

**LAND USE PLANNING SYSTEM AND HOUSING DEVELOPMENT  
PROCESS IN MALAYSIA**

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To my beloved mother and father, wife, Ratnawati Aman, children,

Nur Amira Faqihah

Nur Izzah Farhana

Nur Alisa Fatihah

Mohamad Anwar

and

all the family members.

Thank you for your contributions, patience, sacrifices and continuous prayers.

May Allah reward them accordingly.

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## ABSTRACT

The role of land use planning system in housing development is not only to meet housing needs, but to also encourage the efficiency of the housing market system. The effectiveness of land use planning in Malaysia, however, is questionable due to the existence of housing oversupply. The shortcomings in the practice of housing planning have arguably contributed to the problem. The veracity of the argument has been proven in this empirical research conducted in the Johor Bahru Conurbation area. The research studied the effectiveness of the land use planning system measured in triangulation by examining the process of preparing development plans and the outcomes of planning control, followed by an analysis of the perceptions of respondents. Content analysis was applied to analyse selected structure plans, local plans and housing application files. The perceptions of town planners were analysed based on a structured questionnaire survey. To further explore the issues in the planning of housing supply, in-depth interviews were conducted with senior town planners. The research shows weaknesses occurring at several stages, beginning with the activities of housing forecast and formulation of housing policies, followed by the determination of land area and distribution of locations for future housing development. The situation was further exacerbated by the inefficiency of the local planning authority in approving new housing applications. The study also reveals several issues inherent in the processes of the planning of housing supply. Among them are the difficulty in considering and forecasting 'effective demand' for housing, vagueness of policies on housing control and the problems related to the compliance of land use zoning. The study also found that the ineffectiveness of the planning system occurred due to over emphasis on meeting housing needs, while ignoring other important aspects, i.e. households 'effective demand', housing preferences and local housing market demands. The findings of the research indicate an urgent need for a change in the approach and practice of housing planning in the development plans and planning control. This can be achieved with the improvement of current housing planning activities as well as through enhancing responsiveness of the local planning authority to market demand mechanisms without neglecting the fundamental goal of meeting housing needs.

## ABSTRAK

Peranan sistem perancangan guna tanah di dalam pembangunan perumahan tidak hanya kepada menyediakan keperluan perumahan yang mencukupi, tetapi juga menggalak kecekapan sistem pasaran perumahan. Keberkesanan sistem perancangan di Malaysia walau bagaimanapun dipertikaikan apabila berlakunya lebih penawaran perumahan. Kelemahan amalan semasa perancangan dilihat menyumbang kepada permasalahan tersebut. Kebenaran tanggapan tersebut terbukti melalui kajian empirikal di kawasan Konurbasi Johor Bahru. Kajian ini mengukur keberkesanan sistem perancangan secara triangulasi melalui pemeriksaan terhadap proses dan hasil rancangan pemajuan dan kawalan perancangan serta melalui analisis persepsi responden. Analisis kandungan telah digunakan bagi mengumpul dan menganalisis maklumat di dalam rancangan struktur, rancangan tempatan dan fail-fail permohonan perumahan. Persepsi responden dianalisis berdasarkan kepada kajian soalselidik berstruktur yang dijalankan ke atas perancang bandar. Bagi mendapatkan kefahaman mendalam tentang isu yang berlaku di dalam perancangan penawaran perumahan, sesi temuduga telah dijalankan ke atas perancang bandar berpengalaman. Kajian ini mendedahkan bahawa kelemahan berlaku di pelbagai peringkat, bermula daripada aktiviti unjuran dan penggubalan dasar diikuti oleh penentuan keluasan tanah dan pengagihan lokasi pembangunan perumahan. Ketidakecekapan pihak berkuasa perancang tempatan di dalam meluluskan permohonan baru perumahan telah memburukkan keadaan tersebut. Kajian ini juga mendedahkan beberapa isu di dalam proses perancangan penawaran perumahan. Antaranya ialah kesukaran untuk mengambilkira aspek-aspek 'permintaan berkesan' semasa aktiviti unjuran perumahan, penggubalan dasar kawalan perancangan yang tidak komprehensif dan permasalahan berkaitan pematuhan zon guna tanah. Kajian ini juga mendapati ketidakberkesanan sistem perancangan berlaku kerana mekanisma sedia ada terlalu memfokus kepada memenuhi keperluan perumahan sehingga mengabaikan aspek-aspek 'permintaan berkesan', pilihan isirumah dan permintaan pasaran setempat. Penemuan kajian ini menunjukkan perlunya perubahan dari segi pendekatan dan amalan perancangan perumahan di dalam rancangan pemajuan dan kawalan perancangan. Ia boleh dicapai melalui penambahbaikan ke atas aktiviti sedia ada serta perlu lebih responsif kepada aspek-aspek permintaan dan pasaran tanpa mengabaikan matlamat asas menyediakan keperluan perumahan yang mencukupi.

## TABLE OF CONTENTS

CHAPTER	TITLE	PAGE
	<b>VERIFICATION</b>	ii
	<b>DEDICATION</b>	iii
	<b>ACKNOWLEDGEMENT</b>	iv
	<b>ABSTRACT</b>	v
	<b>ABSTRAK</b>	vi
	<b>TABLE OF CONTENTS</b>	vii
	<b>LIST OF TABLES</b>	xvi
	<b>LIST OF FIGURES</b>	xx
	<b>LIST OF ABBREVIATIONS</b>	xxii
	<b>LIST OF APPENDICES</b>	xxiii
<b>1</b>	<b>INTRODUCTION</b>	1
1.1	Introduction	1
1.2	An Overview of the Role of Malaysian Planning System in Housing Development	4
1.3	Housing Development Issues in Malaysia	6
1.4	Research Problems	9
1.5	Research Questions	11
1.6	Research Aim and Objectives	11
1.7	Scope of the Research	12
1.8	Research Methodology	14
1.9	Structure of the Thesis	15

