for Expectations

Table 5.10 displays the mean scores for expectations of the residents regarding their local authority. The highest scores for the total mean is for *“my knowledge and understanding on community development issues increased by participating in the programmes”* ($m=3.64$, $sd=0.933$). This is followed by *“local authority play an important role in keeping my neighbors working together as a team”* ($m=3.61$, $sd=0.968$) and *“adequate training for participants on community development”* ($m=3.59$, $sd=0.913$). The lowest total mean scores do not differ much and are for *“the local authority practices a two-way communication on CDPs”* ($m=3.37$, $sd=0.875$), for *“the local authority performs well in organising CDPs”* ($m=3.38$, $sd=0.839$) and for *“the local authority explained the purpose of the programmes”* ($m=3.39$, $sd=0.875$).

In terms of the municipal councils, the highest mean score is for *“my knowledge and understanding on community development issues increased by participating in the programmes”* ($m=3.68$, $sd=0.922$). This is followed by *“there are a lot of opportunities for community development under the local authority”* ($m=3.60$, $sd=0.953$) and *“local government assigns group members to particular tasks”* ($m=3.58$, $sd=0.959$), *“local authority play an important role in keeping my neighbors working together as a team”* ($m=3.58$, $sd=0.997$) and *“adequate training for participants on community development”* ($m=3.58$, $sd=0.910$). As for the lowest mean score, it is for *“the local authority performs well in organising CDPs”* ($m=3.18$, $sd=0.867$). Next is *“the local authority explained the purpose of the programmes”* ($m=3.27$, $sd=0.882$) and *“the local authority practices a two-way communication on CDPs”* ($m=3.29$, $sd=0.860$).

With respect to district councils, the highest mean scores were for *“complete freedom in my work groups”* ($m=3.67$, $sd=0.937$) and *“CDPs under local authority are useful”*

($m=3.67$, $sd=0.865$) followed by “local authority play an important role in keeping my neighbors working together as a team” ($m=3.65$, $sd=0.943$) and “different people participate each time” ($m=3.63$, $sd=0.873$). In general, total mean scores for district councils are slightly higher than that for municipal councils. It is evident that the available resources are never sufficient to meet all the community’s expectations. Therefore, the district councils had increasingly taken on the responsibility of providing CDPs that fulfil people’s expectations. District councils had also assumed the regulatory role in the areas of development and planning for the betterment of the local people.

Table 5.10: Mean Scores for Expectations

Items	Municipal councils		District Councils		Total	
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>
CE1: The local authority performs well in organising CDPs.	3.18	.867	3.55	.772	3.38	.839
CE2: The local authority is there to serve the community.	3.33	.895	3.47	.847	3.40	.872
CE3: The local authority is sensitive to the needs of the people.	3.35	.894	3.52	.922	3.44	.911
CE4: There are enough programmes for residents to take part under the local authority.	3.44	.858	3.53	.854	3.49	.856
CE5: Residents’ views are encouraged/welcome on certain issues, (example: development plans and organisation of public activities).	3.53	.853	3.59	.804	3.56	.828
CE6: CDPs under local authorities are useful.	3.47	.847	3.67	.865	3.58	.861
CE7: Different people participate each time.	3.50	.847	3.63	.873	3.57	.862
CE8: CDPs are effective.	3.55	.898	3.59	.933	3.57	.915
CE9: I like to cooperate with the local authority.	3.50	.922	3.62	.931	3.56	.928
CE10: Residential associations should be happy to be involved in CDPs.	3.49	.897	3.59	.924	3.54	.911
CE11: Complete freedom in my work groups.	3.49	.929	3.67	.937	3.58	.937
CE12: Access to relevant information on the CDPs.	3.47	.958	3.57	.957	3.52	.958
CE13: CDPs are organised often.	3.55	.931	3.57	.959	3.56	.944
CE14: Adequate training for participants on community development	3.58	.910	3.60	.919	3.59	.913
CE15: Local authority play an important role in keeping my neighbours working together as a team	3.58	.997	3.65	.943	3.61	.968
CE16: The local authority explained the purpose of the programmes.	3.27	.882	3.51	.819	3.39	.875
CE17: The local authority practices a two-way communication on CDPs.	3.29	.860	3.44	.884	3.37	.875
CE18: Emphasis on productivity.	3.50	.918	3.50	.926	3.50	.921
CE19: Local government monitors the work to set the pace effectively.	3.52	.908	3.44	.960	3.48	.935
CE20: Local government assigns group members to particular tasks.	3.58	.959	3.45	.983	3.51	.972
CE21: Local government doing enough on key local	3.50	.982	3.55	.955	3.53	.967

issues.						
CE22: All work is well coordinated.	3.56	.962	3.53	.941	3.55	.950
CE23: There are a lot of opportunities for community development under the local authority.	3.60	.953	3.52	.921	3.56	.936
CE24: My knowledge and understanding on community development issues increased by participating in the programmes.	3.68	.922	3.60	.943	3.64	.933

5.7.1.4 Mean Score for Delivery

Table 5.11 depicts the mean score for delivery by the local authority in municipal and district councils. There is not much variation between the highest score and the lowest score for the delivery factor. The highest mean score is for *“my knowledge and understanding on community development issues increased by participating in the programmes”* ($m=3.48$, $sd=0.912$). This is followed by *“play an important role in keeping my neighbours working together as a team”* ($m=3.46$, $sd=0.893$) and *“local government monitors the work to set the pace effectively”* ($m=3.43$, $sd=0.880$). The lowest total mean score is for *“the local authority is sensitive to the needs of the people”* ($m=3.30$, $sd=0.804$) followed by *“the local authority is there to serve the community”* ($m=3.31$, $sd=0.778$) and *“the local authority performs well in organising CDPs”*. ($m=3.32$, $sd=0.700$). In terms of delivery, the district councils appear to be performing better than the municipal councils. The mean range of the scores for the municipal councils is from 3.1 to 3.3. The highest mean scores are for *“my knowledge and understanding on community development issues increased by participating in the programmes”* ($m=3.39$, $sd=0.925$) and for *“play an important role in keeping my neighbours working together as a team”* ($m=3.39$, $sd=0.873$).

Table 5.11: Mean Scores for Delivery

Items	Municipal councils		District Councils		Total	
	<i>M</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>
CD1: The local authority performs well in organising CDPs.	3.20	.707	3.44	.675	3.32	.700
CD2: The local authority is there to serve the community.	3.19	.765	3.42	.776	3.31	.778
CD3: The local authority is sensitive to the needs of the people.	3.20	.785	3.39	.813	3.30	.804
CD4: There are enough programmes for residents to take part under the local authority.	3.22	.850	3.42	.792	3.32	.825
CD5: Residents' views are encouraged/welcome on certain issues, (example: development plans and organisation of public activities).	3.27	.888	3.42	.835	3.35	.863
CD6: CDPs under local authority are useful.	3.25	.935	3.50	.862	3.38	.905
CD7: Different people participate each time.	3.24	.914	3.46	.802	3.36	.863
CD8: CDPs are effective.	3.24	.921	3.42	.803	3.34	.895
CD9: I like to cooperate with the local authority.	3.25	.874	3.45	.865	3.35	.875
CD10: Residential associations should be happy to be involved in CDPs.	3.28	.929	3.40	.821	3.34	.876
CD11: Complete freedom in my work groups.	3.33	.951	3.44	.879	3.39	.915
CD12: Access to relevant information on the CDPs.	3.27	.968	3.46	.849	3.37	.912
CD13: CDPs are organised often.	3.31	.944	3.44	.849	3.38	.897
CD14: Adequate training for participants on community Development	3.36	.855	3.48	.880	3.42	.869
CD15: Local authority play an important role in keeping my neighbours working together as a team	3.39	.873	3.52	.909	3.46	.893
CD16: The local authority explained the purpose of the programmes.	3.27	.752	3.49	.717	3.39	.741
CD17: The local authority practices a two-way communication on CDPs.	3.27	.744	3.42	.772	3.35	.761
CD18: Emphasis on productivity.	3.33	.839	3.48	.859	3.41	.851
CD19: Local government monitors the work to set the pace effectively.	3.37	.904	3.48	.856	3.43	.880
CD20: Local government assigns group members to particular tasks.	3.33	.929	3.53	.889	3.43	.913
CD21: Local government doing enough on key local issues.	3.31	.975	3.49	.851	3.40	.916
CD22: All work is well coordinated.	3.34	.894	3.43	.800	3.38	.847
CD23: There are a lot of opportunities for community development under the local authority.	3.38	.899	3.42	.803	3.40	.849
CD24: My knowledge and understanding on community development issues increased by participating in the programmes.	3.39	.925	3.57	.892	3.48	.912

Next is, “*there are a lot of opportunities for community development under the local authority*” ($m=3.38$, $sd=0.899$) and “*local government monitors the work to set the pace effectively*” ($m=3.37$, $sd=0.904$). The lowest mean scores for municipal councils are for “*the local authority is there to serve the community*” ($m=3.19$, $sd=0.765$) followed by “*the local authority is sensitive to the needs of the people*” ($m=3.20$, $sd=0.785$) and lastly “*the local authority performs well in organising CDPs*” ($m=3.20$, $sd=0.707$).

As for the district councils, the mean range is from 3.4 to 3.5, that is, slightly higher than the municipal councils. The highest mean score is for *“my knowledge and understanding on community development issues increased by participating in the programmes”* ($m=3.57$, $sd=0.892$). This is followed by *“local government assigns group members to particular tasks”* ($m=3.53$, $sd=0.889$) and *“the local authority play an important role in keeping my neighbours working together as a team”* ($m=3.52$, $sd=0.909$). The results show that the local authorities tend to identify and prioritise their services based on the needs and requirements of their community. Planning for the future is also carefully done by organising strategic plans, especially in terms of financial resources, for undertaking community development initiatives in a sustainable manner. This is due to local councils have the flexibility to provide services and facilities that best meet the needs of their community.

5.7.1.5 Mean Scores for Participation

Table 5.12 compares the mean scores with respect to participation between the two councils. The highest total mean scores were for *“continuing participation in CDPs maintain good relationship between local authority and the people”* ($m=3.48$, $sd=0.860$) followed by *“I enjoy participating in CDPs organised by local authority”* ($m=3.47$, $sd=0.787$). Meanwhile the lowest total scores were for *“I believe residents should participate in CDPs”* ($m=3.43$, $sd=0.916$) and *“I am motivated to participate in the programmes”* ($m=3.44$, $sd=0.855$).

The municipal councils obtained the highest mean scores for *“I believe residents should participate in CDPs”* ($m=3.42$, $sd=0.963$), followed by *“continuing participation in CDPs maintain good relationship between local authority and the people”* ($m=3.41$, $sd=0.926$) and *“I am satisfied with the CDPs under my local authority”* ($m=3.40$,

$sd=1.007$). The lowest score for municipal councils is for “*I am motivated to participate in the programmes*” ($m= 3.35$, $sd=0.886$).

As for the district councils, the highest mean scores are for “*I enjoy participating in CDPs organised by local authority*” ($m=3.54$, $sd=0.693$) and “*continuing participation in CDPs maintain good relationship between local authority and the people*” ($m=3.54$, $sd=0.792$), followed by “*I am motivated to participate in the programmes*” ($m=3.52$, $sd=0.818$). In terms of the lowest mean scores for district councils, they are for “*I believe residents should participate in CDPs*” ($m=3.45$, $sd=0.873$) followed by “*I am satisfied with the CDPs under my local authority*” ($m=3.50$, $sd=0.874$). On average, respondents from district councils perceived the participation levels to be better compared to those from the municipal councils, although the difference is very small. The greater the participation levels in communities, the more likely council decisions and actions will match short and long-term community objectives.

Table 5.12: Mean Scores for Participation

Items	Municipal councils		District Councils		Total	
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>
DP1: I enjoy participating in CDPs organised by local authority.	3.39	.873	3.54	.693	3.47	.787
DP2: I am motivated to participate in the programmes.	3.35	.886	3.52	.818	3.44	.855
DP3: Continuing participation in CDPs maintain good relationship between local authority and the people.	3.41	.926	3.54	.792	3.48	.860
DP4: I believe residents should participate in CDPs.	3.42	.963	3.45	.873	3.43	.916
DP5: I am satisfied with the CDPs under my local authority.	3.40	1.007	3.50	.874	3.45	.940

5.7.1.6 Mean Scores for Access to Information

Table 5.13 illustrates the mean scores of access to information in the municipal and district councils. Overall, the highest total mean scores are for “*access to information increases the awareness of the programmes*” ($m=3.44$, $sd=0.919$), followed by “*the*

information is easy to understand” ($m=3.43$, $sd=0.936$) and *“access to information helps to achieve the goal of the programmes”* ($m=3.43$, $sd=0.907$). Meanwhile, the lowest total mean scores are for *“I have clear view on my role in the CDPs”* ($m=3.38$, $sd=0.934$) and for *“the information on CDPs is timely”* ($m=3.40$, $sd=0.925$).

The municipal councils had the highest mean scores for *“access to information increases the awareness of the programmes”* ($m=3.38$, $sd=0.923$) and for *“the information on CDPs is timely”* ($m=3.37$, $sd=0.933$). Their lowest mean score is *“I have clear view on my role in the CDPs”* ($m= 3.31$, $sd=0.946$). As for the district councils, the highest mean score are for *“the information is easy to understand”* ($m=3.52$, $sd=0.898$) and *“access to information help to achieve the goal of the programmes”* ($m=3.52$, $sd=0.892$), as well as *“access to information increases the awareness of the programmes”* ($m=3.50$, $sd=0.915$). The lowest mean scores for district councils are for *“the information on CDPs is timely”* ($m=3.43$, $sd=0.918$), followed by *“I have clear view on my role in the CDPs”* ($m=3.45$, $sd=0.919$).

