Community and Local Government Participation for Sustainable Post-Disaster Reconstruction Project

Indah Widi Hapsari – Indonesia
indahwidihapsari@yahoo.co.id

Community and Local Government Participation for Sustainable
Post-disaster reconstruction Projects, Indah Widi Hapsari

CURRICULUM VITAE

Indah Widi Hapsari
Ministry of Public Works
Jalan Pattimura 20, Kebayoran Baru, Jakarta Selatan – Indonesia – 12110
indahwidihapsari@yahoo.co.id

OBJECTIVE		
PERSONAL INFORMATION	Surname(s) / First name(s)	Indah Widi Hapsari
	Address(es)	Serpong Green Park M18, Serua, Ciputat – Tangerang Selatan - Indonesia
	Telephone	+62811907579
	Nationality(-ies)	Indonesian
	Date of Birth	May 23, 1979
	Gender	Female
WORK EXPERIENCE	*April 2006 - Present Ministry of Public Works Jalan pattimura 20, Kebayoran Baru – Jakarta Selatan – INDONESIA 12110 Staff of Building and Neighborhood Development*	Monitoring the implementation of building and neighborhood development in Region I (Sumatera and Java) in accordance with the regulations issued by the ministry.
	April 2004 – March 2006 Laboratory of Urban Design, Architecture Department, Diponegoro University Assistant to Head of Laboratory (Urban Designer)	Doing some studies in urban design and planning
EDUCATION BACKGROUND	*March 2002 – February 2004 Master Degree*	Diponegoro University, Semarang - Indonesia Architecture Master of Engineering
	September 1997 – February 2002 Bachelor Degree	Sepuluh Nopember Institute of Technology (ITS), Surabaya - Indonesia Architecture Bachelor of Engineering
	July 1994 – May 1997 Senior High School	SMU Kolese Loyola Semarang, Jawa Tengah, Indonesia

I declared all information in these curriculum vitae is true

1. Background

Natural disaster is a life cycle that cannot ever be prevented or avoided, but the number of disadvantages should be minimized. In Indonesia, tsunami and earthquake has destroyed some public infrastructures, injured large number of people, and also showed us that there is a lack of people knowledge and understanding about disaster mitigation and also a lack of early warning system development in Indonesia.

The strategy of disaster risk reduction includes medium to long term technology-based activities to develop community awareness about disaster impact, mitigation technology, and environmental preservation, and also to develop disaster risk management through the concept of sustainable development. Through Yokohama Strategy (1994) there are some issues and challenges that have been identified i.e.:

a. Governmental institution, organisation, law, and regulation;
b. Disaster risk identification, study, monitoring, and early warning system;
c. Increasing knowledge and education;
d. Disaster risk reduction;
e. The effective preparation of emergency response and recovery.

At national level, The Law Number 13 Year of 2005 about The 2006 Indonesian National Budget, the disaster risk reduction budget has been allocated in the following activity posts:

a. Increasing disaster mitigation and climate prediction;
b. Arrangement of Spatial Planning and Conservation Zones , including the disaster prone coastal area;
c. The development of disaster risk reduction and early warning system.

Community takes an important role in the disaster risk mitigation, since they become a subject and a resource, not only an object in this mitigation. Mitigation planning has adopted and is concerned with local wisdom and the existing traditional knowledge, considering the great cultural diversity in Indonesia.

2. Community-based Settlement Rehabilitation and Reconstruction Program (CSRRP)

In Indonesia CSRRP was formerly implemented in post tsunami rehabilitation and reconstruction project in Aceh in the year of 2004. Post the 2006 earthquake in the Province of Yogyakarta Special Region and Central Java, the government also decided to use this paradigm in the rehabilitation and reconstruction project that followed. The evaluation of the project implementation of CSRRP showed that it has developed community awareness of disaster mitigation, community participation in the process of rehabilitation and reconstruction, community accountability, and a solid coordination between community and local government through the implementation process.

In the community-based development paradigm, the development of community groups is the main strategy of:

a. Increasing community participation in development process;
b. Social values revitalizing between communities;
c. Organizing the community in order to develop their objectives and mutual agreement;
d. Mobilizing community resources to fulfil their common needs.

