DEVELOPING A SYSTEMATIC SURVEILLANCE AND ENFORCEMENT ACTIVITIES FOR THE ENFORCEMENT BRANCH OF THE DEPARTMENT OF THE LAND AND SURVEY IN SAMARAHAN DIVISION, SARAWAK.

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AUTHORS DECLARATION

I certify that this thesis in my own work and that it has not been previously submitted for any other degree.

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(BRAHIM LUMPY)

14.04.99

Date
ABSTRACT

This is an exploratory and descriptive study on the development of an effective planning and reporting system of surveillance and enforcement activities for the Enforcement Section of Land and Survey Department (LSD) in the Samarahan Division. The study primarily addresses the thematic concern of the department on the weaknesses of the existing practices in the Enforcement Section at the Divisional levels and the need to bring change in the system in order to cope with rapid development in the state. It sets out to describe and analyze the weaknesses of the existing practices and proposes the ways of improving the effectiveness of surveillance and enforcement in the LSD.

Conceptual framework from the literature on strategic planning and other related issues are adopted in generating the research question. The action research method was adopted for this study. The reason for using action research method is to build up trust among a group working and learning together so that the members feel free to discuss some issues that may never be discussed before, to build up confidence to do thing differently and to practice and perfect what we are doing differently. The action research used in this study involved five mini-cycles within one main cycle as the action research group keeps on a continuous process of planning, acting, observing and reflecting. Each mini-cycle ends with an evaluation phase before proceeding to the next mini-cycle during the action research cyclical process.

The research findings identified the weaknesses of the existing practices of the enforcement activities that are: (a) surveillance and enforcement activities were implemented on ad hoc basis, which is upon receipt of directives from the higher authority or complaint lodged by members of public; (b) no proper planning, implementation, monitoring and evaluating system of surveillance and enforcement activities being practiced in the division; (c) there was no standard system including the reporting system to guide the enforcement workers in enforcing the law; (d) the existing practice focus on administrative work, not on physical enforcement work; (e) the decision whether to take action or not on the illegal activities on state land was left to the discretion of the Divisional Superintendent; (f) leaking of information to illegal suspects by internal informer; (g) patrolling done whenever necessary; (h) lack of trained staff to carry out prosecution jobs and the staff not fully conversant with Land Code and other related laws; and (i) lack of confidence among the staff to take immediate action.

The research finding also identified the importance of an effective planning and reporting system to improve the existing practices through strategic planning process and the restructuring of the Enforcement Section. In brief, the study shows that: (a) the action research method adopted in this study is a powerful organizational tool for reforming the work systems and restating the Enforcement Section's purpose and objectives; (b) the strategic planning is an important management tool because it could help the department to develop effective strategies, clarify future direction and establish priorities of the Enforcement Section; (c) the need for the department to be more proactive rather than reactive to tackle the squatter’s problem and illegal activities; (d) the need of strong support from the top management and also highly committed and strong teamwork among the enforcement workers; (e) there is an urgent need for the Department to address these shortcomings and improve the effectiveness of the Enforcement Section.
ABSTRAK