On average, the district councils appeared to have provided better access to information compared to municipal councils, albeit a small variation. District councils are envisaged to apply bottom up approach in delivering local services to the community by making collaborative decisions. Information about the council’s services and decisions are made available to the public. Under existing rules, the public already have access to the minutes and reports from council meetings and explanations on the reasons for council decisions. Also, abundance of information in areas of key services was provided to local people such as information on housing, education, health and planning.

Table 5.13: Mean Scores for Access to Information

Items	Municipal councils		District Councils		Total	
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>
DA1: The information on CDPs is timely.	3.37	.933	3.43	.918	3.40	.925
DA2: The information is easy to understand.	3.33	.969	3.52	.898	3.43	.936
DA3: Access to information increases the awareness of the programmes.	3.38	.923	3.50	.915	3.44	.919
DA4: Access to information help to achieve the goal of the programmes.	3.33	.915	3.52	.892	3.43	.907
DA5: I have a clear view of my role in the CDPs.	3.31	.946	3.45	.919	3.38	.934

5.7.1.7 Mean Scores for CDP

Table 5.14 displays the mean scores for CDP for the municipal and district councils.

The results indicate that there is a small difference in the mean scores between the two councils. The highest total mean scores are for *“local authority represents the interests of the community”* ($m=3.42$, $sd=0.949$) and *“I am satisfied with the overall level of services provided by local authority to the residents”* ($m=3.42$, $sd=0.961$), followed by *“the outcome of the programmes has achieved the target”* ($m=3.41$, $sd=0.963$). Meanwhile the lowest total mean scores are for *“local authorities are well prepared”* ($m=3.38$, $sd=0.907$) and *“CDPs strengthen democracy”* ($m=3.38$, $sd=0.940$). It shows that the local government give priority to people’s needs by initiating well planned and established programmes that could attain the objectives of the government.

Table 5.14: Mean Scores for CDP

Items	Municipal councils		District Councils		Total	
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>
DC1 Local authorities are well prepared.	3.36	.944	3.39	.873	3.38	.907
DC2 CDPs strengthen democracy.	3.31	.940	3.45	.936	3.38	.940
DC3 The outcome of the programmes has achieved the target.	3.31	.1039	3.50	.880	3.41	.963
DC4 Local authority represents the interests of the community	3.28	.971	3.54	.914	3.42	.949
DC5 I am satisfied with the overall level of services provided by local authority to the residents.	3.38	.982	3.45	.942	3.42	.961

5.7.1.8 Mean Scores of Responsiveness

The mean scores of responsiveness of the local authorities are shown in Table 5.15. The highest total mean scores for responsiveness are for *“local authority consults to gauge community views”* ($m=3.47$, $sd=0.906$), followed by *“my needs were handled in a timely fashion”* ($m=3.43$, $sd=0.984$) and *“local authority responsiveness is satisfactory”* ($m=3.41$, $sd=0.893$). On the other hand, the lowest total mean scores are for *“I was promptly directed to the individual who could best respond to my needs”* ($m=3.38$, $sd=0.931$) and *“I was treated in a professional and courteous manner”* ($m=3.40$, $sd=0.939$).

As for the municipal councils, the highest mean scores are for *“I was promptly directed to the individual who could best respond to my needs”* ($m=3.46$, $sd=0.895$) and *“local authority consults to gauge community views”* ($m=3.42$, $sd=0.896$). The municipal councils’ lowest mean scores are for *“I was treated in a professional and courteous manner”* ($m= 3.36$, $sd=0.932$) and *“my needs were handled in a timely fashion”* ($m=3.37$, $sd=0.969$). With respect to the district councils, the highest mean scores are for *“local authority consults to gauge community views”* ($m=3.51$, $sd=0.915$) and *“my needs were handled in a timely fashion”* ($m=3.49$, $sd=0.997$). Conversely, the lowest mean score for district councils are for *“I was promptly directed to the individual who could best respond to my needs”* ($m=3.40$, $sd=0.965$), followed by *“I was treated in a professional and courteous manner”* ($m=3.43$, $sd=0.946$). On average, the performances of district councils are perceived to be better than the municipal councils though the differences are very small. The district councils exhibit a sense of responsibility in undertaking the public sector programmes, including the dissemination of information to the local community.

Table 5.15: Mean Scores for Responsiveness

Items	Municipal councils		District Councils		Total	
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>
DR1 Local authority consults to gauge community views.	3.42	.896	3.51	.915	3.47	.906
DR2 Local authority responsiveness is satisfactory.	3.38	.935	3.44	.854	3.41	.893
DR3 I was promptly directed to the individual who could best respond to my needs.	3.46	.895	3.40	.965	3.38	.931
DR4 I was treated in a professional and courteous manner.	3.36	.932	3.43	.946	3.40	.939
DR5 My needs were handled in a timely fashion.	3.37	.969	3.49	.997	3.43	.984

5.8 The Level of Effectiveness and Initiatives of CDP

The subsequent section shows the perception levels of respondents towards the effectiveness and initiatives of CDPs at the local area.

5.8.1 Perception on the Effectiveness of CDP

Table 5.16 shows the perception levels of respondents towards the effectiveness of the local authorities in undertaking CDPs. A majority of the respondents, that is 46.2 percent, agree that *“local authorities are effective in promoting people’s participation in CDPs”*. This translates into 44.9 percent for municipal councils and 47.4 percent for district councils. It is also noted that 45.3 percent of respondents from the district councils agree on the *“local authorities’ effectiveness in providing library services in their areas”* though only 38.1 percent from the municipal councils is in agreement with this perception.

Interestingly, only about 1.0 percent of the respondents from the municipal and district councils disagree with the perception that *“CDPs are effective in building stronger communities”*. With regard to the statement that *“the authorities are effective in providing art and cultural events in their areas”*, 9.5 percent of the respondents

strongly agreed. The response from the municipal councils was 8.5 percent and district councils 10.5 percent. As for the statement on *“effectiveness of the local government in providing programmes for the youth”*, there was consensus from only 37.4 percent of the respondents. An average of 11.7 percent of the respondents, however, agreed on the *“effectiveness of the local authority in providing library”* and 42.3 percent on *“promoting people participation”* as well as 41.8 percent concurred that *“local authority is effective in providing parks and recreation programmes in their areas”*. It is evident that the effectiveness of local governments inevitably leads to improved living standards and socio-economic status of the local populace.

Table 5.16: Perception on the Effectiveness of CDPs

Statements	Municipal Councils (n=177)					District Councils (n=192)					Total (n=369)				
	SA (5)	A (4)	N (3)	D (2)	SD(1)	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)
BE1 Local authority effective in providing parks and recreation programmes in my area.	8.5	38.1	32.4	18.8	2.3	9.9	45.3	34.4	8.9	1.6	9.2	41.8	33.4	13.6	1.9
BE2 Local authority effective in providing programmes for youth.	10.7	35.6	33.3	17.5	2.8	12.5	39.1	35.9	10.4	2.1	11.7	37.4	34.7	13.8	2.4
BE3 Local authority effective in providing art and cultural events.	8.5	40.7	32.8	14.7	3.4	10.5	42.4	37.7	8.4	1.0	9.5	41.6	35.3	11.4	2.2
BE4 Local authority effective in providing library services in my area.	9.0	39.0	32.2	19.2	0.6	14.1	45.3	29.2	9.9	1.6	11.7	42.3	30.6	14.4	1.1
BE5 CDPs are effective in building stronger communities.	10.2	41.2	32.8	14.7	1.1	13.6	46.1	31.4	7.9	1.0	12.0	43.8	32.1	11.1	1.1
BE6 Local authorities are effective in promoting people participation in community development	8.0	44.9	34.7	10.2	2.3	17.2	47.4	27.1	7.8	0.5	12.8	46.2	30.7	9.0	1.4
BE7 I am satisfied with the overall effectiveness of local authority in providing services to the residents.	10.2	40.1	36.2	11.9	1.7	13.5	44.3	35.4	6.3	0.5	11.9	42.3	35.8	8.9	1.1
BE8 Community development services by the local government are effective.	8.0	40.9	36.4	12.5	2.3	12.5	42.7	36.5	8.3	0.0	10.3	41.8	36.4	10.3	1.1

Note: SA= Strongly Agree; A= Agree; N= Neutral; D= Disagree; SD= Strongly Disagree

In addition to that, Table 5.17 indicates the effectiveness of CDPs, with the highest mean score being 3.60 for the statement of “*local authorities are effective in promoting people participation in community development*”. Designing and promoting successful CDPs are highly challenging in fulfilling people’s needs. The results indicate that the local government is able to design comprehensive goal for the effective CDPs for the progression of the local councils.

Table 5.17: Mean Scores for Effectiveness

Statement	<i>m</i>	<i>sd</i>
BE1 Local authority effective in providing parks and recreation programmes in my area.	3.43	.904
BE2 Local authority effective in providing programmes for youth.	3.42	.950
BE3 Local authority effective in providing art and cultural events.	3.45	.894
BE4 Local authority effective in providing library services in my area.	3.49	.915
BE5 CDPs are effective in building stronger communities.	3.54	.882
BE6 Local authorities are effective in promoting people participation in community development	3.60	.871
BE7 I am satisfied with the overall effectiveness of local authority in providing services to the residents.	3.55	.855
BE8 Community development services by the local government are effective.	3.51	.734
Overall mean	3.50	0.068

5.8.2 Perception on the Initiatives by Local Government in CDP

Table 5.18 illustrates the perceptions of the respondents towards the performance of their local government initiatives in CDPs. A large number of the respondents, that is, 47.3 percent were in agreement that “*community development initiatives benefit their community as a whole*”. However, the respondents from the district councils appeared to be more satisfied, with 56.5 percent agreeing with the statement compared with 37.3 percent from the municipal councils. Further, the respondents generally felt that “*initiatives by local government can raise socio-economic status*” with 41.8 percent of the respondents agreeing with the statement. This is indicated by 40.9 percent from the

municipal councils and 42.7 percent from district councils. Overall, most of the respondents were of the view that the local government's initiatives received the support and encouragement of the residents in their respective local area.

Table 5.19 indicates the highest total mean scores for the initiatives by local government in CDPs with the highest mean score ranging from 3.51 for three statements which are *"CD initiatives benefit this community"*, *"CD initiatives supported by the people"* and *"Initiatives by LG reveal the importance of CD"*. It is evident that effectiveness of the local governments inevitably leads to improved living standards and socio-economic status of the local populace. The results demonstrate that the local government plays a very decisive role in managing initiatives that could contribute more for the benefit of the community. It is evident that the initiatives taken by the local government is well received by the local people.

5.9 The Satisfaction Level of the People on CDP

The highest score of satisfaction is discussed in Table 5.20 which indicates that for the participation, the highest mean score of satisfaction is 3.48 for the statement of *"continuing participation in CDP maintain good relationship between LA and the people"*, while the lowest is 3.43 for the statement *"I believe residents should participate in CDP"*. In terms of access to information, the highest mean score of satisfaction is 3.44 for the statement of *"access to information increases awareness of program"*, while the lowest mean score is 3.38, *"clear view on my role in the CDP"*. As for the CDPs, the highest mean score of satisfaction is 3.44 for both *"LA represent interest of community"* and *"satisfied with overall level of services provided by LA"*, while the lowest is 3.38, for *"LA are well prepared"* and *"CDP strengthen democracy"*. For responsiveness, the highest mean score is 3.47 for *"LA consults to*

gauge community views”, while the lowest is 3.38, for *“I was promptly directed to the individual who could best respond to my needs”*. Overall, participation has the highest mean score, compared to other variables.

5.9.1 Satisfaction Level of Participation

Table 5.21 depicts the mean percentage scores of perception of satisfaction on participation by residents in the municipal and district councils. Generally, the local populace revealed their enjoyment in participating in CDPs organised by the local authority, as evident from the assent of 50.4 percent of the respondents. However, the satisfaction levels are higher at 59.9 percent for programmes organised by the district councils as compared with 40.1 percent for those by the municipal councils.

Additionally, Table 5.21 indicates that 49.5 percent of the respondents from district councils *“feel motivated to participate in the programmes organised by the local authority”* as against 36.7 percent from municipal councils. 44.3 percent of the residents in the district councils and 41.8 percent in the municipal councils believe that they *“should participate in community programmes”*. Interestingly, only 49.5 percent and 37.9 percent of the respondents from the district and municipal councils, respectively are *“satisfied with the CDPs under their local authority”*.

It could be surmised that district councils provide more satisfactory CDPs that evoke people’s participation. It is obvious that the involvement of the people in CDPs by local government is generally encouraging.