<b>2</b>	<b>LAND USE PLANNING SYSTEM AND HOUSING</b>	
	<b>DEVELOPMENT PROCESS: A THEORETICAL FRAMEWORK</b>	<b>18</b>
2.1	Introduction	18
2.2	Background of the Land Use Planning System	19
2.2.1	Definition of Land Use Planning	19
2.2.2	The Land Use Planning System Framework	20
2.2.3	The Approach of Land Use Planning	24
2.3	Legislation and Mechanism of Land Use Planning	27
2.3.1	United Kingdom	28
2.3.2	The United States	31
2.3.3	Malaysia	32
2.4	The Implementation of Land Use Planning System in Malaysia	34
2.4.1	Preparation of Development Plans	34
2.4.1.1	National Physical Plan	35
2.4.1.2	Structure Plan	36
2.4.1.3	Local Plan	38
2.4.1.4	Special Area Plan	40
2.4.2	Process and Procedures of Planning Control	40
2.5	The Significance of Land Use Planning System in Development Process	43
2.5.1	Development Process and Its Models	44
2.5.2	Rationale for Land Use Planning to Intervene in the Development Process	50
2.6	Land Use Planning System and Housing Supply Process	52
2.6.1	Relationship Between the Operations of Land Use Planning and Market System in Housing Supply Process	53
2.6.2	The Role of the Land Use Planning System in Housing Supply Process	56
2.6.3	Requirement to Fulfil Housing 'Needs' and 'Demand' in the Planning of Housing Supply	59
2.6.4	The Importance of Market Demand in the Planning of Housing Supply	62
2.7	Conclusion	63



<b>3</b>	<b>THE PROCESS OF PLANNING AND CONTROLLING OF HOUSING SUPPLY IN MALAYSIA</b>	<b>65</b>
3.1	Introduction	65
3.2	Housing Development Process in Malaysia	66
3.3	The Planning of Housing Supply	70
3.3.1	The National Physical Plan: Outcomes, Strategy and Policies on Housing Supply	70
3.3.1.1	The Outcomes on Housing Conditions, Committed Development and Projection	71
3.3.1.2	Formulation of Strategy and Policies on Housing Supply	74
3.3.2	Structure Plan: The Activities and Aspects Related to the Planning of Housing Supply	76
3.3.2.1	The Survey of Existing Housing Condition	76
3.3.2.2	Forecasting of Future Housing Requirement	78
3.3.2.3	Preparation of the General Proposals to Improve the Process of Housing Planning and Development	80
3.3.2.4	Formulation of Housing Planning Policy	81
3.3.3	Local Plan: The Activities and Aspects Related to the Planning of Housing Supply	84
3.3.3.1	The Survey of Existing Housing Condition	84
3.3.3.2	Forecasting of Future Housing Requirement	87
3.3.3.3	Determination of Land Requirement for Future Housing Development	88
3.3.3.4	Distribution of Suitable Locations for Future Housing Development	88
3.3.3.5	Outlining the Planning Guidelines and Standards to Control the Housing Development	90
3.4	The Controlling of Housing Supply	92
3.4.1	The Process and Procedure of Controlling Housing Supply	92
3.4.2	Factors to be Considered in Controlling Housing Supply	93
3.5	The Objectives of Planning and Controlling of Housing Supply	95

3.6	The Framework of the Planning and Controlling of Housing Supply	96
3.7	Conclusion	100
<b>4</b>	<b>RESEARCH METHODOLOGY</b>	<b>102</b>
4.1	Introduction	102
4.2	Purpose of the Research	103
4.3	Research Framework and Design	104
4.4	Research Approach	110
4.5	The Research Model	113
4.6	Research Strategy	114
4.7	Method of Data Collection	116
4.7.1	Content Analysis of Planning Documents	116
4.7.1.1	Documents of Structure Plan	117
4.7.1.2	Documents of Local Plan	119
4.7.1.3	Housing Development Application Files	120
4.7.2	Questionnaire Survey	122
4.7.3	In-depth Interview	125
4.8	Reliability and Validity	126
4.9	Data Analysis	130
4.9.1	Data Analysis from Pro-Forma	130
4.9.2	Data Analysis from Questionnaire	133
4.9.3	Data Analysis from In-depth Interview	135
4.10	Problems and Limitations of the Study	137
<b>5</b>	<b>BACKGROUND OF THE CASE STUDY AREA</b>	<b>139</b>
5.1	Introduction	139
5.2	General Background of the Study Area	139
5.3	Urban Settlement and Land Use Composition	143
5.4	Housing Development Profiles	144
5.4.1	Existing Housing Stock	144
5.4.2	Total Housing Supply	146
5.4.3	Current and Future Housing Requirement	150
5.4.4	Housing Market and Demand	152
5.5	The Mechanism of Planning and Controlling of Housing Development	155
5.5.1	Preparation of Development Plan	155

5.5.2	The Process and Procedure of Housing Development Control	157
5.6	Housing Development Issues	161
5.6.1	High Rate of Housing Vacancy	162
5.6.2	Surplus of Committed Housing Supply	162
5.6.3	High Rate of Overhang and Unsold Housing Units	164
5.7	Conclusion	165
<b>6</b>	<b>EVALUATION OF THE EFFECTIVENESS OF THE PROCESS OF PLANNING AND CONTROLLING OF HOUSING SUPPLY</b>	<b>166</b>
6.1	Introduction	166
6.2	Analysis of the Effectiveness of Structure Plan in Planning Housing Supply	166
6.2.1	The Housing Supply Issues	167
6.2.2	Objectives of the Planning of Housing Supply	169
6.2.3	General Proposals on the Planning of Housing Supply	170
6.2.4	The Comprehensiveness of the Housing Forecasting Activity	173
6.2.4.1	The Application of Housing Forecasting Technique	173
6.2.4.2	The Aspects Considered in Forecasting Future Housing Requirement	173
6.2.4.3	Time-frame of the Housing Forecast	174
6.2.4.4	Outcome of the Housing Forecast	175
6.2.4.5	The Level of Comprehensiveness of Housing Forecast	175
6.2.5	The Comprehensiveness of Housing Planning Policy's Formulation	177
6.2.5.1	Formulation of Policies Related to the Planning and Controlling of Housing Supply	177
6.2.5.2	Level of Comprehensiveness of the Housing Planning Policy Formulation	178
6.2.6	Achievement of the Structure Plan Towards Realising the Objectives of Housing Planning	180

6.3	Analysis of the Effectiveness of Local Plan in Planning Housing Supply	182
6.3.1	The Housing Supply Issues	183
6.3.2	Objectives of the Planning of Housing Supply	184
6.3.3	Proposals Related to the Planning of Housing Supply	186
6.3.4	The Comprehensiveness of the Housing Forecasting Activity	188
6.3.4.1	The Application of Housing Forecasting Technique	189
6.3.4.2	The Aspects Considered in Forecasting Future Housing Requirement	189
6.3.4.3	Time-frame of the Housing Forecast	190
6.3.4.4	Outcome of the Housing Forecast	191
6.3.4.5	The Level of Comprehensiveness of Housing Forecast	191
6.3.5	Comprehensiveness of the Determination of Future Housing Land Area	192
6.3.5.1	The Practice of Determination of Future Housing Land Area	193
6.3.5.2	The Level of Comprehensiveness of the Determination of Future Housing Land Area	194
6.3.6	Comprehensiveness of the Distribution of Future Housing Location	196
6.3.6.1	The Factors Considered in Distributing Location for Future Housing	196
6.3.6.2	Outcomes of the Distribution of Future Housing Location	197
6.3.6.3	Level of Comprehensiveness of the Distribution of Future Housing Location	197
6.3.7	Achievement of the Local Plan Towards Realising the Objectives of Housing Planning	199
6.4	Analysis of the Effectiveness of the Planning Control Process in Controlling Housing Supply	201
6.4.1	Profile of the Study Samples	201