Hasil kajian telah mengenali kelemahan-kelemahan amalan yang sediada aktiviti penguatkuasa iaitu (a) aktiviti pengawasan dan penguatkuasaan adalah dilaksanakan secara 'ad hoc'; apabila menerima arahan daripada pihak atas atau aduan daripada orang awam; (b) tiada sistem perancangan, pelaksanaan, pemantauan dan penilaian yang teratur bagi aktiviti pengawasan dan penguatkuasaan yang dipraktikkan di bahagian ini; (c) tiadasistem yang piawai termasuk sistem membuat laporan untuk memandu pekerja-kerja penguatkuasa dalam menguatkasukan undang-undang; (d) amalan yang sedia ada memberi fokus kepada kerja-kerja pentadbiran bukannya kepada kerja-kerja fizikal penguatkuasaan; (e) keputusan samada untuk mengambil tindakan atau tidak ke atas aktiviti-aktiviti haram di tanah kerajaan adalah terpulang kepada budibicara Penguasa Bahagian; (f) pembocoran maklumat kepada suspek yang melanggar undang-undang oleh pelapor dalaman; (g) rondaan dilakukan apabila perlu; (h) kekurangan kakitangan yang tidak memahami sepenuhnya Kanun Tanah dan lain-lain undang-undang yang berkaitan; dan (i) kekurangan keyakinan dalam melaksanakan tugas tindakan serta merta. Hasil kajian juga telah mengenali beberapa isu penting yang berkesan untuk perancangan dan sistem laporan yang berkesan untuk memperbaiki amalan yang sedia ada melalui proses perancangan strategik; dan pengstrukturkan semula Seksyen Penguatkuasa. Secara ringkasnya, kajian ini telah menunjukkan bahawa (a) kaedah kajian tindakan yang digunakan dalam kajian ini adalah alat yang amat berkesan untuk memperbaiki amalan yang sedia ada melalui proses perancangan strategik; dan pengstrukturkan semula Seksyen Penguatkuasa; (b) perancangan strategik adalah alat pengurusan yang amat penting memandangkan ianya dapat membantu jabatan memaju strategi-strategi yang berkesan, memperjelaskan arah tuju masa yang akan datang untuk keutamaan Seksyen Penguatkuasa; (c) keperluan bagi jabatan untuk lebih bersifat proaktif daripada 'reactive' dalam mengatasi masalah yang berlaku; (d) keperluan sokongan kuat daripada pihak pengurusan atas dan juga komitmen yang tinggi serta pasukan kerja yang patut dikalangan
pekerja penguatkuasa; (e) menjadi sesuatu keperluan yang mendesak bagi jabatan untuk mengemukakan kekurangan tersebut seterusnya memperbaiki keberkesanan Seksyen Penguatkuasa.
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ARG: Action Research Group
B: Capability
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<td>Sum Score</td>
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INTRODUCTION

Background

Ministries and Departments in the Sarawak Civil Service continue to be proactive in reviewing and streamlining their systems and procedure to ensure more efficiency especially in expediting work and information flow and decision-making. Departments are also required to play a proactive role in spearheading and monitoring these efforts in order to improve the service. Under the Total Quality Management Program for instance, the public service is required to formulate its mission statement through the process of strategic quality planning. Departments in the public service are required to be market-driven, and to institutionalize a distinct customer-orientation in the delivery of services. Land and Survey Department (LSD), being one of the departments in the Sarawak Civil Service is also without exception. It has its own vision that is to produce quality work in meeting the need of its customers and providing optimum benefit to all the people they serve.

Land and Survey Department

The LSD is a multi-discipline and multi-functional department; it is made up of a number of Branches both at Headquarters and at Divisional level. Each Branch deals with different aspects of work although some of the work is inter related with each other. In Samarahan Division, for instance LSD is divided into five Branches namely Land Branch, Survey Branch, Planning Branch, Valuation Branch and General Administration.

Under the Land Branch there are four Sections comprising of Land Administrative Section, Settlement Section, Registry Section and Enforcement Section. This study was conducted in the Enforcement Section of the LSD, Samarahan Division, Sarawak. The Director of LSD on 29.3.1984, issued Land Administrative Circular No.1/1984 to the entire Divisional Superintendent in Sarawak to set up the Enforcement Branch in their respective divisions. As stated in that circular, the main function of the Enforcement Branch and the duties of the Enforcement Officer are as follows:

(A) Function of the Divisional Enforcement Branch

The Divisional Enforcement Branch is responsible for the following:

i. the collection of the land revenue;

ii. the enforcement of all laws relating to the land;

iii. the enforcement of special and implied conditions of land titles, mining leases, licenses, etc.;

iv. the application of departmental responsibilities for the settlement of disputes between registered proprietors;

v. the issue of miscellaneous licenses and permits under the Land Code (Cap. 81); and

vi. the issue of license and Mining Leases under the Mining Ordinance (Cap. 83)

(B) Responsibilities of Enforcement Officer

The specific responsibilities of the Enforcement Officer are:
i. the performance of any duties specifically allocated by the Superintendent;
ii. the preparation of reports concerning the periodic checks on revenue collection and Bill Registers;
iii. the initiation of action to recover arrears of revenue revealed by such periodic checks after consultation with the Superintendent;
iv. the dealing of property laws e.g. disputes on right of ways, drainage rights, party walls, rights and obligation of lessees and the investigation and submission of factual reports with recommendations for the settlement of such disputes to the Superintendent;
v. the supervision of punch card statistics system in accordance with the Administration manual part IV Statistics;
vi. the initiation of action for re-entry of land held in breach of condition of title after approval by the Superintendent in accordance with paragraph 1.03.01(v) of the Land Branch manual;