Table 5.18: Perception on the Initiatives in CDPs

Statements	Municipal Councils (n=177)					District Councils (n=192)					Total (n=369)				
	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)
BI9 The community development initiatives benefit the community as a whole.	5.6	37.3	45.8	11.3	0	7.9	56.5	27.2	7.3	1.0	6.8	47.3	36.1	9.2	.5
BI10 Local government make sufficient efforts in community development initiatives.	7.4	38.6	42.0	10.8	1.1	8.3	47.4	36.5	7.8	0	7.9	43.2	39.1	9.2	.5
BI11 Community development initiatives by local authority are supported by the people.	6.8	44.1	35.0	12.4	1.7	9.4	47.4	36.5	6.3	0.5	8.1	45.8	35.8	9.2	1.1
BI12 The community itself develops legitimate decision-making arrangements through the initiatives.	7.9	45.2	29.9	15.3	1.7	8.9	44.3	37.5	8.3	1.0	8.4	44.7	33.9	11.7	1.4
BI13 Initiatives by local government reveal the importance of community development.	9.0	41.8	32.8	15.3	1.1	11.5	47.4	31.8	7.8	1.6	10.3	44.7	32.2	11.4	1.4
BI14 Community development initiatives by local government create socio-economic opportunities for people.	9.6	41.8	32.8	14.1	1.7	10.9	45.3	32.3	10.4	1.0	10.3	43.6	32.5	12.2	1.4
BI15 Community development initiatives by local government raise socio-economic status of participants.	8.0	40.9	36.4	12.5	2.3	12.5	42.7	36.5	8.3	0	10.3	41.8	36.4	10.3	1.1

Note: SA= Strongly Agree; A= Agree; N= Neutral; D= Disagree; SD= Strongly Disagree

Table 5.19: Mean Scores for Initiatives of CDP

Statements	<i>m</i>	<i>sd</i>
B19		
CD initiatives benefit this community	3.51	.778
BI10		
LG make sufficient effort	3.49	.792
BI11		
CD initiatives supported by the people	3.51	.815
BI12		
Community develops legitimate decision-making arrangements through initiatives	3.47	.856
BI13		
Initiatives by LG reveal the importance of CD	3.51	.876
BI14		
CD initiatives by LG create socio economic opportunities	3.49	.885
BI15		
CD initiatives by LG raise the socio-economic status of participants	3.50	.855
Overall mean	3.50	0.015

Table 5.20: Mean scores for the Satisfaction Level of Residents on CDPs

Variables	Statements	<i>m</i>	<i>sd</i>
Participation	Enjoy participating in CDP organised by LA	3.47	.787
	I am motivated to participate in the programmes	3.44	.855
	Continuing participation in CDP maintain good relationship between LA and the people	3.48	.860
	I believe residents should participate in CDP	3.43	.916
	I am satisfied with the CDP under my LA	3.45	.940
	Overall mean	3.45	0.042
Access to information	Information on CDP timely	3.40	.925
	Information easy to understand	3.43	.936
	Access to information increases awareness of program	3.44	.919
	Access to information help to achieve the goal of the programmes	3.43	.907
	Clear view on my role in the CDP	3.38	.934
	Overall mean	3.42	.025
CDPs	LA are well prepared	3.38	.907
	CDP strengthens democracy	3.38	.940
	Outcome of programmes has achieved target	3.41	.963
	LA represent interest of community	3.42	.949
	Satisfied with overall level of services provided by LA	3.42	.961
	Overall mean	3.40	.002
Responsiveness	LA consults to gauge community views	3.47	.906
	LA responsiveness is satisfactory	3.41	.893
	I was promptly directed to the individual who could best respond to my needs	3.38	.931
	I was treated in a professional and courteous manner	3.40	.939
	Needs were handled in a timely fashion	3.43	.984
Overall mean		3.42	.034

Note: Based on a scale of 1 indicating strongly disagree and 5 for strongly agree.

Table 5.21: Satisfaction Level of Participation

Statements	Municipal Councils (n=177)					District Councils (n=192)					Total (n=369)				
	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)
DP1: I enjoy participating in CDPs organised by the local authority.	6.8	40.1	42.9	5.6	4.5	1.6	59.9	30.7	6.8	1.0	4.1	50.4	36.6	6.2	2.7
DP2: I am motivated to participate in the programmes.	7.3	36.7	43.5	8.5	4.0	7.3	49.5	32.8	8.9	1.6	7.3	43.4	37.9	8.7	2.7
DP3: Continuing participation in CDPs maintain good relationship between local authority and the people.	9.0	40.7	36.7	9.6	4.0	7.8	48.4	34.9	7.8	1.0	8.4	44.7	35.8	8.7	2.4
DP4: I believe residents should participate in CDPs.	10.2	41.8	31.1	13.6	3.4	8.3	44.3	32.3	14.1	1.0	9.2	43.1	31.7	13.8	2.2
DP5: I am satisfied with the CDPs under my local authority.	12.4	37.9	30.5	15.8	3.4	7.8	49.5	30.2	9.9	2.6	10.0	43.9	30.4	12.7	3.0

Note: SA= Strongly Agree; A= Agree; N= Neutral; D= Disagree; SD= Strongly Disagree

Table 5.22: Satisfaction Level of Access to Information

Statements	Municipal Councils (n=177)					District Councils (n=192)					Total (n=369)				
	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)
DA1: The information on CDPs is timely.	10.2	36.2	35.6	16.4	1.7	10.4	39.1	36.5	11.5	2.6	10.3	37.7	36.0	13.8	2.2
DA2: The information is easy to understand.	9.6	36.7	34.5	15.8	3.4	9.4	47.9	30.7	8.9	3.1	9.5	42.5	32.5	12.2	3.3
DA3: Access to information increases the awareness of the programmes.	9.6	37.3	37.9	12.4	2.8	10.9	44.3	30.7	12.0	2.1	16.3	40.9	34.1	12.2	2.4
DA4: Access to information helps to achieve the goals of the programmes.	7.3	37.9	39.5	11.3	4.0	12.0	42.2	32.8	12.0	1.0	9.8	40.1	36.0	11.7	2.4
DA5: I have a clear view on my role in the CDPs.	9.6	32.8	39.0	15.8	2.8	9.4	44.3	30.2	14.1	2.1	9.5	38.8	34.4	14.9	2.4

Note: SA= Strongly Agree; A= Agree; N= Neutral; D= Disagree; SD= Strongly Disagree

5.9.2 Satisfaction Level of Access to Information

Table 5.22 illustrates the satisfaction level of respondents on access to information in the municipal and district councils. It is noted that 16.3 percent of the respondents strongly agree and 40.9 percent agree that *“access to information will increase the awareness of the programmes”*. The satisfaction level was highest for district councils at 47.9 percent with regard to *“information provided by the local authority is easy to understand,”* compared to 36.7 percent for municipal councils. The district councils scored the lowest at 39.1 percent on the perception that *“information on community development is timely,”* while the municipal councils scored the lowest at 32.8 percent with regard to the statement; residents *“have a clear view on their roles in the CDPs”*. It could be understood that a large number of the residents still face difficulties and have a low level of satisfaction in terms of understanding their roles in CDPs and their access to information.

5.9.3 Satisfaction Level of CDP

Table 5.23 demonstrates the satisfaction level of the respondents on the CDP in the municipal and district councils. The findings reveal that 39.6 percent of the respondents agree and 8.1 percent strongly agree that *“local authorities are well prepared in terms of the career development programmes organised”*. The difference in the scores between the district council and the municipal council is minimal. It is also noted that more than 50 percent of the residents in the district councils perceived that *“local authority represents the interests of the community”* but only a little about 40 percent do so in the municipal councils. As for *“satisfaction among residents on overall level of services provided by the local authorities to the residents”*, 35 percent of respondents from municipal councils and 37 percent from district councils were perceived to be satisfied. The local populace in the district councils are more satisfied, that is 43.8

percent, that the *“local authority represents the interests of the community”* as compared to 32.2 percent in the municipal councils. Perceptions on satisfaction levels indicate that the residents are on the whole satisfied with the performance of the local government as far as CDP is concerned.

5.9.4 Satisfaction Level of Responsiveness

The satisfaction levels of residents towards the responsiveness of the local authorities are reflected in Table 5.24. In general, more than 50 percent of the respondents from the district councils agree and strongly agree with the timely responsiveness of their local authority. They perceived that their *“needs were handled in a timely fashion”*. In addition, 48.4 percent agree and 7.3 percent strongly agree that *“they were treated in a professional and courteous manner”*. Meanwhile, a large number of respondents, that is nearly 50 percent or more, agree or strongly agree that the *“local authority promptly directed to the individual who could best respond to their needs”*, *“local authority consults to gauge community views”* and that the *“local authority responsiveness is satisfactory”*.

As for the municipal councils, less than 50 percent of the respondents showed satisfaction towards the level of responsiveness of their local government. Most of them, about 49.7 percent, were satisfied that the *“local authority consults to gauge community views”*. Moreover, 46.4 percent of the respondents concurred that their *“needs were handled in a timely fashion”*. and that *“local authority responsiveness is satisfactory”*. Another, 45.8 percent were satisfied that *“they were treated in a professional and courteous manner”* and 44.6percent perceived that *“they were promptly directed to the individual who could best respond to their needs”*. Responsiveness of the local authority towards people’s requirements and demands often

attracts the attention of the local people as they are able to evaluate the progress of community development in their own local area.

5.10 Differences between Expectations and Delivery of CDP

The differences involved between expectation and delivery is analysed through gap analysis. Gap analysis, derived from the SERVQUAL service-quality technique (Parasuraman *et al.*, 1988), has been employed by various researchers (Comm & Mathaisel, 2000) as a means of assessing differences in consumer expectation and perception ratings, when using dimensions other than those found in the initial SERVQUAL scale. Applying the same concept in this study, positive gap indicates that the respondents are satisfied and the negative gap shows their dissatisfaction with the level of delivery provided by the local governments.

Results from Table 5.25 shows the expectations are greater than the delivery of community development services. Thus, the gap is negative for all the statements in the assessment of community development services by local government. It shows that services delivered by the local government are not up to the resident's expectations. Statement "*CDP are effective*" showed the largest gap with the score -0.23. Hence, it can be concluded that the local government should focus on the effectiveness of CDP. The narrowest gap is "*LA explains the purpose of the program*" and "*LA practices a two-way communication on CDP*". These narrow negative gap scores imply that there is a small difference between expectations and delivery of community development services. However, the widest gap for the statement "*CDP are effective*", indicates that

Table 5.23: Satisfaction Level of CDP

Statements	Municipal Councils (n=177)					District Councils (n=192)					Total (n=369)				
	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)
DC1: Local authorities are well prepared.	8.5	39.0	37.3	10.7	4.5	7.8	40.1	37.0	13.5	1.6	8.1	39.6	37.1	12.2	3.0
DC2: CDPs strengthen democracy.	9.0	33.9	38.4	15.8	2.8	9.9	43.8	30.2	13.5	2.6	9.5	39.0	34.1	14.6	2.7
DC3: The outcome of the programmes has achieved the target.	10.2	36.7	33.9	12.4	6.8	10.4	42.2	37.0	7.8	2.6	10.3	39.6	35.5	10.0	4.6
DC4: Local authority represents the interests of the community.	9.6	32.2	39.0	15.3	4.0	12.5	43.8	31.3	10.4	2.1	11.1	38.2	35.0	12.7	3.0
DC5: I am satisfied with the overall level of services provided by local authority to the residents.	11.9	35.0	35.6	14.1	3.4	12.5	37.0	36.5	11.5	2.6	12.2	36.0	36.0	12.7	3.0

Note: SA= Strongly Agree; A= Agree; N= Neutral; D= Disagree; SD= Strongly Disagree

Table 5.24: Satisfaction Level of Responsiveness

Statements	Municipal Councils (n=177)					District Councils (n=192)					Total (n=369)				
	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)	SA (5)	A (4)	N (3)	D (2)	SD (1)
DR1: Local authority consults to gauge community views.	9.0	40.7	36.2	11.9	2.3	12.0	41.7	34.4	9.4	2.6	10.6	41.2	35.2	10.6	2.4
DR2: Local authority responsiveness is satisfactory.	10.2	36.2	39.0	11.3	3.4	8.3	41.1	38.0	10.9	1.6	9.2	38.8	38.5	11.1	2.4
DR3: I was promptly directed to the individual who could best respond to my needs.	7.9	36.7	42.9	8.5	4.0	6.8	47.9	29.2	10.4	5.7	7.3	42.5	35.8	9.5	4.9
DR4: I was treated in a professional and courteous manner.	8.5	37.3	41.2	7.9	5.1	7.3	48.4	28.6	10.9	4.7	7.9	43.1	34.7	9.5	4.9
DR5: My needs were handled in a timely fashion.	10.2	36.2	39.0	9.6	5.1	10.9	48.4	25.0	10.4	5.2	10.6	42.5	31.7	10.0	5.1

Note: SA= Strongly Agree; A= Agree; N= Neutral; D= Disagree; SD= Strongly Disagree

residents' expectations on CDP is highest than the services delivered by the local government.

5.10.1 Paired Sample *t*-test

A paired sample *t*-test was conducted to examine the difference between expectations and delivery of community development services for each statement. Table 5.25 shows there is a significant difference between total expectations and delivery of community development services as the *p*-value is below 5 percent. The gap of divergence between total expectations and delivery indicated that greater effectiveness has been observed in the community development services and it has supported the validity of the SERVQUAL method.

Null Hypothesis 1: There is no significant difference between expectations and delivery of community development services.

Alternative Hypothesis: There is a significant difference between expectations and delivery of community development services.

According to the results, expectations are greater than delivery of community development services. Thus, the gap is negative for all the statements in the assessment of community development services by the local government. Expectations and delivery are measured on a five-point Likert-type scale, where the higher the score, the higher the expectations of community development services. The mean scores for expectations ranged from 3.37 to 3.64. The lowest mean score was for expectation statement "*LA practices a two-way communication on CDP*". On the other hand, majority of the respondents agreed that "*knowledge and understanding on CD issues increased*". The overall mean score for expectations statements is 3.52. This score indicates rather high

expectations of community development services. As for delivery, the mean score ranged from 3.30 to 3.48. The lowest was for the statement on “*LA is sensitive to the needs of people,*” while the highest was for “*knowledge and understanding on CD issues increased*”. The overall mean score for delivery is 3.38.

