

Public Participation Level in Spatial Planning of Southern Cross Road Area, Malang

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Abstract

The purpose of this study was to measure the level of public participation in spatial planning of Southern Cross Road (SCR) Area Malang, East Java which is expected to obtain a conclusion that could be used as a government consideration in improving public participation in future spatial planning of SCR Area. This research is using mixed methods approach (quantitative and qualitative). Primary data obtained from questionnaires of the respondents in the SCR area and secondary data obtained from the agencies or institutions associated with this study, also from government offices at the study site. The results show that the participation of society in the spatial planning of SCR Area Malang is still in placation level and tokenism as the power level. Settled strategy puts less people in public affairs or government agencies which generally are still held by major elite power. Thus, people can easily defeated in elections or cheated. In other words, they allow the public to provide suggestions or additional plans, but the right still owned by authorities to determine the legitimacy or feasibility of these suggestions. There are two levels where the community is settled, i.e. (1) the quality of technical assistance that they have in discussing their priorities; (2) supplementary where communities is set to suppress the priority.

Keywords: ladder of participation, Placation, Southern Cross Road, Tokenism

1. Introduction

Southern Cross Road (SCR) Development in East Java Province initiated since 2006 until now, which is only been realized along 300 km. SCR development involves three parties, i.e. the District Government in charge of land acquisition, the Provincial Government is doing physical work and preparation of the road, and Central Government is work on the foundation stone, layer of asphalt and road surface. By the end of 2010, four SCR sections in East Java province along the 300 km already used , i.e. Pacitan - Hadiwarno, Popoh - Prigi, Balekambang - Sendangbiru and Jarit (Lumajang) - Puger (Jember) (*Bina Marga* of East Java Province, 2010). In fact four SCR sections already built is not integrated yet into a national network of arterial roads that cross the southern part of Java Island. However, these roads are localistic joined with national road and local road that have been built previously to form a road network that is needed by the local community in the southern districts of Java Coast (PANSELA).

One of the area that crossed by the SCR infrastructure development segments is East Java, Malang which passes through the southern part of four districts: Wetan Sumbermanjing, Bantur, Donomulyo and Gedangan. Those four districts are a functionally heterogeneous region –all four have the different characteristics and potentials of social economy. Economic potential of the SCR construction crossed region in Malang include fisheries, tourism, forestry, dryland farming and community forests.

The main livelihood of the people in Bantur and Donomulyo is services informal sector, coastal areas and fishing tourism while Sumbermanjing Wetan are on the fisheries sector, services, informal sector and plantation. Households-scale and fisheries industry sector were found in all districts in the Southern part of Malang (Malang Development Plan 2010-1014).

SCR infrastructure in the Southern Malang is expected to affect positively towards *economic driven* on economic

development of local communities. Meanwhile, building process always produces externalities – both negative and positive. It indicates that the infrastructure is just an instrument to promote development in a region which is a prerequisite for regional development. SCR infrastructure development in the southern Malang does not necessarily ensure an optimal development but it will create necessary conditions to achieve the goal of regional economic development. Economic and other non-economic factors must still be considered because all together also have important role for development.

Participatory development approach is mostly determined by the socio-political structure, economic and cultural force factors in the local community (Tosun, 2000). Public participation in the development process were needed by several developed countries (Murphy, 1985; Gunn, 1988; Haywood, 1988; Blank, 1989; Keogh, 1990; Simmons, 1994; Reed, 1997; Tosun, 2000). However, the participatory approach in development process in developing countries does not seem to be considered in detail.

Development paradigm has gradually shifted into the effort of increasing community's participation in various phases of development activities. Implementation principle of the program is not only to put the public as objects of development but as subjects as well. That is expected to continue/develop the building program and can solve their problems, especially in improving the quality of construction. The development is really close to changes and implementation of spatial development. It indicates that spatial development directly related to public participation. Public participation in the democratic system government calls for public involvement in the decision-making process that is increasingly important in the era of regional autonomy. The implementation of regional autonomy under the Act of Republic of Indonesia No. 32, 2004 on Regional Government, has brought major changes in every segment of Local Government management (Soekarwo, 2005).