vii. the approval of programs of work for Land Inspectors including routine services of sending notices;
viii. the supervision on the processing of applications and preparation of licenses for General Prospecting Licenses, Exclusive Prospecting licenses, Mining Certificate, Mining Leases, Quarry Licenses, warf Licenses and Licenses to remove sand, earth, gravel and other rock material;

viii. the supervision on the preparation of notices to quit, notices to show cause, notice of re-entry, notices for collection of mining leases, licensee, titles, certificates, etc.;
x. the supervision on the carrying out of field inspection regarding squatters, illegal felling, illegal removal of rock material and other land enforcement work;
x. the periodic checks on the monthly returns of volumes of rock materials, submitted by the licensees and to ensure correct amount of royalties are paid;
xii. the supervision and operation of a task force to assist the Superintendent in the exercising of his power to arrest without warrant and seizure of the property under the provision of sections 309A and 209B of the Land Code (Cap. 81) respectively;
xiii. the undertaking of the prosecution work in connection with offences under the provisions of sections 32A and 209 of the land code (Cap. 81) as may be directed by the Superintendent; and
xiv. Staff training and discipline of officers in consultation with the Superintendent.

In relation to the job tasks, it is also useful to highlight the objectives of Enforcement Section as follows:

- To administer land efficiently and effectively in accordance with the existing laws;
- To monitor the activities of the holders of General Prospecting License, Exclusive Prospecting License, Mining Certificate and Mining Lease, in order to encourage full exploitation of the state's mineral resources and regulate the issue of mining leases and licenses so as to ensure the participation of genuine operators in the mining industry; and
- To collect promptly all land-based revenue due to the Government; to maintain proper-revenue records; and to inculcate accountability.

Therefore, the main function of the Enforcement Section is to ensure strict compliance with requirements, restrictions, prohibitions, or other regulating provisions of the Land Laws as provided for in the Land Code (Cap. 81), the mining Ordinance (Cap. 83), the Land Control of Subdivision (Cap. 82) and the State Title Ordinance, 1995 with regard to the enforcement of laws, the relevant provisions under the Land Code that required systematic surveillance and enforcement activities were mentioned in Appendix A.
Problem Statement

The Sarawak Civil Service has undertaken a major paradigm shift, with the overall objective of making the Service more mission-oriented, dynamic and resilient in a rapidly changing environment. This involves making incremental but significant changes, encompassing not only structural and system changes but also change in values and mind-set of civil servants. According to the former Chief Secretary to the Government, Tan Sri Dato’ seri Ahmad Sarji bin Abdul Hamid (1994) this process is aimed at institutionalizing a quality culture. This change is extensive in nature and involves not only a mental change and way of thinking but also a strengthening of the systems and work processes, methodology, technology and elimination of unproductive practices. The final objective is to create an effective, productive and quality civil service.

In this context, the most challenging issue faced by land administration machinery is how to cope with rapid change while at the same time enhance its efficiency and effectiveness in meeting the increasing demand for its services. An efficient land administration system is integral to the nation’s rapid development. The department is concerned with delays faced by its clients such as land developers, professionals and ordinary citizen when dealing with land transaction. Such delays caused by lengthy procedures and red tape involves cost and may lead to legal complications and disputes.

The LSD is currently very concerned with two main problems: 1) squatter settlements mushrooming on state lands and 2) illegal activities involving the removal of earth and extraction of sand and gravel. It was reported in the local newspaper, The Sunday Times dated 28th September 1997 (Appendix B) that there was an increase in the encroachment of government land by local and foreigners, thus reflecting weaknesses of the enforcement system at the land administration system in the state. Furthermore, as reported on 30th June 1997 issue of the LSD half-yearly Report, (Government of Sarawak, 1997) a total number of 16,048 squatters families in Sarawak have illegally occupied state land for residential purposes. This encroachment does not only deprive the government from using its land but has social, political and financial implications when it comes to evicting the trespassers. As for the illegal extraction of earth, sand and gravel, it will cause the lost of revenue to the government in the form of royalty payment.

