

An Examination of Participatory Planning Approaches Used in the “Transmigration” Resettlement Programme: The Case of West Aceh Regency, Indonesia



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“Transmigration” Resettlement Programme:
The Case of West Aceh Regency, Indonesia**

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Preface

First and importantly, all the praises to Allah SWT that I can finish this Master Thesis. I would like to thank my family, my wife Rani, my son Affan, and my parents who have given me support from Indonesia, during my study in Wageningen. I would like to thank my colleagues in the Land Use Planning group and the Indonesian students for all of their support, consultation, and peer review during this thesis. I would like to thank all of the respondents for my thesis, and also the Government employees of the Transmigration Affair in Jakarta, Aceh, and Meulaboh who supported me during the fieldwork. I would like to thank Gerrit-Jan Carsjens as a Thesis Coordinator who believes in me that I can start and finish with my thesis. Last, but not least, I would like to thank Meghann Ormond as my Thesis Supervisor. Her endeavour to support me in finishing my thesis is truly a blessing for me. I hope that this thesis can provide valuable insights and contribution to the development of the transmigration program in Indonesia and the prosperity of all the inhabitants.

Thank you for all of my friends whom I cannot mention.

Be success for all of us. Amin.

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Abstract

This master thesis researches how participatory planning approaches are used in the Indonesia Transmigration Resettlement Program in West Aceh Regency Indonesia. Providing insights of several resettlement programs and planning practices from several countries by employing participatory framework are valuable in the discussion of Aceh as the unique case of transmigration practice in Indonesia. Personal interviews with local inhabitants and focus group interviews with different level of government were combined with the national and local regulations to answer the research questions. The clarity of information and government responses in participation process were becoming a concern for the inhabitants, regarding the elements of participation. The provincial government prominent role in determining the continuation of the program after the social conflict in the 2000s and the composition of transmigrants were identified in the research. Lastly, the local inhabitants' expectation about the government responses and time sufficiency provision in the forum for discussion are needed to address this case.

Keywords: participatory, resettlement, transmigration, stakeholders, regulations

Summary

This thesis examines the particular case of the West Aceh Regency transmigration planning practice. The Aceh province has a more unique socio-political context, than other provinces, and this provides different insights in the discussion of planning practice in Indonesia. The governments' determination in increasing the local inhabitants welfare, through a transmigration program was rejected by a few groups of local people in Aceh. Importantly, the central government cannot impose this program on local governments and local people. Although the principle of participation has been selected to be employed in the planning process by the Indonesian regulation, the reality in practice is perceived by local inhabitants to be still below their level of expectation. The different stakeholders involved in the transmigration planning contribute to the different perspectives and expectations for the local inhabitants. The main research question was formulated to address the several concerns above:

How are central and local governments incorporating participatory approaches in transmigration program planning in West Aceh Regency?

Qualitative research with semi-structured interviews, to the local inhabitants and different levels of the government in transmigration affair and an overview of national and local regulations, were conducted to address the main question above. Several keywords, namely elements of participation, the role of stakeholders, local inhabitants perceive and expectation were elaborated further in the context case of the West Aceh Regency transmigration planning practice. The social conflict in the 2000s affected the livelihood and presence of the transmigrants in Aceh. Therefore, the Indonesian central government issued a particular discretion toward the transmigration planning practices in Aceh. Two typologies of observational villages were classified with their different characteristics to provide a more complete story of transmigration planning practice in this area.

The local inhabitants accept and support participatory as a designated planning practice in the transmigration program. Furthermore, the clarity and transparency of information were two important factors needed to be encouraged in further practice by the municipal government. Inequality of power and contrasting responses from municipal governments, were other elements of participation that were considered missing, by the local inhabitants in the planning process. The municipal government arranged the forum for discussion, although the local inhabitants complaint on the limited time of discussion and the detail information during the discussion. Additionally, five different stakeholders that were involved in the planning practices have various roles in the planning formulation. The provincial government has proved to take a dominant role in the sense of accepting or rejecting the program and the composition of participants. The planners' role varied in the case of the West Aceh Regency. They could function as a guardian of public interest, support the power of bureaucracy or as an advocate planner.

Learning from different resettlement programs and participatory practices from other countries are important to provide valuable insight for the practice in Indonesia. Importantly, when adopting several principles from other countries, one should also consider the different context of the socio-political and geographical situation. Furthermore, local inhabitants expected that the municipal government would be actively informed and enthusiastic in providing detailed information about the program, as well as generating local competencies in managing the forum for discussion.

CHAPTER I. INTRODUCTION

[...] Indeed, the local participation is an important element in transmigration planning process. We cannot accept the proposal planning document from the provincial government without a letter of approval from the local inhabitants.

(Interview with representative of The Ministry of Transmigration, 2016)

The Transmigration program has been contributing in moving more than 130,000 households in the last ten years (kemendes, 2017). Local inhabitants' approval is the principle requirement for the transmigration planning, due to their role as land provider and the participants of the program. Without acceptance from the local people, the Indonesian government cannot impose to execute the program. The appropriate planning approaches should be adopted and chosen to increase the successful level of program implementation in regard to local acceptance. As stated in the Indonesian spatial regulation, spatial planning program should be conducted with a public participation approach. However, the Indonesian government has not provided the program with a specific regulation for the transmigration planning practice. There are two different types of planning processes in the Aceh transmigration practice. An ordinary planning model, as seen others provinces, and the revitalisation scheme. Both of them have different consequences and procedures on the planning practice. Additionally, the Aceh provincial government's discretion regarding transmigration participants cannot be found in other regions. Therefore, examining the case study of transmigration practice in Aceh, with its specific characteristics above, would provide a broader understanding to the participatory planning discussion on how the different models of planning practices are being implemented in the government's program.

1.1 Transmigration Program

The Indonesian Government has a specific resettlement program known as the Transmigration Program. In general, this program relates with the reallocation of agricultural labour to less densely populated regions suited for agricultural production (Gany & Halli, 1993). The national government's policy objectives and approaches to the transmigration program have changed over the program's long history.

The historical process of the program can be divided into three main periods (Setiawan, 2005): first, the Dutch Colonialisation period (1905-1941); second, the Japanese occupation (1942-1945); and lastly, the period after Indonesian independence in 1945. During the initial period, the program sought to reduce the population pressure in Java Island, to increase inhabitants' prosperity, and to deal with the labour demands for agriculture and mining outside Java Island (ibid). In this period, the Dutch colonialisation succeeded in moving more than 189.000 people from Java to the other islands (ibid). However, during the Japanese occupation, only 2.000 people were moved from Java Island (ibid).

The different stages of transmigration period after the declaration of Indonesian Independence can be divided into three eras: the Old Order (1945-1968), New Era (1968-1998), and Reformation (post-1998)

periods (Setiawan, 2005). There are several important factors distinguishing them, namely the number of participants and the program's goals. The number of participants decreases significantly due to the Indonesian government's limited budget (ibid). In the Old Order, where more than 550.000 households were moved, the program had the goal of increasing security, prosperity and to enhance the unity of Indonesian people. The New Era's government, where more than 3 million households were moved, had a goal to emphasise food self-sufficiency (Tirtosudarmo, 2009). After the Reformation period, where only 130.000 households were moved (1999-2007), the goals were shifted to increase transmigrants' and local communities' prosperity, to improve regional development more equally across Indonesia and to strengthen national unity (ibid).

There are two categories of provinces in regard to the transmigration program in Indonesia. First, the provinces of origin, a group of residents who live in these provinces and who migrate to other targeted provinces of transmigration settlements. In this study, henceforth they will be defined as "migrants" which means they move and live in other provinces as transmigration participants (transmigrants). Inhabitants who live in Java, Bali, Nusa Tenggara Islands, and Lampung province are determined in this group (Tirtosudarmo, 2009). The Central Government emigrate inhabitants in this category due to the population density reason.

Second, the provinces of destination, the residents who are already living in this province, are designated as local transmigrants. People who live in Sumatra, Kalimantan, Sulawesi, Maluku, Papua islands are determined in this group. The local inhabitants in these provinces can be involved in the transmigration program by migrating to another village in the same urban territory, or to another urban area in the same province. They have the same rights and facilities as migrants. Additionally, local transmigrants have the privilege to determine the composition of participants between local transmigrants and migrants. The illustration of provinces of origin and destination can be seen in Figure 1.

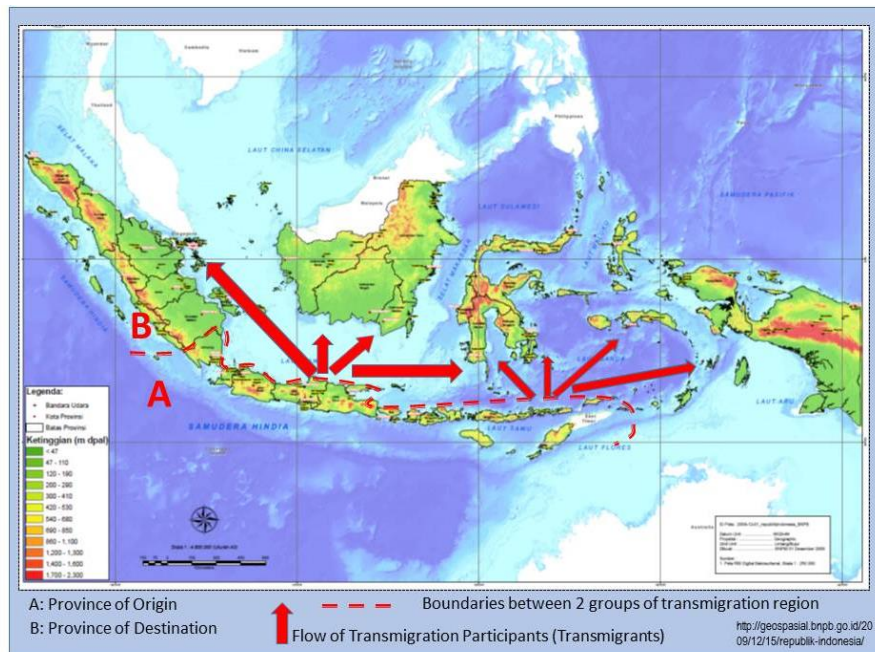


Figure 1. The Flow of Transmigration Participants

1.2 Regional Autonomy

Since 1999, the Indonesian government has shifted their structure from centralised authority during Suharto's Era (1968-1998) toward greater regional autonomy with Law no. 22/1999 about local government. The core distinction of these regimes is that local governments (municipal and provincial) have more power and independence in managing their economic, political, and governance functions (Casson, 2002). Furthermore, in the revised regulation (Law no. 23/2014), there are two different approaches to inter-governmental relationships, namely decentralisation and de-concentration. Decentralisation is the transfer process of central government functions to the local governments, based on autonomy principles. Similarly, de-concentration is the delegation of several parts of the central government's authority to the governor as the central representative of a province, particular institutions at the provincial level, and the mayor as public affairs' administrator at the municipal level. The Indonesian government has deliberately changed their structure due to the determination in having more, as Rukmana (2015) stated, "pluralistic and accountable" in the government system. However, the challenge is the low level of government's considerations on the various culture and local wisdom regarding centralised planning standardisation (Hudalah & Woltjer, 2007).

Article 9 of Law no. 23/2014 identifies the different types of government affairs, such as absolute government affairs, government affairs concurrent and general government affairs. Affairs absolute is a government affair entirely under the authority of the central government. Affairs concurrent is a government affair shared between local and central government and the provinces and municipal governments. The general affair is a government affair under the authority of the President as the leader. Article 11 of the same law decrees states that concurrent affairs consist of regional authority of government affairs and government affairs mandatory options. Mandatory government affairs consist of government affairs concerning basic services (e.g. education, health, and spatial planning) and government affairs that are not concerning basic services (e.g. labours, food, and land). The transmigration program is classified as a government affairs option meaning that the local governments are given a choice whether to participate in the program or not.

1.3 Planning Process

There are several phases of planning documents for the transmigration region. A Transmigration Region Plan (RKT) document is used by municipal governments in the initial stage of transmigration planning as the baseline for further planning in the next phases. The RKT is produced at least five years before the transmigration settlements are physically constructed. Table I shows the process of transmigration planning. The role of each different stakeholder will be elaborated further in the literature review in the next section.

Table I. Planning Process Indicated in Transmigration Region Plan (RKT)

No.	Stakeholders	Activities	Output
1.	Municipality Government	<ul style="list-style-type: none"> Identify land availability for the transmigration areas Synchronise the transmigration planning with the land use direction of the urban spatial planning regulation (RTRW) Identify the type of transmigration (General Transmigration/TU; Assisted Spontaneous Transmigration/TSB; and Independent Spontaneous Transmigration/TSM)¹ appropriate for the characteristics of the area Accommodate local inhabitants' interests (e.g. head of district and villages) especially in recommended transmigration settlements through public consultation² Submit the proposed RKT to the Provincial Government for assessment/approval 	<ul style="list-style-type: none"> Legal status of prospected areas identified Priority areas that can be used as transmigration identified areas Type of transmigration identified Areas recommended by local inhabitants
2.	Provincial Government	<ul style="list-style-type: none"> Assess/approve the proposed RKT with the direction of the provincial spatial planning regulation (RTRW) Evaluate the land status of transmigration areas with the directive of Land Title Database from National Land Agency Submit the proposed RKT to the central government (Ministry of Transmigration) 	<ul style="list-style-type: none"> Priority areas for transmigration areas identified
3.	Central Government (Ministry of Transmigration)	<ul style="list-style-type: none"> Assess/approve the Provincial Government's proposed RKT Designate the proposed areas as the transmigration areas³ 	Legal status of transmigration areas secured
4.	Local inhabitants in targeted transmigration	<ul style="list-style-type: none"> Propose their areas (private or property of villages) as potential areas for 	Transmigration settlement areas

1 Adapted from Law no. 15/1997 about transmigration

2 Municipality governments conduct a public consultation by involving various stakeholders (e.g. local government agencies, NGOs, members of the house of representative, and residents in recommend transmigration settlement). In the consultation, the municipal governments explain about their plan in developing transmigration areas and to identify all stakeholder opinion about the plan. The result of the discussion is used as an attachment part of the RKT document.