Results obtained from this study about the perception on the performance of the local government in CDPs among residents in Negeri Sembilan local authorities showed that the local councils are very concern about their responsibility in providing a well-established CDPs but improvisation is required in terms of competencies. Results were obtained by looking at the mean scores of effectiveness of the local government as reported by respondents and the interview questions pertaining to the challenges faced by the local authorities. In general respondents felt that performance of the local government was successful in undertaking various CDPs in improving the effectiveness and efficiency at the local level.

Table 5.25: Summary of Paired Sample t-test in a Group of Variables

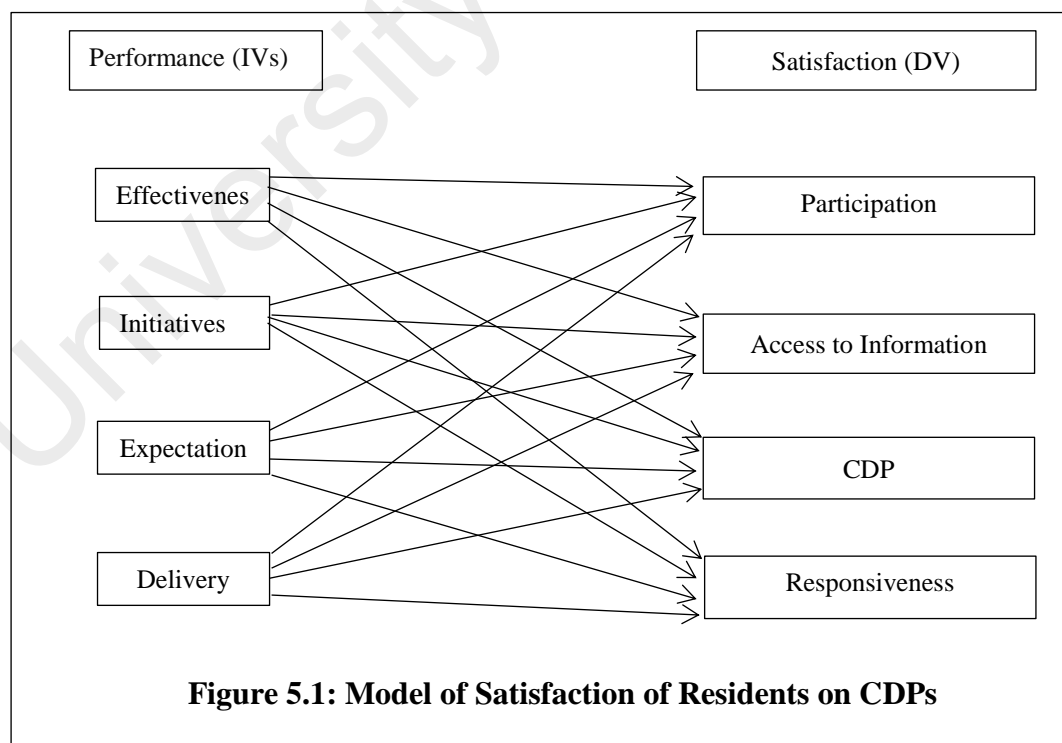
Statement	Expectations		Delivery		Gap	p-Value
	<i>m</i>	<i>sd</i>	<i>m</i>	<i>sd</i>		
LA performs well in organising CDP	3.38	.839	3.32	.700	-0.06	.278
LA is there to serve the community	3.40	.872	3.31	.778	-0.09	.018*
LA is sensitive to the needs of people	3.44	.911	3.30	.804	-0.14	.000*
Enough program for residents to take part	3.49	.856	3.32	.825	-0.16	.000*
Residents view are encouraged /welcome on certain issues	3.56	.828	3.35	.863	-0.21	.000*
CDP under LA is useful	3.58	.861	3.38	.905	-0.20	.000*
Different people participate each time	3.57	.862	3.36	.863	-0.21	.000*
CDPs are effective	3.57	.915	3.34	.895	-0.23	.000*
I like to cooperate with the LA	3.56	.928	3.35	.875	-0.21	.000*
Residential associations should be happy to be involved in CDP	3.54	.911	3.34	.876	-0.20	.000*
Complete freedom in my work groups	3.58	.937	3.39	.915	-0.19	.000*
Access to relevant information on CDP	3.52	.958	3.37	.912	-0.15	.000*
CDP are organised often	3.56	.944	3.38	.897	-0.18	.000*
Adequate training for participants on CD	3.59	.913	3.42	.869	-0.17	.000*
Local authority play an important role in keeping my neighbors working together as a team	3.61	.968	3.46	.893	-0.16	.000*
LA explains the purpose of the program	3.39	.857	3.39	.741	-0.01	.886
LA practices a two-way communication on CDP	3.37	.875	3.35	.761	-0.01	.666
Emphasis on productivity	3.50	.921	3.41	.851	-0.10	.022*
LG monitors the work to set pace effectively	3.48	.935	3.43	.880	-0.05	.123

LG assigns group members to particular tasks.	3.51	.972	3.43	.913	-0.08	.041*
LG doing enough on key local issues	3.53	.967	3.40	.916	-0.12	.006*
All work is well coordinated	3.55	.950	3.38	.847	-0.16	.000*
There are a lot opportunity for CD under the LA	3.56	.936	3.40	.849	-0.16	.000*
Knowledge and understanding on CD issues increased	3.64	.933	3.48	.912	-0.16	.000*
Overall mean	3.52		3.38			0.000*

Note: * *t*-test (2-tailed Sig.), *p*-value ≤ 0.05

5.11 Impact of Residents' Perceived Performance on the Level of Satisfaction

Multiple Linear Regression Analysis was conducted to examine the impact of residents' perceived performance on the level of satisfaction (participation, access to information, CDP and participation). For the assumption checking, both dependent (participation, access to information, CDPs and responsiveness) and independent (effectiveness, initiatives, expectations and delivery) variables were used to perform multicollinearity. Figure 5.1 illustrates the model on satisfaction on CDPs provided by the local governments.



5.11.1 Participation

For the purpose of this study, the following hypotheses are tested. These hypotheses are as follows:

H₁: Effectiveness of the local government has a positive influence on participation

H₂: Initiatives of the local government has a positive influence on participation

H₃: Expectation of the local government has a positive influence on participation

H₄: Delivery of the local government has a positive influence on participation

The regression model was given by:

$$Y = .517 + X_1 (.140) + X_2 (.040) + X_3 (.043) + X_4 (.101)$$

$$\text{Participation} = .517 + .140 \text{ Effectiveness} + .040 \text{ Initiatives} + .043 \text{ Expectation} + .101 \text{ Delivery}$$

Table 5.26 presents the result of regression of effectiveness, initiatives, expectation and delivery of the local government on 'participation'. The table shows that the model is statistically significant, $F(4) = 160.645$, $p\text{-value} \leq 0.05$ and accounts for approximately 65.8 percent of the variance of 'participation' ($R^2 = 0.658$, $\text{Adj. } R^2 = 0.654$). This means that this regression model is able to account for 65.8 percent of the variance in the dependent variable.

The Auto Correlation (Durbin-Watson) test shows a value of 2.169, while collinearity statistics test indicates tolerance values of between .253 and .520 and VIF values of 1.923 and 3.955. It is mentioned by Hair et al. (2010) that a tolerance of less than 0.1 and VIF of 10 and above indicates a multicollinearity problem. As neither of the predictor variables has a variance inflation factor (VIF) greater than 10, there appear to be no apparent multicollinearity issue and problems. In other words, there is no variable

in the model that measures the same relationship/quantity as is measured by another variable or group of variables.

The assumptions pertaining to the data in terms of normality, linearity and homoscedasticity were also performed and screened. The assumption of normality was assessed through the shape of histogram and the Normal Probability Plots of the regression standardised residuals. Normality is assumed and all the plots are shown in Appendix G. As for the linearity of the normal probability plot, all the cases should fall more or less in a straight line as stated by Coakes (2013). Overall results of the linearity display a linear pattern and this can be observed in Appendix G. Besides that, the assumption of homoscedasticity was inspected through the scatterplot of the standardized residual versus the standardised predicted values. The result shows that there is a constant variance (see Appendix G) as the residuals were with no pattern of increasing or decreasing value (Hair et al., 2010). Thus, it does not violate the assumption of homoscedasticity.

Table 5.26: Multiple Regression Analysis of Participation

	Model	Unstd Coefficients		Std Coeff	t	Sig.	Collinearity Statistics	
		B	Std. Error				Tolerance	VIF
Participation	(Constant)	.517	.700		.738	.461		
	Effectiveness	.140	.044	.198	3.174	.002*	.262	3.811
	Initiatives	.040	.045	.057	.897	.370	.253	3.955
	Expectation	.043	.010	.199	4.483	.000*	.520	1.923
	Delivery	.101	.015	.442	6.942	.000*	.253	3.954
	R ²	.658						
	Adjusted R ²	.654						
	F Change	160.645						
	Sig F Change	.000						
	Durbin Watson Index	2.169						

Note: *The detailed output is shown in Appendix H

It is also noted that based on the reported results, it was found that initiatives, expectation and delivery significantly influenced on 'participation' $p\text{-value} \leq 0.05$. It is shown that delivery of the local government appeared to have the most important effect (Beta Std = 0.442) on 'participation'. Therefore, the hypotheses H₁, H₃ and H₄ were supported by regression evident.

5.11.2 Access to Information

For the variable of access to information, the following hypotheses are tested. These hypotheses are as follows:

H₅: Effectiveness of the local government has a positive influence on access to information

H₆: Initiatives of the local government has a positive influence on access to information

H₇: Expectation of the local government has a positive influence on access to information

H₈: Delivery of the local government has a positive influence on access to information

The regression model was given by:

$$Y = .039 + X_1 (.063) + X_2 (.097) + X_3 (.030) + X_4 (.129)$$

$$\text{Access to Information} = .039 + .063 \text{ Effectiveness} + .097 \text{ Initiatives} + .030 \text{ Expectation} + .129 \text{ Delivery}$$

Table 5.27 demonstrates the result of regression of effectiveness, initiatives and expectation and delivery of the local government on 'access to information'. Preliminary analyses were conducted to ensure no violation of the assumptions of normality, linearity, multicollinearity and homoscedasticity. It denotes that the model is statistically significant, $F(4) = 174.905$, $p\text{-value} \leq 0.05$ and accounts for approximately

67.7 percent of the variance of 'access to information' ($R^2 = 0.677$, Adjusted $R^2 = 0.673$) which means this regression model is useful to explain the relationship between the dependent and independent variables.

Next, the Auto Correlation (Durbin-Watson) test shows a value of 2.156, while collinearity statistics test indicates tolerance values of between .253 and .520 and VIF values of 1.923 and 3.955. It is mentioned by Hair et al., (2010) that a tolerance of less than 0.1 and VIF of 10 and above indicates a multicollinearity problem. As neither of the predictor variables has a variance inflation factor (VIF) greater than 10, there appear to be no apparent multicollinearity issue and problems. In other words, there is no variable in the model that measures the same relationship/quantity as is measured by another variable or group of variables.

In addition, the assumptions pertaining to the data in terms of normality, linearity and homoscedasticity were checked and examined. The assumption of normality was assessed through the histograms and the Normal Probability Plots of the regression standardised residuals. Normality is assumed and all the plots are shown in Appendix I. In terms of the linearity of the normal probability plot, all the cases should fall more or less in a straight line as stated by Coakes (2013). Overall results of the linearity indicate a linear pattern and this can be observed in Appendix I. Additionally, the assumption of homoscedasticity was inspected through the scatterplot of the standardized residual versus the standardised predicted values. The result shows that there is a constant variance (see Appendix I) as the residuals were with no pattern of increasing or decreasing value (Hair et al., 2010). Thus, it does not violate the assumption of homoscedasticity.

It is also noted that based on the reported results, it was found out that initiatives, expectation and delivery have significant influence on ‘access to information’ $p\text{-value} \leq 0.05$. It is shown in Table 5.27 that delivery of the local government appeared to have the most important effect (Beta Std = 0.542) on ‘access to information’. Therefore, the hypotheses H₆, H₇ and H₈ were supported by regression evident.

Table 5.27: Multiple Regression Analysis for Access to Information

Model	Unstd Coefficients		Std Coeff	t	Sig.	Collinearity Statistics	
	B	Std. Error	Beta			Tolerance	VIF
(Constant)	.039	.709		.055	.956		
Effectiveness	.063	.045	.085	1.406	.161	.262	3.811
Initiatives	.097	.045	.132	2.133	.034*	.253	3.955
Expectation (CE)	.030	.010	.133	3.083	.002*	.520	1.923
Delivery (CP)	.129	.015	.542	8.758	.000*	.253	3.954
R2	.677						
Adjusted R2	.673						
F Change	174.905						
Sig F Change	.000						
Durbin Watson Index	2.156						

*The detailed output is shown in Appendix J

5.11.3 CDPs

For the purpose of this study, the following hypotheses are tested.

H₉: Effectiveness of local government has a positive influence on CDPs (CDP)

H₁₀: Initiatives of local government has a positive influence on CDPs (CDP)

H₁₁: Expectation of local government has a positive influence on CDPs (CDP)

H₁₂: Delivery of the local government has a positive influence on CDPs (CDP)

$$Y = -1.301 + X_1 (.071) + X_2 (.136) + X_3 (.015) + X_4 (.145)$$

$$\text{CDPs (CDP)} = -1.301 + .071 \text{ Effectiveness} + .136 \text{ Initiatives} + .015 \text{ Expectation} + .145 \text{ Delivery}$$

Table 5.28 presents the result of regression of effectiveness, initiatives, expectation and delivery of the local government on CDPs. Preliminary analyses were conducted to ensure no violation of the assumptions of normality, linearity, multicollinearity and homoscedasticity. Table 5.28 denotes that the model is statistically significant, $F(4) = 190.291$, $p\text{-value} \leq 0.05$ and accounts for approximately 69.5 percent of the variance of 'access to information' ($R^2 = 0.695$, Adjusted $R^2 = 0.691$). This means the regression model is useful to explain relationship between the dependent and independent variables.