One possible reason for the above weaknesses is the absence of a systematic surveillance and reporting system due to a limited number of manpower in the Enforcement Section to control the vast area of Samarahan Division which is approximately 4,961.47 sq. km. in size. This Division comprises of three districts, namely Samarahan District (592.91 sq. km), Serian District (2,039.89 sq. km), and Simunjan District (2,327.67 sq. km). In order to overcome the pertinent shortage of staff problem, the proposal to set up regional enforcement task forces has been proposed by the top management of LSD during the meeting of Directorate with Divisional Superintendents on 30.3.96 at the HQ Conference Room (See Appendix C).

The current practice is to tackle the problems on an ad hoc basis, that is: (a) upon receipt of complaints from the members of the public (b) feedback from other government agencies (c) through systematic investigation by the LSD and (d) directives from higher authorities. This approach is not efficient because it takes a long time before an action can be taken. Beside it involve other agencies in the decision making process.
The LSD has expressed its concern on the weaknesses of the existing practices in the Enforcement Section at the Divisional levels and the need to bring about change in the system in order to cope with the rapid development in the state. A revamp of the Enforcement Branch has been proposed by the top management of LSD to improve the management of the Enforcement Branch. (Appendix D).

A better and effective planning and reporting system for surveillance and enforcement activities must be developed. The plan and system should contributed to realize a systematic approach of implementing the development’s tasks in enforcing the Sarawak Land Code and other related Ordinances.

This study is intended to do just that i.e. to develop an effective planning and reporting system for surveillance and enforcement activities using the methodology of Action Research.

Objective
The purpose of this study is to develop an effective planning and reporting system for the surveillance and enforcement activities of the Enforcement Section LSD in Samarahan Division. The specific objectives of the study, stated as research questions, are the following:
What are the weaknesses of the planning and reporting system of the existing surveillance and enforcement activities?
What model can be developed for use the Enforcement Officer to carry out surveillance and enforcement activities?
To what extend is the model applicable to the LSD?
To what extend is the Action Research Method applicable to the development and implementation of the planning and reporting system?

Significance of the Study
The LSD needs to be seen as strictly enforcing the Sarawak Land Code and other Ordinance (which relate to land matters) to show that the government is serious against those who illegally occupied its land and who engage in other unlawful activities related to land matters. The LSD needs to have an effective planning and reporting system for surveillance and enforcement activities if it is to be able to effectively discourage and monitor the illegal activities related to enforcement of land law.

Currently there is no proper planning and reporting system for systematic Division. A set of guidelines on surveillance and enforcement activities for the Enforcement Section in Samarahan Division is currently being developed to improve the present system. Findings from this study, would provide the LSD Samarahan with the revised surveillance and enforcement system and should provide valuable information as a basis for the proposed restructuring plan of the Enforcement Branch.

This study would also benefit the policy makers and stakeholders such as the Ministry of Resource Planning, Sarawak, the LSD, the Auditor General and the property developers as the results of the study would facilitate the future planning and the development of state lands.

Limitation of Study
Several limitations of the study were recognized. First, the study focuses only on the development of a systematic surveillance and enforcement activities for the Enforcement Section of LSD for the Samarahan Division. Therefore the findings of this research cannot be generalized to other divisions.
Second, the data collection was done six months before the completion of this study. Thus, during that period of time difference the departmental policies and the directives might have changed and hence no more relevant to the findings of this study.

Scope of Study
This study is carried out within a scope where there are certain limitations. Firstly, this research is carried out only in Land and Survey Samarahan Division, Sarawak, targeted the Enforcement Section. It is generally unfair to base the results on the assumption that it is the same for any other Enforcement Section in different results. Therefore the results of this research cannot be used to generalize the planning and reporting system of surveillance and enforcement activities in the entire divisions. The sample of this research is necessary small, consisting of seven persons who are the ARG members.

Definition of Terms
Certain terms used throughout the study are defined in the glossary that follows:

Action Research Method
A research methodology, first developed by American social psychologist Kurt Lewin (1946), through which change can be introduced into organizations. It is a "spiral of cycle of action and research" (Zuber-Skerritt, 1991: 11) with each circle containing the elements of planning, action, observation, reflection and evaluation.

Developing
Developing refers to the process of formulating the systematic surveillance and enforcement activities through strategic planning tools.

Enforcement Activities
Enforcement activities refer to the list of duties and responsibilities to be carried out by the staff in the Enforcement Section as stated in the Land Administrative Circular No.1/1984.

Enforcement Sections
Enforcement Section is a sub-branch of Land Branch, which functions to ensure strict compliance with requirements, restrictions, prohibitions or other regulating provisions of land laws as found in the Land Code (Cap.81), the Mining Ordinance (Cap.83), the Land Control of Subdivision (Cap.82) and Strata Titles Ordinance, 1974.