3 The Ministry of Transmigration gives its approval to the municipal governments (cc to the provincial governments). The legalised document of transmigration areas functions as the primary directive for the municipal governments to develop transmigration settlements.

	settlement areas	transmigration settlement to the head of the village ⁴ <ul style="list-style-type: none"> Identify/propose in-migrants with the particular characteristics (ethnicity, religion, skills)⁵ 	recommended <ul style="list-style-type: none"> Transmigrants recommended for particular areas
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There are several advantages of the transmigration program, such as the provision of job opportunities in transmigration areas, improving the prosperity of transmigration' participants and the areas in which they are living, reducing overpopulation in Java Island, supporting food supply and promoting nationalism among people of diverse ethnicities in Indonesia (Leinbach, 1989; Mac Andrews, 1978). Importantly, The Ministry of Transmigration (2011, in Nugroho, 2013) stated that the transmigration program has managed to turn more than 3317 new villages into centres of economic growth in rural areas. However, few cases of transmigration settlements in Central Kalimantan and Papua regions were abandoned by the residents due to their isolated locations and less arable agriculture land (Arndt, 1983). Comparatively, several issues in transmigration practice have emerged, specifically: environmental concern (e.g. deforestation number) and social impacts (e.g. ethnic minorities) (Fearnside, 1997).

Studies show that public participation is an important aspect that should be included in resettlement programs (Aziz, Hassan, & Saud, 2012; Yuefang & Steil, 2003; Abebe & Hesselberg, 2015) in cases where, for example, it is necessary to determine appropriate participants in accordance with the physical characteristics of a project's location and urban infrastructure provision (Aziz, Hassan, & Saud, 2012). Another studies highlight regarding make public policies clear and transparent and to accommodate public interests (Yuefang & Steil, 2003); and to obtain information and increase the interest of a place's residents in regarding the suitable location and specifications of reallocation (Abebe & Hesselberg, 2015).

1.4 Problem Statement

In the transmigration program in Indonesia, municipal governments conduct a public consultation to identify local inhabitants' interest and values in the initial planning level (RKT phase). However, public consultation is held with village and district heads only. Residents in the recommended transmigration areas are not directly involved in that forum. Thus, the communication process to exchange ideas and opinions between the municipal governments and residents has not been realised. The government regulation (PP) no. 3/2014 about transmigration program in article 42, state that RKT document function as the guidance for further planning document. The RKT provides a general directive for the transmigration planning process. Similarly, the RKT's term of reference highlights merely the generality of information that should be provided in the further planning document. Therefore, public consultation in

4 Land provision for transmigration settlements can be provided from private owners or land assets belonging to the villages. Private owners and their families have a priority to be participants of transmigration program. On the other hand, if using land assets of villages, the head of villages conduct a public discussion to select their residents to be participants of transmigration program.

5 The head of villages performs a public discussion to determine the suitable characteristics of transmigrants. The characteristics are determined by the consensus decision during the discussion. Transmigrants should meet the specific requirements according to the socio-economic characteristics of the transmigration areas (e.g. ethnicity, religion, skills).

the RKT phase in practice mostly functions as an initial provision of information to village and district heads that their areas are being considered for development as transmigration regions.

The Indonesian Central Government has been developing the transmigration program in the West Aceh Regency since 1982 (Abadi, 2014). In Article 36 of West Aceh Regency's regulation (Qanun) no. 1/2003, several areas have been identified as transmigration settlement areas. In this era of decentralisation, even though transmigration is not a mandatory program for the local government, West Aceh Regency has demonstrated its commitment to the program. This commitment can be seen from its willingness to provide the potential areas for transmigration settlements, as opposed to other regencies, in which, the municipal governments have not provided appropriate and legal areas for transmigration development.

Additionally, the World Bank Pact Loan for the transmigration program initiated in 1985, stated that the Indonesian Government should provide a forum for local people's participation (Fearnside, 1997; Zaman, 2002). However, the Indonesian central government did not follow this World Bank advice. This is a result of public participation being a different principle, with the top down approach of the centralistic structure of Indonesian governance at that moment (before the Reformation period in 1998). Furthermore, Law no. 26/2007 about spatial planning is the first Indonesian regulation to acknowledge the importance of public participation in the planning process. The goal is to create a liveable, productive, and sustainable space (Law no. 26/2007). In fact, the ministerial regulation with detailed guidance about public participation in transmigration planning has not been provided yet.

This thesis will focus on the participatory planning process for the transmigration program in the West Aceh Regency. There are several reasons for choosing this location. Firstly, the central government appointed Aceh as one of the priority areas for the transmigration program in the period 2015-2019 (Bappenas, 2015). The central government has a purpose of minimising the poverty level in Aceh Region which has a higher than national average number, through, among others, a transmigration program (Kemendesa, 2017b). Secondly, the West Aceh government as stated in Local Law (Qanun) no. 1/2013, supports the program by providing particular areas for transmigration settlement. However, some people in the Aceh province (e.g. student association in Simelue Regency and group of local people in Central Aceh regency) did not want to accept transmigrants of different ethnicity and stated their complaints from their perspective in some news media (e.g. globejournal, 2013; klikkabar, 2016). Because of this contestation, the central government only involves local inhabitants, who are defined as Acehnese, as the transmigrants within Aceh in the last ten years (2006-2016) (Kemendesa, 2015), though the reasons are not clearly stated in the government document. This conflict presents specific challenges to the potential of the transmigration program in Aceh, and thus offers a unique opportunity which to examine the role and practice of participatory planning. Lastly, no studies have previously assessed the participation process in transmigration planning by either the Indonesian Central Government or the local Aceh Government.

The result of the thesis can contribute to identifying the dominant concern on the participatory practices of transmigration program as the resettlement program in Indonesia. The interest and expectation of local inhabitants can be used by the central government to arrange the following program that would be accepted by the inhabitants with less possible conflict and rejection.

1.5 Research Question

Main Research Question:

How are central and local governments incorporating participatory approaches in transmigration program planning in West Aceh Regency?

Sub Questions:

1. What elements of participatory planning are enshrined in law and used in practice in transmigration planning?
2. Who are the stakeholders and what are their roles in transmigration planning?
3. How do the local residents perceive the participatory elements of the transmigration planning process and what do they expect from them?

1.6 Outline of Thesis

After describing several key concepts and problem statement in the first chapter, the following chapter explains the theoretical framework for this thesis. Three different cases of resettlement programs in various countries are described, regarding the advantages and challenges of participation practice. The role of stakeholders from several planning practices in different countries and the influence of the structures of each state toward the role of planner are elaborated further.

The third chapter defines the research methodology. The location of observation is mentioned to delineate this case study thesis. Data collection and analysis methods are elaborated further to describe the process in the survey. Ethical issues of the research concerning participants and the researcher will be explained in the last section.

The fourth chapter covers the results and a discussion of them. The transmigrations' policies at a national level are provided to demonstrate their influences on the planning phase. Regional (provincial and urban) governments' policies are briefly mentioned to identify the program's implementation at the local level. Lastly, the transcripts' interviews are analysed and discussed to respond to the answer of the research questions, under theoretical framework of a participatory approach.

The conclusions and recommendations of further studies are synthesised in the fifth chapter, followed by a list of references and thus, closing the report with annex.

CHAPTER II. THEORETICAL FRAMEWORK

The aim of this chapter is to introduce the theoretical framework. The key concepts such as public participation and role of stakeholders, provincial government are included, and elaborated further in the case of the transmigration resettlement program. Importantly, several practices from different countries are presented to support the function of public participation in the population resettlement programs.

2.1 Public Participation and Role of Stakeholders

Participation is defined differently by various disciplines. One definition commonly used is from the World Bank: “Participation is a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them” (World Bank, 1994). The notion of public participation in planning processes was first discussed in 1968 when the British Planning Authorities acknowledged the function of the public or inhabitants in the planning process (Hall, in Lane, 2005). Participation evolved in different planning paradigms later on. First, synoptic planning was concerned with the limited function of public comment and establishing collaboration with other stakeholders in an informal decision-making arena (Lane, 2005). Then, the new paradigm of participatory planning emerged. Advocacy planning included principles such as power between groups being more equally distributed, differential access to political organising and groups of people not yet being represented with interests (Mazziotti, in Lane, 2005). The key goal of advocacy planning was to accommodate the interests of excluded groups in the decision-making process (Lane, 2005). Lastly, with communicative planning, the role of participation grew in the decision-making process. In this approach, public participation not only focused on gathering information to develop a plan but also on negotiation, bargaining, and debating among stakeholders, including local inhabitants (ibid).

A stakeholder can be defined as “any individual or group who can affect or is affected by the actions, decisions, policies, practices or goals of the organisation” (Carrol, 1996 p.74, in Buchholz & Rosenthal, 2004). As for participatory planning in Indonesia’s transmigration program, stakeholders are identified according to their roles, inter-connection activities and their output in the formal planning documents (see, e.g. Table I) and by the planners themselves. The role of each stakeholder in this thesis’s case study will be examined through an analysis of some empirical studies.

The Indonesian Ministry of Transmigration stipulates the Transmigration Region Plan’s (RKT) Terms of Reference as a planning guidance. Furthermore, the responsibility of RKT document’s formulation has been delegated to the local (municipal/provincial) governments. The Local governments should follow the planning directions from the RKT’s planning guidance. Importantly, a public procurement process must take place in order to designate a certain planner to produce the planning document; this process should be conducted by the local governments. The planners’ role is to produce the RKT document with its technical requirements and submit a report to the local governments as the project owner (Kemendesa, 2015b).

The role(s) of planners is widely debated. However, the main concern is related to the differing context and role of the state. Fox-Rogers and Murphy (2016) classify several ways in which the state’s role

influences the role of planner. The planner's role classification under Fox-Rogers and Murphy (2016) below will be used as an element to address sub-question regarding stakeholders' role in this thesis:

1. Pluralism

Pluralists regard the state as a form of action which has a goal to "balance, reweight, and referee pressure group contests to protect unorganised or weakly organised groups in the public interest" (Dunleavy and O'Leary, 1987, p.45 in Fox-Rogers & Murphy, 2016). Planning as an instrument of state policy is also associated with a form of action to reach compromises among various stakeholders' interests in order to produce common concerns and interests. Participatory planning emerging in this state context influences the role of planner, with the planner serving as a mediator of conflict and custodian of public interest.

2. Managerialism

Managerialists emphasise the power of authority and highly depend on the skill and structure of experts. Bureaucratic planners emerge in this state. Additionally, the planner mostly acts on what benefits the state. The planner's role is concerned with the technical domain rather than political; thus their knowledge and skill are prioritised (Campbell and Marshall, 2002 in Fox-Rogers & Murphy, 2016).

3. Reformism

Reformists acknowledge the continuous development process of the state and its structures. Here, the state's role is to ensure that the development process will not lead to unacceptable results linked to capitalism. Advocacy planning is associated with this form of state. Krumholz (1994, p.150 in Fox-Rogers & Murphy, 2016) said that the role of the planner, in this case, is to "redistribute power, resources of participation away from local elites and towards poor and working class city residents."

4. Neoliberalism

Neoliberalists emphasise "entrepreneurial modes" of a government structure focusing on the economic growth of the state. The planner is encouraged to become a state agent that can support private sector interests. Planners have developed into business people, focusing on gaining as much profit as possible.

The role of the planner in Aceh transmigration planning process could be different regarding the different circumstances that will be elaborated in the analysis section. Hence, the Indonesian form of state, to some degree may be understood as Pluralist on paper due to a few reasons. With more than 13,600 islands and 1,340 ethnicities shows the plurality in the sense of socio-geographical domain (BPS, 2016). Article 33 the 1945 Constitution decree states "the greatest benefit of the people as the primary reason behind the strict control of the state government over the exploitation of land, waters, space, and natural resources." Furthermore, the planning system in Indonesia has been organised to assist the government's supremacy in the land and property control for the benefit of its inhabitants (Hudalah & Woltjer, 2007). Lastly, Article 261 Law no. 24/2014 about local government, designates that the local planning development should combine both a technical and participatory approach.

Knowing the different kinds of roles that inhabitants take on at different points of participatory planning processes is important. Participation can be interpreted as the various level of public involvement structures in the government decision making process (Nellissen, 1980 in Schotsman, 2010). Knowing the roles of inhabitants would provide an understanding on how the governments' perspective toward the

local inhabitants' function and interest in one perspective. Comparatively, it can be used to address the perception and expectation of local inhabitants toward the government arrangement in participation process.

Schotsman (2010) identifies several roles of inhabitants in public participation, linking them to Arnstein's ladder of participation. The function of inhabitants can be as initiators, co-partners (all participants are equal), co-decision-makers (depending on the structure of the state), advisors (competent on the technical domain), consulting conversation-partners and targeted groups (e.g. affected actors). Cornwall (2008) suggests there are several reasons why inhabitants only act as targeted groups and do not actively participate in planning deliberations. It may relate to inhabitants lack of confidence, feelings of repression due to external factors, fear about the (in) significance/impact of their contribution or it may be just the people do not consider any advantage in participating. Additionally, there are various methods through which inhabitant engagement/involvement can be established (e.g. conferences and workshops, focus groups, and community visioning practices) (Baker, Coaffee, & Sherriff, 2007; Bedford, Clark, & Harrison, 2002).

Knowing the elements of participatory planning practices in other countries can provide insight into the specificities of Indonesian practice in the transmigration program. Table II shows the various principles of participatory planning in different countries. There are three cases, namely in the Netherlands, Indonesia and United States.

Indonesian planning system was introduced in 1926, during the Dutch colonial period (Hudalah, 2007). It followed with the Town Planning Ordinance in 1948 which was inspired by Thomas Karsten's works (ibid). The Dutch government emphasises the goal of efficiency and effectiveness, that lead to the local support toward the government policies (Woltjer, 2002). The goal of local support in the Dutch planning practice through a participatory approach is relevant with the basic principle of transmigration program, which highlight the collaboration between migrants and local inhabitants in a new resettlement area.

Correspondingly, the land use management in Indonesian planning system is modelled on the US system (Hudalah, 2007). Control in the growth and development of land use is set-up through rigid zoning and codes. Similarly, the central and provincial governments collaborate with local governments responsible in the land use management system. The US government's perseverance in conducting a public hearing as a period of comment and as a tool to lessen social issues in the society under Innes & Booher (2004) notion, is an important lesson for Indonesian practice. The Indonesian Central Government sometimes publish public policies without the local's consideration that may lead to local's complaint before or during the implementation phase.

Importantly, both the Netherlands and the United States can be considered to have adopted participatory approaches in their planning process. (Woltjer, 2002; Innes&Booher, 2004). Thus, comparing participation practices in these three different countries are relevance that can be seen in Table II.