6.4.2	Background of Housing Development Application	202
6.4.2.1	Date of Planning Approval	202
6.4.2.2	Size of Housing Development	203
6.4.2.3	Category of Housing Development	204
6.4.2.4	Types of Housing Development	205
6.4.3	Comprehensiveness of the Process of Housing Planning Control	206
6.4.3.1	Compliance to the Proposed Land Use Zone	206
6.4.3.2	Consideration on the Aspects of Effective Demand, Market Demand and Balancing the Supply and Demand of Housing	207
6.4.3.3	Imposition of Conditions for Development Phase, Density, Category and Type of Housing Development	208
6.4.3.4	Level of Comprehensiveness of the Process of Housing Planning Control	209
6.4.4	Achievement of the Planning Control Process Towards Realising the Objectives of Housing Planning	211
6.5	Conclusion	212
<b>7</b>	<b>TOWN PLANNERS' PERCEPTIONS TOWARDS THE PROCESS OF PLANNING AND CONTROLLING OF HOUSING SUPPLY</b>	<b>215</b>
7.1	Introduction	215
7.2	Background of Respondents	215
7.3	Perceptions Towards the Practice of Housing Planning in Structure Plans	217
7.3.1	The Practice of Forecasting of Future Housing Requirement	217
7.3.2	The Practice of Formulating Housing Planning Policies	219
7.4	Perceptions Towards the Practice of Housing Planning in Local Plans	221
7.4.1	The Practice of Forecasting of Future Housing Requirement	221
7.4.2	The Practice of Determining Future Housing Land Area	223

7.4.3	The Practice of Distributing Housing Locations	225
7.5	Perceptions Towards the Practice of Housing Planning Control	226
7.6	Perceptions Towards the Effectiveness of Planning Mechanisms in Planning and Controlling Housing Supply	228
7.6.1	The Effectiveness of the Structure Plans in Forecasting Future Housing Requirement	228
7.6.2	The Effectiveness of the Structure Plans in Formulating Housing Planning Policies	230
7.6.3	The Effectiveness of the Local Plans in Forecasting Future Housing Requirement	231
7.6.4	The Effectiveness of the Local Plans in Determining Future Housing Land Area	232
7.6.5	The Effectiveness of the Local Plans in Distributing Future Housing Locations	234
7.6.6	The Effectiveness of the Process of Planning Control in Controlling and Approving Housing Supply	235
7.7	Perceptions Towards the Fulfilment of the Objective of Meeting Housing Needs	237
7.8	Opinions on the Strengthening of the Planning of Housing Supply	238
7.9	Issues in the Process of Planning and Controlling of Housing Supply	240
7.9.1	The Suitability of Forecasting Housing Demands	240
7.9.2	The Appropriateness of Formulating Policy to Consider Market Demands in the Planning Control Process	245
7.9.3	The Causes of the Failure of Distribution of Future Housing Land Area	248
7.9.4	The Appropriateness of Considering the Expected Market Demand in Distributing Housing Location	251
7.9.5	The Causes of the Non-Compliance in the Process of Housing Approval	253
7.10	Conclusion	256

<b>8</b>	<b>CONCLUSION</b>	<b>260</b>
8.1	Introduction	260
8.2	Research Findings	260
8.2.1	The Forecasting of Future Housing Requirement	261
8.2.2	Formulation of Housing Planning Policy	262
8.2.3	Determination of Future Housing Land Requirement	263
8.2.4	Distribution of Future Housing Location	264
8.2.5	The Process of Housing Planning Control	265
8.2.6	Achievement of the Objectives of Housing Planning	266
8.3	Policy Implications	267
8.4	Framework to Improve the Process of Housing Planning	269
8.5	Contributions of the Research	274
8.6	Areas for Further Research	276
8.7	Conclusion	278
	<b>REFERENCES</b>	<b>280-300</b>
	<b>APPENDICES A-L</b>	<b>301-332</b>

## LIST OF TABLES

TABLE NO.	TITLE	PAGE
1.1	Comparison between housing supply and housing need in Peninsular Malaysia in year 2000 and 2005	7
1.2	Housing targets and achievements for the period of Seventh and Eighth Malaysia Plans	8
1.3	Number, percentage and value of overhang housing units in Malaysia from year 2000 to 2007	9
1.4	Number and percentage of unsold housing units in Malaysia from year 2003 to 2007	9
3.1	Comparison between the total housing supply and the total housing need in Peninsular Malaysia, 2000-2005	72
3.2	The outcomes of future housing forecast stipulated by the DP Manual 1981 and SSP Manual 2001	79
3.3	The examples of policy statement related to the planning of housing supply	83
3.4	The aspects of existing housing conditions that need to be surveyed during preparation of a local plan	85
3.5	Additional aspects related to the control of planning and development of housing in the local plan manuals	91
4.1	Characteristics of the research purposes	103
4.2	Differences between quantitative and qualitative research approaches	111
4.3	Measurement criteria for the analysis of comprehensiveness of housing planning activity in the structure plan	131
4.4	Measurement criteria for the analysis of comprehensiveness of housing planning activity in the local plan	132



4.5	Measurement criteria for the analysis of comprehensiveness of planning control process in controlling housing supply	132
5.1	Size of study area by local authority	141
5.2	Previous and projected JBC population by local authority	142
5.3	Previous and projected household number and size for the study area	142
5.4	Distribution of housing stocks by local authority in 2003	145
5.5	Housing development categories by local authority, 2003	145
5.6	Housing composition and price category for planned housing stocks by local authority, 2003	146
5.7	Distribution of committed housing units by local authority until 2003	147
5.8	Total housing supply by local authority until 2003	148
5.9	Housing supply by category, 2006	148
5.10	Future housing requirement by local authority until 2020	150
5.11	Sales performance by price range for newly housing launches in the study area in 2005 and 2006	153
5.12	Preparation of structure plan in the study area	156
5.13	Preparation of local plan in the study area	157
5.14	Low-cost housing composition and price control in the State of Johor	160
6.1	Statements of objectives related to the planning and controlling of housing supply in the study area's structure plans	169
6.2	Statements of general proposals to overcome the issues of housing supply	171
6.3	Application of forecasting techniques in the study area's structure plans	173
6.4	The aspects considered in forecasting future housing requirement in the study area's structure plans	174
6.5	Level of comprehensiveness of the study area's structure plan in forecasting future housing requirement	176
6.6	Policies related to the planning and controlling of housing supply in the study area's structure plans	178