The Durbin-Watson index shows a value of 1.916 which indicates that auto-correlation was not the problem. In addition, the collinearity statistics test signifies tolerance values of between .253 and .520 and VIF values of 1.923 and 3.955. It is mentioned by Hair et al., (2010) that a tolerance of less than 0.1 and VIF of 10 and above indicates a multicollinearity problem. As neither of the predictor variables has a variance inflation factor (VIF) greater than 10, there appear to be no apparent multicollinearity issue and problems. In other words, there is no variable in the model that measures the same relationship/quantity as is measured by another variable or group of variables. The assumptions pertaining to the data in terms of normality, linearity and homoscedasticity were checked and fulfilled.

The assumption of normality was assessed through the histograms and the Normal Probability Plots of the regression standardised residuals. Normality is assumed and all the plots are presented in Appendix K. In terms of linearity of the normal probability

plot, all the cases should fall along a straight line as stated by Coakes (2013). Overall results of the linearity show that there appear a linear pattern and this can be observed in Appendix K. Besides that, the assumption of homoscedasticity was inspected through the scatterplot of the standardized residual versus the standardised predicted values. The result shows that there is a constant variance (see Appendix K) as the residuals were with no pattern of increasing or decreasing value (Hair et al., 2010). As a result, it does not violate the assumption of homoscedasticity.

It is also noted that based on the reported results, it was found that initiatives, expectation and delivery have notable influence on 'CDP' p -value ≤ 0.05 . It is shows that delivery of the local government appeared to have the most important effect (Beta Std = 0.564) on 'CDP'. Therefore, the hypotheses H_{10} and H_{12} were supported by regression tests.

Table 5.28: Multiple Regression Analysis for CDP

	Model	Unstd Coefficients		Std Coeff	t	Sig.	Collinearity Statistics	
		B	Std. Error				Tolerance	VIF
CDP	(Constant)	-1.301	.739		-1.760	.079		
	Effectiveness	.071	.046	.091	1.537	.125	.262	3.811
	Initiatives	.136	.047	.173	2.880	.004*	.253	3.955
	Expectation (CE)	.015	.010	.063	1.512	.131	.520	1.923
	Delivery (CP)	.145	.015	.564	9.393	.000*	.253	3.954
	R2	.695						
	Adjusted R2	.691						
	F Change	190.291						
	Sig F Change	.000						
	Durbin Watson Index	1.916						

Note: *The detailed output is shown in Appendix L

5.11.1 Responsiveness

For the responsiveness, the following hypotheses are tested. These hypotheses are as follows:

H₁₃: Effectiveness of the local government has a positive influence on responsiveness

H₁₄: Initiatives of the local government has a positive influence on responsiveness

H₁₅: Expectation of the local government has a positive influence on responsiveness

H₁₆: Delivery of the local government has a positive influence on responsiveness

The regression model was given by:

$$Y = -.600 + X_1 (-.024) + X_2 (.169) + X_3 (.039) + X_4 (.136)$$

$$\text{Responsiveness} = -.600 + -.024 \text{ Effectiveness} + .169 \text{ Initiatives} + .039 \text{ Expectation} + .136 \text{ Delivery}$$

Table 5.29 shows the result of regression of effectiveness, initiatives, expectation and delivery of the local government on 'responsiveness'. Preliminary analyses were conducted to ensure no violation of the assumptions of normality, linearity, multicollinearity and homoscedasticity. It denotes that the model is statistically significant, $F(4) = 197.483$, $p\text{-value} \leq 0.05$ and accounts for approximately 70.3 percent of the variance of 'responsiveness' ($R^2 = 0.703$, Adj. $R^2 = 0.699$). This is to say that the regression model is useful in explaining the relationship between the dependent and independent variables.

The Durbin-Watson index shows a value of 2.157 indicates that auto-correlation was not the problem. It is within the acceptable parameter of 1.5 to 2.5 (Coakes, 2013). In addition, the collinearity statistics test indicates tolerance values of between .253 and

.520 and VIF values of 1.923 and 3.955. Hair et al., (2010) affirms that a tolerance of less than 0.1 and VIF of 10 and above indicates a multicollinearity problem. As neither of the predictor variables has a variance inflation factor (VIF) greater than 10, there appear to be no apparent multicollinearity issue and problems. In other words, there is no variable in the model that measures the same relationship/quantity as is measured by another variable or group of variables. The assumptions pertaining to the data in terms of normality, linearity and homoscedasticity were checked and fulfilled. The assumption of normality was assessed through the histograms and the Normal Probability Plots of the regression standardised residuals. Normality is assumed and all the plots are shown in Appendix M. As for the linearity of the normal probability plot, all of the cases should fall more or less in a straight line as stated by Coakes (2013). Overall results of the linearity show a linear pattern and such can be observed in Appendix M. Besides that, the assumption of homoscedasticity was inspected through the scatterplot of the standardized residual versus the standardised predicted values. The result explains that there is a constant variance (see Appendix M) as the residuals were with no pattern of increasing or decreasing value (Hair et al., 2010). Hence, it does not violate the assumption of homoscedasticity.

Based on the reported results, it was found that initiatives, expectation and delivery have significant influence on 'responsiveness' $p\text{-value} \leq 0.05$. It shows that delivery of the local government appeared to have the most important effect (Beta Std = 0.552) on 'responsiveness'. Thus, the hypotheses H_{14} , H_{15} and H_{16} were supported by regression tests.

Table 5.29: Multiple Regression Analysis for Responsiveness

	Model	Unstd Coefficients		Std Coeff	t	Sig.	Collinearity Statistics	
		B	Std. Error	Beta			Tolerance	VIF
Responsiveness	(Constant)	.600	.704		.055	.853		
	Effectiveness	.024	.044	-.031	1.406	.595	.262	3.811
	Initiatives	.169	.045	.222	2.133	.000*	.253	3.955
	Expectation (CE)	.039	.010	.165	3.083	.000*	.520	1.923
	Delivery (CP)	.136	.015	.552	8.758	.000*	.253	3.954
	R2	.703						
	Adjusted R2	.699						
	F Change	197.483						
	Sig F Change	.000						
	Durbin Watson Index	2.157						

*The detailed output is shown in Appendix N

5.11.2 IPA

In this study Expectations-Delivery Matrix was used, where the ‘expectation’ is set at y-axis and ‘delivery’ at x-axis. Based on Figure 5.2, there are eight statements that fall under Quadrant I, ‘concentrate here’ which needs attention from the local authorities. Statements in this quadrant have high expectations, but low delivery which are “Residents view is encouraged /welcome on certain issues” (C5), “CDP under LA is useful” (C6), “different people participate each time” (C7), “CDP is effective” (C8), “I like to cooperate with the LA” (C9), “Residential associations should be happy to be involved in CDP” (C10), “Access to relevant information on the CDP” (C12) and “CDP is organised often” (C13).

As for Quadrant II, there are seven statements fall under ‘keep up the good work’. Statements in this quadrant have high expectations and high delivery. The statements are “Complete freedom in my work groups” (C11), “Adequate training for participants on CD” (C14), “Local authorities play an important role in keeping my neighbors working together as a team” (C15), “LG doing enough on key local issues” (C21), “All

work is well coordinated” (C22), “There are a lot opportunity for CD under the LA” (C23) and “Knowledge and understanding on CD issues increased” (C24).

In Quadrant III, five statements were categorized under the ‘low priority’ aspect. It explains that the statements in this quadrant have low expectations and low deliveries which are *“LA performs well in organising CDP” (C1), “LA is there to serve the community” (C2), “LA is sensitive to the needs of people” (C3), “Enough program for residents to take part” (C4) and “LA practices a two-way communication on CDP” (C17).* Again, there are five statements that fall in quadrant IV, which is ‘possibly overkill’. Statements in this quadrant have low expectations and high delivery. The statements are *“LA explains the purpose of the program” (C16), “Emphasis on productivity” (C18), “LG monitors the work to set pace effectively” (C19) and “LG assigns group members to particular tasks” (C20).*

The results in Quadrant I denote that residents expect their views on the CDPs (C5) to be accepted and encouraged as a way to improve and enrich future plans and programmes. The participants’ expectations on CDP (C6) are rather high and indicate that the local authorities have not met their expectations. The residents also prefer to have different groups to participate in each program (C7) as this will provide for diverse skills and responses. The expectations on the effectiveness of CDP is also high (C8) however the delivery by the local authorities was poor. Furthermore, the results reflect that *“co-operation among the local authorities” (C9)* was also not very constructive despite the fact that most of the respondents showed interest in participating in various programmes. In fact, the residential associations indicated that they would be pleased to be involved in CDP (C10) if the services by local government met their requirements. This is substantiated by the lowest scores received for *“access to information” (C12)*

and “*CDP is organised often*” (C13). Hence, it is proposed that the local government focus more on Quadrant 1 to ensure citizens’ expectations are fulfilled in order to sustain the community development initiatives.

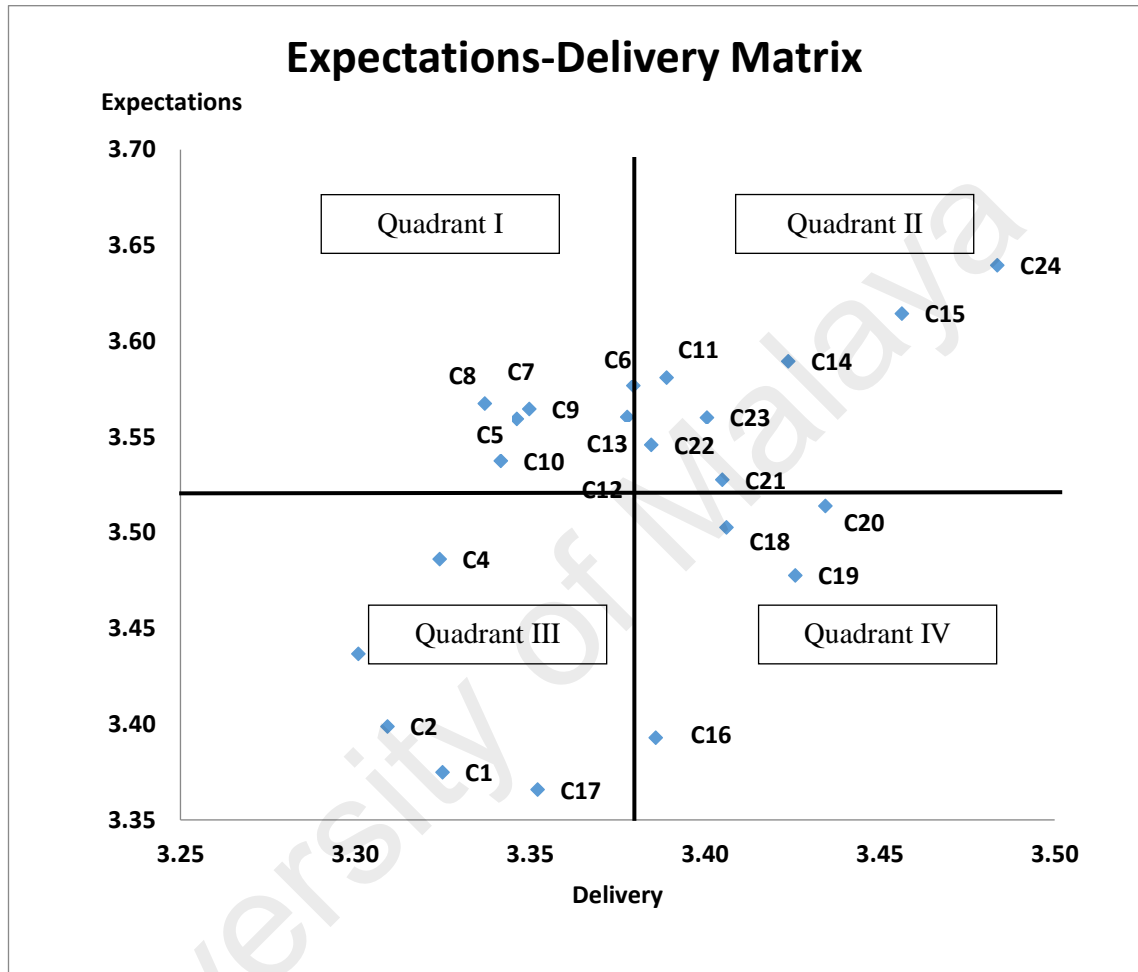


Figure 5.2: Importance Performance Analysis

All the variables in Quadrant 1 should be given more attention to nurture the growth and development of the local regions.

5.12 Interview Findings

The objective of this study was to analyse the challenges encountered by the local government in supporting community participation in CDPs. This section discusses briefly the obstacles faced by the local authorities in providing community development

services to the local people. Findings from the formal interviews conducted as part of the data collection process reveal some of the challenges confronted by the local government. Although the interview data was not deciphered formally, the findings assisted in providing recommendations to the relevant authorities in refining the community development services.

Community development services by the local governments are targeted to enhance the standard of living of the local populace. However, local governments initiating CDDs encounter several challenges. The responses from the interviews with the local government officials in respect of the challenges are as follows: *“Challenges faced in terms of lack of skilled staffs.”*

One of the officials said:

“The participation of people is not fully obtained by those organising CDPs”.