Table II. Principle of Public Participation in Planning Processes in Different Countries

No.	Principles	Context of Planning	Elements of Participation
1.	<ul style="list-style-type: none"> ▪ The governments (central and local) give space for a public consultation ▪ The availability of government's regulation which clearly arranges the public involvement ▪ Inhabitants have an opportunity to influence government's decision at a certain extent ▪ An appropriate time is provided in formalised and informal discussion meeting ▪ The discussion processes are supported with valid information from the governments regarding the planning issues, and an opportunity for the inhabitants to complain and written objections 	The Netherland Infrastructure Planning (Woltjer, 2002)	<ul style="list-style-type: none"> ▪ Availability of forum for discussion: conferences, workshops, focus groups, informal meetings ▪ Characteristics of information: valid, transparent, and easy to understand by the inhabitants ▪ Responses of governments: all inhabitants are equal in sharing their opinions, open with public interest, provide an appropriate time in planning process for a continuous discussion ▪ Inhabitant reaction: neutral, accept, reject, legal compliance
2.	<ul style="list-style-type: none"> ▪ The governments (central and local) acknowledge participation in planning by providing a formal meeting to discuss and exchange ideas ▪ Inhabitants can be involved in discussing strengths and weaknesses of issues in the local context and the regulation of spatial planning 	Indonesian Spatial Planning (PP no.68/2010)	
3.	<ul style="list-style-type: none"> ▪ Public hearings are a place where the inhabitant can react directly to the government's plans ▪ Agenda meetings should be available to the public, and private meetings are prohibited ▪ Inhabitants can reject and propose legal action toward government planning ▪ The high competence of inhabitants as the participants in the planning process ▪ The availability of a period of comment before the policies are published 	United States Planning Practice (Innes&Booher, 2004)	

The Indonesian Government has ~~been~~ implemented a participatory approach in the planning practices since 2007. By adopting several elements of participatory practices from other countries, which have more experience in their practices, and a reflection from the Indonesian regulation, a set of elements can be constituted to address the research question.

The principles from those countries are relevant, to a certain extent, to provide some valuable insights regarding the participation practices in transmigration planning. The US government challenge was the extended period of the government's project due to the local's lawsuit (Innes &

Booher, 2004). This issue can be considered as the additional condition when the Indonesian Government attempt to adopt participatory element from the US practice. Comparatively, the Dutch Government has a challenge in the project that is mostly dominated by the technical consideration (e.g. infrastructure) in which the local inhabitants may have a limitation on that domain (Woltjer, 2002). These challenges should be acknowledged by the Indonesian Government, as the precautionary principle to adopt the element of participation from both of two countries.

Public participation has several advantages, such as reducing social conflict through discussion among affected actors (Woltjer, 2002) and encouraging transparency regarding program financing and the quality of information in the discussion process (Innes, 2004). However, public participation also faces several challenges. Innes (2004) and Cornwall (2008) explain that the participatory approach takes much time to accommodate various actors and interests. Similarly, in the discussion process of a certain topic, participants (inhabitants) should have the appropriate competency to understand the content (Woltjer, 2002).

Participatory approach has been applied in a various range of policy issues, such as in the Nature Conservation project (Bommel & Röling, 2004), rural development (Aarts & Leeuwis, 2010), coastal management (Morf, 2005), spatial planning (Baker, 2007), tourism development (Timothy, 1999), and resettlement programs (Sutton, 1989; Yuefang & Steil, 2003; Snyder et al., 2014). The participatory approach is implemented the various levels of local's involvement that are determined by their project's characteristics and the authorities', as a power holder, determination (Rowe & Frewer, 2000; Aarts & Leeuwis, 2010)

Rowe & Frewer (2000) argue that the technical project (e.g. biotechnology project and environmental risk assessment) may require a lower level participation than the value based project (e.g. radioactive sites allocation). This would be related to the technical requirement or competencies of participants for the discussion forum. The public participation techniques would be varied from Referenda up to Focus Groups according to the project criteria per se (ibid).

Correspondingly, a participatory approach should be complemented with the support from the government as the authoritative stakeholder (Aarts & Leeuwis, 2010). The inhabitants perceive that the government should provide the public with a regulation to assist them in the participatory process (ibid). Similarly, the power influence or political regime under Bedford (2002) notion would also influence the implementation of participatory process. Political parties in the government structure could take more consideration to their constituent's interest rather than public in common (ibid). Consequently, the output of participatory process may not proceed to the implementation level, if there would be a concern from the constituent point of view (ibid).

In the Indonesian planning in general, and in particularly in the transmigration as a resettlement program, the stated goals of participatory planning can be explained as follows. First, the goal is to comply with Law no. 26/2007 about spatial planning that confirms the importance of public participation in Indonesian spatial planning (Rukmana, 2015). Second, the principle of decentralisation that encourages the local governments to provide a space for public participation (Lane, 2005). Lastly, it may relate to the World Bank pact's encouragement in 1986 that the Indonesian government should provide a forum for public discussion in transmigration planning

(Fearnside, 1997). Several resettlement programs from various countries will be elaborated in the next section. The elements of participation and the role of stakeholders in the planning practices in those countries will be highlighted to provide a practical overview on how the resettlement programs can comply with the project goal and public expectation.

2.2 Various Resettlement Programs

The transmigration program is commonly used as a model for resettlement policy in Indonesia (Zaman, 2002). During 1965-1980 the program received funding from the World Bank. The funding was aimed to support the Indonesian Government in restoring the income of transmigrants who can be classified as the participant of involuntarily resettlement under the World Bank's definition (World Bank, 1994). Consequently, to some degree the program had to be aligned with the World Bank principles (e.g. reducing involuntary resettlement, paying compensation, giving assistance to the affected people in new settlement areas, involving locals in the planning and implementation stage and evaluating the resettlement planning) (ibid). Hence, the decentralisation policy has encouraged municipal governments to lead the way in the resettlement program in their area, since the reformation period in 1998. As a leading authority in proposing the transmigration region plan (RKT) document to the central government, municipal governments act as the prominent stakeholders in managing the planning process.

In the next paragraph, three different resettlement' policies from other countries will be shortly explained to give a general overview of resettlement programs and the types of challenges they face. An Indonesian delegation came to Malaysia to analyse if the method of the program in Malaysia could be adapted to the transmigration program in Indonesia (Sutton, 1989). The Malaysian Central Governments' position as the initiator of the program, and how they arranged the knowledge of the local organisation in resettlement areas can be applied to address the question in the Indonesian central government roles in transmigration program. The Chinese resettlement program is similar to the transmigration program in regard to the total number of participants and inter-governmental collaboration between central and municipal governments (Yuefang & Steil, 2003). The Chinese inter-governmental collaboration can be used to address the question in regard to the roles of urban and provincial government. Furthermore, the different perspectives between the government and local inhabitants in China can be used to address the question of what local inhabitants perceive and their expectations toward the government policies. The Ethiopian resettlement program is similar to transmigration program in regard to the various supporting facilities that are provided by the government to the participants of the program (Abebe & Hesselberg, 2015). How the Ethiopian local government has made arrangements in the forum for discussion and how the government responds to the locals interest can be used to address the question of elements in the participatory planning.

a. FELDA in Malaysia

The FELDA, a resettlement program for people settling in rural areas organised by the Malaysian National Government, offers and supports the same infrastructure services that can be found in urban areas (e.g. Education and Health) (Aziz et al., 2012). The program was established in 1956, and focuses on generating smallholder farms in cash crops. The education and social aspects of participants are the

good explanation

key principles in developing this program. Thus, the national government developed more facilities (e.g. the Centre for Science Study in 2008; Junior MARA Science College in 2007; and Community Based Rehabilitation Centre) to support the settlers livelihoods (ibid).

FELDA's policy was hailed as a success by some scholars (Kottak, 1985; Bahrin, 1988; MacAndrews, 1977 in Sutton, 1989), because of the good income for the participants, land availability and suitability, recruitment methods, supportive environment for participants, and the homogenous group of Malay (97%) as settlers in the location. The ethnic homogeneity of participants supports cultural integration in the FELDA program; thus social conflict is minimised (Laquian, 1982). The Federal government has focused on a settler participation approach since 1967. The Scheme Development Committee (JKRR) was created as the highest decision-making association of the settlers (ibid). It consists of elected representatives of resident groups and leaders of various local organisations. The members meet to discuss the problems during the implementation of the program. The federal government provides JKRR leaders with management training and leadership skills. The institutional structures with the members represent various local organisations and local residents that can discuss and communicate with the federal government, and this is an important lesson from FELDA case (ibid).

b. Three Gorges Project Resettlement in China

This project is considered the largest water conservancy project in the world (Yuefang & Steil, 2003). The program started in 1991, and the World Bank estimated the total number of resettled people to be more than 1.4 million from across 1680 villages. A onetime payment had been applied as compensation by the central government until the 1980s. However, there are several problems, such as socio-economic and environmental problems; thus the central government shifted its policy into a new resettlement plan in 1993. This new policy has focused on enhancing local resources and generating local industries (ibid). Additionally, environment regulation and management efficiency are regulated by the new policy.

The Chinese government is still dealing with the challenges in the implementation of program: high economic costs for preparing the land, conflicts over of land redistribution among local residents, and several factories had to close their operations due to the economic and environmental consideration. Importantly, a lack of communication between resettled populations and local governments has had to be tackled in the planning process. Local governments perceive that local inhabitants are only concerned with getting higher compensation regardless of their participation in implementing the resettlement plan. On the other hand, the local residents in the project's area argue that compensation negotiations and resettlement plans are not transparent. Different perceptions between local residents and local government is an important issue of the participation planning process raised by the Three Gorges Project China.

c. Slum Clearance and Resettlement in Addis Ababa, Ethiopia

The Federal State of the Ethiopian Government has had to transfer its responsibilities to regional governments in 1991 (Snyder et al., 2014). Each region then devolves their authorities to districts (*Weredas*) and local governments (*Kebeles*) afterwards. Additionally, the *Weredas* rely on the federal government in regards to financial aid (ibid).

Addis Ababa, similar to others cities in Ethiopia, facing high pressure in its city centres for different development reasons (Abebe & Hesselberg, 2015). Inner-city slums are one problematic issue addressed by the *Weredas* Government. Therefore, the *Weredas* Government has cleared slums and relocated their

populations to other areas. The relocation would encompass complex processes, such as development planning, land consolidation, communication process with inhabitants, infrastructure supply, and management, public services support, negotiation for compensation and other methods of socio-economic adaptation for inhabitants (ibid).

The *Kebele* Council conducts meetings with the slum residents to discuss the slum reallocation planning. However, the residents state that the *Kebele* Council only needs their attendance in the meeting, regardless of their opinions and interest on the slums reallocation (Snyder, 2014). The local government recognised the inhabitants merely as the object of the government's plan, which should follow the government's direction in the implementation level. The residents could not see their interests and opinions being accommodated in the final plan. Public participation in the slum reallocation planning in Addis Ababa is merely defined as conducting a meeting to hear and decide the *Weredas*' priorities (ibid).

As the case studies above have demonstrated, there are several reasons for incorporating public participation in the planning and implementation process (Innes, 2004). First, to identify the public's interests, in order to accommodate them in the planning decisions. Second, to enhance the quality of the decision making, by taking public interest into account in the planning process. Third, to promote fairness and justice among all people. Fourth, to ensure legitimacy of the decision-making. Lastly, to comply with the planning regulation. Additionally, the planning practice in the resettlement program from various countries will be elaborated further in each discussion of sub-question. Their success stories at a certain extent can be used as a practical lesson in the resettlement program in the Indonesian context.

very useful section

CHAPTER III. RESEARCH METHODOLOGY

This chapter will elaborate on the research methodology of the thesis. The location of observation in the West Aceh Regency will be explained briefly. The data collected during the fieldwork are presented, and following is the method of analysis, which will explain how the analysis are constructed. Lastly, the ethical issues concerning with the respondents and the researcher will be presented.

3.1 Location of Observation

This research focuses on the transmigration settlements in the West Aceh Regency, Aceh Province, Indonesia (see: Figure 2). West Aceh (grey circle) consists of 12 districts and 322 villages with Meulaboh as the capital of this regency. The total area of this region is about 2.927 km², where Sungai Mas has become the largest district with 780 km² (BPS, 2016). The total population in 2014 was 190.244, where Johan Pahlawan was the most densely populated district. More than 95% of the population is Muslim. Distribution of area and population in West Aceh Regency is showed in Table III.

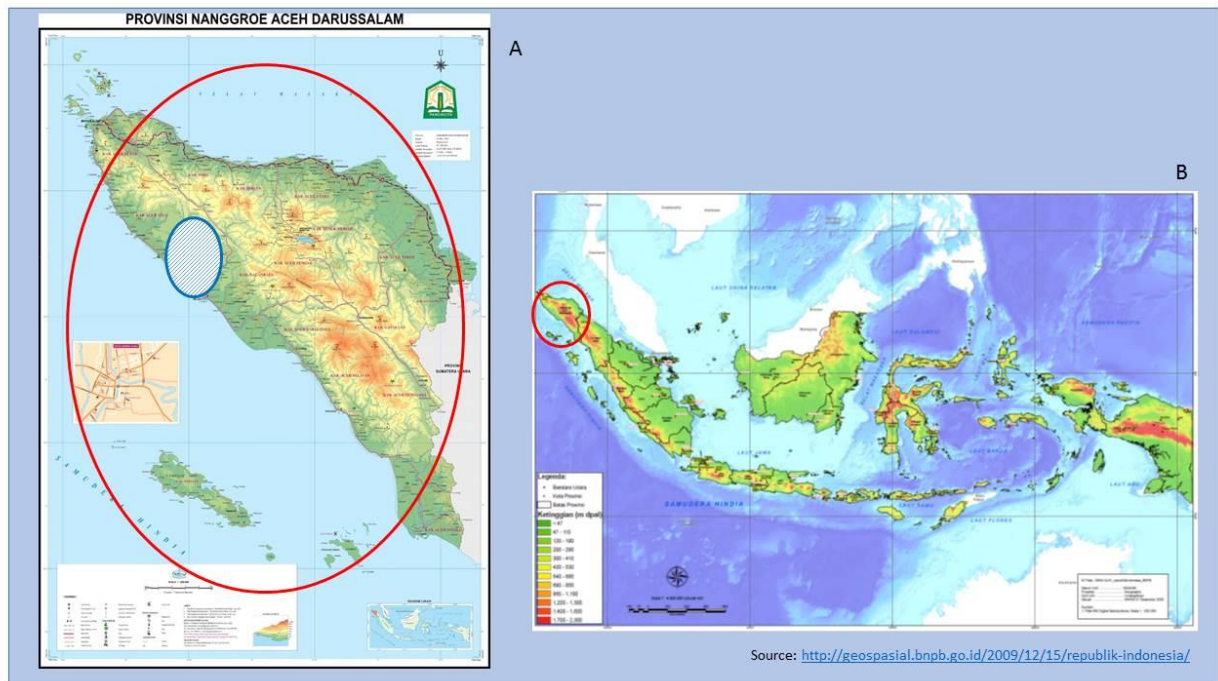


Figure 2. Location of Observation: A. West Aceh Regency in Aceh Map ; B. Aceh Province in Indonesia Map

Table III. Distribution of Area and Population in West Aceh Regency 2014

No	District	Area (km2)	Population
1.	Johan Pahlawan	44,91	61.608
2.	Samatiga	140,69	14.624
3.	Bubon	129,58	7.080
4.	Arongan Lambalek	130,06	11.494
5.	Woyla	249,04	13.079
6.	Woyla Barat	123,00	7.462
7.	Woyla Timur	132,60	4.472
8.	Kaway XVI	510,18	20.855
9.	Meureubo	112,87	29.100
10.	Pante Ceureumen	490,25	10.656
11.	Panton Reu	83,04	6.146
12.	Sungai Mas	781,73	3.668
	Total	2.927,95	190.244

Source: Statistics of Aceh Barat Regency, 2015

Based on the Focus Group Interview with representatives of West Aceh Regency employees, the transmigration program in West Aceh Regency started in 1985. Since then in most of the transmigration settlements, except for Alue Peunyareng-IV, the transmigration resettlements have developed into definitive villages as shown in Table IV. Following Law no. 23/2014 about local government, the transmigrants in those settlements became local residents who have the same rights (e.g. administrative affair and political rights) as native inhabitants (Acehnese). The municipal government has to support the transmigrants' facilities which are living in definitive villages. Contrasted with the transmigrants in Aleu Penyaring-IV Sp.6 who are still the responsibility of the central government.