In Indonesia, the existence of community groups can take a form of a social capital in fulfilling common needs among communities. It has been proven by the successful community-based programme such as Urban Poverty Project (UPP) and Neighbourhood Upgrading and Shelter Sector Project (NUSSP). In the reconstruction project, the function of the community groups has grown up due to the community basic needs, such as:

a. During the housing reconstruction, the groups effectively increased the community empowerment in the reconstruction process of earthquake-resistant houses;
b. In the implementation of block sub-grant for priority infrastructure, the community groups took on an important role in participation in community settlement planning to develop their sustainable community settlement with the perspective of disaster-risk mitigation.
c. The implementation process of the Community Settlement Plan (CSP) has been increasing the degree of community participation in development process, and also increasing the local government support in enhancing the community's living standard.

A sustainable program should have the ability to be long lasting to achieve the goals sustainably. The sustainability is an important aspect to give an optimal output and outcome. There are 3 elements to develop a sustainable program, i.e.:

a. Funding and monetary ability, so that the program can be operated independently (economic viability);
b. Environmental safeguarding to guaranty that the established program is environmentally safe to be implemented (environmental viability);
c. Public responsibility and participation in the program.

In the Community Settlement Plan (CSP) arrangement process, the communities have been involved actively in the decision making process from a basic level to the village level.

In the future, the development of community settlement should be continued, so that the benefits and positive impact of CSRRP could be sustainably self-managed as community assets in developing the healthy, comfortable, and safe settlement. On other hand, the support from local government is needed to connect the CSP with government programmes, through the meeting in village level, sub-district level, as well as municipality level. To ensure that the programme will be sustainably continued, it needs a strong commitment of the community and local government.

In the Community-based Settlements Rehabilitation and Reconstruction Program (CSRRP) the community -men and women- are being involved in every phases of impact assessment, planning process, implementation, to the monitoring and supervising process.
From June 2006 to June 2008, the program has successfully facilitated the development of about 11.000 community groups in Central Java Province and 25.000 community groups in Yogyakarta Special Province. The reconstruction program includes housing reconstruction-sub grant which is on May 2008 has succeed to develop a total of 15.153 earthquake-resistant houses (3.333 houses in Central Java Province and 11.820 houses in Yogyakarta Special Province). It also facilitates the community to improve the quality of damaged housing infrastructure in 101 villages, where the communities have been actively involved.

3. Objectives

The objective of the study is to identify the sustainability of community and local government participation in a development process with the perspective of disaster mitigation, particularly to:

a. Ensure the CSRRP output in giving lasting benefits for the community, particularly in the aspect of disaster mitigation
b. Ensure the continuity of CSP implementation and the commitment of the community groups and local government to continue the next implementation;
c. Promote sustained participation of the existing community groups;
d. Promote sustained local government participation and responsibility.

Expected Outputs:
a. Output description of CSRRP;
b. Community and local government participation for a sustainable programme implementation;
c. The conclusion of community and local government commitment for the next CSP implementation.

Expected Outcomes:
a. To increase community awareness related to disaster mitigation and their ability in planning and implementation process of community settlement;
b. To increase the local government support and participation in the sustainable development with the disaster mitigation perspective.