Squatters
Squatters mean "any person who occupies Government or State-owned land without processing the authority of a Government title or legitimate exercise of customary rights". (Porter, 1967:8)

Strategic plan
A practical plan for achieving the goals of Enforcement Section which could be immediately put into practice by the LSD, Samarahan Division.

Systematic surveillance
Systematic surveillance refers to the ongoing, systematic collection, analysis, interpretation and tracking of information on illegal suspect activities related to the enforcement of land law. The final link in the surveillance chain is the application of this information to prevention and control.
Triangulation
Triangulation in this study referred to the search for consistency of finding of different observers, different observing instruments, materials of observation, times, place and the use of simple events, either from different participant or observers, or from the same person at different times.

Chapter Summary
This chapter described the research purposes and research questions that the study was addressing. The significance of the study in relation to the function and responsibilities of the Divisional Enforcement Branch and its problem statement had also been discussed. It had been argued that the study would be beneficial and useful by providing both the policy makers at the Ministry of Resource Planning, decision makers at LSD and stakeholders with valuable feedback that would facilities the future planning and development of the state lands. The next chapter would discuss the conceptual framework that underpinned the study. Related literature on strategic planning, and other relevant issues that could contribute towards the development of an effective planning and reporting system for the surveillance and enforcement activities will be reviewed.
Introduction
This chapter reviewed the literature on general planning with a view to find some answers to the questions of 'what', 'why' and how to develop an effective planning and reporting system of surveillance and enforcement activities. Concepts generated from the literature were then used for formulating conceptual framework for the study as shown in Figure 2.1.

The process of strategic planning involves four basic elements:

1. Environmental scanning,
2. Strategy formulation,
3. Strategy implementation,
4. Monitoring, evaluation and control.

Figure 2.1 show how these four elements interact in developing and effective planning and reporting system of surveillance and enforcement activities. The ARG members scan both the external environment for opportunities and threats and internal environment for strengths and weaknesses. The factors that are most important to the corporation's future are referred to as strategic factors and are summarized with acronym S.W.O.T., standing for Strengths, Weaknesses, Opportunities, and Threats. After identifying these strategic factors, ARG members evaluate this interaction and determines the appropriateness of the corporate mission. The first step in the formulation of the strategy is a statement of mission, which leads to a determination of corporate objectives, strategies and policies. Corporations implement these strategies and policies through programs, budgets, and procedures. Finally, performances evaluation and feedback ensure adequate control of organizational activities.

Figure 2.1 Conceptual framework to develop an effective planning and reporting system of surveillance and enforcement activities.

Strategic Planning
Corporate leaders and their top management teams face increasing difficult challenges as the world approach the dawn of the 20th century. Market demand, products, technology, competitive behavior, sources of relative advantage and political condition change more rapidly and often unpredictably. Strategic planning is a widely adopted approach to handling the treats and opportunities thus created.

Leaders of the organizations, like general armies, have to make strategic decisions (Teack and Grinyer, 1994). Top management of civil services is also required to carry out strategic planning for achieving organizational objectives. As the environment of the public organization has become increasingly turbulent and change of system unpredictable in recent year, the
organization needs to respond effectively to the circumstances that now confirms them. The
leaders of public organization have to think and act strategically. According to Bryson (1988),
this increased turbulence and interconnectedness require a threefold response from public and
non-public and non-profit organizations. First, these organizations must think strategically as
never before. Second, they must translate their insights into effective strategies to cope with
their changed circumstances. And third, they must develop the rationale necessary to lay the
ground-work for the adoption and implementation of their strategies.

Operational Definitions

Strategy
As cited by Bryson (1998), the word “strategy” according to Toole (1985), comes from the
Greek word stratego, a combination of stratos or army and ego, or leader. Strategic planning
thud began as the art of the army general and now has become the art of the general manager.
Bryson (1988), also cited Andrews (1980) defined a strategy as “a pattern of purposes and
policies defining the company and its business”. In other words, strategy is a perspective, that is
an organization’s way of doing things, its concept of business. Strategy is also defined as a plan
direction, guide or course of action or a path of action to get from here to there.