Table IV. Location's Status of Transmigration Settlement in West Aceh Regency 2014

No	District	Location		Status of Location
1.	Meureubo	1.	Alue Peunyareng-I Desa Bukit Jaya	Definitive
		2.	Alue Peunyareng-II Desa Sumber Batu	Definitive
		3.	Alue Peunyareng-IV SP.6	In-progress
2.	Kaway XVI	4.	Alue Peunyareng III Desa Batu Jaya	Definitive
3.	Woyla Timur	5.	Batee Puteh I Desa Alue Keumuneng	Definitive
		6.	Batee Puteh III Desa Teumarom	Definitive
4.	Woyla Barat	7.	Krueng Bhee-I	Definitive
		8.	Krueng Bhee-II	Definitive

5.	Arongan Lambalek	9.	Batee Puteh II Desa Gunong Pulo	Definitive
		10.	Batee Puteh IV Desa Karang Hampa	Definitive
6.	Sungai Mas	11.	Tuwi Saya	Definitive
7.	Pante Ceureumen	12.	Lango	Definitive

Source: Statistics of Aceh Barat Regency, 2015

Due to the flooding which occurred during the research in the West Aceh Regency (Tempo, 2017), only four of six villages were observed. The location of research in three different districts is shown with the red circles in Figure 3. This research focuses on four (4) villages in the West Aceh Regency: Simpang Teumarom, Alue Keumuneng, Suak Bidok and Antong. Simpang Teumarom and Alue Keumuneng village will be categorised as the first typology, while Suak Bidok and Antong village will be categorised as the second typology.

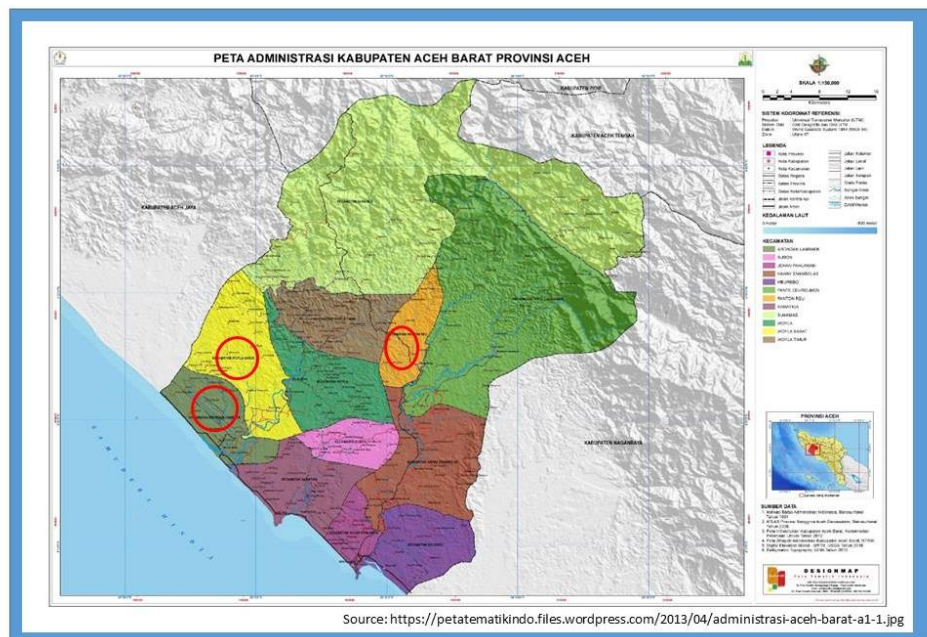


Figure 3. Location of Fieldwork

The difference characteristics of the first and second typology are shown in Table V. These differences will influence the planning process in each of typology. Their influences will be elaborated further in the analysis section.

Table V. Different Characteristics of The First and Second Typology

No	Characteristics	First Typology	Second Typology
1.	Type of resettlements	Revitalisation scheme	Designate for the new transmigration resettlements
2.	Type of planning documents	<ul style="list-style-type: none"> List of registered transmigrants or the descendants of the registered transmigrants from the previous program (before conflict) The plot design latest description 	<ul style="list-style-type: none"> Letter of acceptance and the map of land availability for transmigration resettlement RTSP document
3.	Participants	Acehnese and Non-Acehnese as long they have been registered as the participants or the descendants of the registered transmigrants	Acehnese

In the first typology (Simpang Teumarom and Alue Keumuneng village), the transmigration program was established in the 1980s. Most of the transmigrants were local inhabitants (Acehnese) who lived in the surrounding villages of the transmigration settlements before the settlements were constructed, however some of them are Javanese. Both Acehnese and Javanese (migrants) who live in the transmigration settlement can be considered transmigrants that obtain the same facilities (e.g. land plot and subsidies) from the government. The transmigrants in these villages were evacuated during the social conflict in the 2000s. The Acehnese were evacuated to different areas in the Aceh territory. Meanwhile, most Javanese went back to their province of origin (Java Island). However, the transmigration program in the West Aceh regency was re-introduced in the 2010s, by adapting a revitalisation scheme after the social conflict has been resolved. Simpang Teumarom in the West Woyla district had become a transmigration settlement again in 2012 inhabited by 354 transmigrants, and Alue Keumuneng in Woyla Barat district in 2016 inhabited by 523 transmigrants. The pictures of villages in the first typology are showed in Figure 4.

A revitalisation scheme is a model of the transmigration program which only is applied in Aceh Province. The governments' aim was to re-develop the transmigration settlement, which had been destroyed after the social conflict in the 2000s, by providing houses and other facilities (e.g. education and health care). The municipal governments in the Aceh region do not have to produce a Technical Planning of Resettlement Area (RTSP) document. Nonetheless, they must include the list of participants (Acehnese or non-Acehnese), the participants who want to return to the transmigration settlements, and the latest structures of the resettlement plot design which include the name of the land title.

Local Law (Qanun) no. 12/2013 concerning the mid-term development planning in Aceh 2012-2017 implies that the new transmigration program should only be designated for the local people (Acehnese) with an exception for the locations which were established before the conflict in the 2000s, as the example in Simpang Teumarom and Alue Keumuning village. Therefore, in this typology, the participants of the transmigration program in the 2010s could come from other provinces (e.g. East Java and Lampung), as long as they had been previously registered or they were the descendants of registered transmigrants living in the Aceh region before the conflict in the 2000s. The Acehnese, who were the transmigrants in these location discussed in the forum for public discussion. The forum was arranged by

the head of villages to determine the list of participants (Acehnese and non-Acehnese) of the following program. Their list of participants would be delivered to the Municipal government and Central Government to be adjusted with the budget availability for the program.



Figure 4. The Pictures of Villages in The First Typology

Each typology has a different planning procedure. As previously mentioned, in the first typology the municipal government does not have to produce a technical planning (RTSP) document, while in the second typology the RTKT document should be formulated. These different procedures would influence the planning practices. In the first typology, the local inhabitants would arrange their forum for discussion by themselves, regardless of the local governments' arrangement, and they could only determine the participants from the transmigrants and their registered descendants, who were evacuated during the conflict in the 2000s. In the second typology, the municipal government arranged and initiated the forum for discussion and the municipal government could determine the participants according to their interest, as long as these participants were Acehnese. These differences are relevant, along with the elements of participation and the role of stakeholder, and will be elaborated further in the analysis section.

The second typology uses the possible sites the municipal government had earmarked as transmigration settlements. The West Aceh government have designated these villages as the potential areas for the new transmigration settlements. The planning process for this typology follows the ordinary requirements of the transmigration program, with the exception of participants' composition. In this typology, the participants are fully selected by the West Aceh government from the inhabitants (Acehnese) who have been living in the surrounding villages of potential location transmigration settlements. Furthermore, in

this typology, the municipal government will only accept local inhabitants (Acehnese) as the transmigrants. In addition, the municipal government allocated 2.015 Ha of Antong village territory in 2010, for the transmigration resettlement function. Furthermore, Suak Bidok Village in Arongan Lambalek district has been designated as one of transmigration settlements by the West Aceh government in 2012. Photographs of villages included in the second typology are showed in Figure 5. The designate area for transmigration settlement in Suak Bidok village were shown by the Suak Bidok's head of village (see: the man with a red shirt in Figure 5).



Figure 5. The pictures of villages in the second typology

Importantly, in the second typology, the municipal government has not yet formulated the technical planning (RTSP) document. There was a forum for discussion which was arranged by the municipal government, to determine whether these villages complied with the legal requirements (e.g. local acceptance and land availability) or not. If the procedures have been completed, the municipal government can propose the RTSP formulation in these villages to the higher level of government (provincial and central), or they even can produce the document using their own budget. .

Additionally, according to the transmigration' program regulations, each household receives 0,25 Ha for a house lot and home garden, 1 Ha of paddy field and 0,75 Ha of the upland farming area. These facilities are given to all families under the pattern of *Transmigrasi Umum* (General Transmigration). Transmigrants receive subsidies such as food and agricultural seed, for the first year from the central government, as the transmigrants do not receive a yield from their crops yet.

3.2 Data Collection

The researcher applied a qualitative approach in the process of data collection and analysis in this study. A study which emphasises on presenting the issue from different perspectives in a complex situation is appropriate with the principle of qualitative research (Creswell, 1998). A case study type is chosen for this research due to the several reasons. First, the boundary in time and location is clearly defined (ibid). The researcher focuses on the West Aceh regency, and highlights the planning process since the social conflict in the 2000s until recent situation. Second, various sources of information are involved (ibid). The researcher gained information from interviews, direct observation in the location, and secondary information from all levels of governments in transmigration affairs. Lastly, this study relates to social sciences domain, regarding the local inhabitants' perception and expectation toward the transmigration program. As argued by Creswell (1998), the social science approach would be appropriated if it would be employed with a case study approach.

Furthermore, several methods were used to collect data in this research. The methods were conducted in order to address the sub-questions in this study. Focus group interviews were conducted in order to address sub-question 1, about the elements of participatory planning, and sub-question 2 about the roles of stakeholders. Personal interviews were used to address sub-question 3, about local residents' perceptions and expectations. Lastly, several secondary sources to acknowledge the current issues, relevant theories, and policies to answer sub-question 1 have been identified.

Focus group interviews, in general, can be defined as one model of collecting data, where the researcher conducts a discussion with several respondents collectively (Punch, 2005). In this thesis project, two different focus groups have been involved. Focus group interviews with representatives of civil servants in the provincial and municipal level of transmigration affairs in Aceh have been completed. Each focus group was attended by more than 3 participants.

Punch (2005) explained several advantages of focus group interviews. Group interaction reveals the underlying situations and issues which might not be revealed by another approach. Similarly, group interviews allows the respondents to clearly share their interests, values, and opinions toward a particular issue. However, to convince everyone in the group interview to share their knowledge and interpreting an individual interest from the group voice, are the challenges involved in this method (Robson, 2007). Therefore, several discussions with others respondents of the governments respondents were executed in order to clarify the findings from the group interviews. For these reasons, the focus group interview with the government agencies responsible for the transmigration program is relevant. The discussion with the representatives of the central government in transmigration affairs has been done individually with two people, due to the difficulty in organising the participants at the same time and place.

Focus group interviews with the representatives of local governments (provincial and municipal) were conducted in January 2017, when the respondents gave their confirmation. A formal proposal was sent to them several weeks before while an informal communication was arranged several months before the fieldwork. The focus group interview took place in the office of transmigration affair in Banda Aceh (Provincial government) and Meulaboh (municipal government). Five people at the provincial level were involved in providing information, and shared their ideas regarding the participation process in transmigration planning practice. Four people in the municipal level were also involved during the focus

group interview. Several open questions were used to identify their responses and to collect different information, that may be relevant to support the research questions. The focus group interview with governments' parties mostly related to their perspective in policy and regulations' domain. Specifically, with the municipal level, the questions highlighted the practice in the transmigration planning process.

Furthermore, the types of questions in the focus group interviews, were such as: (1) do the governments provide a formal forum to exchange interests and opinions of local residents in concern with transmigration program and can everyone equally share their ideas in that arena; (2) do the governments already have the predefined result of discussion on the forum for discussion; (3) how do the government's responses coincide with local inhabitant's opinions; and (4) does the government have different policies/regulations regarding the transmigration program in the Aceh regions. These types of questions are used during the group interview with the urban and provincial government, and personal interview with the central government, to address sub-question 1 about the elements of participatory from the perspective of government regulations and sub-question 2 about the roles of stakeholders. The respondents of the focus group interviews were the government representatives. Their opinions in regards to how does the government employ a transmigration regulation and the participatory approach in transmigration planning practice were relevant with these sub-questions.

A purposive sampling is applied for the individual interviews. This approach is commonly used and appropriate for research in which particular informants have sufficient information regarding certain aspects (Creswell, 2014). The respondents had been selected according to the typology of villages.

In the first typology, the respondents were the previous transmigrants who were evacuated during the conflict in the 2000s and had been selected again as participants in the following program in 2012-2016. They had been appointed as respondents in the first typology due to their experience in the transmigration planning process since the initial program. Comparatively, in the second typology, the respondents were the local inhabitants in two villages that had been earmarked by the municipal governments as the potential location for transmigration settlement. In both typologies, the respondents were selected mostly by the direction of the head of the village. The head of the village was considered to have information which had been recognised as the transmigration planning process and attended the forum for discussion.

Semi-structured interviews were conducted in four different villages. Each village was mostly represented by three inhabitants, except in Alue Keumuning with four people. Thus in total, there were 13 interviews with representatives of local inhabitants. Importantly, the questions were focused on the transmigration planning process after the conflict that occurred in the 2000s in both of the typologies. Additionally, two personal interviews with the representatives from Ministry of Transmigration affair were conducted in December 2016. The interview with government representatives mostly regarded the central government regulations or policy in the transmigration program generally, and for the Aceh regions in particularly. Thus, in total there were 15 personal interviews conducted, which can be seen in Table VI.