6.7	Level of comprehensiveness of the study area's structure plans in formulating policies on the planning and controlling of housing supply	180
6.8	Achievement of each structure plan towards realising the objectives of housing planning	181
6.9	Statements of the objectives related to the planning and controlling of housing supply in the study area's local plans	185
6.10	Proposals related to the planning of housing supply	187
6.11	Application of forecasting techniques in the study area's local plans	189
6.12	The aspects considered in forecasting future housing requirement in the study area's local plans	190
6.13	Level of comprehensiveness of the study area's local plan in forecasting future housing requirement	192
6.14	Status of determination of future housing land area in the study area's local plans	193
6.15	Level of comprehensiveness of the study area's local plans in determining future housing land area	195
6.16	Considering factors in the distribution of locations for future housing development in each local plan	196
6.17	Level of comprehensiveness of the study area's local plans in distributing future housing location	199
6.18	Achievement of each local plan towards realising the objectives of housing planning	200
6.19	The number of samples by local planning authority	202
6.20	Date of planning approval	203
6.21	Size of the land area in housing applications by local planning authority	203
6.22	Range of total housing unit by local planning authority	204
6.23	Range of percentage of the category of housing development	205
6.24	Range of percentage of the type of housing development	206
6.25	The compliance of housing approval to the proposed land use zone	207

6.26	Imposition of conditions for density, category and types of housing development	209
6.27	Level of comprehensiveness of the process of housing planning control	210
7.1	Category of respondents and their working organisation	216
7.2	Respondents' perceptions towards the level of effectiveness of structure plan in forecasting future housing requirement	229
7.3	Respondents' perceptions towards the level of effectiveness of structure plan in formulating housing policy	230
7.4	Respondents' perceptions towards the level of effectiveness of local plan in forecasting future housing requirement	232
7.5	Respondents' perceptions towards the level of effectiveness of local plan in determining future housing land area	233
7.6	Respondents' perceptions towards the level of effectiveness of local plan in distributing locations for future housing development	234
7.7	Respondents' perceptions towards the level of effectiveness of the housing planning control process	236
7.8	Respondents' opinions on the most suitable planning mechanism to be incorporated the aspects of housing demand	239

## LIST OF FIGURES

FIGURE NO.	TITLE	PAGE
1.1	The scope of measurement of the effectiveness of land use planning system in planning and controlling housing supply	13
2.1	The activity systems	21
2.2	Land development systems	22
2.3	The environmental systems	22
2.4	Framework of land use planning system	23
2.5	Hierarchy and function of development plans in Malaysia	35
2.6	Ratcliffe's (1978) Linear model of land development process	46
2.7	The development pipeline model	48
2.8	Conceptual model of the political economy of housing development	55
2.9	The role of the planning system in housing supply process	57
3.1	Housing development process in Malaysia	68
3.2	The framework of the process of planning and controlling of housing supply	97
4.1	Steps in the quantitative and qualitative researches	104
4.2	The framework for the hypothetico-deductive research method	105
4.3	The Research Process	107
4.4	The flow of research design	108
4.5	The research model for assessing the effectiveness of the process of planning and controlling of housing supply	114
4.6	The process of gathering data from an in-depth interview	126
4.7	The process of analysing data from an in-depth interview	136
5.1	Map of the case study area	140
5.2	Percentage of land use composition of the study area, 2003	144

5.3	Distribution of housing supply by existing stock, committed and proposed in the study area	149
5.4	Future housing land requirement for the study area until 2020	151
5.5	Comparison of housing sales performance between the study area, Johor State and Malaysia in 2004, 2005 and 2006	152
5.6	Percentage of housing property transactions according to type, 2006	154
5.7	The process of development approval at the first stage SBKS	158
5.8	The process of development approval at the second stage SBKS	159
5.9	Comparison between the committed housing supply and the total housing supply with the housing needs in the study area	163
6.1	Housing supply issues discussed in each structure plan	167
6.2	Housing supply issues discussed in each local plan	183
7.1	Respondents' perceptions about the implication of inaccuracy of structure plan's housing forecast to the existence of housing oversupply	218
7.2	Respondents' perceptions about the implication of the absence of policy to consider the market demand to the existence of housing oversupply	220
7.3	Respondents' perceptions about the implication of inaccuracy of local plan's housing forecast to the existence of housing oversupply	222
7.4	Respondents' perceptions about the implication of inaccuracy of determining housing land area to the existence of housing oversupply	224
7.5	Respondents' perceptions about the implication of the weakness of the distribution of housing location to the existence of housing oversupply	226
7.6	Respondents' perceptions about the implication of the weakness of planning control process to the existence of housing oversupply	227
8.1	Framework for the improvement of the process of planning and controlling of housing supply	270

## LIST OF ABBREVIATIONS

Act 172	Malaysian Town and Country Planning Act 1976
GP	Government Planner
JBC	Johor Bahru Conurbation
JPBD	Jabatan Perancangan Bandar dan Desa
KPKT	Kementerian Perumahan dan Kerajaan Tempatan
LP	Local Plan
LPA	Local Planning Authority
MBJB	Majlis Bandaraya Johor Bahru
MDK	Majlis Daerah Kulai
MDJBT	Majlis Daerah Johor Bahru Tengah
MPJBT	Majlis Perbandaran Johor Bahru Tengah
MPJB	Majlis Perbandaran Johor Bahru
MPKu	Majlis Perbandaran Kulai
NEAC	National Economic Action Council
NPP	National Physical Plan
NPPC	National Physical Planning Council
PBT	Pihak Berkuasa Tempatan
PP	Private Planner
RoS	Report of Survey
SAP	Special Area Plan
SBKS	Serah Balik dan Kurnia Semula
SP	Structure Plan
SPC	State Planning Committee
SSP	State Structure Plan
TCPD	Town and Country Planning Department
USA	United States of America
UK	United Kingdom

## LIST OF APPENDICES

APPENDIX	TITLE	PAGE
A	The process of structure plan preparation	301
B	The process of local plan preparation	302
C	The process and procedures of planning control	303
D	Pro-forma (1) of content analysis of structure plan	304
E	Pro-forma (2) of content analysis of local plan	306
F	Pro-forma (3) of content analysis of housing development application	310
G	Questionnaire form	312
H	Set of in-depth interview	323
I	The statement of housing supply issues in the study area's structure plans	325
J	Policies related to the planning and controlling of housing supply in the study area's structure plans	327
K	The statement of housing supply issues in the study area's local plans	328
L	List and background of respondents (in-depth interview)	329

## CHAPTER 1

### INTRODUCTION

#### 1.1 Introduction

Recognising housing as an important economic sector has not only raised a debate about the extent of housing investment benefits to the economic development, but also led to the discussion of how efficient and effective its delivery system operates (von Einsiedel, 1997). There are numerous factors, such as economic performance, fiscal policy, government intervention and policies and market system that arguably influenced the efficiency of the process of housing development (Monk *et al.*, 1996; Hull, 1997; Chan, 1997b; Bramley, 2003; Ratcliffe *et al.*, 2004). It is also equally important to relate it with the operation of the land use planning system.