4. Logical Framework
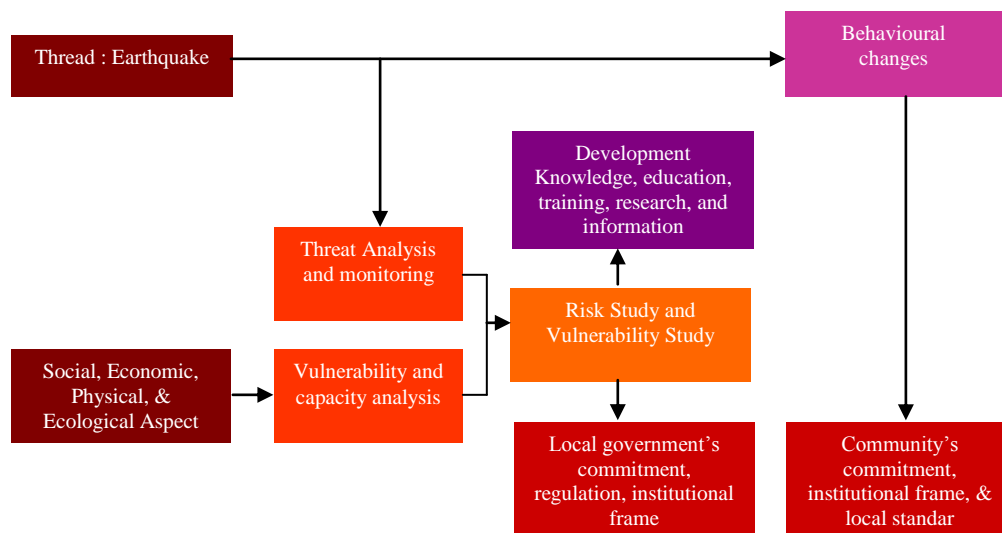
5. Analysis Method

The qualitative analysis has been done to find out the program benefits for the built infrastructure; the supports and obstacles in the process; efficient and effective local government's supports for disaster mitigation.

Qualitative data has been stored in the daily notes. Daily notes or field record is an instrument of qualitative data collecting. The notes should not be an individual interpretation of researcher, but it should be the original fact and the validity has been tested.

There are three kind of qualitative analysis, i.e. data reduction, data presentation, and conclusion. This process is continuously going on, even though the whole data could not be collected.

Considering the various methods, the conclusion should take the triangulation method that is a combination of various data resources, researchers, theory, and method in a social research. Then the triangulation will enable us to find out the more valid reality.

The result of analysis will be the impact hierarchy of earthquake mitigation success in the aspect of:

a. Standard, regulation, and law;
b. Formal organisation and informal institution;
c. Types of collective actions
d. Infrastructure development;
e. Informal and formal relation among institutions and informal and formal relation between institution and outside communities.

This result will be described qualitatively as performance of community empowerment and local government in reconstruction project.

The result of analysis has been directed to find out the conclusion about:

a. Program benefits for the built infrastructures;
b. Performance of self-supporting efforts for disaster mitigation to minimize social, economic, physical, and environmental vulnerability;
c. Efficient and effective local government's supports for disaster mitigation to minimize social, economic, physical, and environmental vulnerability.

6. Empowerment of Community and Local Government

Community and local government empowerment is a systematic effort to strengthen the capacity of community and local government. A community empowerment is successful if the community has abilities to:

a. Identify their own problems and needs;
b. Plan the problem solving and to fulfil their common needs independently;
c. Collect their own resources independently and doing channelling/partnership to fulfil their needs;
d. Develop systems and institutions to ensure the benefit and impact of their efforts sustainably.

Community empowerment in CSRRP – JRF has been done by strengthening capacity through a cycle developing community in planning their own settlement based on disaster mitigation, through a partnership system with other parties. This community empowerment has been expected to:

a. **Improve community logical thinking** about the problems of their settlement and ecology, and to find out the solutions;
b. Develop an effective, legitimate and sustainable Community Self-Supporting Board (BKM) as a **representative of local community**;
c. **Improve their living environment** according to their condition and needs in the perspective of disaster mitigation;
d. **Develop channelling and partnership** with other parties and local government to facilitate community accessibility to fulfil the needs of healthy living environment;
e. **Develop social control and effective management sustainably** to improve the quality of the living environment.

In order to achieve the outputs above, some activities have been carried out at the community level, i.e.: (1) Initial socialization, (2) Planning Team forming and coaching, (3) Preparing the base map, (4) Training of community mapping and reviewing the existing development plan, (5) Community Self-Survey, (6) Analysing the potential problems and disaster risks, (7) Preparing the disaster mitigation map and 5 years programme indication, (8) Inter-village meeting, (9) Women meeting, (10) Consultation with local government, (11) Village meeting, (12) Community testing, (13) Impact Study and (14) Arrangement of Community Settlement Plan.