Table VI. Interview Overview

No	Type of Information	Unit	Total	Source of Information
1.	Focus Group Interview	Meeting	One time	<ul style="list-style-type: none"> Provincial Government (5 people) Municipal government (4 people)
2.	Personal Interview	Meeting	One Time	<ul style="list-style-type: none"> Central Government (2 people) Local inhabitants (13 people)

The interviews can be done both for an individual or group targets (DiCicco-Bloom & Crabtree, 2006). Political and social issues are relatively sensitive in Aceh region. With the long history of persistent conflict due to the Aceh Freedom Movement (GAM) especially with the intimidation to non-Acehnese should be addressed (Czaika & Kis-katos, 2016). Similarly, the survey was conducted during the campaign period of a general election in provincial and urban level. Thus, the socio-political tension at local level was also taken into account by the researcher. During the interview, an employee from the Transmigration affair in municipal level assisted in introducing me to the respondents. The ethical consideration will be elaborated further in Section 3.4. The interview process in West Aceh Regency can be seen in Figure 6.



Figure 6. Interview with Local Inhabitants in West Aceh Regency

The semi-structured interview is the most common tool of interviewing format for qualitative research (Kumar, 2011). The type of questions for the personal interviews such as: (1) Have you ever heard of or been invited to discuss the transmigration program in your neighbourhood, with the municipal

governments; (2) Do you clearly understand the information, and do you perceive the governments are transparent in delivering the information on that discussion; (3) Can you share your opinions during the discussion and how do the government respond toward your opinions; (4) Do you think the discussion process is necessary for the transmigration program; (5) Do you think the local residents are interested in that discussion; and (6) Why are they interested, and if they are not interested do you know what the reasons are. These questions are relevant to sub-question 3, regarding the local inhabitants' perception and expectations. A full list of question from the interviews will be presented in the Annex.

Kumar (2011) explains several sources that can be classified into the secondary sources: government publications, literature review (Journal), personal records and mass media. Several documents were collected, such as the Transmigration Region Plan (RKT) Woyla document, development plan areas document (RSKP), national and local media publications and relevant laws and regulations. Additionally, Kumar (2011) highlights several problems that should be acknowledged in the collection of secondary sources. Validity and reliability, personal bias, availability of data and format data are several features that should be addressed by a researcher in conducting secondary data collection. These issues will also be addressed in section 3.5.

Several documents of planning, ministerial regulation, provincial and urban policies are required to confirm and recheck the validity of the collected information during the interview process. Additionally, several key topics from the secondary sources had been discussed during the interviews with the respondents. This confirmation approach is an important process in qualitative research to validate the information. Lastly, the several points were confirmed again with the interviewees, to check whether they agreed with their statements or not.

3.3 The Study Design

The study design, as shown in Table VII. is used to illustrate the linkage between various elements in this study. Therefore, the sub-questions can be addressed using the appropriate theory and data collection methods.

Table VII. Study Design

No.	Sub-Questions	Theoretical Framework	Data Collection Methods	Sources
1.	What elements of participatory planning are enshrined in law and used in practice in transmigration planning?	Synthesis elements from (Woltjer, 2002; PP no.68/2010; Innes & Booher, 2004)	<ul style="list-style-type: none"> ▪ Group interview ▪ Literature Review of existing planning documents 	<ul style="list-style-type: none"> ▪ Ministry of Transmigration ▪ Local governments (provincial and urban)
2.	Who are the stakeholders and what are their roles in transmigration planning?	Role of stakeholders (Fox-Rogers & Murphy, 2016; Woltjer, 2002; Innes&Booher, 2004;	Group Interview	<ul style="list-style-type: none"> ▪ Ministry of Transmigration ▪ Local government

		Schotsman, 2010)		(provincial and municipal)
3.	How do the local residents perceive the participatory elements of the transmigration planning process and what do they expect from them?	Inhabitant perception and expectation (Schotsman, 2010)	Personal Interviews	Local inhabitants in four villages (Simpang Teumarom, Alue Keumuning, Suak Bidok and Antong)

3.4 Method of Analysis

After conducting interviews, the result had been classified into several categories to be analysed. The categories have been set-up according to the research questions, namely element in participatory planning, the role of stakeholders, and local residents perception and expectation toward participatory planning. The classification has been done to achieve a reasonable clearness of information and the construction of analysis. The researcher uses a content analysis to examine the various information and data collection from methods mentioned above (Punch, 2005).

Furthermore, Kumar (2011) presents four elements of content analysis for the qualitative methods. These steps are conducted to analyse the transcripts of interviews either focus group interview or personal interview. Similarly, Creswell (1998) highlights a specific information on each keyword for the interpretation of information.

1. Determine the main topic. The main topics are selected according to the keywords in the sub-questions of the research, as follows, elements participatory in law, elements participatory in practice, stakeholders in planning, the role of stakeholders, local residents' perception and local residents' expectation.
2. Select keywords according to the transcripts interviews. According to the transcripts interview, several keywords are constructed later on. The keywords are independently chosen, in other words, the respondents' description would not only be limited to the main topic.
3. Arrange keywords by the main topic above. Each keyword is organised with the similar meaning of the main topic.
4. The interpretation of the description is also arranged to highlight the respondents' statement and to organise the sub-questions sequentially.

3.5 Ethical Issues

Kumar (2011) and Bordens (2002) define two principles regarding ethical issues in research, relating to the researcher and the observant or participants.

A. Concerning participants of interview

1. In obtaining information. The purpose and the relevance of the research with the interviewees were introduced before the interview was conducted. Thus, the participant's time was appreciated during the research.
2. In requesting agreement. The participants acknowledge their information's was needed during the fieldwork, since they have experiences on the planning process and they would like to share these experiences voluntarily to the researcher. The interviews were conducted in an appropriate approach which do not make the participant feel distracted or stressed. Having a proper introduction from local people who work in transmigration affair in West Regency Government influences the respondents to provide feedback and information positively during the research.
3. In presenting incentive. Giving a certain gift as a symbol of gratitude before the interview conducted is unethical, however providing the gift after the interview is not unethical.
4. In discussing sensitive information. Knowing the history of social conflict in Aceh, discussing ethnicity for the transmigration program were conducted mostly in their house where the participants felt at ease and free to share their opinions.

B. Concerning researcher:

1. In presenting the whole story. Reporting the whole story of fieldwork (e.g. background, aims, and output) during the interview has a goal to avoid bias in the research. During the interview, the researcher introduced his position for the purposes of this particular study as a student of Wageningen University and even though he is also the government employee of the Ministry of Transmigration, during the interview he was not acting as a government representative, since this study is not for the government but for the partial fulfilment of an academic master degree. Importantly, the researcher highlighted that the research is not related to the government program.
2. In adapting the proper research methodology. Using purposive sample in various villages aims to collect comprehensive and balanced information for the research. Getting assistance from local employee supports the atmosphere during the interviews. The participants did not feel under pressure and could share their opinions and ideas to the researcher.

CHAPTER IV. RESULTS AND DISCUSSION

[...] We decided by ourselves who would be determined as the priority for participants during the discussion, and *Keucik* informed to the government. Indeed, there was a tough discussion to decide who should be considered as the priority, but somehow we could manage it and get the result that we should agree to abide by.

(Personal Interview with local inhabitant in the first typology, 2017)

The findings from each typology were varied. The respondents in the first typology answered differently compared to the respondents in the second typology. This chapter presents the results during the research which will structure all of the sub-questions sequentially. The focus group interview with the Aceh Provincial and West Aceh Regency governments, as well as the discussion with the Ministry of Transmigration representatives and local inhabitants in four villages, will be elaborated and a reflection towards the theoretical framework to address the research question will be presented. Being aware with the differences on the two typology of the villages, the discussion in each section will be elaborated under each typology. As been mentioned in the previous chapter, the focus of interviews is the transmigration planning process that had been conducted after the social conflict in the 2000s.

4.1 Elements of Participatory Planning

The findings drawn from central policy documents, provincial and municipal government's regulations, focus group interviews and personal interviews with local inhabitants in West Aceh Regency will be discussed in this section. There are four elements of participatory planning that will be elaborated into different sub-sections, in order to distinguish and clearly describe those elements per se. These elements which have been synthesised from three different cases of participatory planning in three countries as previously describe in the theoretical chapter, are : The Netherlands, The US Infrastructure Planning and indeed in the Indonesian case as well. The relevant policies, regulations and local laws are provided beforehand, to illuminate the context of the study in this particular case and time.

A. Characteristics of Information

Openness is the principle of public information characteristics in spatial planning as stated in the Article 2 of Law no. 26/2007 regarding Indonesian Spatial Planning. The public has the right to useful information regarding the spatial planning directives. The national regulation in transmigration highlights the goal and the types of information for the inhabitants. Article 26 of Law no. 29/2009 about transmigration decrees states “[...] that the governments (central or either locals level) provide the specific information regarding job availability, livelihood, settlement areas, geographical condition, and local wisdom in the transmigration region.” Importantly, the goal is to provide the communities with detailed and useful information to encourage their motivation to join the transmigration program.

As a lesson from the resettlement cases in China and Ethiopia, the willingness to communicate in the planning process is an important factor to increase the successful participation practice. The initiator of the discussion could be derived from the government at the municipal level in Ethiopian case, or

institutional structures as in the Malaysian case. Furthermore, the result of public consultation should not be predefined before the discussion has accomplished. Innes & Booher (2004) argue that the public should have access to valid and clear information in the discussion process. Furthermore, the scholars also perceive that information is one of the main concerns in participation approach (ibid). Who has the power on the information, as well as the validity and reliability of that information, are a prominent consideration (Hanna, in Innes & Booher, 2004). Arguing transparency is an important consideration in the US planning practices, the US Government restricts the informal meeting among participants (ibid). Additionally, the Dutch government shares a similarity in recognising the principle of information transparency for local people that would affect the quality of their planning (Woltjer, 2002).

Based on the interviews, the representatives of the governments (central, provincial, and municipal level) claim that they had provided sufficient and clear information during the planning process to the public. The governments recognise the public as the local inhabitants in the potential areas for the transmigration resettlement. Hence, the governments acknowledge the local inhabitant's acceptance toward the transmigration program is a prominent factor before formulating the transmigration planning documents.

The governments also explain the social economy consequences of the program to local people who would join the program. Importantly, the level of detailed information would be varied in a different phase of the planning process as stated in Government's Regulation (PP) no. 3/2014 about transmigration. A Transmigration Region Plan (RKT) of Woyla was formulated in 2016, by the initiation of the Aceh Province Government. This document merely provides general information in regards to the possible areas that can be developed as transmigration settlements and other supporting factors (e.g. typology of settlement and livelihood) in a general overview. Additionally, in the RKT planning process, the exact location of transmigration resettlement has not yet been appointed, nor has the ethnicities and livelihoods of participants. Therefore, the local governments are required to formulate a Technical Planning (RTSP) to provide detailed information for the guidance of resettlements development phase.

Hence, the RTSP formulation is the latest phase of the transmigration planning which the technical and social aspects of planning as regulated by the transmigration's regulation would be presented. In this phase, the municipal governments would discuss and clarify several information, among others, such as the physical boundary of transmigration resettlement, the maximum capacity of inhabitants (household), the type of livelihood which fits with the land suitability, and the composition of participants (local inhabitants and in-migrants). The detailed and type of information on the public discussion in this planning phase will be elaborated in the sub-section C.

Two typologies of villages, as described in chapter 3, show the different responses and results from the respondents. In the first typology (Simpang Teumarom and Alue Keumuning village), the interviewees mostly have been living in the transmigration areas since the 1980s. They received their rights as transmigrants from the government and understood what the advantages of being transmigrants in the early period are (before the conflict in the 2000s). Based on the interviews, the respondents state they have the experience to be involved in the public discussion in regard to the transmigration program in the early period. After inquiring about the planning process in the period after the social conflict, they provided a chronological story about how the process was conducted and what the municipal governments role in providing the information about the following program.

[...] The municipal government was not involved in our initial discussion. The Head of Village (*Keucik*) invited transmigrants who live in the neighbourhood to discuss our situation, and we decide the neediest transmigrants' house, either Acehnese or Javanese transmigrants, as the priority to get a new house in the following program. We made a discussion and proposed the list of participants to the municipal government through *Keucik* by ourselves. We know what the transmigration program would contribute to the advantageous of inhabitants.

(Personal Interview with Local Inhabitant in the First Typology, 2017)

According to the interviews, the respondents argued that the West Aceh Regency government did not involve the public discussion for selecting the participants in the following program. The head of village (*Keucik*) took the lead to initiate the meeting and propose the result to the municipal government. Since the information was compromised among participants and supported by local people, the output of discussion at certain extent could be defined as a reliable and legitimate result. Although, Javanese transmigrants who were evacuated in Java after the conflict were not involved in the discussion. The elements of information which have been proposed in the US and Dutch planning were not shown in this typology. The municipal government did not present detailed information about the requirement of following program and further action to the transmigrants (Acehnese) since the government were absence on the forum. Hence, the municipal government would give further explanation after the list of participants had been approved by the central or provincial government in the following program.

In the second typology of villages, the municipal government conducted the forum for initial discussion to determine whether these villages complied with the legal requirement (e.g. land availability and letter of acceptance) or not. Hence, the inhabitants in this typology do not have any experience with the planning process in the transmigration program. The local inhabitants still did not understand the procedure and the advantage of being transmigrants. Having interviews with the local inhabitants, as well as with *Keucik* in this typology, their experience during the planning process was explained as follow.

[...] Even, for me personally as a *Keucik*, I do not know exactly what the transmigration program is all about, either the result of it. Many of local inhabitants were asked me about it, but I did not know where I could get the appropriate information about it.

(Personal Interview with a *Keucik*, 2017)

The lack of experience in the second typology was aggravated by how the municipal government arranged and managed the dialog in the forum for discussion. The respondents claim that the government did not provide the inhabitant with sufficient information about the procedures and implication of the transmigration program during the discussion. There was only one time meeting where the clarity and detailed information were not clearly delivered to the local inhabitants. The municipal government did not seem to conduct the procedure on public participation arrangement, as stated by the transmigration regulation.

Consequently, the discussion ended up having no clear result and further recommendations. Similarly, the local inhabitants were confused during the discussion and the latest progress. A critical question emerged from the local inhabitants: “Can the program be developed in our villages or not?” The ideal attribute of information in transmigration planning which has been defined in the Government Regulation no. 3/2014 and the transparency principle from the US and Dutch planning practice did not seem to be achieved in the transmigration planning process in the second typology.