According to Doris and Poo (2001), inadequate supply of trained manpower in community development was a major problem. The existing programmes were implemented through the employment of contract staff so as to maintain the quality of services, especially under the Sixth Malaysia Plan (1991-1995) phase (Doris & Poo, 2001). Local governments require skilled staffs to organise and implement CDPs effectively and efficiently. The success of community development activities is dependent on the involvement of the local residents. Unfortunately, in most cases, some of the participations leave the program mid-way to fulfil other commitments or there is a lack of qualified staffs to continue the programmes. This affects the ability of the local governments to evaluate and restructure each of the programmes to meet the needs of the people.

Some responses captured from the interview, in support of the above are: *“Local government need well qualified staffs for better programmes”* and *“People involvement varies for different types of programmes”*. The officer further indicated that if implemented well, the program would result in an effective and efficient local government.

In discussing the challenges faced by local government in supporting community participation in CDPs, an officer said that: *“There is a tendency where the same participants participate each time organising the community development program”*.

Another representative from one of the local authorities, made the following remarks, when questioned about the challenges in community development services: *“There is always a lack of contributors for the community development services”*.

When asked to what extent the contributors are needed, the representative further commented: *They are important to implement the goals and vision of the CDPs”*. According to this officer, lack of potential contributors who voluntarily support the programmes affects the success of some of the programmes. The contributors more often have their own prior commitments hence, unable to support the programmes of the local authority.

Based on the interviews with representatives from the seven local authorities, this study concludes that the challenges faced by the local authority could be resolved if there is co-operation among all the residents and the other responsible parties. The challenges of the local government in community development are summarized in Table 5.30.

Table 5.30: Local Government Challenges in Community Development

Local Councils	Challenges
MPN	Lack of participation, lack of potential contributors
MPPD	Lack of potential contributors, lack of stakeholder's support
MDR	Lack of skilled staffs, lack of participation, potential contributors
MDT	Lack of skilled staffs
MDJL	Lack of skilled staffs
MDJ	Lack of participation
MDKP	Lack of skilled staffs, lack of participation

Source: Summary of interviews with representatives from seven local councils

Although there are challenges in terms of participation, the representatives from all the seven councils agreed that there is an increasing awareness among the people on community development. A similar response was noted from another official: *“people love to attend our seminars and workshops”*. Other responses were: *“they are very eager to know what the program is about”* and *“our people are interested”*.

Examples of response in light of the above are as follows:

One of the officers mentioned: *“residents want and are willing to participate”* meanwhile another officer says the opposite: *“but they have other commitments that need more attention than these programmes and the timing of the programmes should be rearranged to the residents' convenience”*.

This was also agreed by one of the interviewees that the residents' participation had not been very effective in some of the programmes although the situation had improved. The officer said that some residents chose not to know about the programmes because they think that it was not their responsibility. In contrast, another officer said that the relationship between local government and the people is very good as people tend to participate in almost all the programmes. When asked to comment on the success of the programmes, there was a view that it had a positive impact on the residents and the local communities were satisfied. The officer further stated that the programmes had

contributed to the change in attitudes (Thomas et al., 2006) and increased co-operation among the local community.

Negeri Sembilan is indeed a complex city to plan and supervise. Renewal and redevelopment projects have made some areas very exclusive. It is important that evaluation of programmes be conducted often in order to continuously enhance the development of the local area as such evaluation can help enhance the effectiveness of the programmes (Rossi, 1999).

5.13 Chapter Summary

This chapter has highlighted the results obtained from this study with regards to the residents' perception towards the local authorities' performance in Negeri Sembilan in their CDPs. Results were obtained by looking at the mean scores of effectiveness of the local government as reported by respondents and the interview questions pertaining to the challenges faced by the local authorities. It is evident from the results that local councils take their responsibility very seriously in providing well-planned CDPs for the local populace. However, some area of improvement is required in terms of their competencies. In an era of technological and economic change, progress in the standard of living and opportunities especially for those in the rural areas are very much essential. Hence, there is a need to constantly review CDPs to bring about sustainable growth in the regional areas.

On the whole, the respondents were of the view that the local governments were successful in undertaking various CDPs effectively and efficiently. Further discussion on the study objectives is presented in the next chapter.

CHAPTER 6: DISCUSSION, RECOMMENDATION AND CONCLUSION

6.1 Introduction

This final chapter presents the main findings of the research and reflects on the analysis of the data which was derived from various sources. The findings of this study are primarily concerned with strategies to improve the quality of lives of the people, especially in the rural areas (Kolawole & Ajila, 2015). The residents' evaluation of the level of effectiveness of CDPs and initiatives by the local authorities and the impact of residents' perceived performance on the level of satisfaction are reported here. Furthermore, this research identified several areas of importance concerning the differences between expectations and delivery of CDPs and the challenges faced by the local authorities in undertaking them. The findings of this study are synthesised and addressed in relation to the research objective of identifying the perception of the local people on CDPs implemented by the local government, its effectiveness, and initiatives with particular attention to the level of satisfaction, expectation and delivery.

This study applies quantitative method as the main approach, with a simple random sampling of seven local authorities in Negeri Sembilan: two Municipal Councils and five District Councils. This would sustain the originality of the data and serve as a basis or model for future reference on the level of effectiveness of the local government in providing CDPs to the citizens. The findings indicate a significant difference between the total expectations and actual level of delivery of community development services. The study revealed that the CDPs would have a greater impact if the local communities are more engaged, thus accomplishing the objectives of the local government.

This research has applied relevant theoretical understandings to develop recommendations that could be adapted by the local government in improvising the community development initiatives. The research proposes a framework to be adopted by the local government in the design and promotion of more responsive CDPs in developing countries such as Malaysia. Thus, this study provides pragmatic and theoretical implications for the academic advancement in the field and enhances the modality of implementation for the practitioners. The chapter then concludes by highlighting the limitations pertaining to the study and some suggestions on future as well as further research on a similar topic.

6.2 Summary of the Study

Local governments throughout the world have commenced various programmes for the advancement of community development. In Malaysia, community development has been the underlying policy since independence and emphasis given on people participation in the government - sponsored activities. According to Bekker and Leilde (2003), local authorities are expected to give priority to the basic needs and promote the social and economic development of the community as they are on centre stage, playing an increasingly crucial role in state-led development.

The success of community development and the outcomes of the programmes are enormous and very significant. The main thrust of the local governments is to realise efficiencies and prominent socio-political aims like facilitating participation in community decision-making, and promoting community well-being and sustainability (Grimsley et al., 2007). Some of the significant outcomes of CDPs by the local government are:

- a) It helps local residents build capacity by improving skills and knowledge of the community as a whole (Gilchrist, 2004);
- b) Builds peoples' skills for addressing community issues (Asnarukhadi & Fariborz, 2009);
- c) Improves the physical, social, and economic well-being of the community (Phillips & Pittman, 2008);
- d) Promotes accountability and opportunities in the local governments administration (Oviyasuyi, 2008).

CDPs have to be highly concentrated in approach and intensive in content. The transformation of communities serves as the main hurdle in the economic and social development efforts of developing nations like Malaysia. Many countries, especially the developing countries have embarked on different pragmatic programmes to improve the standard and quality of living of their citizens. Undoubtedly, the development aspect of any community is augmented by the people's involvement and their readiness to take necessary actions towards achieving progress.

Community development entails efforts by both the government and the communities. However, in some countries, the people believe that developmental programmes are the sole responsibility of the government in power. Inevitably, projects provided solely by the government, without involving the people could not be sustained because of lack of commitment on the part of the people. In fact, there is detachment between sustainability of projects provided by the government and the interests of the people as they are not involved in the decision-making. Members of the community should have interest in the program that affects their welfare and participate actively in the

identification of their needs, planning, and execution of programmes, utilisation and evaluation.

The review of literature suggests that active participation of residents in CDPs contributes towards greater productivity and attainment of good local democracy (Fabiani & Buss, 2015; Pawar, 2014; 2010; Cavaye, 2012; Emeh, et al., 2012; Green & Haines, 2012; Colenutt, 2010; DeRienzo, 2008; Teague, 2007; Lee, 2006; Pardasani, 2006; Brown, 2005; Homan, 2004; Grewe, 2003; Rebohlz, 2003; Rubin, 2000; Ferguson & Dickens, 1998; Rubin & Rubin, 1992; McMillan & Chavis, 1986; Prosser, 1982 Thangaraj, 1969; Lal, 1963). Community development is the improvement or benefits that communities experience in their living standards and in terms of the social, economic, environmental, health as well as educational aspects, resulting from co-operation with the local government.

Community development participation is evident in various fields and aspects. For example, in the tourism field, community development has always played a very significant role in moulding the community, increasing the productivity of the tourism sector and providing opportunities for sustainable development. A number of studies in recent years have examined residents' perceptions of the impact of tourism development on their community (Andereck & Nyaupane, 2010; Byrd et al., 2009; Zamani & Musa, 2008; Dyer et al., 2007; Ko & Stewart, 2002; Madrigal, 1995; Rose, 1992; Davis et al., 1988; Liu et al., 1987).

Andereck et al. (2005) investigated residents' perceptions of the impact of tourism on communities. Data were collected via a state-wide survey, using social exchange theory and the study found that residents recognise many positive and negative consequences.

Residents who view tourism as important for economic development, benefit from it, and are knowledgeable about the greater positive impacts, but do not differ from others with respect to perceptions of tourism's negative consequences. The study on residents' perceptions of the impact of tourism also suggested that broad-based education and awareness campaigns could increase understanding of the industry and ultimately, enlist greater support for the benefits to the community. A study by Lankford (1994) on 13 cities and six counties within the Columbia River Gorge region of Oregon and Washington finds that the key actors involved are not in agreement with the role of rural regional tourism and recreation development. The study stressed that the role of citizens is vital, as the involvement of the residents play a major role in developing the tourism sector.

Moscardo (2008) in his study discusses community participation in tourism development. He argues that improving community knowledge concerning tourism is a main prerequisite for enhancing community participation. The attitudes towards the local government's role in tourism are often compared (Madrigal, 1995), as the tourist industry becomes increasingly important to communities and the need to develop sustainable tourism has become a primary concern. The recognition that communities could have some influence over tourism development has created a growing stream of literature on community-based tourism and community development in tourism in recent years (Richards & Hall, 2000).

However, community involvement in community development is often driven by specific socio-economic goals mostly agreed upon by the local people. Most of the researchers examined people participation in community development either at the city or at the local government level. Community development is usually associated with

terms such as community capacity building, community vitality, empowerment, rural development or self-reliance. The basic elements of collective action, ownership and improved circumstances are common to all these ideas.

A study by Miller and Miller (1991) concerning citizens' needs, behaviours, characteristics, policy preferences, service evaluations, and hopes and dreams was undertaken through locally-sponsored surveys to elicit citizens' assessments of city services. In this meta-analysis of 261 citizen surveys, administered in 40 states over the past decade, Miller and Miller provided overall assessments of the local government activities, and attempted to explain differences in evaluations of services among localities. They identified metropolitan job centre, community wealth, and education as key factors to be focussed upon by the local governments.

Nevertheless, it is noted that there is insufficient systematic research on the perceptions of local people concerning the effectiveness of CDPs undertaken by the local governments. The critical questions arising are: what is the extent of its effectiveness to the residents; to what extent would the perceptions of people lead to a satisfaction level and what is the difference between expectations and delivery? Much of the existing research examines the importance of community development, involvement of people in CDPs at the local level, and the role of community participation in CDPs without providing empirical evidence or theoretical justifications. Although the Malaysian Government has been emphasising the enhancement of service delivery systems in the public sector under its "Excellent Work Culture Movement" since the early 1990s (Fadzli & Zamberi, 2013), to date, there is lack of empirical studies on the effectiveness of CDPs by the local governments.

Therefore, the aim of this study is to examine the perceptions of the residents towards the effectiveness of CDPs carried out by the local governments in the state of Negeri Sembilan in Malaysia. Questionnaires were distributed to 600 residents in seven districts in the state to obtain their responses and perceptions regarding the implementation of CDPs. There were two main constructs measured through this survey, namely, (i) residents perceived performance of their local government with four subfactors, which are, the effectiveness of CDPs in the local area, initiatives of the programmes, expectations and delivery of services; (ii) the satisfaction level of the residents with four subfactors, which are, participation, access to information, CDPs and responsiveness.

6.3 Discussion of Findings

The purpose of this study is to identify and examine the residents' perception and satisfaction towards CDPs by the local governments, besides examining the perceived performance on the level of satisfaction towards the local government. Although some of the districts' residents were less educated, unemployed and dependent on various illicit activities, the key ingredient of success of CDPs in their respective area is commitment from the residents and the local government. A community could not be trusted to manage itself unless there is a strong commitment within the community. The following subsections discuss the overall findings of this study.

6.3.1 Level of Effectiveness and Initiatives by the LAs on CDPs

Findings for objective one indicated that respondents were satisfied with the level of effectiveness of CDPs by the local governments. The mean score was used to identify the initiatives taken by the local authorities to ensure effectiveness of their services.

"The local authorities are effective in promoting people participation" obtained a very

high mean score with ($m=3.60$, $sd =0.87$). As mentioned earlier, participation of the people is a prerequisite for realisation of the government's community development objectives. It is pertinent for local governments to broaden their goals and decisions to achieve effectiveness and efficiency of service delivery. The findings for objective one show that the local authorities are playing a crucial part in promoting and enlisting people participation in their development initiatives. Undoubtedly, participation by the citizens requires specific resources, time and skills, that must be made adequately available. According to Nour (2011), participation in development activities is not a new concept. Nour adds that the importance of participation in urban development activities has been observed since the early stages, especially for the rural projects. These projects are mainly production-oriented, and it is quite evident that the beneficiaries as producers must be involved in the development of production systems.