Previous studies, for example by Pearce (1992), Hull (1997), Asiah (1999), Adams and Watkins (2002) and Carmona *et al.* (2003), had discussed extensively the role and importance of land use planning activities in housing development. The significance of the system in housing development was also translated in the form of relationship between planning process and development process. This can be seen in various models of development process, such as the development-pipeline model (Barrett *et al.*, 1978), linear model of the land development process (Ratcliffe, 1978) and model of development and the planning process (Bramley *et al.*, 1995). In relation to this, although it is generally accepted that the land use planning system plays a pivotal role in achieving sustainability, efficiency and effectiveness of



housing development (Golland and Gillen, 2004; von Einsiedel, 1997; Chan, 1997), the capability and the way it is operated still generate various debates.

The first debate is about the ability of the system to intervene and influence the process of housing market. Von Einsiedel (1997) stresses that although most of the housing activities are shaped by market forces, the planning system also has its own role especially in governing its production process. According to Short *et al.* (1986), the planning system can limit the powers of housing market because the housing development process is bound by rules and policies set by the system. In another perspective, Rydin (1993) clarifies that the planning system not only operates to encourage the efficiency of housing market, but also plays a role to rectify failures of the housing market. Bramley *et al.* (1995), on the other hand, observes that some of the problems and failures in housing market were affected and exacerbated by the unresponsiveness of activities in the planning system.

The second debate is about the nature of housing planning which focuses on meeting housing needs. Nicol (2002) argues that meeting housing needs alone is insufficient to achieve a more integrated and effective housing development. This argument was supported by Golland and Gillen (2004), stressing that the housing requirements are not only driven by population trend but also influenced by affordability and effective demand of household. In order to ensure the local housing requirement is adequately and successfully met, Nicol (2002) suggests the operation of planning system should fulfil both objectives of meeting housing needs and housing demand.

The third is on the extent to which the planning system considers the criteria of market demand. Hull (1997) stresses that apart from playing a role in meeting housing needs and household effective demand, the planning system should also look at the importance of the market demand criteria. The significance of market demand was also addressed by Bramley *et al.* (1995) by proposing the planning process to formulate policies and procedures which are sensitive to the needs of the market demand. In similar tone, Golland and Gillen (2004) emphasise the necessity for the planning process to understand the consumer's 'taste' in the housing market. Stressing on the above arguments, Healey (1992) proposes three approaches in

achieving the housing planning goals by the planning system consisting of following the market, managing the market and creating the market.

The subsequent argument is that the planning system constrained the efficiency of housing development. According to Rydin (1993), Monk *et al.* (1996) and Asiah (1999), planning controls have often been considered as a constraint since they restrict the supply of housing land, the location of housing development, the type and density of the development as well as the timing the development could take place. Grigson (1986), however, views that the planning system does not restrict the development of housing. According to Grigson, the planning system operates orderly by allocating sufficient land for future housing and ensuring it is calculated on the basis of actual need, worked out in the light of demographic projections and household formation statistics.

Next, is the extent to which the planning system plays its role in allocating the quantity and locations of housing and controlling the production of new housings. Rydin (1993) stresses that the planning system should operate to allocate sufficient land for housing and response efficiently to the planning applications for such development. According to Pearce (1992), the housing planning goals are considered achieved if the planning decisions may assure an adequate and continuous supply of land for housing and provide acceptable choices at the available and preferable locations. The extent of its effectiveness, however, is queried by Hull (1997). Hull perceives the process of forward planning and regulations for housing planning still suffers from lack of reliable information on market indicators and current flow between the housing markets and the levels of production of housing stock. Hull (1997) and Pearce (1992) thus propose that the process of forward planning and planning control should seriously consider the importance of market mechanisms in planning and making decisions for housing development.

The above debates, although try to argue the role and capability of planning system in housing development in various perspectives, but if read between the lines, is actually centred at the problems of managing housing supply. In this respect, the operation of planning system is seen to have concentrated only on meeting the broad housing needs by neglecting the aspects of household effective demand and market

demand in planning and controlling housing supply. The planning system is also argued to have failed to effectively play its role in deciding the total supply of housing and housing land, allocating suitable locations for housing and controlling the production of new housing supplies. Since there are a lot of arguments about the capability of the planning system in managing housing supply, it is thus necessary to explore this profoundly, particularly in the context of the Malaysian planning system.

## **1.2 An Overview of the Role of Malaysian Planning System in Housing Development**

The government of Malaysia recognises housing as a basic population needs and as a key component in the social sector and in the urban economy (Nooraini, 1993; Chan, 1997a; Goh, 1997b; Asiah, 1999; Ibrahim, 2008). This has led to the formulation of policies and programmes aimed to provide adequate, decent, affordable and accessible housing that are equipped with basic amenities (Ahmad Zakki, 1997; Goh, 1997b; Asiah, 1999) as well as to ensure the housing industry operates efficiently and effectively (Chan, 1997a; 1997b).

In brief, the housing sector was given an emphasis in various plans at the federal level, particularly in the five-year Malaysia plans. Indeed, specific document on housing policies and strategies, namely the National Housing Policy is being formulated. This document which is currently (until end of 2009) in the draft form, will act as a mechanism to administer, facilitate and control the process of housing development throughout the country (KPKT, 2005). Simultaneously, more than 20 pieces of legislation ranging from laws on land and buildings to the environment and workers' safety were enacted by the government to govern the process of housing development (Chan, 1997b; KPKT, 2005).

Besides these mechanisms, the process of housing development in Malaysia is also governed by the land use planning system. The system, as guided by the provisions in the Town and Country Planning Act 1976 (Act 172), provides a statutory power to the federal and state governments as well as local authorities to

formulate policies, strategies and measures related to the planning of housing development. In general, the role of the planning system in housing development is divided into two stages, namely the stage of planning and stage of controlling (Alias, 2006).

At the planning stage, the aspects of housing development are incorporated in the preparation of development plans such as the national physical plan (NPP), structure plan (SP), local plan (LP) and special area plan (SAP). The NPP prepared at the national level (Peninsular Malaysia in particular) set the aim, objectives and principles of national planning which need to be achieved, including aspects related to housing and settlement development. This plan also formulates various development strategies, policies and implementation measures to guide the state and local authorities in planning housing development.