Importantly, the public should be and have the rights, according to the national law, to be provided with sufficient information regarding the context and procedures of certain issues on planning. Overall, the characteristics of information are not transparent and difficult to be understood, in particular in the second typology. The West Aceh regency government is perceived to give little attention to the second typology inhabitants. Additionally, the respondents in the first typology village have recognised the planning process according to their experience in the initial planning process before the conflict.

B. Responses of Governments

Learning from the resettlement project in China, where time provision in discussing public policies is an important aspect, the West Aceh regency might make a similar effort in managing the discussion time. Lane (2005) states equality as one of the principles of advocacy planning in the participatory approach. Furthermore, he emphasises the key of advocacy for involving marginalised or excluded people to take into the planning’s consideration, correspondingly with other participants. Similarly, in the US practices, when all people have their voice heard, it creates the transformative power of dialogue (Innes & Booher, 2004) in the dialogue respectfully. The US Federal government would not issue a regulation unless they provide time for public comment (ibid). Comparatively, the Dutch Government takes full responsibility for public policies after providing the time for public comments in the Dutch infrastructure planning (Woltjer, 2002).

Article 262 of Law no. 23/2014, about local government in Indonesia highlights transparency as one principle in the local governance which can be defined as “[...] the public have the rights to acquire a valid, truthful, and non-discriminatory regarding government’s policies”. Furthermore, non-discriminatory implicitly might be defined as the equality in inhabitant rights and obligations. In article 59 of local Law (Qanun) no. 1/2013 in relation to the West Aceh Regency Spatial Planning 2012-2032, defines that all of the inhabitants have the right to acquire information on spatial planning and detailed program from the governments, and complaints about it if necessary.

Transmigration is a non-compulsory program for the local governments as well as for the local inhabitants in the potential area for transmigration settlement. Nevertheless, if local governments decide to support the program, they have to commit to support the program politically and financially. The local governments must follow the legal requirements and planning process procedures, as have been regulated before. One of the important aspects of the planning process, is the land availability and the suitability for the transmigration settlement. The Indonesian government claims equality among local inhabitants and migrants in transmigration program, in sharing their ideas that have already been take into consideration. An important concept to comprehend is that, the local inhabitants get a privilege in selecting areas for their plot, whereas the migrants do not.

The regulation in transmigration planning has indeed legalised inquiries made by the local inhabitants. This means that they can request information on whatever they want to know about the program, and the municipal government must respond appropriately. The West Aceh regency government explained their response towards the participation practice in the first typology of villages during the focus group interview.

[...] Specifically, Alue Keumuning village was one of growth centre in the area, it could be more developed if there were no social conflict at that time. It takes five years in general for the program to be implemented since its initial planning. We believe the public participation is the effective and appropriate approach to be applied in the transmigration program. Consequently, in the discussion, we informed the people about the procedures and requirements of this program.

(Focus Group Interview with Municipal government, 2017)

According to the focus group interview with the West Aceh regency government, the government acknowledged the function of the transmigration resettlement as one of the growth centres in the region. Therefore, the municipal government encourages the following transmigration program, with the purpose to continue the successful experience in the initial program after the social conflict has been resolved. The transmigrants in the first typology also explain that the West Aceh regency government responds quickly to the local's proposal, although the government was not involve in the discussion. The local inhabitants (Acehnese) in the first typology, regardless the Javanese transmigrants' interest, could arrange their forum for discussion and generate, what Innes & Booher (2004) defines as, the transformative power of dialogue. At least three attributes of transformative power in this typology that can be deduced from the interviews, all participants having the same power, communication process with respect to each other, and reaching their goals which are to formulate the list of transmigrants for the following program.

However, in the second typology, the finding shows different results according to the local inhabitants as the interviewees.

[...] the municipal government seemed to be in a rush to proceed the program regardless our readiness during our discussion. We did not have enough time to discuss the detail of the program in specifically the land availability for the program in here. We believe we could provide enough space for the transmigration settlement, just give us enough time to discuss it and find the solution.

(Personal Interview with Local Inhabitant, 2017)

In the second typology, where the inhabitants do not have any experience with the transmigration program, they claim that the government did not provide a sufficient time to discuss the problems and challenges of the program. Moreover, the municipal government did not respond sufficiently, while the head of the village asked for any updated information regarding their proposed letter. Additionally, the municipal government had shifted the program into another area without providing any prior information to the local inhabitants in this typology. The municipal government argued that they did not have much time to resolve the local acceptance issue in this typology, therefore they shifted the program into other village that the government perceive was more prepare for the transmigration program.

The West Aceh government acknowledge the important function of public participation in the transmigration planning process. However, the equality in sharing a public interest has not been achieved yet in both typologies. In the first typology, the Javanese transmigrants did not follow the public discussion, and the municipal government did not present any information about the latest situation and the possible options for them to follow the program. In the second typology, the local inhabitants perceived that the municipal government preferred to prioritise the transmigration planning process to another area.

C. Availability of Forum Meeting

The governments of Malaysia, China and Ethiopia arranged the forum for public discussion in their resettlement program. These governments acknowledge the function of this forum increasing the local acceptance towards government resettlement programs. Interestingly, the physical model of the forum for discussion is considered as an outdated arena of participation in the virtual world of technology (Sykes, in Baker, et.al, 2007). Although, the conventional types are perceived still dominate the current public participation practices (ibid), rather than teleconference model as an example. In several developed countries, these types of forum discussion have been regulated as the minimum requirement for utilising the public participation in the planning process (Morf, 2005).

The US Government arranged a public hearing where inhabitants could communicate equally in the arena (Inness&Booher, 2004). However, in several cases also found that inhabitants could not inquire about the rejected alternatives and an inequality of power sometimes occurred (ibid). Comparatively, the Dutch Government initiated the forum for discussion on the initial level due to the time efficiency consideration (Woltjer, 2002). The Central Government of the Netherlands also delegated what are considered as the local problems to the local governments, although the Central Government (ministerial) would take a full responsibility upon the decision (ibid).

Article 354 of Law no.23/2014 regarding local government in Indonesia explains the importance of public participation in the regional administration affair. Later on, their involvement can be arranged through a public consultation, informal meeting, partnership event, sharing of interest, and monitoring program. Furthermore, in article 128 of Government Regulation (PP) no. 3/2014 about transmigration, the Central Government, specify the public participation as the selected approach in the transmigration planning. Consequently, the governments (central and local) should provide the public with an appropriate communication, information, and education to support their involvement in the transmigration program. Their support is conducted through several approaches, namely: dialogue and socialisation regarding concept; policy and strategic of the program; guidance; supervision and advocacy to encourage public interest in transmigration program; and administration affairs to support public participation.

The transmigration region plan (RKT) which is positioned as the initial planning phase aims to be the first arena for the local inhabitants' representative voice. In addition, this forum is held to introduce and clarify the potential region(s) for the transmigration settlement for the further detailed studies, specifically Unit Development Plan (RSKP) and Technical Planning of Transmigration Resettlement (RTSP).

Importantly, in the RKT formulation phase, the forum meeting should be attended by the representation of local inhabitants or by the head of village(s) from several potential locations of transmigration settlements in the urban territory. Furthermore, by knowing the detailed information about transmigration

program, the local representatives can share the results with local inhabitants. A discussion with local inhabitants can be conducted further whether the local inhabitants would like to join the program or not. If the local inhabitants have agreed to participate in the program, they can propose their interest in the program to the municipal government through the head of the village. Later on, the municipal governments can proceed to the further steps that are RSKP and RTSP formulation phase.

The Central Government (Ministry of Transmigration Affairs) of Indonesia has issued guidance for the different stages of the forum for discussion in RTSP planning phase. As the latest phase of transmigration planning, the government should provide detailed information in this planning phase, rather than in RKT planning phase. The three (3) different stages of the public participation in the technical planning of transmigration resettlement (RTSP) under the RTSP's term of reference can be explained as follow:

1. An informing phase. As the initial public discussion in RTSP planning process, it responds to the local community's approval toward transmigration program. The procedures that should be performed and managed by the local governments can be explained as follow. First, the local governments (provincial or municipal) along with the planner(s) and local inhabitants (land owner) identify the land availability for the transmigration resettlement. Second, there will be a thorough analysis regarding legality aspect of the land title, their delineation, and the history of land ownership. The landowner who does not want to participate in the transmigration program is excluded from the land use map. Lastly, the initial plot design will be formulated as the result of the discussion among the municipal government, planners, and several local public figures (as local representative).
2. Plot design discussion phase. The second phase functions for the discussion on the initial plot design which has already been designated in the first phase. In this phase, local communities give their observations or even complaints about the plot design. Additionally, the local governments explain several facilities of the transmigration participants (e.g. house and agricultural plot). Importantly, the planner(s) adjust their initial design with the inhabitant's recommendation, according to the technical requirements. If the agreement has been achieved, the final design will be approved and signed by all participants in the forum.
3. Finalisation phase. Local inhabitants along with planner(s) and the municipal government conduct a fieldwork at the potential location for transmigration settlement by using the plot design as the observational guidance and install the plot boundary afterwards. The plot boundary should not be moved by anyone until the transmigration resettlement has begun construction. The information regarding the project budget, site plan map and the composition of transmigration participants will be negotiated and decide in this phase.

Having interviewed with the central government representatives, several information about the transmigration planning document in West Aceh Regency could be found. One respondent noted.

[...] The Provincial government presented RKT Woyla to us this year (2016) in Jakarta. Unfortunately, the West Aceh Regency representatives were not joined on the discussion. Additionally, in the latter planning phase (e.g. technical planning), the governments should conduct three different stages of public consultation which explain the program thoroughly to the inhabitants. Although, specifically in Aceh region, they do not have to produce RTSP document in the former location of transmigration settlement because revitalization scheme does not require such document.

(Personal Interview with Central Government, 2016)

As previously mentioned in the description of village typologies, the first typology of villages have applied a revitalisation scheme in the transmigration program. Consequently, the Central Government do not instruct the local governments (provincial and municipal) to formulate RTSP planning process. In other words, the local governments do not have to perform three different stages of the forum for discussion. Indeed, the government is obliged to conduct the public discussion to produce the list of new transmigrants for the following program. After having interviews with transmigrants in these villages, they stated that they initiated the forum for discussion by themselves regardless of the attendance of the municipal government. The transmigrants delivered the result of the discussion to the municipal government to be further identified and analysed about the legal aspect requirement.

On the other hand, in the second typology of villages, the local inhabitants admitted that the municipal government provided the forum for discussion. However, the local inhabitants argue that was not a discussion, considering that there was no time to exchange ideas and interest towards transmigration planning. They argue that the forum functioned as the end of participation, and not as the means of participation.

Overall, the West Aceh government is perceived, by the representatives of local inhabitants, to have neglected the central government's regulation about the participation approach in transmigration planning to a certain extent. The municipal government did not conduct a forum for public consultation to examine the transmigrants' utilities and the public safety in transmigration settlement after the conflict. Similarly, in the second typology, the municipal government should proceed in an appropriate forum for discussion where the participants can equally share and exchange ideas in an appropriate time.

The Central Government's delegation to the local authority that has been practicing by the US and the Netherlands governments can also be found in the Indonesian practice. Although, the West Aceh government did not fully optimise their capabilities in solving local problems through a forum provision for public hearing or consultation. The West Aceh Government may consider a forum for discussion as a time problem that could be known from the locals' observations about time limitation in transmigration planning. On the other hand, the Dutch Government considers that providing time for public consultation as an efficiency in the government program.

D. Inhabitant Reaction

Article 41 of Government Regulation no. 3/2014 about transmigration decree, states that in the transmigration region preparation, the public should be actively involved in the process. Meanwhile, in article 141 of Law no. 11/2006 about Aceh's Government decree states "[...] the public have their rights to provide feedback orally or written regarding development planning either in province or municipalities

through a bottom-up approach.” Lastly, in article 62 of West Aceh Regency’s Law (Qanun) no. 1/2013 about spatial planning 2012-2032 decree it is stated that the public can either provide information regarding land title or complain about the land use design to the municipal government.

The function of the inhabitant’s dialogue in empowering the local competency can be seen in the US case (Innes & Booher, 2004). The local inhabitants chose to accept being involved in the government collaborative project (CRI project), and it could be considered a successful effort in regard to reducing ethnic conflict and in generating civic competency (ibid). Similarly, in the Dutch infrastructure planning, the local inhabitants agreed to be involved in the planning process. They wanted to be involved in order to achieve what they perceive as a satisfactory result and likely outcome (Woltjer, 2002). By joining the planning process, the local inhabitants’ interest would be taken into government’s consideration for the outcome (ibid).

There is a similarity in both of the typologies that can be inferred from the fieldwork regarding local reaction toward participation in West Aceh regency. Local inhabitants agree to share their interests and ideas during the public discussion in the transmigration planning process. They know what the function of the public discussion is and respect other interests in the discussion. Interestingly, in the second typology, the discussion was also attended by the land owner who does not want to participate (yet) as transmigrants. Surprisingly, with only a few people who did not approve the program at the moment of discussion, the municipal government perceived the reaction as public rejection. Even though during the personal interviews with the locals, their rejection might be aroused by the limited time of public discussion and the clarity of the information. The local inhabitants’ intention to share their personal interests and voices through their participation in transmigration planning have the same goal as Woltjer’s (2002) notion, about the satisfactory result and likely outcome. Furthermore, the interviewees state that by joining the planning process, the social conflict that may emerge due to the conflict interest may be reduced.

[...] a public discussion is a common agenda in here, we can discuss and share our interest in the head of the village. One of the key aspect in here respects each other interest. No one would dominate the discussion.

At least 42 households in this village would like to join with the transmigration program. We acknowledged there was a problem with the plantation companies, but I believe we can get a solution if we just have enough time to discuss.

(Personal Interview with Local Inhabitant in the second typology, 2017)

Additionally, the time pressure between the planning phase and the developing of resettlement phase also occurred in the West Aceh case. Waiting for several years provoked several local people (land owner) to reconsider their commitment to the program. For instance, they rented or sold to anyone who would use their land as a different function than transmigration settlement. Therefore, several cases of legal compliance have to be dealt with the landowners or land tenants and the municipal government regarding the land title before constructing phase started. Importantly, the municipal government did not provide the locals with sufficient information during the initial discussion, that the transmigration program would

require several years to be implemented. To point out, despite if there is a debate, complaint, or even public rejection, Lane (2005) argues that this is part of public participation process. Similarly, other scholars believe that participation would require a compromise and debate (Dryzek; Giddens; Healey in Lane 2005). The local governments should take critical and immediate response toward this issue. The role of stakeholders would be elaborated in the following section.