Local government empowerment in CSRRP – JRF has been conducted by strengthening the local government capacity to develop the synergy between community, local government, and private sectors to implement CSP. The output expected from local government empowerment, are:

1. **To develop the competency** of local government in CSP implementation or in CSP Replication effectively;
2. Local government has ability **to facilitate sustainable community empowerment**;
3. Local government has ability **to arrange CSP document in a participative way** with other parties;
4. Local government has ability **to facilitate channelling** between community local institution with government institution and another local parties;

To achieve the outputs above, CSRRP has conducted some activities in the local government level, i.e.: (1) CSRRP socialization, (2) CSP facilitation, (3) CSP arrangement, (4) CSP implementation, (5) Monitoring and evaluation, (6) institutional strengthening, (7) institutional channelling, (8) program sustainability preparation.

The cycle of community empowerment in CSRRP consists of some activities directed to the capacity strengthening in the development of the living environment with the perspective of disaster mitigation in 101 villages.

*Understanding about CSRRP programmes has been obtained from the **workshop, socialization, facilitation** by consultants in the targeted villages.*

Community and Local Government Participation for Sustainable
Post-disaster reconstruction Projects, Indah Widi Hapsari

7. Performance of Community Empowerment

Generally, the result of study in 3 municipalities showed that the communities understand the programme and that their capacity has been improved in terms of participation, as the followings:

a. Perception About the Programme (Workshops and Initial Socialization)

Generally, the community institution's understanding about the programme is **good**. They understand CSRRP as a community-based programme to improve the living environment with the perspective of disaster mitigation.

Understanding about CSRRP programmes has been obtained from the **workshop, socialization, facilitation** by consultants in the targeted villages. Most of the respondents said that after attending the socialization they believe that they will have ability to develop their living environment independently with assistance from local government and facilitators.

The community was fully involved through the meetings to improve their living environment

b. Community Meeting, Election, and Training

Most of respondents attended all of the community meetings, few of respondents only attended to a few community meetings because of their activities. They realise **the benefit from the meeting and discussion**, and feel more sense of belonging to their improved living environment. They also said that they had been **fully involved** through the meetings and unity among community has been developed to improve their living environment. The village level government has been motivated to facilitate the community meetings.

Considering the forming of Planning Team in CSP process, the community realised the importance of this team not only as a motor in CSP arrangement and implementation, but also **for the forthcoming community activities**.

The members of BKM and IU attended the coaching to improve the understanding of programme objectives, activity cycle, main tasks, and another study material to support the BKM and IU institution to facilitate the community.

c. Coaching and Institutional Strengthening for Self-Supporting Board (BKM)

BKM has been formed from the election process from neighbourhood's lowest administration unit to the village level, with the result of 9 to 13 BKM members who will work collectively. Then, they developed the Implementation Units (IU).

In the CSP arrangement process, BKM makes coordination among members to discuss about how to encourage IUs in doing the technical tasks. BKM is also coordinating the program with other programs and institution in village level.

In the future, it is very important to strengthen BKM capacity to make a channelling with other parties to develop their living environment with a perspective of disaster mitigation. It is also needed the capacity building for IUs to develop their technical capacity. For the outcome, it is expected that this institutions will be **the catalysator of community empowerment** and become the partner for village level government in development process.

Community mapping as a form of community education to analyze the disaster potentials. They arrange a mitigation map as a basic reference to arrange Community Settlement Plan.

8

d. Community Mapping and Arrangement of Mitigation Map

The next step is the formation of CSP Planning Team assisted by facilitator to arrange the Existing Map, which described the authentic condition in their village. In doing their tasks, the community mapping team involved the village level government.

From the Existing Map, they analysed the disaster potentials in order to arrange a mitigation map as a basic reference to arrange CSP.

Most of the community feel satisfied with the mitigation map and the technical design arranged by CSP Planning Team, as **a form of community education**. But some of them feel unsatisfied because of the short-term program. They want the longer time for the process to establish better understanding. They also said that the mitigation map needs more improvement.

e. CSP Document Preparation.