Planning
Planning comes from the Latin word ‘Planum’ which means flat surface. Mintzberg (1994) has
collected several definition form the literature as follows; (a) Planning is future thinking, simply
taking the future into account. Bolan (1974:15), defined “planning denotes thinking about
future” and Sawyer (1983:1) “planning is action laid out in advance”; (b) Planning is
controlling the future, not just thinking about it but acting on it. Ackoff (1970:1), defined
“planning is the design of a desire future of effective ways of bringing it about” and Ozbenkhan
(1969:152) defined the purpose of planning as “to create controlled change in the environment”;
(c) Planning is a decision-making. Goetz (1949) defined planning as “fundamentally
choosing” (in Steiner, 1979:346), and Koontz (1958:48) defined it as “the conscious
determination of courses of action designed to accomplish purposes. Planning is then,
deciding”; (d) Planning is integrated decision-making. Schwendiman (1973:32) defined
planning as “integrated decision structure “ and to Van Gunsteren, it “means fitting together of
on going activities into a meaningful whole” (1976:2): “Planning implies getting somewhat
more organized. It means making a feasible commitment around which already available
courses of action get organized” (2-3). Mercado, (1997) defined “planning is a process of
organizing and decision-making”; (e) Planning is a formalized procedure to produce an
articulated result, in the form of an integrated system of decisions.

According to Mintzberg (1994:12), formalization mean three things especially (i) to decompose
(ii) to articulate and especially (iii) to rationalize the process by which the decision are made
and integrated in organization.
Thus, through proper planning, the systematic surveillance and enforcement activities could be
designed effectively to meet a desire future.

Strategic Planning
Bryson, (1988,p.12) defined strategic planning as a “disciplined effort”, in fact, “simply a set of
concepts, procedures and tools”. It is an effort to produce fundamental decisions and actions
that shape and guide what an organization is, what it does and why it does it. As it’s best
strategic planning requires broad-scale information gathering, an exploration of alternatives, and
an emphasis on the future implications of present decisions. It can facilities communication and
participation, accommodate divergent interests and values, and foster orderly decision making and useful implementation.

Strategic planning is the process by which the leaders of the organization’s direction can rise above the daily managerial process and arises to gain different perspectives of the internal and external dynamics creating change in their environment and thereby give more effective direction on their organization. In the attempt to explain the concept of strategic planning, Dyson, (1993:3) viewed strategic planning as a management process involving consultation, negotiation, and analysis which is aimed at ensuring effective strategic decision making. He also stress that decisions in organizations could range as a spectrum from operational and tactical through to strategic.

The Important of Strategic Planning
As cited by Bryson (1985:11) there are several authors (Steiner, 1979; Bary, 1986; Bryon, Freeman, and Roering, 1986;Byrrott, Van de Ven, Roering, 1987) who argue that strategic planning can help organization to:

- Think strategically and develop effective strategies.
- Clarity future direction
- Establish priorities
- Make today’s decisions in light of their future consequences
- Develop a coherent and defensible basis for decision making
- Exercise maximum discretion in the areas under organizational control
- Make decisions across levels and functions
- Improve organizational problems
- Deal effectively with rapidly changing circumstances
- Build teamwork expertise

Bryon (1988) also mentioned that although strategic planning can provide all these benefits, but the process will work only if the decision makers and planners use it with common sense and sensitivity to the particulars of their situation.

Strategic planning is one way to help organizations deal with changed circumstance. It can help them build on strengths and take advantage of major opportunities, while overcoming or minimizing weaknesses and serious threats. It can help them to be much more effective in much more holistic world.

According to Minzberg (1994), there are three reasons for the organizations to plan; i. to coordinate their activities; ii. to ensure that the future is taken into account; iii. to be ‘rational’

The Model of Strategic Planning
Recent experience now indicates that planning approaches developed in the private sector can help public and non profit organizations, deal with their dramatically changing environments, and thus can help them to be more effective. Some schools of thought or model of strategic planning developed in the private sector are as follows:

The Harvard Policy Model
The Harvard Policy Model was developed as part of the business policy courses taught at the Harvard Business School since the 1920s aimed to help the firm develop the best fit between itself and its environment; that is, to develop the best strategy for the firm. In the business
world, the Harvard Model appears to be best applied at the strategic business unit level. The primary strength of this model is that it provides systematic assessment of strengths, weaknesses, opportunities, the threats—known as SWOT analysis.