The findings clearly indicate that residents' participation could contribute significantly to the structure and function of CDPs. Furthermore, the findings could assist the authorities to measure and evaluate each program, taking into consideration peoples' needs and requirements and facilitate better planning for future initiatives. In terms of the community development initiatives by the local authorities, it is noted that three statements obtained maximum mean score, which are, "*the community development initiatives benefit this community as a whole*" ($m=3.51$, $sd=0.778$); "*community development initiatives by the local authority are supported by the people*" ($m=3.51$, $sd=0.815$) and "*Initiatives by the local government reveal the importance of community development*" ($m=3.51$, $sd=0.876$). There is a high level of agreement for all these three statements. The success and acceptance of the local government initiatives, such as infrastructure projects, public facilities and socio-economic projects, reflect that citizens are willing to be involved and contribute towards the development of their locality.

Findings show that various initiatives taken by the local authorities help to gauge the citizens' interest and willingness to be involved in the programmes. The outcome of objective one denotes that the community is fully aware of the benefits and importance of the programmes and provides full unfailing support to the local government. It is suggested that the government continue to invest in CDPs as it is imperative for the development of the locality and for enlisting citizen involvement in their activities.

6.3.2 Satisfaction Level on CDPs

Findings for objective two indicate that resident's overall satisfaction score was 3.45, denoting that they were satisfied with the services provided by the local authorities in their respective areas. The highest mean score in terms of satisfaction is 3.45 compared to 3.40, the lowest for CDPs, which obtained a Cronbach Alpha value of 0.901. Overall, it shows that participation has the highest mean score compared to the other factors. It is evident that peoples' satisfaction towards CDPs is a reflection of the capability of the local government in organising and implementing programmes that are beneficial to the citizens. The residents perceive that through participation, their quality of life could be improved. The participation variable has the most influence on 'citizens' satisfaction with the local government'.

Findings for objective two indicate that people who have local knowledge and influence are apt at finding ways to participate in community development initiatives, within the mechanisms established by the local government. It is proven that communities have a strong sense of commitment towards all the initiatives undertaken by the local governments.

6.3.3 Differences between Expectations and Delivery of CDPs

As for objective three, paired sample *t*-test and IPA were used to identify the differences between expectations and delivery of community development services by the local governments. The significance level is almost the same. Most of the scores show expectations to be higher than their delivery. It indicates that expectations from community members of the local government are much higher than that actually delivered by the local government. At the same time, in terms of performance, the services, purpose, communication, productivity, monitoring work, assigning group members with different tasks, and key issues on local government are the dimensions found to be not significant. This means that there is a lot of room for local governments to improve. It also shows that people anticipate local governments to be more efficient and effective in organising CDPs and services.

IPA evaluates importance and performance on a scale of low or high for all relevant aspects of a given service and performance of the local authorities with four quadrants. There are eight statements in Quadrant I: ‘concentrate here’, a critical quadrant to be given focus in order to improve the delivery of CDPs. Statements in this quadrant reflect high expectations, but low delivery. This requires immediate attention for improvement. As for Quadrant II ‘keep up the good work’, the seven statements identified indicate opportunities for achieving or maintaining a competitive advantage, a major strength for the local governments in delivering their services. This quadrant has high expectations and high delivery. Quadrant III obtained five statements, which denote ‘low priority’ to be given to all the aspects. It shows that all the statements have very minor weaknesses and do not require additional effort, with low expectations and low delivery. A further four statements are in quadrant IV, that is ‘possibly overkill,’ which signified that business resources committed to these attributes would be an

overkill and should be deployed elsewhere. These statements were low in expectations and high in delivery.

Overall, the findings for objective three suggested that the performance of the local government does not fulfil peoples' expectations and needs. It shows that the delivery by the local government has to be improved to sustain development of the locality. It appears that most of the residents were not satisfied as their views and feedback on certain programmes were less sought by the local authorities. The findings also show the response rate for "*different people participate each time*" received a low score as most of the programmes were attended and supported by the same residents who were actively involved in CDPs organised by the local government. It is imperative to encourage participation from a diverse range of residents to ensure the effectiveness of the programmes.

Furthermore, it is observed that there is a lack of co-operation among the people and with the local authorities. Most importantly, residents concur that lack of support from residential associations also has an impact on people participation. The respondents agree that as programmes are not organised often and there is lack of access to relevant information, the people are generally dissatisfied and unhappy. Participation in community development is very crucial at the local level in order to nurture a progressive economic environment. Community development has the potential to effect changes to combat poverty and social exclusion (Lee, 2006). Its role is to advocate radical change in the structures that have kept people poor. The findings point to the fact that the local governments do not realise their full potential. Alternative approaches and processes could be introduced to transform CDPs to become a successful force for social change.

6.3.4 Impact of Residents' Perceived Performance on the Level of Satisfaction

Multiple Regression Analysis and ANOVA are used to examine satisfaction models relating to the residents' perceived performance on the level of satisfaction. Findings for objective four indicate that the model of satisfaction was statistically significant. This means that this regression model is useful for predicting the satisfaction levels of residents in participating in CDPs.

A total of four variables were used in the regression model, adding a significant amount of explained variance to the model. The variables are participation ($F(4) = 160.645$, $p\text{-value} \leq 0.05$), access to information ($F(4) = 174.905$, $p\text{-value} \leq 0.05$), CDPs ($F(4) = 190.291$, $p\text{-value} \leq 0.05$) and responsiveness ($F(4) = 197.483$, $p\text{-value} \leq 0.05$). The findings show that the regression models are useful in explaining the relationship between the dependent and the independent variables.

Participation among residents is important as the local authorities need the support and involvement of the citizens to ensure the success of their initiatives. The findings of this objective suggest that program flexibility helps meet residents' needs and preferences, and that the residents reported high satisfaction levels towards their CDPs.

6.3.5 Challenges of Community Participation in Community Development

The findings from the interviews indicate that the officers are overall satisfied in organising the CDPs. However, there are some challenges or obstacles that they encountered. As for objective five, these findings were captured from the formal interviews conducted as part of the data collection process. Although the interview data were not analysed formally, the findings assisted in providing recommendations to the

relevant authorities towards improving the uptake and implementation of their future programmes.

The challenges as enumerated by the local government officials included community involvement, stakeholders' support, lack of skilled staffs and difficulty in identifying potential contributors. The local communities must articulate and respond to these challenges to mitigate any negative impacts.

Elcock (1994) states that as an agent of the federal government, the principal basis of the local government is to provide services for the people by carrying out the instructions of ministers and the parliament. As Jackson (1971, p.9) said, *'the local government is the concern of everyone. Every man, woman and child in this country is, at some time or other, intimately affected by the operations of the local authorities'*. According to Jackson, local government is democratic and the councils are elected by the people. It is therefore the people's responsibility to safeguard their own interests in the provision of local services.

Similarly, it is the local government's duty to check and implement appropriate public goods and services, based on the needs and preferences of the local people (Watt, 2006).

The character of the local authorities influences the type of local response and involvement. They are the closest political ground for citizens to identify with as a source of pillar for community action (Chanan & Vos, 1990). The services provided by the local authorities include education; training; housing; environmental services; roads and transport; leisure and recreational facilities; social services; police and other emergency services (Ghobadian & Ashwort, 1994). Community development services are targeted to benefit the residents. However, local governments do encounter

numerous challenges in the implementation process. The findings from the interviews are presented in the subsections below:

6.3.5.1 Lack of Community Involvement

Lack of community participation is one of the factors affecting successful implementation of programmes (Lawler et. al., 1969). *“One way of developing motivation towards change is to encourage a greater degree of involvement or participation by rural people in extension programmes”* (Garforth, 1982, p.59). By participating, *“they can contribute creatively to the design of proposed solutions to those needs”* (Sancho 1995, p.20). Tosun (2000) defines community participation as a form of action in which individuals confront opportunities and responsibilities of citizenship. Furthermore, Nor Azah et al. (2013) clarifies community participation as an important variable in educating the local community about their surroundings and being more responsive towards their rights as residents. In most cases, community development practitioners grapple with the issue of participation.

Blair (2004) describes the mechanisms for public participation that are included in the strategic planning process, but does not provide a vivid explanation. Hence, it does not help in establishing co-operative relationship among all the participants in the programmes and could increase the complexity of decision-making. People get involved because of the importance of the issue which directly affects them, and they have an interest in finding solutions to the problem. Many community organisers assume that they could increase the level of participation by educating people on the issue and encouraging them to become involved in the efforts to address them. This is one of the biggest challenges encountered by the local authorities and they have to identify the most feasible approaches to resolve them.

6.3.5.2 Limited Support from Stakeholders

Matley (2009) mentioned that the influence and involvement of stakeholders in CDPs became popular during the 1980s. Freeman (1984) concurs that stakeholder support would affect the achievement of the local government's objectives in community development. Stakeholder participation and support are significant components of CDPs. Limited support from the stakeholders could change the attitude of the local people and demotivate them to participate in the programmes.

It is difficult to evaluate the range of community development activities, given the diversity of experiences among the stakeholders (Nor Azah et al., 2013). Therefore, providing opportunities for participation to the people would increase the efficiency and effectiveness of the programmes. People might become less engaged because fewer stakeholders are involved in the programmes. Hence, their support constitutes an invaluable mechanism in encouraging participation. It is clear that without the support of the stakeholders, the local government initiatives towards creating a positive environment could become a failure.

6.3.5.3 Lack of Skilled Staffs in Organising CDPs

Designing good programmes or services that take into consideration a wide range of interests could be challenging. It is time-consuming and requires inputs from skilled staffs. Programmes that appear highly promising might ultimately be difficult to implement as no clear measurable objectives were identified. It takes time for clear procedures to be established to implement programmes in an organised and consistent way. Skilful staffs are indispensable for the successful implementation of programmes. Programmes that have weak conceptual rationale could be evaluated but not successfully implemented.

The best strategy would be to enhance the skills of the officers by providing technology training and improving communication and interpersonal relationships (Guo, 2014). This could build confidence and create interest as well as encourage greater involvement of the officers in the programmes. The local authorities could conduct supervisory training for the officers to bring about a paradigm shift in their attitudes and thinking towards community development efforts. Program supervision, monitoring and impact analysis (Siwar & Mohd Yusof, 1997) are essential for effective CDPs.

6.3.5.4 Difficulty in Identifying Potential Contributors

The local governments face difficulties in identifying capable residents or teams to contribute to CDPs. Building a strong relationship with the residents to implement the goals and vision of the CDPs is indeed a challenge. It is difficult for the local authorities to plan potential programmes with minimal problems. Having potential contributors for CDPs would reduce inevitable issues that might arise and build a strong support system for community development.

6.4 Implications of the Study

In undertaking this study, several theoretical and practical implications were observed. These are mentioned in the following subsections.

6.4.1 Theoretical Implications

There are some theoretical contributions made through this study which would add to the existing body of knowledge, especially that relating to the effectiveness in the local governments administration. The aim of this study is to present a research framework that governments could use as a guide for implementing an innovative process to bring

transformation in the local governments (Orange et al., 2007). In this context, some of the contributions made are as follows:

- 1) A new model called Local Government Effectiveness Model (LGEM) has been developed and tested by the researcher. The LGEM indicates that there is no gap to be discovered to fulfil community expectations as professed by Parasuraman et al. (1988) in their SERVQUAL instrument.
- 2) The study examined the literature on people participation and performance of the local government in CDPs by referring to the social capital theory used and referred to by many researchers when discussing the efficiency of CDPs (Asnarulkhadi & Fariborz, 2009; Mubashar et al., 2009; Brunetto & Wharton, 2008; Galbraith et al., 2007; Mansuri & Vijayendra Rao, 2004; Grewe, 2003; Jochum, 2003; Kilpatrick et al., 2003; Silverman, 2002; McClenaghan, 2000; Woolcock, 1998; Putnam 1993; Coleman, 1988; Bourdieu, 1986). The research framework (LGEM) was developed based on this theory. In addition, as mentioned in chapter three, the research framework was also derived by taking into consideration the factors that help communities identify goals and increase their capacity to participate in CDPs as discussed by Christenson (1989) in the Self-Help Model.
- 3) This study has been an attempt to use existing theories as a means to develop a research framework to link social capital and SERVQUAL. This could be a starting point for other researchers to explore further, especially programmes organised by the local governments for urban and rural settings.

- 4) The research framework developed could be applied in other countries. Other variables, such as trust and confidence on the system, could be included to offer a more robust model for future studies.

6.4.2 Academic Implications

Community development has been academically and practically acclaimed as a field of study in social science and management. In this respect, participation of people in CDPs has been supported by numerous findings from past studies. However, none of the previous studies reviewed had focussed on empirically looking at the perceptions or evaluations of people towards CDPs in Malaysia. A study by Asnarulkhadi and Fariborz (2009) discussed the policy and implementation of CDPs in Malaysia, mainly on upgrading living standards and addressing poverty, especially among rural Malays. The authors suggest that future researchers embark on the assessment of people's participation in community development. Thus, one of the notable contributions of this study is that research was carried out in the field of evaluation of CDPs by the people and the performance of the local government was found to be satisfying and meeting people's needs and demands. CDPs by the local governments are evidence that people could co-operatively contribute by participating in those programmes towards achieving the community goals, which lead to economic growth and national progress.

6.4.3 Practical Implications

The aim of this study is to identify and examine the level of effectiveness of CDPs carried out by the local governments. The study serves both the educational and practical needs. Some of the practical and managerial contributions made by this study include the following:

This study could form the basis for assessing the perception and satisfaction levels of residents towards community development initiatives undertaken by the local government. The study thus contributes towards empirical understanding and allows the relevant officials to use the findings to identify components to be given priority to ensure the success of community development. Officials should have a clear idea of the purpose of each community development program and seek the needs of their own community in order to prioritise the implementation of the planned activities. This would create confidence among the residents. The success gained in one program would generate interest to address issues in other localities (Slater et al., 2008).