The CSP document preparation has been conducted by CSP Planning Team under the facilitator and with BKM assistance. There were a lot of discussions conducted in preparing CSP document. There are 14 steps to prepare the CSP document, from programme socialization to CSP document arrangement.

The CSP document includes The Existing Map, The Damaged Area Map, Analysis of Disaster Potentials, Land-use Plan, Infrastructure Plan, Environmental and Social Management Plan, agreement about village development and action plan for each kind of disaster mitigation based activity, which will be funded through the CSRRP's block sub-grant for priority infrastructure. All of these steps need discussions among the community.

BKM said that they have been **intensely involved** in the document preparation with the facilitator, and that they have taken part to direct the Planning Team in doing their task. The village chief and other village level institutions feel less involved in the CSP preparation. The difficulty felt by the Planning Team and the voluntary surveyor is the lack of understanding about the filing system and the short-term of arrangement process.

The development of concrete road and bridge as evacuation path.

f. Program Benefit and Impact

From the CSP implementation process, the community said that they experience the easier transportation in the village, where the bridge has been developed. There is no more muddy streets caused by the overflowing water, the sanitation system has become much better because of the improved drainage and water channels. And in some areas, there is no more flooding during the rainy season. The water supply has been improved in some villages because they developed deep-wells. Physically, the community feel the benefits of this programme. Socially, they are now able to do participatory planning process.

The technical capacity of the community in this program has also been improved with the behavioural changes in the community from a sceptic to proactive community in infrastructure development. They also continue with some self-supporting activities in improving

Community and Local Government Participation for Sustainable
Post-disaster reconstruction Projects, Indah Widi Hapsari

their living environment and in assets maintenance at the neighbourhood association level.

8. Performance of Local Government Empowerment

a. <u>Programme Understanding</u>

At the local government level, the related local project implementation unit at municipal level (also known as SKPD) has a very good understanding about CSRRP. Some of them have been intensively involved in CSRRP programmes, in the local government level as well as community level. But there are also some SKPD who has no understanding about the programme because of the lack of socialization at local government level, or the personnel attended the meeting never socialize the programme to their colleagues.

The verification process to determine the eligible locations has been conducted by doing a collective assessment that was involving the local government, District Management Consultant (DMC), and National Management Consultant (NMC).

The problem of local government in terms of implementation is related to funding, the limited local financing to support CSP implementation, and also the problem in making a synergy among sectors to support the implementation at the basic level.

The implementation of BDL replication in Kalipucang Village – Ciamis Municipality

The implementation of BDL replication in Troketon Village – Klaten Municipality

b. <u>CSP and DTPL Arrangement</u>

CSP arrangement is the responsibility of Bappeda (The Local Development Planning Board) as the local coordinator of CSRRP. The arrangement process has involved the related parties and stakeholders like NGO, university through discussion with local government. CSP is a village level document for 5 years planning based on community needs and aspirations to improve the quality of living environment.

Some local agencies said that CSP has been realistic enough to be implemented. Some of the legislative said that CSP has been quite good as a planning document, but it still needs some harmonization among sectors.

For the arrangement of Neighbourhood Development Technical Document (DTPL), the local government has been involved technically. The design standard of infrastructure refers to some inputs from Public Works Agency and other related parties.

The implementation of BDL replication in Munggung Village – Klaten Municipality

c. <u>Programme Funding</u>

The implementation of CSRRP has been conducted for 3 years, and every year the local government allocated sharing funds through the local budget. This sharing fund has been utilized for local level activities, such as building permits, operational cost for the PJOK (the generic name for a person who has a responsibility in programme implementation at the district level), workshops, supervising, coordination, and monitoring-evaluation.

Because of the successful CSRRP implementation, there's a common interest of each municipality to make a **replication** of this programme in all villages. They are now starting the replication

Community and Local Government Participation for Sustainable
Post-disaster reconstruction Projects, Indah Widi Hapsari

activity. For Bantul Municipality, on the Batch I the preparation of CSP-Replication Document in 21 villages has been finished on October 2009. For Klaten Municipality, the replications covered 18 villages and started in August 2009.