Santosa *et al.* (2005) stated that spatial planning has two types of underlying needs that acquired public participation, i.e. control functions and information needs of social data. Public participation in spatial planning becomes important for making a responsive spatial planning. A responsive planning – according to Mc. Connell (1981) in Santosa *et al.* (2005) – is the decision-making process of responsive spatial planning to the preferences and needs of the communities which is potentially affected if the plan is implemented. Community should involved to achieve a responsive planning, since the beginning of the planning process itself, i.e. the identification of problems, aspirations and needs through the implementation phase of the spatial plan. Community involvement in the process from the planning stage, utilization and control of the space utilization, a system of evaluation will occur on spatial planning activities that have been carried out and become an input for further spatial planning process. Community participation approach is expected to create agreements and rules in society in order to realize social justice on spatial planning program that is prepared according to their aspirations. It also increases community's sense of belonging on the space utilization program in line with the accommodated aspirations in the spatial planning program, which in turn can manifest efficient and effective development (Kimpraswil, 2002).

Public participation in a spatial planning system is necessary because: (1) planning stage – most people know what they need, thereby directing optimal and proportional spatial plan product for various activities, avoid of speculation and excessive distribution space allocation for certain activities; (2) utilization stage – people will keep the space utilization appropriate with the planned allotment, allocation and time to avoid conflict of space utilization; (3) control phase – people feel their sense of belonging and responsible for maintaining comfortable and harmonious space quality and useful for future development (Bovaird, 2007).

Posit people to participate in planning and deciding alternative plan is a step to make plans, especially in spatial case, as the community plan belonging. So the violation on plan is against society's agreement, not limited to against local government's decision (Haeruman, 2004). Public participation in spatial planning has been regulated in Law 24 of 1992 on Spatial Planning, Article 4 paragraph 1 and 2, Article 5 paragraph 1 and 2, and Article 12 paragraph 1 and 2. Provision of community involvement in spatial planning settled further in Government Regulation No. 69, 1996 on the implementation of rights and obligations as well as the forms and procedures for public participation in spatial planning. It is also regulated in Minister of Home Affairs Regulation No. 9 of 1998 on the procedures for public participation in the process spatial planning in the area.

Public participation is a concept that widely promoted, but only few government programs that have demonstrated their application correctly. In many countries, people most involved in one or several stages of the program cycle, such as the determination of development priorities, resource allocation, service management, project implementation and evaluation. There is a tendency for the government involving public participation only to implement the decision that has been passed by the elite or politicians. In most government programs, professional (political elite) dominate the decision-making process by degrading the non - professional or non -

technical knowledge and skills of the community. The concept of community participation is strongly misunderstood and sometimes equated with a sense of community involvement. In some cases, people participate passively. There is no common approach to translate people's participation in practice and this makes the debate about how and to what extent the community members must participate (Mubyazi *et al.*, 2012).

SCR development in Malang is inseparable from participation of the local community, because people in this case are the subject of infrastructure users and also activity's actor. Activities and community participation can be one of the major factors in the development of SCR spatial area. Economic, geographic and development conditions of SCR has a close relation with the possibility of changes in the spatial area of the south coast of East Java. SCR are connecting East Java, Central Java, Yogyakarta and West Java. It is possible to accelerate the development of southern East Java Province and it will surely change the face of spatial region around SCR. But not less important is the participation of the community in the implementation. Therefore, this study will attempt to assess the level of community participation in Malang in the spatial arrangement of SCR. The purpose of this study was to measure the level of public participation in spatial planning of SCR Malang East Java which is expected to obtain a consideration that could be used by the government in improving public participation in future SCR spatial planning.

2. Material and Method

Research on level of community participation in the area of SCR spatial planning is mixed method approach (quantitative and qualitative) (Cresswell, 2007). Primary data obtained from questionnaires of the respondents in the SCR area and secondary data obtained from the agencies or institutions associated with this study, also from government offices at the study site. Variable definitions of community participation level in the spatial planning are the extent participation of the community in the formulation of spatial planning (Burke, 2004).