The main weakness of the Harvard Model is that it does not offer specific advice on how to develop strategies, except to note that effective strategies on strengths, take advantage of opportunities to overcome or minimize weaknesses and threats.

**Strategic Planning System**

Strategic Planning System is a system in which managers go about making, implementing, controlling important decisions across function and levels in the firm. Bryon (1988) opined that, these systems are applicable to public and non-profit organization. He also cited that, Lorange (1980) has argued that any strategic planning system must address four fundamental questions:

- Where are we going? (mission)
- How do we get there? (strategies)
- What is our blueprint for action? (budgets)
- How do we know if we are on track? (control)

The strength of this system was in it's attempt to coordinate the various elements of an organization's strategy across level and functions. Their weakness is that excessive comprehensiveness, prescription, and control can drive out attention to mission, strategy and organizational structure and can exceed the ability of participants to comprehend the system and the information it produces.

**Approach to Strategic Planning for Government**

Byron (1988) has developed a model or an approach to strategic planning for public and non-profit organizations, how it can applied to the communities. The model encompasses 1) broad policies and direction setting, 2) internal and external assessments, 3) attention to key stakeholders, 4) identification of key issues, 5) development of strategies to deal with each issue, 6) decision making, 7) action and 8) continuous monitoring of results. In this model, he has identified eight-steps for strategic planning process.

The steps are:

- Initiating and agreeing on a strategic planning process
- Identifying organizational mandates
- Clarifying organizational mission and values
- Assessing the internal environment: strength and weaknesses
- Assessing the external environment: opportunities and threats
- Identifying the strategies issues facing an organization
- Formulating strategies to manage the issues
- Establishing an effective organizational vision for the future; the vision of success

**Initiating and agreeing on the Strategic Planning Process**

The purpose of the first step is to negotiate agreement with key internal (and perhaps external) decision makers or opinion leaders about the overall strategic planning effort and the key planning. Their support and commitment are vital if strategic planning is to succeed (Oslen and Eadie, 1982). In this context, the key decision-makers in Land and Survey Department are its Corporate Planning Committee members under the chairmanship of Director of LSD. The next task is to identify which persons, groups or units to be involved in the effort. The initial
agreement will be negotiated with at least some of these decision-makers, group of managers, supervisors or the LSD staff.

The agreement itself should cover the purpose of the effort; preferred steps in the process; the form and the timing of report; the role, the functions, and the membership of any group or committee empowered to oversee the effort; the role, the functions and the membership of the strategic planning team; and commitments of necessary resources to proceed with the effort.

Clarifying Organizational Mandates
The formal and informal mandates placed on the organization are 'the must' it has to confront. Actually, it is surprising how few organizations know they are mandated to do and not to do based on it policies, procedures, rules and regulations.

Clarifying organizational Mission and Values
An organization's mission must be in tandem with its mandates. For LSD, this means there must be identifiable social or political needs that the organization seeks to fill. Viewed in this light, organizations must always be considered a means to an end, and not an end by themselves. Communities also should not be seen as a need in themselves, but must justify their existence based on how well they meet the social and political needs of their various stakeholders, including those stakeholders’ needs for a ‘sense of community’.

This step has discussed the identification of mandates that entrusted to the organization and the clarification of the mission it wishes to pursue. Mandates are imposed form the outside and may be considered the ‘musts’ that the organization is required to do (although it may ‘want’ to do them a well). Mission is developed more form the inside and identifies the purposes the organization wishes to pursue. Mission may be considered as what the organization ‘want’ to do. Rarely is an organization so boxed in by mandates that there is room only for a mission that meets the mandates. This step has outlined a process for identifying and clarifying organizational purposes - both ‘musts’ and ‘wants’ and for developing a mission statement that embodies these purposes.

Assessing the internal environment
Step 4 explore the organization’s internal environment in order to identify the strengths and weaknesses it faces. In undertaking internal environmental scanning, strategic manager must first be aware of the many variables within a corporation’s task environments. The task environment includes the elements or groups that directly affect the corporation and, in turn, are affected by it. These groups include governments, local communities, suppliers, competitors, customers, creditors, employee/ labor unions, special - interest groups, and trade associations.

