



UNIVERSITI PUTRA MALAYSIA

**A MODEL FOR PADI-BASED INTEGRATED VILLAGE
DEVELOPMENT IN MALAYSIA**

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A MODEL FOR PADI-BASED INTEGRATED VILLAGE
DEVELOPMENT IN MALAYSIA

by

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LIST OF ABBREVIATIONS

DID	Drainage and Irrigation Department
FA	Farmers' Association
FAMA	Federal Agricultural Marketing Authority
FAO	Food and Agriculture Organization
IADP	Integrated Area Development Programme
IVD	Integrated Village Development
JKKK	Jawatankuasa Keselamatan dan Kemajuan Kampung (Village Development and Security Committee)
JPUP	Jawatankuasa Pengembangan Unit Peladang (Agricultural Unit Extension Committee)
KADA	Kemubu Agricultural Development Authority
KEDA	Kedah Development Authority
KEMAS	Jabatan Kemajuan Masyarakat (Community Development Department)
LLN	Lembaga Letrik Negara (National Electricity Board)
LPP	Lembaga Pertubuhan Peladang (Farmers' Organization Authority)
MADA	Muda Agricultural Development Authority
MARA	Majlis Amanah Rakyat (Council of Trust for Indigenous People)
MARDI	Malaysian Agricultural Research and Development Institute
NEP	New Economic Policy
OPP	Outline Perspective Plan



PAS	Parti Islamic Se Malaysia (Pan Malayan Islamic Party)
PPPL	Pusat Pengembangan dan Pendidikan Lanjutan (Centre for Extension and Continuing Education)
RISDA	Rubber Industry Smallholders' Development Authority
UMNO	United Malays National Organization
UPM	Universiti Pertanian Malaysia (University of Agriculture Malaysia)



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This study was conducted primarily to formulate a model for padi-based Integrated Village Development (IVD) in Malaysia by assessing the institutionalization, performance and elements that enhance or limit success of Asam Jawa and Mulong-Lating Integrated Development Projects. Institutionalization means the procedures, processes and participants' acceptance of the project. Qualitative and quantitative data were gathered through informant technique, interview schedule, observation methods and review of relevant documents. Two hundred respondents, 59 informants, and 23 project planners and implementers were interviewed. Respondents were selected for structured interviews by random sampling. Theoretical sampling



and "snowballing" techniques were used to select informants. Qualitative data were analysed through similarities/differences and enumeration techniques among evidences gathered from each theme (until saturation point). Quantitative data were analysed using measurement of central tendencies, t-test and multiple regression.

Findings on the two cases revealed the major problems faced by the IVD projects low income among the participants, uneconomic size of land cultivated, low agricultural productivity, lack of profitable employment opportunities and low employment skills among the participants. In Asam Jawa, inadequate housing, lack of electricity supply, piped water and road were the other development problems.

Mulong-Lating Project made a significant increase in padi production through land consolidation and padi estate farming. In Asam Jawa, the landowners benefited mainly from the project, except for the housing and other amenities. The impact on poverty alleviation was minimal because the size of land affected determined largely the participants' benefits from the project. The projects did not provide sufficient alternative employment opportunities to the displaced labour due to the padi estate farming venture.

The success of both projects could be attributed to: a) strong government support; b) land consolidation and padi



estate management which enabled the efficient use of farm machinery, inputs and management; c) competent and dedicated staff; d) congruence between some of the participants' needs and project strategies; and e) effective interagency collaboration. Personal characteristics variables were found to be insignificant predictors of participants' commitment to the project.

The model formulated from this study included three categories of elements, namely; preconditions, project components, and project performance. The preconditions were: a) clear poverty eradication development thrust, b) environmental analysis, c) political commitment and support, and d) implementing capacity of agencies concerned.

The project components consisted of: a) relevant objectives, b) adaptive programme development, c) appropriate strategies (productivity enhancement, employment expansion, participants' capability and motivational build-up through non-formal education and communication support mechanisms, strengthening production support services and facilities, resettlement, land and tenancy control, land consolidation/estatization and development of local organizations), d) suitable management structure, and e) local participation.



Project performance comprised the attainment of project goals; these were adequate employment, sufficient income, adequate housing, access to such social services as education and health, infrastructure development, and favourable attitude towards development. The model calls for appropriate orchestration for congruence in preconditions, project components and project performance.



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SUATU MODEL PEMBANGUNAN KAMPUNG BERSEPADU
BERASASKAN PADI DI MALAYSIA

oleh

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Kajian ini bertujuan untuk membentuk satu model bagi pembangunan kampung bersepadu berteraskan padi sebagai tanaman utama di Malaysia melalui penilaian institusionalisasi (prosedur, proses dan penerimaan projek oleh peserta-peserta), prestasi dan mengenalpasti faktor-faktor yang menentukan kejayaan atau kegagalan projek bersepadu Asam Jawa dan Mulong-Lating.

Data berbentuk kualitatif dan kuantitatif telah dikumpulkan melalui teknik "informant," temuduga, kaedah pengamatan dan meneliti dokumen yang berkaitan. Seramai 200



responden, 59 pemberi maklumat (informant) dan 23 perancang dan pelaksana projek telah ditemubual untuk kajian ini. Persampelan rawak telah digunakan untuk mengenalpasti responden, dan persampelan teoritis dan teknik "snowballing" pula digunakan untuk pemilihan pemberi maklumat. Analisis data kualitatif telah dilaksanakan mengikut persamaan dan perbezaan di samping teknik pengiraan bagi maklumat yang telah dikumpul dari setiap tema (sehingga takat ketepuan). Analisis data kuantitatif dibuat dengan pengukuran kecenderungan pusat, ujian-t dan regresi berganda.