2.1 Study Area

This research was conducted in the Southern Ring Road of East Java, Malang Regency (Sumbermanjing Wetan, Bantur, Donomulyo and Gedangan). Basis of these considerations on the four stages development of SCR districts that have reached 80% (Bappeda Malang, 2005). Recent use of the land surrounding development area is not too varied but needed intensive treatment (control and supervision) because it is a fairly prone areas, which tend to be dominated by the type of forest and garden use. Land around the development area is dominated by settlements, gardens and shrubs.

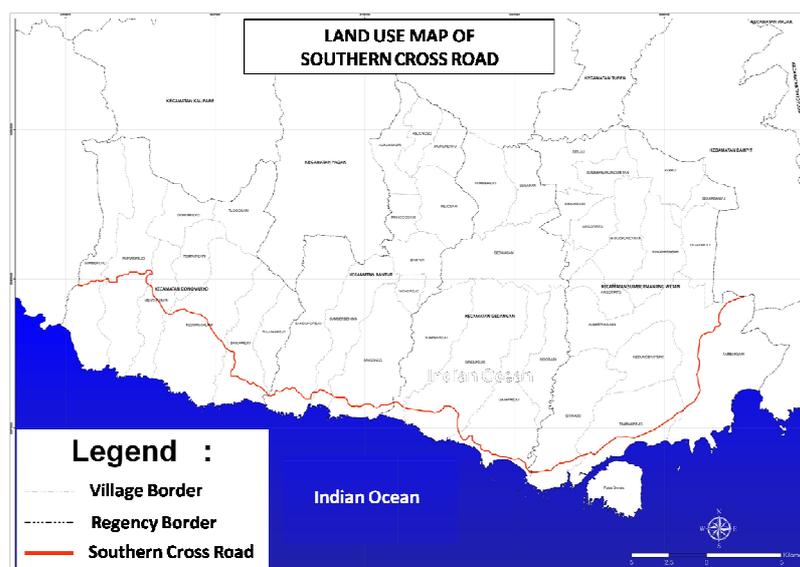


Figure 1. Study area of Southern Cross Road

— : SCR (Sumbermanjing Wetan – Bantur – Donomulyo – Gedangan)

Source: *Bappeda* (2005) and *Bakorsurtanal* (1999), processed in 2013

2.2 Data Collection

Quantitative data obtained from respondents in the study site of SCR area. We used eight indicators with 80 respondents as research subjects for each district, required a total of 320 respondents (Solimun, 2002). While the qualitative data selected by purposive sampling on key person, where each village would have three people (village head, village secretary and religious figures). They are considered understand the development of existing research's areas and understanding the potentials of the study area (Sugiyono, 2009).

2.2 Data Analysis

This study combines quantitative (regression analysis) and qualitative (analysis of participation level) approach. Regression analysis used to test whether there are internal factors that include gender, age, education level, income level, livelihood and external factors. Specifically, it is the roles of government, planning consultants, and private sector influence on the level of public participation in spatial planning of SCR area. Analysis of community participation in the area of SCR spatial planning is illustrated by a pyramid diagram (Figure 2).

Arnstein argued that the various levels of engagement can identified, ranging from non-participation to the devolution of powers as described in Table 1. Determination of the level participation typology of community based on the value of the score by Arnstein (1969):

- Citizen Control, score 384,82 - 432,00
- Delegated Power, score 337,56 - 384,81
- Partnership, score 290,30 - 337,55
- Placation, score 243,04 - 290,29
- Consultation, score 195,78 - 243,03
- Informing, score 148,52 - 195,77
- Therapy, score 101,26 - 148,51
- Manipulation, score 54,00 - 101,25