4.2 Role of Stakeholders

This section elaborates the role of different stakeholders in the West Aceh Regency transmigration's planning. According to the fieldwork, there are five stakeholders with relevance to this study, namely local inhabitants, municipal government, provincial government, central government and the planner.

A. Local Inhabitants

In article 18 of Government Regulation no. 3/2014 about transmigration decree, states that the land acquisition for transmigration settlement can be acquired from the government's asset, private ownership or customary land of village communities. Therefore, in the context of land availability, the inhabitant or local inhabitants function as the land provider in Indonesian transmigration practice. Accordingly, local inhabitants become a prominent stakeholder in the transmigration planning process. Local inhabitants give their approval and hand over their land to the government as the primary requirement of the program. Another role of local inhabitants is their function as the source of information of the land title as an important aspect that needs to be provided and be clarified in the planning process as the main aspect of legal administration.

The local inhabitants' privilege to determine the composition of transmigration participants whether they want Javanese, Sundanese or another ethnicity with a certain religion has been regulated in transmigration act. Therefore, the municipal governments conduct a social survey in the planning process to identify local inhabitants' preference of people who come from other provinces (migrants). However, in context of the Aceh case, the privilege to determine the composition from other provinces has been taken by the provincial authority that will be described in another section of this report. The local inhabitants in the Aceh region can request the range of public facilities that should be prioritised in the transmigration region.

Furthermore, the local inhabitants acknowledge the role of *Keucik* in West Aceh Regency as their representative to propose their letter of acceptance towards the transmigration program to the municipal government. This acknowledgement might be as a consequence of the election system when *Keucik* as the head of the village was directly voted by village inhabitants for the period of 6 years.

In the first typology of villages, the transmigrants (Acehnese) function is in determining the list of participants that should be prioritised to get their settlement rebuilt again through a revitalisation scheme in transmigration program. The local inhabitants have decided the candidates for the following program as the result of their discussion at a local level, regardless of the municipal government intervention. This finding could be inferred from the interviews in the first typology villages.

[...] we discussed and decided the most suffered resident as the priority candidates for the following program on our proposal to the municipal government. Indeed, it was quite difficult to get a consensus during the discussion. However, somehow we could manage by ourselves.

(Personal Interview with Local Inhabitant in the first typology, 2017)

In the first typology, *Keucik* was in charge as the leader of the discussion to determine the participants for the following transmigration program. Although the local inhabitants acknowledge that they had difficulty in compromising on the list of participation, they could resolve the problem later on. While, in the second typology, *Keucik*, together with local inhabitants, took a role in identifying the land availability for transmigration settlement and acted as a mediator between the municipal government and local inhabitants after the public discussion. Interestingly, based on the interview, it found out that *Keucik* shows his dedication to his people in transmigration areas.

[...] I do not want to accept a new house if all of my people do not get a house yet from the government through the program. You can see by yourselves that my house is still in poor condition due to the conflict.

(Personal Interview with *Keucik* on the first typology village, 2017)

Schotsman's (2010) remarks about the roles of an inhabitant can be seen differently in this study. An inhabitant function is as consulting conversation partners, when the governments require their knowledge and experiences in regard to the land title. However, their function seems to different based on the fieldwork. Inhabitants in the first typology villages function as an initiator, as seen in their arrangement in the initial discussion for determining the participants for the following program. Their competencies in arranging their own discussion may be inspired by their experiences in the first period of transmigration program before the conflict. The inhabitants (Acehnese) in this typology have been living as transmigrants for more than 20 years. For this reason, they could take the initiative regardless of the municipal governments' intervention.

On the other hand, in the second typology, inhabitants may only function as a targeted group, under Schotman's (2010) classification. The municipal government did not provide a sufficient time for them to neither discuss nor clarify their problems regarding the land availability for the transmigration settlement. The West Aceh Government did not consider that the local inhabitants had such a position to compromise or negotiate their interest. Additionally, the restriction towards the position of local inhabitants as only a targeted group came from external factor, not an internal as Cornwall (2008) argued. The local inhabitants in the second typology perceived the municipal government did not acknowledge their concern and gave an insufficient response. The municipal government simplify their assumption that the local inhabitants in the second typology have sufficient information on transmigration program from other villages, although later on, their assumption is inaccurate. The West Aceh Government did not spend much time on the discussion with inhabitants in this typology.

B. Municipal Government

In article 15 of Government Regulation no. 3/2014 about transmigration decree it is stated that “[...] land provision for transmigration region is the responsibility of the local government in the potential areas of transmigration settlement.” According to the interviews, municipal governments in Indonesia have several functions regarding a transmigration program as follow. First, the municipal government should take responsibility in examining the land availability in their authority’s regions according to the local inhabitants’ proposal.

Second, the municipal government should function as the leading stakeholder in the planning process of transmigration program at an urban level. This party should arrange the public discussion, inform the local inhabitants about the requirement and compensation of the program.

Furthermore, the municipal government propose the letter of approval from the local community to the provincial government. The municipal government along with the planner should conduct the planning process as a further step of the land availability identification which is held before by the local community’s initiation. Lastly, the municipal government is responsible for proposing the RKT document, which functions as the main guidance for the further planning process to the central government. Ultimately, the municipal government is responsible for all the arrangements of transmigration planning process at municipality level.

The US Municipal Governments have arranged a joint-learning process which involve inhabitants’ participation for the budgeting, programming, and realising on the city’ programs (Innes & Booher, 2004). The municipal governments have acknowledged the prominent role of local inhabitants as the source of local information (e.g. local wisdom) and in influencing the legitimation of the outcome. Therefore, the municipal government propose such a model which has been proved in reducing social conflict and encouraging civic competences at a local level (ibid).

According to the focus group interview with the West Aceh Regency representatives, the municipal government claim that they took the initiative to inform the transmigrants (Acehnese and migrants) regarding the latest condition in transmigration resettlement after the social conflict in the 2000s, as well the discussion with local inhabitants in the potential areas for the new program. However, their claim was rejected by the local inhabitants in the first typology villages. According to the interview, the respondent clarified the municipal government’s claim.

[...] I knew the situation was safe from my neighbour and decided to went back again in here. I arranged all of my departures from Java to this village at my cost, the municipal government did not contribute at all. Later on we arrange the forum for discussion by ourselves.

(Personal Interview with Local Inhabitant in the first typology village, 2017)

The municipal government may consider the local inhabitants in the first typology as having had an experience in transmigration planning before the conflict. Therefore, the government did not arrange the public discussion with them. In this typology, the municipal government only acted as the mediator

between the provincial government and local inhabitants. The municipal government would examine the conformity of land availability with the list of participants for the following program. The role of initiator in the forum for discussion had been taken over by the local inhabitants. The municipal government would propose the local's proposal to the provincial government after having a complete list of participants from the locals' discussion. In other words, the municipal government does not have a similar procedure, such as the joint-learning process as in the US. Consequently, the inhabitants do not obtain the information in regard to the budgeting and programming of transmigration program. The inhabitants could not share their ideas about how to formulate a more efficient program regarding the number of participants in the following period.

Comparatively, in the second typology of villages, the municipal government took a role as an initiator of the forum for discussion. Although, local inhabitants had a complaint about the process. The municipal government were considered to not provide an opportunity for dialogue in the planning process. The local inhabitants argued that there was only a one-way form communication, rather than dialogue, to resolve the problem of land availability. A similar concern can be seen in the cases of resettlement program in China and Ethiopia. A lack of communication between municipal government and local inhabitants would influence a different perception towards the resettlement program. Therefore, the goal of the participatory approach in identifying the quality of decision and public interest (Innes, 2004) cannot be achieved in the forum for discussion, without the availability to exchange interest and ideas.

C. Provincial Government

The provincial government in Indonesia functions as the representative of the central government at a local level, as explained in Law no.23/2014 regarding local government. Therefore, this stakeholder regulates in managing, controlling and ensuring the municipal government's program, and that the proposal should be connected with a national guidance and regional development plan in province level.

In the context of transmigration planning, the Provincial Government's role in Indonesia is to assess the proposal of transmigration planning from municipal level, synchronise those with the national policy and provincial regulation and lastly propose the planning document to the central government. Additionally, the provincial government has the authority to decide whether they accept the transmigration program or not. Importantly, the Aceh Provincial Government initiated to produce the Woyla Transmigration Region Plan (RKT) for the West Aceh Regions in 2016 and discussed the planning document with the central government further, regardless of the involvement of West Aceh agency government in the discussion.

As defined by the national regulation, transmigration is one of the governments' interventions to accelerate the local development, in rural areas. Additionally, most of the success stories in regard to the physical development and attractive investment, would involve a collaboration between local inhabitants and migrants. Those experiences have become a normative principle of the program, although this is not stated in the government's regulations. In regard to the participants of the transmigration program, the Aceh Province Government would only focus on Acehnese as the participants in the program due to the several reasons.

[...] Due to the historical situation, nature disaster and social conflict influence our decision regarding the participants of the program. We would only focus on helping the Acehnese as transmigrants. We hope that their socio-economic condition would be much better.

(Focus Group Interview with Provincial Government, 2017)

Moreover, the provincial government perceives that there is no guarantee if the migrants follow as participants, they can give a positive impact either on the local inhabitants or the program. Similarly, in the Provincial Regulation (Qanun) no. 12/2013 about Aceh Development Plan 2012-2017, it is emphasised the number of local transmigrants would be 4.000 households by the end of 2017. Thus, it can be concluded that the provincial government is only accepting Acehnese as the participants on the program until 2017. This provincial discretion should be followed by all of 23 municipal governments in the Aceh region.

The US State' Government, if the level of government can be compared to the provincial government in Indonesia, conducted a Collaborative Regional Initiatives (Innes & Booher, 2004). This action emphasised the cooperation of certain public policies through a discussion among different stakeholders in the regional context. The US Government argues that with the discussion on the regional level give a positive influence on the inhabitant competences.

According to the interviews, the collaborative practice at the regional level does not appear to be encouraged in the transmigration planning process. Each of municipal governments in the Aceh region has their interest and priority to develop their areas through a transmigration program. The synchronisation of the transmigration program, especially in the budgeting and task provision, among municipal governments could be enhanced further to achieve the goal of the program that would contribute to regional development not only at the municipal level.

D. Central Government

The Ministry of Rural Development, Disadvantaged Regions and Transmigration is the central government department which is responsible for the transmigration affairs at a national level. The ministry provides a regulation regarding the planning, developing and evaluating phase. The Transmigration Ministry specifies the public participation as an approach in the planning process of the transmigration program. Nevertheless, a detail regulation about the procedures has not yet been provided.

The US Federal Government would establish a national law following the period of comment (Innes & Booher, 2004) when the inhabitants could complain on particular policies. The central government would revise their policy if there were many concerns surrounding it. Comparatively, the Dutch Central Government takes the lead in the formulation of national regulations which mention the procedures of public involvement and collaboration of inter-government agencies (Woltjer, 2002). Importantly, the Dutch Central Government would take responsibility for the final decision of government' policies that are considered to have an impact on critical concern (ibid).

The Central Government of Indonesia acknowledge the distinctive situation in the Aceh transmigration planning. This information can be understood after having interviewed the government's respondent at national level.

[...] The Aceh Governor do not accept in-migrants from another province as the transmigration participants in Aceh regions. The provincial government stipulates only Acehnese can be the participant of the transmigration program. However, for the transmigration settlements where they had been established before the conflict, non-Acehnese can be included as transmigration participants as long they had been registered as transmigrants before they evacuated during the conflict.

(Personal Interview with Central Government, 2016)

Knowing the fact that several transmigration settlements in Aceh were destroyed due to the social conflict in the 2000s, the central government issued a particular policy, revitalization scheme, to arrange the transmigration planning process in Aceh province. The revitalisation scheme can be found in the first typology of villages in the West Aceh Regency. This scheme has several consequences in the planning process. First, with a revitalisation scheme, the municipal government does not have to produce the technical planning (RTSP) document since the scheme only requires the list of participants and the latest resettlement map (before the conflict). Second, regarding the revitalisation scheme in the Aceh transmigration program, the central government should conduct a different method in the planning procedures. The procedures have been explained by the central government in the interview.

“[...] with a revitalization scheme means the planning procedural in transmigration program would be different. The Ministerial of Transmigration should ensure that the list of the participant for the upcoming program is still consistent with the participant of the initial program (before the conflict). Thus, it is not as simple as in general planning process.”

(Personal Interview with Central Government, 2016)

E. The Planner(s)

Article 261 Law no. 24/2014 concerning local government designates that the local planning development should combine both a technical and participatory approach. In the context of transmigration planning, the planners' role is to formulate the planning document with its technical requirements and propose a report to the local governments (provincial or urban level) as the project owner (Kemendesa, 2015b).

Based on interviews, several roles of planners could be explained as follows. The central government emphasises the role of the planner as a facilitator. This function is in regard to facilitating the government's regulation with the inhabitant interests. Consequently, the output of planning should be supported by the inhabitants. Due to this reason, the first planners' function is as the guardian of the public interest under Murphy's Pluralism form of state (2016). In practice, planners would remove the areas from the local landowner who did not want to be included in the transmigration resettlement from the land use map. Therefore, at a certain extent, planners would attempt to balance the different interests of local inhabitants.

Second, the planner in charge of the technical requirements. The Planners conduct a fieldwork to examine the potential and limitation of the transmigration resettlements as well as the social and economic aspects in the society. In this sense, the planners function is to support the power of bureaucracy under Murphy's Managerialism form of state (2016). Supported by technical requirements, planners would contribute from a theoretical perspective aspect to justify the program's requirement to the public. Furthermore, planners would take action with guidance of the government's regulation in transmigration program.

The West Aceh government highlights the role of planner after the social conflict in the 2000s. Planners were in charge of redesigning the transmigration resettlement that would be adjusted with the latest physical situation in the village (e.g. land availability for housing and agriculture function). Interestingly, the municipal government explained that in redesigning the planning, the planners did not support the government's budget. Planners conducted projects voluntarily in redesigning resettlement areas after social conflict. In this sense, planners can be classified as advocate planners under Murphy's Reformist form of state (2016). They acknowledge the condition of inhabitants after conflict and are determined in contributing to the planning process deliberately.

The role of planners as the business people under Murphy's Neoliberalism state (2016) was not found in this case. Planners in the transmigration program were not working for a private party interest. Based on the discussion with the local governments and local inhabitants, planners were particularly concerned about the three different functions mentioned above, rather than as the business people. Their claim, can be seen from the final report of RKT Woyla, which has complied with the government's regulation on the transmigration planning. Furthermore, the land use map planning shows that the private interest (e.g. private farming) has been allocated properly with the function of transmigration resettlement in the areas. The transmigrants can work in private farming companies as a secondary livelihood employment.