Kedua-dua kes yang dikaji menunjukkan bahawa masalah utama yang dihadapi oleh peserta ialah pendapatan yang rendah disebabkan oleh saiz tanah yang tidak ekonomik, produktiviti yang rendah, kekurangan peluang pekerjaan dan kemahiran bekerja yang rendah. Khusus bagi Projek Asam Jawa, kekurangan rumah dan kemudahan elektrik, air paip dan jalan raya merupakan masalah pembangunan lain yang dihadapi oleh peserta-peserta.

Peningkatan hasil padi dengan cara penggabungan tanah dan penanaman padi secara estet menunjukkan kesan yang positif di Projek Mulong-Lating. Manakala di Asam Jawa pula, selain dari faedah kemudahan perumahan dan kemudahan-kemudahan asas lain, tuan-tuan punya tanah merupakan orang yang paling beruntung dari projek-projek yang dilaksanakan. Kesan pengurangan kemiskinan adalah minimum kerana kedua-dua projek tidak dapat

menghapuskan ketidaksamaan pendapatan. Ini adalah kerana saiz tanah yang diusahakan dalam projek merupakan penentu utama faedah yang diterima oleh peserta dari projek berkenaan. Projek ini juga tidak dapat menyediakan peluang pekerjaan alternatif yang mencukupi untuk gunatenaga yang berlebihan disebabkan oleh ciri peladangan padi secara estet.

Faktor kejayaan bagi kedua-kedua projek adalah: a) sokongan yang kuat dari kerajaan, b) penggabungan tanah dan pengurusan secara estet yang membolehkan penggunaan jentera, input dan pengurusan yang lebih cekap, c) pegawai yang berdedikasi dan cekap, d) kesamaan keperluan peserta dengan strategi projek, dan e) kerjasama yang berkesan antara agensi. Angkubah-angkubah peribadi peserta didapati tidak dapat menentukan komitmen peserta kepada projek secara signifikan.

Model yang telah digubal dari kajian ini merangkumi tiga kategori, iaitu prasyarat, komponen projek, dan pencapaian projek. Prasyarat-prasyaratnya adalah: a) penekanan yang jelas terhadap penghapusan kemiskinan, b) analisis persekitaran, c) sokongan dan komitmen yang kuat dari kerajaan, dan d) keupayaan pelaksanaan oleh agensi-agensi berkaitan. Komponen-komponen projek pula meliputi: a) objektif yang munasabah, b) pembentukan program yang sesuai, c) strategi yang bersesuaian (peningkatan produktiviti, penambahan peluang kerja, kebolehan peserta dan pembinaan semangat melalui pendidikan tidak formal

serta mekanisme sokongan komunikasi mengukuhkan perkhidmatan sokongan dan alatan pengeluaran, penempatan semula, pengagihan dan sewaan tanah, penyatuan dan penggabungan/estatisasi tanah dan pembangunan organisasi tempatan), d) struktur pengurusan yang bersesuaian, dan e) penyertaan penduduk.

Prestasi projek merangkumi aspek-aspek pencapaian matlamat seperti peluang pekerjaan yang mencukupi, pendapatan dan perumahan yang mencukupi, adanya kemudahan-kemudahan seperti pendidikan dan kesihatan yang lengkap, pembangunan infrastruktur serta sikap yang positif terhadap pembangunan. Model ini memerlukan keseragaman yang sama rata bagi ketiga-ketiga komponen tersebut (prasyarat, komponen projek dan prestasi projek) untuk menentukan kejayaannya.

CHAPTER I

INTRODUCTION

The Concept of Development

Development is an issue which has gained utmost concern especially among the so-called "less-developed" countries. This significance can be attributed to the fact that there is no one way to development, that development situations are exceedingly complex, constantly changing, fluid and flexible. Moreover, the concept and objectives of development have been changing markedly over time.

Less-developed countries have learned two major lessons in their development efforts. Firstly, the inadequacy in the use of Gross National Product (GNP) as a measure of development. The World Development Report acknowledges that GNP does not measure items that are important to welfare in most societies, such as the distribution of income and wealth, employment status, job security and opportunities for advancement, and the availability of health and educational services (World Bank, 1981:20). Concentrating then on GNP as an indicator of development ignores human welfare which is surely as important for the improvement of people's lives as any national level of GNP.



Secondly, less-developed countries have also realized that the development of physical infrastructure, such as roads and irrigation, and the advancement in the agricultural sector, failed to provide better lives to the poor sector of their society. These physical improvements have, in many cases, contributed to the economic polarization in the society--the poor have become poorer and the rich, richer.

The significance of knowing the meaning of development is best captured in the statement of Goulet (cited in Todaro, 1982:87) which says: "It matters little how much information we possess about development if we have not grasped its inner meaning." The problem of delineating the definition of development has been an issue of controversy among development academicians, practitioners and policy makers. Nevertheless, the United Nations (1970) has provided the fundamental concept of development through its General Assembly Resolution 2626 which states that the ultimate objective of development must be to bring about a sustained improvement in the well-being of the individual and bestow benefits on all. If undue privileges, extremes of wealth and social injustices persist, then development fails in the essential purpose.

The concept of development should be specifically relevant to a particular society. Hettne (1984:7) says: "There can be no fixed and final definition of development, merely suggestions of what development should imply in particular