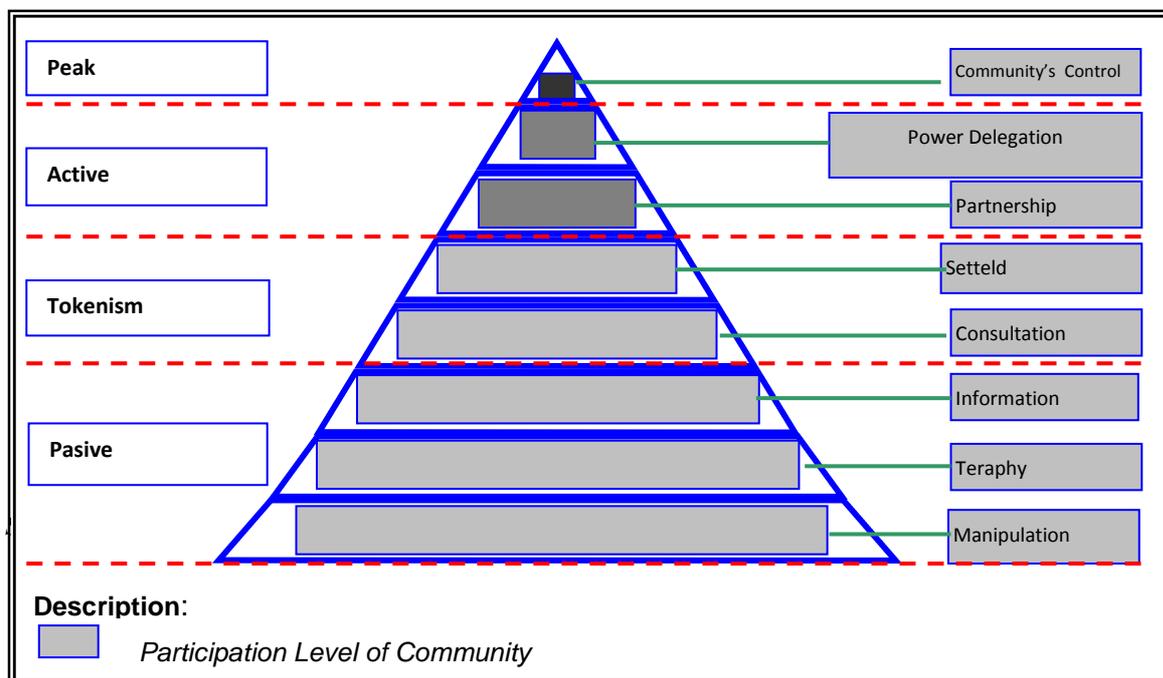


Table 1. Eight Participation Level of Community

Participation Level	Hakekat Kesertaan	Tingkatan Pembagian Kekuasaan
1. Manipulation 2. Teraphy	Official Commitment Authority educate the public	Non participation
3. Information 4. Consultation 5. Placation	Community's rights and choices were identified Communities are heard, But their suggestion were not used Community's suggestion is accepted but not always implemented	Tokenism
6. Partnership 7. Power Delegation 8. Community's Control	Reciprocity were negotiated Society was given power for most or the entire program	Level of Community's Power

Source: Arnstein, 1969

3. Result and Discussion

Level of community involvement is measured of eight indicators, i.e. attendance in meetings/conferences, not only expect incentives, active community in expressing input/advice/ suggestions, input from government, involvement in establishing the concept plan, openness of development actors, public involvement in approving the draft plan and organized society in decision-making (Goldhamer *in* Slamet, 1993). The level of public participation in SCR spatial planning in 4 districts is as follows:

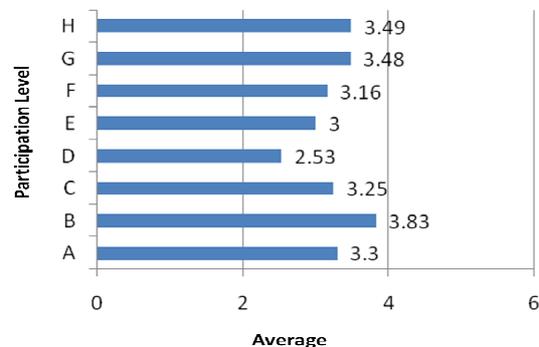
3.1 Level of Public Participation in SCR Spatial Planning In East Java - Sumbermanjing Wetan