Assessing the external environment
Step 5 explore the organizations external environments in order to identify the opportunities and treats it faces. In undertaking external environment scanning, strategic managers must first be aware of the many variables within a corporations’ society environments. The society environment includes general forces that do not directly touch on the short-run activities of the organization but that can, and often do, influence its long-run decisions. These general forces are;

i. Economic forces that regulate the exchange of materials, money, energy and information;

ii. Technological forces that generate problem solving inventions;

iii. Political - legal forces that allocate power and leadership;
iv. Socio-cultural forces that regulate the values, mores, and customs of society

Identifying the strategic issues facing an organization
The purpose of the strategic issue identification step is to identify the fundamental policy choices facing the organization concerning its mandates, mission, and product or service level and mix, clients, customers, or users; costs; financing; organization; or management. At the end of this step key decision-makers should agree on a set of strategic issues to be addressed in priority, logical, or temporal order.

To return to the story metaphor, this step constitutes the framing of conflicts (issues). The climax of the story will be reached in the next step when these conflicts are resolved through the construction of effective strategies. Three basic approaches to the identification of issues are; the direct approach, the goal approach, and the vision of success approach. In general, governments and non-profit agencies will find the direct approach most useful.

The transition to the next step in the process-strategy development is crucial and will require careful management. Too often strategy planning teams move quickly to the identification of strategic issues, but have difficulty in moving forward with the development and implementation of effective strategies. It is one thing to talk about what is fundamental; quite another to take action based on those discussions. Strong leadership and high morale will be required to keep moving ahead. Unless the team and organization push on, organizational effectiveness and stakeholder satisfaction are likely to suffer, and the organization will not fulfill its mission.

Formulating strategies to manage the issues
This step discussed the strategy formulation. Strategies are defined as a pattern of purposes, policies, programs, actions, decisions, or resource allocations that defines what an organization is, what it does, and way an organization (or Community) relates to its environment.

A five-part process for developing strategies was outlined, and suggestions were offered for the preparation of formal strategy plans. It was again emphasized that strategic thinking and acting are important, not any particular approach to strategy formulation, or even preparation of a formal strategic plan.

Establishing an effective organizational vision for the future
A vision of success is defined as a description of what the organization should look like as it successfully implements its strategies and achieves its full potential. A vision statement should include the organization’s mission, basic philosophy and the core values, basic strategies, performance criteria, important decision rules, and ethical standards expected of all employees. The statement should emphasize the important social purposes that the organization serves and that justify its existence. It should also be short and inspirational.

For a vision of success to have a strong effect on organizational decision and actions it must be widely disseminated and discussed, and it must be referred to frequently as a means of discerning and justifying.
**Project Management**

In order to develop an effective planning and reporting system of surveillance and enforcement activities for enforcement activities for enforcement section of LSD, in Samarahan, the writer also would like to adopt some relevant concepts of project management for this study.

Randolph and Posner (1988:10) define the characteristics of a project as having:
- A start and a finish
- A time frame for completion
- A unique one timeliness
- An involvement of several people on an ad hoc basis
- A limited set of resources
- A unique sequencing of activities and phases.

They commented that project planning begins with the end result, the goal, and work backwards. Project management also involves coordination and control some of the complex activities of modern industry (Lock, 1988:1)

Burton and Michael (1994:24) defines “project as work that has a beginning and an end, and the satisfactory outcome of a project as a product”. They break up the project into five steps as follows:

(i) Designing the plan
Which considers the outcome that is needed, why it is needed, how the outcome will be achieved and (to some degree) the resources that will be required.

Developing the plan
Which includes a situation analysis, which considers the project “vision” and interpolates the vision into the internal and external situation analysis and then considers the strategy and detail of “how we are going to get there”.

Implementing and amend the plan
This is where the work planned is implemented, monitored and controlled, and based on actual results the plan strategy and activities are amended or varied as necessary.

Review the plan
This step is concerned with the future and where we would or could do things differently or better if we do it again.

Develop the template
This looks at developing a model for future recurring implementation action. The writer would like to suggest the five steps above as the basic model to be applied for his action research project. In this regards steps four and five would be integrated and become more concerned with the ongoing organizational learning activity after the initial project is completed.

**Reporting System**

In discussing the information flow it is important to separate the action taken from the report about the results of that action. The old adage “It's too late to shut the barn door after the horse has run away” is applicable here. A manager cannot change what has already happened; a manager can change only what is yet to happen. By the time a report is received the action has already been taken; it is no longer controllable. Using this logic, the only management strategy to ensure control is to instill within the employees, before they act, the desire to achieve the goals. Ziebell (1991) mentioned that, ‘the more timely the report the stronger the control