The NPP's policies and strategies are subsequently translated in the SP for each state, particularly for the states in Peninsular Malaysia. The SP will examine the current housing conditions and identifies issues and problems related to housing and forecasts future housing requirement. In addition, it will formulate policies and general proposal covering various aspects of housing planning to be enforced by the local planning authorities (LPAs). The process of housing planning then continued in the LP studies prepared by the LPA.

Unlike the NPP and SP, the focus of housing planning in the LP is more detailed, i.e. by concentrating on specific areas, whether in the context of one district, one local authority or certain urban areas. In this plan, in-depth study on housing is carried out, comprising the examination of current housing profiles such as existing stocks, committed development and occupancy rate, identification of issues, problems and potentials for housing development and forecasting of future housing requirements for the planned areas. Besides, it is also a function of LPs to determine the total quantity, land area and suitable locations for future housing.

The SAP, the fourth hierarchy in the Malaysian development plan system, also has a specific role in planning housing development, particularly for the housing areas which require urgent actions for improvement or redevelopment. Through this

plan, the LPAs may prepare a management plan to ensure housing development in certain areas is being implemented in an orderly manner.

Besides development plans, the planning control mechanism also plays a role to complement the process of housing planning by assessing, controlling and monitoring the applications of housing development. The process and procedure to control and monitor the development, inclusive of housing developments, were stated in Part IV, Act 172. The provision under section 18(1) for instance, states that, “no person shall use or be permitted to use any land or building, otherwise than in conformity with the local plan”. This provision clarifies that any development, inclusive of housing development, should be in line with the proposals as stipulated in related LPs.

The above explanation shows that the current planning system through development plans and planning control plays a significant role in guiding the process of housing development in Malaysia. Nevertheless, its effectiveness in planning and controlling housing supply is still arguable. The existence of surplus of housing supply, as explained in the next section, is explicitly related with the weakness and ineffectiveness of the implementation of mechanisms in the planning system.

### **1.3 Housing Development Issues in Malaysia**

The Malaysian housing sector faces various problems. Housing oversupply recorded throughout the country has been an issue of regular debates by planning and property players. The seriousness of the issue is attested by statistical data on housing in various reports, such as the NPP, the five-year Malaysia plans, the population and housing census as well as the property market reports.

Figures involving the comparison between housing need and housing supply produced by the NPP (Table 1.1) clearly show that there is a surplus of housing

supply in Peninsular Malaysia for the year 2000 and 2005. The figures indicate that out of a total of 5,338,000 units of housing supply (including existing and committed housing units), essentially only 3,941,200 were required to fulfil the Peninsular Malaysia's housing need for the year 2000. This means that the remaining 1,396,800 units approved by the planning authorities are actually an oversupply. The issue of oversupply also existed in 2005, which is indicated by a surplus of new housing approvals of 755,000 units (JPBD Semenanjung Malaysia, 2003b).

**Table 1.1:** Comparison between housing supply and housing need in Peninsular Malaysia in year 2000 and 2005

Region	Housing Supply	Housing Need		Total Surplus	
	2000	2000	2005	2000	2005
Northern Region	1,473,300	1,110,400	1,253,100	362,900	219,300
Central Region	2,108,200	1,503,000	1,830,700	605,200	277,500
Southern Region	956,600	583,100	671,000	373,500	285,600
Eastern Region	799,900	744,700	828,100	55,200	(28,200)
<b>Total</b>	<b>5,338,000</b>	<b>3,941,200</b>	<b>4,583,000</b>	<b>1,396,800</b>	<b>755,000</b>

Source: Adapted from JPBD Semenanjung Malaysia (2003b)

The phenomenon of housing oversupply can also be related to the figures on housing development achievement as reported in the Seventh and Eight Malaysia Plans. Table 1.2 shows that the construction of housing exceeded the need for housing units as targeted in the plans. During the period of Seventh Malaysia Plan (1996-2000), a total of 859,480 units were constructed, compared to 800,000 units targeted to meet the housing needs for the period (Government of Malaysia, 2001). Similar situation existed during the Eighth Malaysia Plan period, where a total of 844,043 units were constructed far exceeding the actual housing need of 615,000 as targeted in the plan (Government of Malaysia, 2006). These figures, from economic perspective show that the performance of housing development in Malaysia is encouraging, but in another perspective, it indicates that the supply of housing has exceeded the actual need of housing for both periods.

**Table 1.2:** Housing targets and achievements for the period of Seventh and Eighth Malaysia Plans

<b>Housing Programme</b>	<b>Seventh Malaysia Plan (1996-2000)</b>			<b>Eighth Malaysia Plan (2001-2005)</b>		
	Target (units)	Achieved (units)	Achievement (%)	Target (units)	Achieved (units)	Achievement (%)
Public sector	230,000	121,624	52.9	312,000	188,669	60.5
Private Sector	570,000	737,856	129.4	303,000	655,374	216.3
<b>Total</b>	<b>800,000</b>	<b>859,480</b>	<b>107.4</b>	<b>615,000</b>	<b>844,043</b>	<b>137.2</b>

Sources: Adapted from Government of Malaysia (2001; 2006)

The existence of excess supply not only leads to the imbalance between housing supply and need, but also affected the housing occupation rate and the performance of housing market. Figures recorded in the Population and Housing Census indicates that the occupancy rate of housing in Malaysia in year 2000 is only 86.7 percent (Department of Statistics Malaysia, 2001). This means that around 13.3 percent of the housing stocks were unoccupied or vacant.

The effect of oversupply on housing market can be depicted through data on overhang and unsold properties. Statistics published by the Department of Valuation and Property Services for the year 2000 to 2007 display a persistence pattern of overhang in the housing property market. A total of 51,348 units were identified as overhang in the year 2000 with a total worth of RM6.6 billion. The latest figure for 2007 also puts 23,866 or 20.17 percent of the total 118,317 completed launched units, in the category of overhang with a total worth of RM3.82 billion (Table 1.3).

Further aggravating the issue is the statistics on total unsold housing composing of under construction and un-constructed units which proves a disturbed state in the Malaysian housing market. The figures for 2007 display around 70,103 or 41.45 percent of the 169,122 housing units launched as unsold. High unsold rates are also traceable in 2003, 2004, 2005 and 2006, respectively amounting to 71,154 (36.12%), 83,811 (36.32%), 82,853 (37.87%) and 75,424 (38.97%) units (Table 1.4).