Level of community participation in Sumbermanjing Wetan influenced by the indicator B, not only expect incentives. Indicator H organized society in decision-making and the least is indicator G, involvement in the approval (Fig. 3). People of Sumbermanjing Wetan already aware the importance of participation in the construction of SCR area so that people are willing to be present even in the absence of government incentives, although the expression in opinion is still using the representative appointed by the local community. One case study of Jamaica explored the practice of participatory development along with the people's aspirations and the government. Ward (2010) stated that external resources needed to create a successful participatory development and there needs to be communication with the existing power structure. The participation should be seen as a complement rather than an alternative to formal government and top-down approach. Ward (2010) also warned against the possibility for the government to use participation as an excuse to shirk the responsibility along with the importance of recognizing the complexity on society. Public participation at the level of placation regarded as evasive form of government responsibility towards society. Schoburgh (2006) highlighted how the state contributes to the problem of participation. People in Jamaica rely heavily on leadership or leaders they perceived as someone who could bring their aspirations to the government. There is a need for organization and leadership, but McDonald *et al.* (2006) showed that the dependence on leadership can lead to passiveness. Instead, he stated that there must be confidence in the community itself so that the process reflects the needs of the communities it serves.

Determination of the level of community participation category in Sumbermanjing Wetan (Table 1) can be calculated as follows: based on the average value of the score on variable levels of community participation for 3,25 then when the number of samples is 80, then the score for the level of public participation is 260 (*Placation*).

Participation rate of Sumbermanjing Wetan society is *placation* while the level of power-sharing is *tokenism*. Settled strategy puts very few people in public affairs agencies or government agencies. In general, the majority are still held by the power elite. Thus, people can easily defeated in elections or cheated. In other words, the government allowed the public to provide suggestions or additional plans, but authorities still have the right to determine the legitimacy or feasibility of these suggestions (Suciati, 2006). There are two levels where the community is eased:

1. The quality of technical assistance that they have in discussing their priorities.
2. Supplementary where people are set to suppress those priorities.



Source: Result, 2013

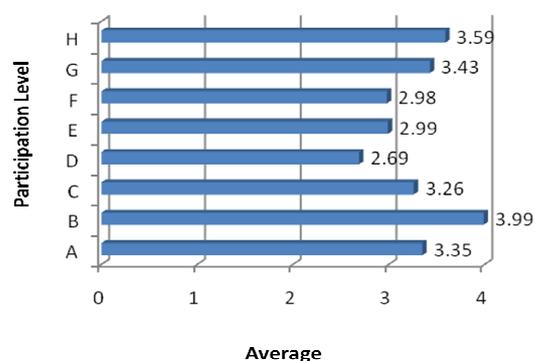
Figure 3. Level of community's Participation in Sumbermanjing Wetan

Description: (A) The presence in the meeting; (B) not only expect incentives; (C) activeness of the community; (D) input from the government; (E) involvement in plan determination; (f) Disclosure of development actors; (g) involvement in the approval; and (H) organized society in decision-making.

3.2 Level of Public Participation in SCR Spatial Planning In East Java - Bantur

The level of public participation in Bantur influenced by the indicator B not only expects incentives, then the indicator H organized society in decision-making and the least is an indicator G involvement in the agreement (Fig. 4). The level of public participation in Bantur is equal to the level of community participation in Sumbermanjing Wetan. It indicates that people Bantur already aware the importance of participation in the construction of SCR area so that people are willing to be present even in the absence of government incentives, although to express opinion is still using the representative appointed by the local community. Brodie *et al.* (2009) emphasized on several factors such as financial condition, socio-demographic, or other life event that can be contribute to community participation. Personal motivation is likely to be the reason in terms of values and beliefs of individuals. Factors that contribute to active participation are varied. Lowndes (2001) showed that individuals from the community who were invited to participate can be a great motivator, not merely expect incentives alone. Certain people as social animators, people who try to motivate and build the community into action through their knowledge of the existing network in the community.

Based on the average score of variable level on participation by 3,28; then with 80 samples, score for the level of public participation is 262,4 (*Placation*) which is the fifth of Arnstein's eight ladder, while the level of power-sharing is the level of *tokenism*. This level is the same as the level in Sumbermanjing Wetan.