The study also identified the challenges or obstacles faced in implementation through the interviews that were carried out. There are several institutional obstacles (Green & Haines 2012, p.13) that have to be resolved not by individuals but by the people in authority who are genuinely concerned about community-based programmes. The local government and the residents should consider some of these challenges and formulate solutions to minimise the problems arising from weaknesses in program formulation and implementation. Several practical points to be given consideration include:

- 1) The local authorities need to have skilled workforce and provide the necessary training to the workforce to organise effective community-based programmes. This workforce would identify the problems and needs of the community and help address the issues.
- 2) The local government should identify capable residents or teams to ensure contributions towards development programmes at the local level.

- 3) The authority should build a strong relationship with the residents to implement the goals and vision of the CDPs. This is the most efficient way to overcome problems in community development.
- 4) This study would be of assistance to the local authorities in planning programmes by giving priority to those of real benefit to the residents. The programmes should enhance the residents' quality of life. Building local democracy is a central role of the local government, and municipalities should develop strategies and mechanisms (including, but not limited to, participative planning) to continuously engage with citizens, business and community groups (Bekker & Leilde, 2003). Policy success is impossible when various levels of the government have different goals (Freeman & Park, 2015). The community development practitioners should possess personal and professional skills to draw individuals together and, through facilitation, foster the growth of community groups and networks (Seebom et al., 2009).
- 5) This study would also serve the needs of those involved in training, teaching, and research in rural development.
- 6) Finally, the study is also targeted to be of benefit to policy makers and administrators in regional or national governments, and in international organisations, who are dealing with extension services or community development activities.

6.5 Limitations of the Study

Limitations for this study are based on the research variables, data collection and generalisation of research findings. The findings indicate that the communities consider CDPs as an important platform in their area to amalgamate together with the local government. They perceive CDPs as formal and informal activities to improve their living standards. Community development initiatives present great opportunities for resident participation and involvement and contribute towards the communities' self-development. However, the senior citizens have a narrower perspective, in that they do not see the relevance of CDPs to their lives and daily activities.

In relation to the above, there appears to be a similarity of perception among the residents in some local authorities. On the other hand, there are community members who believe CDPs support and assist their self-development and self-improvement activities. Apart from the youths, the adults participate in the programmes more for interaction purposes. They are able to meet, talk, share, and foster connections with each other.

First and foremost is the study analyses the perception of residents who were physically present at any of the CDPs organised by the local authorities. It covers the state of Negeri Sembilan, encompassing two Municipal and five District Councils for the purpose of data collection. These seven local councils represent only a small component of their respective state. Hence, the findings from this study cannot be generalised to the other states, although they could provide useful illustrations of how the residents perceive and participate in their CDPs. The sample was not as large as expected. Therefore, it is suggested that future researchers look at a larger sample size in order to generalise findings.

Secondly, the dependent variable in this study, that is, the delivery of the CDPs and expectations of residents is dichotomous and therefore, only limited statistical tests could be applied. The application of other statistical packages like Smart PLS might provide good results and vivid explanation of the situation.

Furthermore, the study did not use any of the mediating variables in the research framework. Indicative mediating factors like trustworthiness and security issues were identified during the process of data collection through the interviews that were conducted. Future research could incorporate and analyse these factors in order to obtain more robust results.

Next, this research aims to contribute to the understanding of current issues concerning CDPs undertaken in Malaysia and recommend improvements in the management and administration of such programmes. It proposes a framework for the development of more responsive community development services in Malaysia and other developing countries. However, further work is required to document the performance and improvements made by the local governments in Malaysia, both locally and internationally.

Last but not least, the main data collection method employed in this study is distribution of self-administered questionnaires. In addition, during the process of questionnaire design, pilot survey and actual data collection, some formal interviews were also conducted to capture more information. However, the information gathered were not analysed formally but only quoted in this chapter as part of the discussion. Further research should apply triangulation methods of data collection to obtain more

information, instead of getting the respondents to just tick the options in questionnaire which has limited choices or options.

6.6 Recommendations for Future Research

The need for local authorities is under scrutiny, and service improvements are threatened by inappropriate change strategies and inability of the government to comprehend its own role in community development (Maddock, 2005). Close attention on the performance of the local governments in providing CDPs is needed to sustain good governance. To date, there is very little research on the effectiveness of CDPs, on the interactions between residents and local authorities in public administration and the extent citizens' perception affect local government efforts to improve themselves. CDPs increase leadership capacity (skills, confidence, and aspirations) in the community development process and ensure sustainability of the programmes (Doris & Poo, 2001). It is crucial that aspects such as agricultural productivity, cultural and socio-economic activities be taken into consideration by the local authorities in their program planning.

CDPs have fostered greater involvement of the residents in multidisciplinary fields and brought both economic and social benefits. The program is not without its problems, but it could be attributed to the novelty of the program and the inexperience of participants. Overall, local governments tend to accomplish the goals set out, that is, create employment opportunities, attract capital, develop infrastructure and promote positive social and economic environment (National Research Council Staff, 1999). One of the main challenges for a community development program is establishing appropriate procedures or measures to ensure successful implementation. Each program has to be rooted in a carefully planned strategy. This requires a holistic vision, long-term focus and objectives. By assessing current community involvement initiatives and actively

realigning them with the corporate vision, mission, strategies and values, community development practitioners could increase their effectiveness and ensure sustainability of the programmes (Larrabee, 2007).

The community development department should be prudent and provide a limited budget for the councils to undertake more projects with increased output by maximising the resources (Smith, 1996). According to Bekker and Leilde (2003), one of the strengths of integrated development planning is that it recognises the linkages between development, delivery and democracy. It is evident that building local democracy is the central role of the local government, and municipalities should develop strategies and mechanisms for participative planning to continuously engage with citizens, business and community groups. Municipalities require active participation by citizens at four levels (Bekker & Leilde, 2003, p.4):

- a) *As voters - to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote.*
- b) *As citizens - who express, via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect communities' preferences as far as possible.*
- c) *As consumers and end-users - who expect value-for-money, affordable service and courteous and responsive service.*
- d) *As organised partners - involved in the mobilization of resources for development via for-profit businesses, nongovernmental organisations and community-based institutions.*

The residents should be made aware of their roles as mentioned above, to ensure the effectiveness of the local governments. The local governments must have clear strategies to overcome the barriers encountered in program implementation. Madrigal (1995) in his tourism study, suggested that local officials should attempt to address the needs of the community, rather than stress on the benefits of community participation. The findings of this study clearly indicate that each group has different expectations

regarding the government's role in development (Madrigal, 1995). The expectations of these groups could form the basis for improvement on the part of the local governments.

Furthermore, adequate budgetary allocation should be concentrated as it contributes towards successful program implementation. A balanced budget facilitates ease of expenditure (Kula, 2014). Thus far, there appears to be sufficient allocations for the planning and implementation of programmes. Residents have the right to equal access to a range of services provided by the local governments. However, they are required to contribute financially, in the form of taxes, contributions, user fees and other charges, towards expenses incurred by the local governments (Ohsugi, 2007). This is pertinent not only to ensure successful financial management but also to secure implementation of development programmes. The federal government plays a major role in the planning and implementation of development programmes. Game (2006) points out that excellent councils deliver high quality services, especially in national priority areas such as education and social services. They have effective leadership and management arrangements and are clear about their priorities, which are linked to the local needs and aspirations. Excellent councils are good at achieving more for their communities through the delivery of services (Game, 2006).

The local governments in Malaysia encounter problems in terms of setting objectives and strategies. They have to establish clear strategies for good community development planning. With the shifting emphasis in development objectives and strategies towards promoting more socially-equitable economic growth and meeting the basic needs in developing countries, widespread participation in community development is considered indispensable (Shadiullah & Morton, 1999).

Aspects such as policy formulation, implementation, community development process and other related development issues should be explored adequately. More empirical studies are needed to further analyse the contributions of the local government in community development in order to gain robust insights for future studies. Future researchers should enlarge the scope of the study to other states in Malaysia and use larger samples. Comparative studies should also be conducted to contribute new paradigms into understanding community development. It becomes imperative that policy makers, local government officials, administrators and managers learn about community development in a broader perspective to improve their delivery. Thus, we need to answer questions, among others, about the type of training that government officers and community would require for effective delivery of CDPs.

This study is focussed on the residents' perception with respect to their level of involvement in CDPs, further research could explore more fully stakeholders' perception or role in helping local governments sustain effective community development initiatives at the local level. We might then be better positioned to consider the types of future programmes required (Williams, 2015) and how the community skills could be harnessed to assist the local governments attain more sustainable development. In addition to the perceptions towards CDPs by residents, the review raised some concerns and considerations for the future. Slightly more than half of the well-evaluated programmes measured outcomes only at the end of the program delivery with no follow-up assessment. Whether these programmes continue to show positive results in the follow-up periods remain unanswered. This is of particular concern as in two instances, the programmes that reported long-term results were unable to sustain their initial positive findings. Evaluators of the CDPs are encouraged to expand the knowledge gained from their evaluations. Achieving consensus on the use of

standardised program outcome measures would help immensely to understand whether the findings of the community's development programmes are replicable.

Furthermore, studies should measure the outcome of the programmes for the knowledge of the local government itself. Although the local governments achieved positive outcomes as good organisers of programmes and the programmes are widely accepted, there is little consensus on what constitutes a complete community development program outcome. Measurement of a comprehensive set of predictors of positive and problem outcomes would allow for good understanding of the processes through which appropriate interventions could be made. A complete measurement and evaluation of the programmes would reveal the achievement of their objectives and increase our understanding of the processes leading to effective implementation of CDPs. This would help to establish a shared community framework.

This study is very much assigned to data from one state only in Peninsular Malaysia. Thus, to validate and strengthen the findings therefore it is proposed that future studies could expand the scope of this study to more states in Malaysia. In summing up, it could be said that this study is very practical as it explores the relevant literature and provides a research framework on the effectiveness of the local government in undertaking CDPs for the advancement of the community.

6.7 Conclusion

In recent years, increasing attention has been accorded to the significance of community development, both in terms of its effectiveness and meeting the satisfaction of the people. To a large extent, it entails successful community development initiatives by the local governments, as well as residents' participation and co-operation towards

enhancing the programmes. Irrespective of how community development is conceptualised, there is the broader and more fundamental concern of how to achieve economic, social, and psychological well-being of the entire population.

Broader knowledge on local government issues could lead to a good understanding of the challenges and opportunities in this area. Continued action and research in this field is important for effective adaptation of communities and sustainable economic development. The conclusions to this study are drawn from the findings of the survey on the level of effectiveness and initiatives of CDPs by exploring the level of satisfaction of the people, investigating the differences between expectations and delivery of CDPs and exploring the challenges of community participation in community development in Malaysia.

Many local authorities offer informal activities and programmes to engage their communities, such as sports, cultural programmes and events to celebrate special moments in history. These are just a few of the ways local authorities work to foster relationships with their communities. However, most importantly, local authorities assist community development and empowerment process by providing the much-needed support for development in their respective local areas. The local councils in Negeri Sembilan offer an example of opportunities that other states could emulate to develop and empower their communities. Hence, particular strategies are suggested: potential contributors regarding CDPs, skilled workforce for organising activities and development of effective local authorities.

Through the research conducted, new perspectives were developed towards CDPs in Malaysia. In particular, this research highlights the need to enhance and extend CDPs in

Malaysia. Furthermore, this research could be applicable and useful in other developing countries by contributing knowledge and analysis in relation to community development initiatives by the local governments. Consideration has been given to the analysis that subsequently could lead to development of practices in relation to improvement of CDPs. Several propositions for innovative changes to community development management by local government and the programmes in rural communities are also put forward.

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LIST OF PUBLICATIONS AND PAPERS PRESENTED

Journal Articles

1. **Thenmolli Vadeveloo** and Kuppusamy Singaravelloo (2017), “A Review of Local Government in Community Development”, **Advanced Science Letters. Accepted.**
2. **Thenmolli Vadeveloo** and Kuppusamy Singaravelloo (2017), “Perception of Residents on CDPs by their Local Government”, **Advanced Science Letters. Accepted.**
3. **Thenmolli Vadeveloo** and Kuppusamy Singaravelloo (2015), “Community Development Practices by Local Government”, American-Eurasian Network for Scientific Information. **Australian Journal of Basic and Applied Sciences**, Vol. 9(13): 154-158. [ISSN:1991-8178] (ISI/Thomson Reuters)
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Papers Presented

1. Thenmolli Vadeveloo and Kuppusamy Singaravelloo (2016), “**A Review of Local Government in Community Development**”, paper presented at **International Conference on Multidisciplinary Method & Model (ICMMM 2016)** on 25th-27th August 2016, Ibnu Sina Institute for Scientific and Industrial Research, Universiti Teknologi Malaysia.
2. Thenmolli Vadeveloo and Kuppusamy Singaravelloo (2016), “**Perception of Residents on CDPs by their Local Government**”, paper presented at **International Conference on Multidisciplinary Method & Model (ICMMM 2016)** on 25th-27th August 2016, Ibnu Sina Institute for Scientific and Industrial Research, Universiti Teknologi Malaysia.
3. Thenmolli Vadeveloo and Kuppusamy Singaravelloo (2015), “**Community Development Practices by Local Government**”, paper presented at **International Conference on Business, Science and Technology (ICBST 2015)** on 17th-18th April 2015, Hatyai, Thailand.
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