**Table 1.3:** Number, percentage and value of overhang housing units in Malaysia from year 2000 to 2007

Year	Total Unit Launched	Overhang Units	Overhang Rate (%)	Overhang Value (RM Mil.)
2000	n.a.	51,348	n.a	6,609.37
2001	179,030	40,977	22.90	5,528.68
2002	277,231	59,750	21.60	7,882.03
2003	69,805	9,300	13.30	1,336.15
2004	82,343	15,558	18.90	1,817.70
2005	95,714	19,577	20.45	2,632.89
2006	144,938	25,645	17.69	4,183.55
2007	118,317	23,866	20.17	3,816.84

Sources: Valuation and Property Services Department (2001; 2002; 2003; 2004; 2005; 2006; 2007; 2008)

**Table 1.4:** Number and percentage of unsold housing units in Malaysia from year 2003 to 2007

Year	Total Unit Launched	Total Unsold Unit	Unsold Rate (%)
2003	196,980	71,154	36.12
2004	230,767	83,811	36.32
2005	218,727	82,853	37.87
2006	193,531	75,424	38.97
2007	169,122	70,103	41.45

Sources: Valuation and Property Services Department (2004; 2005; 2006; 2007; 2008)

#### 1.4 Research Problems

The issue of housing oversupply has sparked lively discussions and debates. The National Economic Action Council (NEAC) has identified the process of speculative demand and supply by private developers and loopholes in the planning system as major factors affecting the issue (Kerajaan Malaysia, 1999a; 1999b). Likewise, Chin (2003), Abdul Ghani (2004) and Mohd Talhar (2004) blame the weakness on the planning approval process, where housing applications are permitted without due consideration of the actual demand. Moreover, Mohd. Fadzil



(2005) has identified the non-compliance practices to the housing planning policies and guidelines in the development plans as a main factor contributing to the issue.

According to these arguments, the planning process and practice do influence as well as contribute to the issue of housing oversupply. The veracity of the arguments is in line with the views of several researchers in the field of housing development and production process. Grigson (1986), Monk *et al.* (1996), Nicol (2002), Bramley *et al.* (1995) and Hull (1997) had addressed that besides other influential factors, it is strongly possible for the issue to have been aggravated by the weakness and ineffectiveness of the planning system.

The influence of the planning system on the housing oversupply was also mentioned by Ho (1994) and Asiah (1999). Asiah argues that the existence of oversupply is contributed by the weakness and ineffectiveness of the planning activities in the development plans and development control process. According to Asiah (1999), the development plans prepared by planning authorities have not only failed to examine and determine the total supply, land requirement and suitable areas for housing development, but also failed to consider the aspects of household effective demand in the process of housing planning.

With respect to development control process, Asiah (1999) perceives the process as being inefficient in monitoring the approval of housing development applications. Ho (1994) also poses similar view by arguing that the issue occurs due to failure of the planning approval process to balance and match the supply of housing to the demand.

Based on the above problems and arguments as well as debates about the capability of the planning system in governing the process of housing development, as discussed in section 1.1, it is rational to explore empirically the extent to which the land use planning system plays its role in the process of housing supply.

### **1.5 Research Questions**

The existence of the above problems attracted this research to further explore the extent of the effectiveness of current land use planning system and practice in planning and controlling housing supply. In relation to this, several questions are felt necessary to be explored. The main questions are as follows:

- (i) What are the role of land use planning system and mechanisms in the housing supply process?
- (ii) How effective are the preparation of development plans in planning housing supply?
- (iii) To what extent does the housing planning control process complies with the provisions of development plans and how effective is the process in controlling housing development applications?
- (iv) To what extent does the operation of the planning mechanisms achieve the main objectives of housing planning?
- (v) What are the issues and problems that exist in the process of planning and controlling of housing supply?

### **1.6 Research Aim and Objectives**

The aim of this research is to evaluate the effectiveness of the process of planning and controlling of housing supply and to identify the weaknesses, issues and problems that exist in carrying out the process. In achieving the aim and answering the questions of the research, the following objectives were set:

- (i) To identify the specific roles of land use planning system and mechanisms in the housing supply process.
- (ii) To evaluate the effectiveness of the preparation of development plans in planning housing supply.

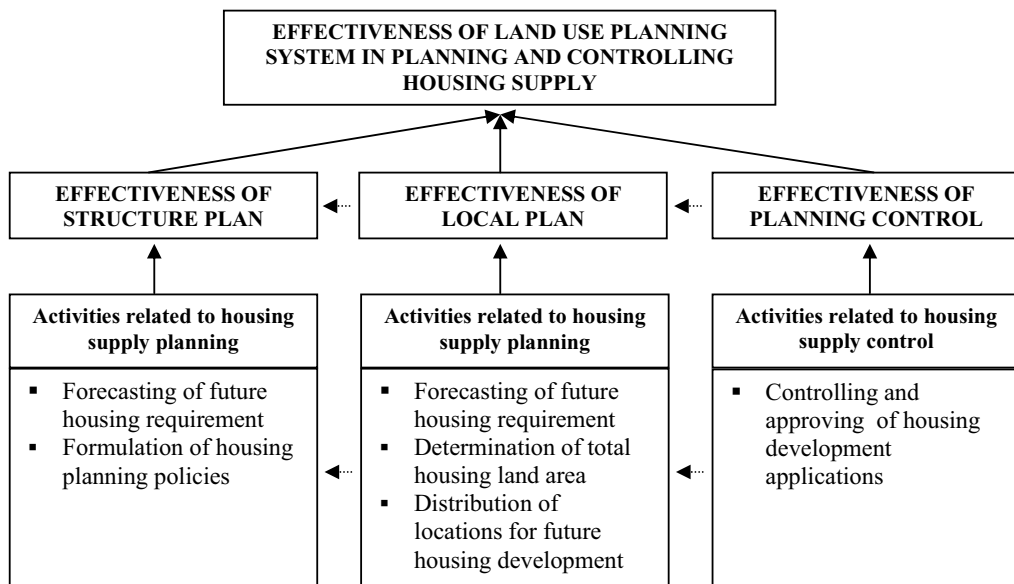
- (iii) To determine the extent to which the housing planning control process complies with the provisions of development plans and how effective is the process in controlling housing development applications.
- (iv) To determine the extent to which the operation of planning mechanisms achieve the main objectives of housing planning.
- (v) To identify the issues and problems that exist in the process of planning and controlling of housing supply.
- (vi) To propose a framework to improve the process of planning and controlling of housing supply.

### **1.7 Scope of the Research**

This research tries to explore the relationship between the operation of land use planning system and the process of housing development with a special emphasis on the aspect of housing supply. Exploring the relationship is important, in line with the role played by the land use planning system in the process of housing development, particularly at the stage of pre-construction or pre-development (Asiah, 1999; Ratcliffe *et al.*, 2004). In this research, land use planning system refers to the main functions of planning, namely forward planning and planning control. In the context of Malaysian planning system, it refers to the development plan and planning control mechanisms as enacted in Act 172.