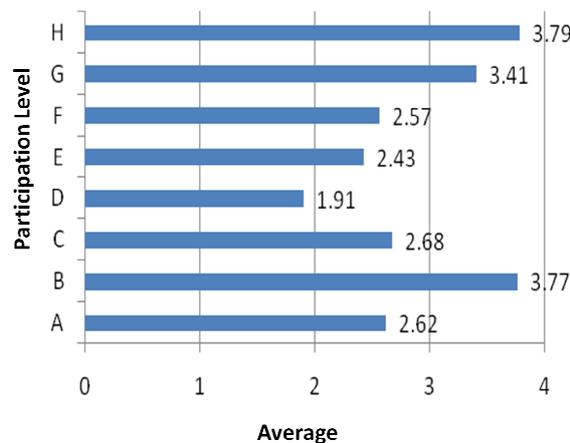
Source: Result, 2013

Figure 4. Level of community's Participation in Bantur

Description: (A) The presence in the meeting; (B) not only expect incentives; (C) activeness of the community; (D) input from the government; (E) involvement in plan determination; (f) Disclosure of development actors; (g) involvement in the approval; and (H) organized society in decision-making.

3.3 Level of Public Participation in SCR Spatial Planning In East Java - Donomulyo

The level of public participation in Donomulyo is influenced by the indicator H organized society in decision-making, indicator B not only expect incentives and indicator G involvement in the approval (Fig. 5). Indicators that affect the level of community participation in Donomulyo are different from the indicators that affect the level of community participation in Sumbermanjing Wetan and Bantur. The highest indicator that affects the level of participation in Donomulyo is organized society in decision-making. This indicates that Donomulyo society entrust their opinion on community leaders appointed by the local community.



Source: Result, 2013

Figure 5. Level of community's Participation in Donomulyo

Description: (A) The presence in the meeting; (B) not only expect incentives; (C) activeness of the community; (D) input from the government; (E) involvement in plan determination; (f) Disclosure of development actors; (g) involvement in the approval; and (H) organized society in decision-making.

Participation in Guatemala is a bottom-up structure, which is based on the rights of all residents to be included in the decision-making process for policies that affect their daily lives (Ruano *et al.*, 2011). Council at the level of society composed of community representatives, who act as leaders for the community and identify the needs and priorities of the communities they serve. The board members also participate in the formulation, planning, implementation, monitoring, and evaluation of projects and policies that affect them or people in the community and at the city level (Ruano *et al.*, 2011). The level of participation by 2,90 then the score for the level of public participation is 232, including in consultation level categories. Otherwise, level of power-sharing at the level of *tokenism*.

Consultation level may imply that public participation in the District Donomulyo is caused of:

- Government invites public opinion after give information to the public. Proven by organized society in decision-making.
- There has been a two-way dialogue between the government and involved people. Communities provide active input and discussion by two-way dialogue.
- Although there has been a two-way dialogue, but the success rate of this way is low because there is no guarantee that the concerns and ideas of the community will be considered. The used method is a public neighborhood meeting and public hearing.
- *Consultation* level is included in the degree of *tokenism* – a level of participation where people are heard and allowed to argue, but they do not have the ability to get a guarantee that their views will be considered by the decision makers

In the fourth place of the participation level has to be a two-way communication, but it is still a ritual participation. Aspirations has been exist, there are rule proposal, hope that the aspirations of the people will be heard, but there is no guarantee whether these aspirations will be implemented or changes will occur (Sudaryadi, 2007).

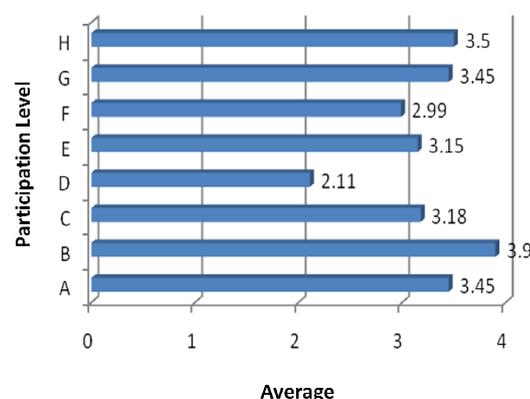
Consultation and invite the opinions of the community is the next step after the provision of information. Arnstein stated that this may be a legitimate step towards full participation level. However, two-way communication is artificial because there is no guarantee of public concerns and ideas will be considered. The method that is usually used in the public consultation is a survey of the behavior, the meeting between neighbors, and hearings. Here, participation remains a pseudo ritual. Society in general only receive statistical picture, and participation is emphasis on how the number of people who come to meetings, bringing home brochures or answer a questionnaire.