Altogether, the Provincial Government of Aceh is the key stakeholder in the planning process. This level of government determines whether to accept the program or not. They have a privilege in regulating the composition of participants in the program, regardless of the inhabitants and municipal government's interest of participants from other provinces. Lastly, they take a lead position in proposing or rejecting the document of planning from the municipal government. To a certain extent, the participation approach is similar to the resettlement case in Ethiopia, which shows the domination of the district above the local level. Similarly, the province level still depends on the financial and technical support in planning from the central government. Interestingly, the Aceh Provincial Government role in transmigration planning process is similar, to a certain extent, similar with Dunleavy and O'Leary (p.45, in Fox-Rogers Murphy, 2016) argue that "[...] to protect unorganised or weakly organised groups in the public interest." The Aceh provincial government claim that the Acehnese are not recovered from the tsunami and social impact yet. Thus, the government has the responsibility to prioritise on them.

4.3 Residents' Perceptions and Expectations

This section analyses the local inhabitants' perceptions and expectations toward the participatory elements in the transmigration planning process. Using the perspective of local inhabitants, a participatory approach encourages more involvement from the community, and is so defined in the West Aceh Transmigration case.

A. In Regard to Characteristics of Information

The local inhabitants in the first typology of villages argued that the municipal government did not clearly inform them of the conditions involved in the transmigration resettlement after the conflict. They had received information from their colleagues, relatives and the head of the village. Following on, at the initial discussion, the absence of the municipal government became a concern. The transmigrants would have liked to discuss their expectations in regards to the rebuilding of their houses through the revitalisation scheme in transmigration program, directly with the municipal government. The forum for discussion can be used by the government to clearly explain the government limitation in budgeting and the prospectus for the following program. Similarly, the local inhabitants could suggest ideas on how to resolve the problems relating to land availability for the following program.

Comparatively, local inhabitants in the second typology of villages perceived that the discussion was program oriented, that there was a lack of information regarding the details of the program and that the results were not delivered to the participants. Therefore, if the government still can proceed with their proposal for transmigration program, the local inhabitants expect that. The local inhabitants in this typology of villages expected that the municipal government would provide more clarity to them about the program in the further discussion.

B. In Regard to Responses of Governments

The local inhabitants in the fieldwork share similarities regarding the passive attitude of municipal governments in the transmigration planning process. Inhabitants in the first typology argue that the discussion was initiated by the transmigrants per se, and was not attend by the municipal government. The municipal government will take a further action after having a list of participants from the head of the village. They will arrange a meeting with the provincial government to discuss the local proposal.

Comparatively, local inhabitants in the second typology claim that the municipal government did not inform them proactively about the rejection of the local's proposal, and they had no response to what should be done by the people to continue the transmigration procedures. Furthermore, the local inhabitants expected the municipal government to be more actively involved in the discussion at a local level. They also expected the government to take the lead in informing the inhabitants of the procedures of the transmigration planning. Lastly, local people in both typologies expected that the provincial government would take a consideration regarding the inclusion of migrants (non-Acehnese) as the transmigrants for the following program.

[...] I believe non-Acehnese would give positive influence to the development of our area also it supported with their hard working attitude. Acehnese usually does not live in the transmigration areas; they have another house in their neighbourhood around here.

(Personal Interview with Local Inhabitant, 2017)

C. In Regard to Availability of Forum Meeting

Local inhabitants in the villages agree that the municipal government has provided the arena for discussion in transmigration planning. However, they argue that, to a certain extent the arena might be not effective in achieving the goal of discussion. In the first typology of villages, the forum meeting was

conducted after the inhabitants decided the list of participants for the upcoming program. Similarly, in the second typology of villages the agenda of the forum meeting was not clear, the context was not delivered, and the result was not well defined and delivered to the participants. The forum for discussion will not be conducted effectively, in regards to achieving certain goals, if the forum has not respected and implemented a supporting atmosphere (e.g. an opportunity to exchange ideas, clarity of information).

D. In Regard to Inhabitant Reaction

The local inhabitants in both typologies agree that public discussion in transmigration planning is important and should be done intensively. Additionally, the local inhabitants expect the government to provide sufficient time, to exchange ideas and interest.

[...] We did not have enough time to discuss the detail of the program and our land availability for the program. There was only one-time meeting to discuss; we did not know whether the program could proceed or not in our village.

(Personal Interview with Local Inhabitant, 2017)

In China and Ethiopia a similar concern of residents and expectations of public participation was perceived.. Both governments attempted in seeking a solution to address the publics expectation. A learning principle from The Netherlands Infrastructure may address this issue. The Dutch Government provides an appropriate time for discussion meeting either formal or informal (Woltjer, 2002). The Dutch Government perceives that conducting public participation is closely related to the efficiency and effectiveness of public policies (ibid). However, the Indonesian Government perceives that conducting public participation may impact time inefficiency. Thus, the local inhabitants perceive that the municipal government does not provide them a sufficient time for the informal meeting.

The Provincial Government of Aceh's responsiveness can be adapted well to the locals expectations about the composition of the transmigration participant. The society is an active entity, which evolves to pursue their ideal condition (Aarts & Leeuwis, 2010). Local inhabitants and the municipal government believe that by collaborating with other ethnicities, it would have a positive impact both for them and the program.

Lastly, the lack of capacity of local people should also be addressed in Indonesia, as in the developing countries. This issue is considered an important pressure for the government, in order to fully apply a participation approach in Indonesian planning practice (Timothy, 1999). In both typologies, the local inhabitants argued that the municipal government never conducted a managerial skill training for them (e.g. negotiation skill toward different interest). The efforts of the Malaysian Government in the FELDA's case are possible to modify to use with the transmigration planning in the Indonesian context. The role of the Malaysian Central Government to enhance the leaders of society, in managerial and leadership skills in Felda's case (Laquain, 1982), can be adopted in the human developing program in transmigration planning.

CHAPTER V. CONCLUSION

The transmigration program devolved in more than its 100 year journey in Indonesia. The changes relate not only to the number of migrant people, but also to the goals relating to the socio-political history and the reformation period in Indonesian governance. Hence, there are at least three factors that have driven this research. First, several resettlement programs and planning practices from different countries with their various inspirations and challenges in adapting the participatory approach. Second, the Indonesian Government's acknowledgement of the participatory approach in transmigration planning practice, although several questions emerge and have been examined in this research. Lastly, the unique case of the transmigration practice in the Aceh region, regarding the different schemes of transmigration planning, compared to other provinces and their socio-political influence. There are two typologies of villages that have the different consequences for the planning process in the West Aceh transmigration practice.

There are four elements of participation that have been discussed and analysed in this study. First, the transparency, clarity and detailed information were the several concerns of local inhabitants regarding the characteristics of information for both typologies in West Aceh Regency case. Second, the transformative power of dialogue by inhabitants, and the immediate response by the municipal government which appeared in the first typology. Correspondently, the inequality of the municipal government when responding to inhabitants of different villages, and the limited response by the municipal government, were the issues concerning and shared by local inhabitants in the second typology during the fieldwork. Third, in the first typology, the forum for discussion was provided by the municipal government, although a criticism was demonstrated by the local inhabitants, such as the absence of the municipal government in the forum. Lastly, in the both typologies, the local inhabitants admit that the participation approach is the appropriate method for the context of transmigration planning in the Aceh region.

Five stakeholders have been identified in the West Aceh transmigration planning practices. First, local inhabitants function as the initiator in the first typology and act as a targeted group in the second typology. The second stakeholder is the municipal government. In the first typology, the West Aceh government's role is a mediator between local inhabitants and the provincial government, while in the second typology they function as an initiator of the forum for discussion in transmigration planning. In general, the West Aceh Government take responsibility for arranging and conducting transmigration planning at the municipal level. Third, the Provincial Government of Aceh, who function as central government representatives, initiated the RKT formulation although they neglected the role of municipal government in discussion with the central government. The Aceh Provincial Government take a principal function in determining the acceptance of the program at a local level, as well as to determine the composition of transmigrants in their territory. Fourth, the central government's role is as the regulator at a national level, and to designate transmigration regions at the municipal level. Lastly, the planners took on various positions whether they act as guardians of public interest, support the power of bureaucracy or as advocate planners with their voluntarily endeavour in the planning process after the social conflict in the 2000s. The planners' role as business people was not found in this case.

The local inhabitants in the first typology expected that the municipal government to be involved in the forum for discussion at a local level, to share the government's concerns regarding the budget of the program and its feasibility for the following program. Hence, the local inhabitants could share their ideas in supporting the land availability for the following program. Meanwhile, in the second typology, the inhabitants perceived that the municipal government did not provide clear information during the discussion, as well as the results of the discussion regarding the feasibility of the new transmigration resettlement in their villages. Importantly, in the both typologies, the local inhabitants expected the municipal government to provide sufficient time and be an initiator for discussion, exchange clear and detailed information about the program and the following procedures afterwards, and propose to the provincial government that non-Acehnese can also be involved as participants of the program. Lastly, the civic competencies are a critical element that the Indonesian Government has neglected in the transmigration planning process.

After concluding several findings from the study, several recommendations are suggested. The recommendations can be classified regarding the future research and the government domain. Several recommendations for the future research can be explained as follows. First, further research with a broader typology of villages in collaboration with the local researchers should be carried out. A researcher, with a different culture and lack of individual experience with natural disasters and social conflict in Aceh, may interpret different perspectives, compare to the native (local) researcher who has been living in the areas for many years. Although, the additional information has been collected to support the locals', possibly missing, perception and expectation through a discussion with local governments. Additionally, the limited typology of observational villages, due to the physical limitation during the fieldwork may influence the analysis in regard to the perception and expectation of local people. The typology of villages where the technical planning (RTSP) document has been formulated can be conducted as an alternative for further research. The standard scheme of planning process (RTSP formulation) as others provinces may provide additional information toward the participatory planning practices in the Aceh region.

Second, a research emphasising the time (in)efficiency of the participatory approach in transmigration planning can be conducted further. Some researchers may critic participatory as time-consuming in practice. Therefore a question such as "Does the participatory approach will effect on the time efficiency of the program regarding local acceptance in the implementation phase of the program?" can be used as the alternative question in the further research.

Third, a further research which conduct after the formulation of a new mid-term development planning of Aceh (2017-2022), can be conducted further. This study was conducted in the period of 2016/2017. Hence, there may be a shift in political guidance after the 2017 general election at the provincial level where the new Aceh Governor has different goals and directives for the transmigration program in the Aceh region. Therefore, a study that is conducted in the following years may formulate a different result regarding the provincial government's discretion and local inhabitants' perception.

Several recommendations regarding the government domain can be explained as follows. First, the central government should formulate a detail regulation for the participatory approach in the transmigration planning process. By providing this regulation, the local governments can follow the certain procedures

and adapt them to their socio-political background. Similarly, the regulation would assist the central government to examine and evaluate the planning practices on the local level. Second, the central government can be positioned as a mediator between the provincial and municipal government regarding the provincial discretion of the transmigrants composition from other provinces. The local inhabitants' expectation regarding participants from other provinces can be employed as the main agenda for the discussion. Third, the provincial government can arrange the collaboration between municipalities governments to exchange the success stories of participatory practices from other areas. Therefore, the municipalities governments can adopt the fundamental principles with their local values. Last, the municipal government should recognise that participatory approach may take additional time regarding the time provision of a forum for public discussion. Importantly, their provision in the time for exchanging ideas is not perceived as time-consuming but as the time efficiency regarding local acceptance and reduce social conflict in the implementation phase.

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ANNEX

A. Interview with Ministry of Transmigration (Central Government)

1. What is the role of Ministry of Transmigration in the transmigration planning process?
2. What is the essential requirement before initiating the transmigration planning process?
3. How does the planning process in transmigration arranged until the settlement's development phase?
4. Do the Ministry of Transmigration acknowledge Aceh as a particular case in transmigration program? Can you explain it more detail about the particular regulation relate with that?
5. What is the role/function of local inhabitants in the planning process?
6. To what extent do the local inhabitants involve in the planning process?
7. Do the government regulate the forum for dialogue in the planning process? If yes can you explain it in detail?
8. Who are the participants in the dialogue above?
9. How is the respond of the government, if there are a group of local people who do not want to be involved as transmigrants?
10. What are the difference (if any) between the local inhabitant and in-migrants (outsider) in the planning process?
11. What do you think of the planners' role in the planning process? And how do they respond with local inhabitants' interest in the planning process?
12. How do the government perceive the limitation in involving the local as participants in the dialogue?
13. What is the critical success (if any) of transmigration program especially in the planning process?

B. Focus Group Interview (Provincial and Municipal government)

1. How do the government perceive the acceptance of local inhabitants toward a transmigration program in general?
2. What is the important requirement before initiating the transmigration planning process?
3. To what extent the dependence/independence with the central government in the planning process?

4. How is the function/role of the provincial and/or municipal government in the planning process?
5. Do the provincial/municipal government in Aceh region has a particular local's regulation or discretion toward a transmigration planning? (if any) What are the consequences of that regulation toward the planning process?
6. Do the government arrange a public discussion during the planning process? Who were involved in the debate?
7. When did the transmigration firstly conducted in West Aceh regency and what was happened with the transmigration settlement and their inhabitants during the conflict?
8. How did the governments manage to address the problems during and after the conflict?
9. How do the local governments perceive public participation in the transmigration planning process?
10. How do the government perceive the limitation in involving the local as participants in the dialogue?
11. Do the governments already have the predefined result on the forum for discussion?
12. How do the government respond with the local inhabitants who do not want to hand over their land during the planning process?
13. Can you give the example of public participation in the planning process (if any)?
14. What do you think of the planners' role in the planning process? And how do they respond with local inhabitants' interest in the planning process?
15. What is the role/function of local inhabitants in the planning process?
16. To what extent do the local inhabitants involve in the planning process?

C. Personal Interview with Local Inhabitants

Question 1-3 : Specific for the local inhabitants in the First Typology of Villages

1. Can you explain when and how did you become transmigration participants?
2. What happened during the conflict in the 2000s with your family in the transmigration settlement?
3. How do you think about the relation between Acehnese and migrants in this village?

Question 4 : Specific for the local inhabitants in the Second Typology of Villages

4. Have you ever heard or been invited to discuss with the municipal governments in concern with the transmigration program in your neighbourhood?

Question 5-13 : For local inhabitants in both typologies of villages

5. How do you think about transmigration program in general?
6. How did the municipal government contribution during that time of conflict?
7. Do you have any forum for discussion regarding transmigration program? (if any) Can you explain what did you usually discuss in the forum?
8. Who manages the discussion forum? and Did the municipal government attend the meeting?
9. How important the forum for discussion in your opinion?
10. Do you think the local residents are interested in that discussion?
11. Why do they interested and if they are not interested do you know what the reasons are (if they are not interested).
12. Can you share your opinions during the discussion and how do the government respond toward your opinions ?
13. What are you expect with the discussion in transmigration planning?