The significance of the relationship is translated in this research by evaluating the effectiveness and achievement of the implementation of planning mechanisms, i.e. SP, LP and planning control, in planning and controlling housing supply. The effectiveness of the NPP and SAP, which also act as an important planning mechanism in the Malaysian land use planning system, however, is not evaluated empirically in this research. Nevertheless, the roles of both plans in planning housing supply are explored at the literature review stage.

The effectiveness of each mechanism is measured based on the implementation of activities related to the planning and control of housing supply conducted by the mechanisms (Figure 1.1). For SP and LP, the effectiveness are measured based on the comprehensiveness of specific activities conducted in the said plans, namely forecasting of future housing requirements, formulation of housing planning policies, determination of total land area and distribution of locations for future housing supply. Similarly, the effectiveness of planning control is measured based on the comprehensiveness of activities related to the controlling and approving of housing development applications.



**Figure 1.1:** The scope of measurement of the effectiveness of land use planning system in planning and controlling housing supply

In relation to the evaluation of achievement of planning mechanisms, the main housing planning objectives, namely meeting housing needs, fulfilling effective housing demand, considering the criteria of market demand and balancing the supply and the actual demand of housing, were applied as measurement criteria. In addition, it is also part of the scope of this research to explore the perceptions and views of town planners about the practice, level of effectiveness and problems in planning and controlling housing supply in the study area.

This research is seen able to enrich the empirical research in the context of the relationship between the operation of planning system and the process of housing supply. It will widen and complement the scope of previous studies by Rydin (1985), Ho (1994), Asiah (1999) and Ibrahim (2008) who managed to incorporate various aspects related to the planning of housing supply in their researches. Rydin (1985), Asiah (1999) and Ibrahim (2008) had discussed the effects of the planning system on housing production and land released for housing, while Ho (1994) emphasized on the problems of abandoned housing projects and mismatch of demand and supply in housing development.

### **1.8 Research Methodology**

This research comprises five main stages, namely preliminary study, literature review, data collection, data analysis and the stage of synthesising and concluding the research findings.

- (i) Preliminary study involves a basic understanding of the research field and issues related to housing supply planning, identifying the background of problems, selecting the appropriate area as a case study, designing questions, aim and objectives of the research and determining the scope, approach and methods of the research.
- (ii) The literature review for this research is divided into two parts. The first part focuses on the background of land use planning system and its roles in the process of housing supply. The second part emphasises on the process, activities and important aspects related to the planning of housing supply as conducted in the preparation of development plans and planning control.
- (iii) Data collection for this research involves primary and secondary data. The secondary data involves a collection of statistical figures on existing and committed housing supply, housing need, status of housing market and level of housing occupancy for the national, state (Johor State) and case study area. It also involves a collection of information on SP, LP and housing development applications as well as procedures, policies and guidelines for

housing development. As for primary data, they were collected by applying three methods as follows:

- (a) Conducting content analysis on seven (n=7) SPs, seven (N=7) LPs and eighty-two (n=82) housing development applications.
  - (b) Conducting questionnaire survey on sixty-one (N=61) respondents involving all town planners in the study area.
  - (c) Conducting an in-depth interview with sixteen (n=16) experienced town planners in the study area.
- (iv) Data collected from the content analysis, questionnaire survey and in-depth interview were analysed using quantitative and qualitative techniques. Data from the questionnaire survey was analysed quantitatively in the form of descriptive statistics. For the data collected through the in-depth interview and content analysis, they were analysed qualitatively by transcribing, listing and quoting the actual statements or views.
- (v) At the last stage, the results of the quantitative and qualitative analysis from all three methods of data collection were synthesised to conclude the findings of the empirical research on the study area.

Detailed explanation on the methodology of the research will be discussed in chapter 4.

## **1.9 Structure of the Thesis**

This thesis is structured into eight chapters. Chapter one presents an overview of the role of the land use planning system and mechanisms in planning housing supply, the existence of housing oversupply and statements of research problems. It also discusses the questions, aim, objectives and scope of the research as well as provides a brief explanation on the methodology applied in this research.

Chapter two elaborates the definitions, framework and approaches of the land use planning system, its rationales to intervene in the development process and some theoretical perspectives on the relationship between land use planning and the housing supply process. This chapter basically tries to clarify that the land use planning system through its mechanisms and activities have an important role in the process of housing development, particularly in respect of planning housing supply.

Chapter three discusses in depth about the functions of planning mechanisms in planning and controlling housing supply. It explains about the activities and important aspects related to housing supply that need to be conducted and considered during preparation of structure and local plans and at the stage of planning control. This chapter also elaborates the main objectives of housing planning that need to be achieved by the operation of the planning system and mechanisms.

Chapter four elaborates the aspects related to the methodology applied in the research. It covers a discussion on the purpose, framework and design, approach and strategy of the research. A thorough explanation is given to the subjects of data collection and data analysis, with a particular emphasis on the application of methods, stages and techniques of collecting and analysing the data. This chapter also discusses the aspects of reliability and validity of the empirical research and highlights several limitations and problems encountered while conducting this research.

Chapter five specifically focuses on the background of Johor Bahru Conurbation as the case study area. It clarifies the general background in terms of size of land area, population and household size and administration of local authorities, followed by discussion on urban settlement and land use composition, housing development profiles and mechanisms for the planning and controlling of housing supply. This chapter also reveals several issues related to housing supply faced by the study area.

Chapters six and seven present the results of the data analysis from the empirical research in the study area. In chapter six, the results of content analysis on SP, LP and housing development applications are presented in detail. It focuses on

the results of the comprehensiveness of each housing planning activity and the achievement of the planning mechanisms in realising the objectives of housing planning.

Chapter seven presents the findings of the quantitative and qualitative analyses conducted through questionnaire surveys and in-depth interviews. In this chapter, the analysis of the planners' perceptions towards the effectiveness of the process of housing supply planning is divided into three parts. The first part discusses respondents' perceptions on the practice of housing supply planning, while the second part presents the perceptions on the effectiveness of the planning mechanisms in planning and controlling housing supply. The third part focuses mainly on the issues and problems that exist in the housing planning process as viewed by several experienced town planners.

Finally, chapter eight synthesises and summarises the results from each method of analysis and concludes the findings of the research. This chapter also discusses the implication of the findings on the theoretical fundamentals and practice of urban planning and outlines several recommendations to improve and strengthen the process of planning and controlling of housing supply. The chapter ends by highlighting the contributions of the research and proposing ideas for further research.



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