Consultation can be defined as a process of continuous participation of all relevant stakeholders in decision-making throughout the formulation and implementation of development policies and programs (Khaledi, 2012). Consultation should be understood as a means to achieve certain goals and not as an end in itself. The basic objective is to make decisions more inclusive, transparent and accountable, which in turn will not only increase benefits to local people and other affected stakeholders but also improves long-term survival of a government program. Policies to promote government programs will only succeed with the meaningful participation of relevant stakeholders, including vulnerable groups such as forest-dependent communities and indigenous peoples, women and youth (Reddy, 2003). Key principles for effective consultation and participation include:

- Consultation should be based on and facilitate access to information.
- Consultation should facilitate meaningful participation at all levels.
- Consultation should facilitate dialogue, exchange information and build consensus.
- Complaint mechanism, conflict resolution and redress should be established and can be accessed during the consultation process, and throughout the implementation of government policies and actions.
- Recognizing the various stakeholders and strengthen the voice of vulnerable groups, especially indigenous peoples.
- Connecting consultation process for planning and decision making processes.

3.4 Level of Public Participation in SCR Spatial Planning In East Java - Gedangan

Level of public participation in Gedangan is influenced by the indicator B not only expect incentives, indicator H organized society in decision-making and indicator G involvement in the approval. The level of public participation in the District Gedangan is equal to the level of community participation in Sumbermanjing Wetan and Bantur. They were already aware about the importance of participation development of SCR area and willing to attend even in the absence of government incentives, although they express their argument using the representative appointed by the local community.



Source: Result, 2013

Figure 6. Level of community's Participation in Gedangan

Description: (A) The presence in the meeting; (B) not only expect incentives; (C) activeness of the community; (D) input from the government; (E) involvement in plan determination; (f) Disclosure of development actors; (g) involvement in the approval; and (H) organized society in decision-making.

Average score of the variable of participation level by 3,22 then the score for the level of public participation is 257,6. The level of community participation in Gedangan includes in *placation* or settled category level (fifth of Arnstein's eight ladders). While the level of power-sharing at the level of *tokenism*. This level is the same level as in Sumbermanjing Wetan and Bantur.

At this level, occurred participation is an apparent participation. Although people have given their opinion, but the role of the government is still large. So to some criteria, community initiatives is rather small. This can be seen when planning the initial idea that came from the government, and the proposal's format is also the idea of the Government (Purnamasari, 2008). This pseudo participation also occurs in the edge of the existing groups in the metropolitan city of Sidney. To support the government's program, government invite public to participate in the plan development. Ideas of society deliberately accommodated and government promised would give a solution to these ideas. But in fact, the program still carried out in accordance with the government's arrangements (Mahjabeen *et al.*, 2008). The level of public participation in spatial planning of SCR area in Malang, East Java can be determined by summing the scores of each sub-district (Table 2).

Table 2. Public Participation Rate in Malang

NO	District	Score	Level of participation
1.	Sumbermanjing Wetan	260	<i>Placation</i>
2.	Bantur	252.4	<i>Placation</i>
3.	Donomulyo	232	<i>Consultation</i>
4.	Gedangan	257.5	<i>Placation</i>
TOTAL		1001.9	<i>Placation</i>

Source: Result, 2013

Based on the typology of Arnstein, it is determined that the level of participation of whole society is the level of *placation* (fifth of eight Arnstein's Ladder) and the level of powers division is *tokenism* (delusive), which creates the image of the ruling authority, no longer hinder the public participation. This result is consistent with Mardiantono (2003), which suggests that the level of community participation in the construction of roads and drains in the neighborhood of four slums locations in Semarang is the level of medium participation or at Arnstein scale level is between 5 to *placation*. While the factors that affect the level of participation are internal factors and external factors, both encouraging and inhibiting. The internal factors are influenced by the socio-economic conditions of the people such as the type of work and income level, while external factors are influenced by the technical assistance from the government through improving the quality of living environment (e.g. *KIP Plus*) and *Tridaya* programs.

This case study suggests that community involvement program to participate in the spatial arrangement of SCR area is still not optimal yet; to really incorporate community members in the planning and implementation of the program. Since this is a top-down approach without empowering participation, people do not feel as if they have ownership in the program. Gebremedhin and Theron (2007) found that the beneficiaries (the people) lose trust in the government's development program which also led them to discontinue any form of their participation. Many consulting projects/programs are trained in fields such as engineering or urban planning as if to involve the community, which includes the perspective of people who are trained in community development into made planning as if the program plan is bottom - up. The most needed is cooperation between the concerned parties. Supposed beneficiaries (in this community) project/program must be part of the decision process, which leads to better participation (empowerment), legitimacy for government projects and sustainable development (Gebremedhin and Theron, 2007).

The concept of community participation is a process that provides individuals an opportunity to influence public decisions and is a component in the process of democratic decision. Public participation is the simple meaning of public authority (citizen power). It concerns the distribution of power that allows people to consciously involve in the processes of economic and political. Public participation is also a strategy in which

people participate in determining how the provision of information, goals and policies are made, implementation of programs and benefits like contracts and given protections.

Goodlad and Meegan (2005) noted that the participation has been promoted as a solution to a perceived failure of local government decision making. While much of the agenda for public involvement forum has been created by the Government is currently planned historically - the only legal function of local government is required to carry out public consultation. Planners continue to engage in debates on the role of participation, effective processes and outcomes of participation in community empowerment (Arnstein, 1968; Healey, 1990, 1997; Beauregard, 1996; Sandercock, 1998, 2001, 2003; Forester, 1999).

Society participation in regional spatial planning of SCR in Malang East Java is still in placation level and power level tokenism. Settled (placation) strategy put very few people in public affairs agencies or government agencies. In general, the majority are still held by the power elite. Thus, people can easily defeated in elections or cheated. In other words, they allow the public to provide suggestions or additional plans, but authorities still have the right to determine the legitimacy or feasibility of these suggestions. There are two levels where the community is eased: (1) the quality of the technical assistance that they have in discussing their priorities; (2) supplementary - where communities is set to suppress the priority.

At this level people are starting to have some effect although some things still remain to be determined by those who have power. In the execution, some members of the community are considered able to be included as members of the development cooperation agencies in community groups whose members are representatives of various government agencies. Although the proposal of the public noticed in accordance with their needs, but people's voices are often not heard because the relatively low position or they are too few compared to members of government agencies.

Gebremedhin and Theron (2007) argues the government's definition of the participation of placation and lack of empowerment. They distinguished engagement and empowerment. Empowering forms of participation required by the ideal self-development. Case studies Galanefhi Water Supply Project (GWSP) is an example of the involvement and participation of top-down type that leads to manipulated beneficiaries, soothed and consulted, but rarely put in a position where they can direct or control the outcome of the projects/programs of the government. This type of participation does not lead to sustainability or independence. This is reflected in household participation in Arnstein (1969) as the degree of *tokenism* or *non-participation*.

4. Conclusion

The level of public participation in Sumbermanjing Wetan, Bantur and Gedangan are the level of *placation*, while in Donomulyo is the level of *consultation*. It is concluded that the level of public participation in spatial planning of SCR Malang - East Java are *placation* and the level of powers' division is *tokenism* (delusive), which creates the image of the ruling authority, no longer inhibit participation public. It indicates that the government allowed the public to provide suggestions or additional plans, but authorities still have the right to determine the legitimacy or feasibility of these suggestions. Although the proposal of the public noticed in accordance with their needs, but people's voices are not heard often because the relatively low position or they are too few compared to members of government agencies.

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