The replication process has been funded by local governments and allocated to the municipality local budget. The local government realize that the CSRRP is in harmony with the disaster mitigation programme based on the same development vision, and has to be adapted to the replication programme.

d. Benefit, Impact, and Programme Expansion of CSRRP

After 3 years of CSRRP, there are a lot of benefits gained, i.e. the improved stakeholders' capacity, the local government wants to apply the community empowerment method to other relevant programmes, and strong community participation enable them to conduct such kind of programmes.

Considering this benefit and impact, **it is important to manage the programme sustainably**. But the local government has no clear plan yet how to manage the benefit and impact sustainably. There is neither any effort to extend the BKM institution to strengthen community participation nor any effort to socialize the community empowerment model to the SKPD.

However, there has been some supporting programmes conducted by the local government to improve and manage the benefit and impact sustainably, but there is still no tight coordination yet, even though there has been a local institution developed with their own tasks, i.e. The Agency of Human Settlement, but the implementation has to be improved.

There are a lot of programme potentials which can be done through channelling and making some **synergy with other programmes**, i.e. the operation management post-reconstruction process, the maintenance of early warning system, etc.

9. Supports and Obstacles for Community-based Reconstruction

Community empowerment will be more effectively conducted by identifying the supports and obstacles. This is useful in order to formulate the next implementation strategy for a better empowerment activity.

The Supports

a. **Supports in Community Empowerment**

   a. High level of community participatory;

   b. High commitment of Planning Team and Implementation Units at village level;

   c. Improvement on community awareness about the importance in developing their living environment with a perspective of disaster mitigation;

d. Development of the representative community institutions, which got the strong support from various parties;

e. The established learning process in the community created the significant capacity improvement;

f. Arrangement of participatory CSP Document;

g. The increased experienced for a community in planning, implementing, and evaluating activities;

h. Behavioural changes in community from sceptic to proactive as an impact of participatory methods used in this programme;

i. The strengthened mutual assistance among community.

b.　　　　Supports in Local Government Empowerment

1. The local government has a good understanding. Some of personnel from the related agencies has been actively involved through the programme;

2. Bappeda as a leading sector for this programme has a good support and intensively supporting the programme from the planning, implementation to supervising. There are also some task distributions among related institutions to facilitate the activities.

3. The availability of sharing fund for CSRRP from the local budget. This sharing fund has been used for activities at the local government level, i.e. building permits, operational cost of PJOK, workshops, monitoring and evaluation, and the program replication.

The Obstacles

a. Obstacles in Community Empowerment

1. In the beginning of this programme, the community's mind-set is project oriented. In the initial socialization most of them asked about the amount of the grant, the disbursement requirements, and the disbursement time;

2. It has taken a very long time to revitalize the BKM. Because even though a village has a BKM sometimes it is not being trusted by the community, so there was a need for BKM revitalization;

3. The lack in facilitation process, because the requirements for facilitators were not clearly stated that they should have an educational background related to settlement development;

4. There is no strategy to strengthen and expand the empowerment outputs.

b. Obstacles in Local Government Empowerment

1. Weak socialization in the local government level;

2. There is a little mistiming in the participatory planning process.

c. Obstacles in the Programme

Despite the obstacles from community and local government, there are some phases in CSRRP that obstructed the programme implementation effectively, i.e.:

1. In the General Guideline of CSRRP – JRF, it is not stated about the coordination structure between DMC/NMC and the municipality. It will be very difficult, if there is a problem in the village that have to be communicated with the municipality;

2. The time for the different stages arranged in the master schedule is too short, so the empowerment activities seem to be rashly conducted. It needs more time, so that the capacity-related problems, technical capacity about CSP will be completely addressed;

3. The coaching of BKM, IUs, Planning Team, and Implementation Organizer has not conducted in the same time, resulting in different understanding among the programme implementers in the location.

10. Conclusion and Recommendation

Conclusion

a. Community Empowerment:

1. The **high participatory level** and the **established awareness** of community concerning the development of community settlement plan with a perspective of disaster mitigation;

2. CSRRP has **established a representative community** institution with much supports from various parties;

3. Through coaching and facilitation CSRRP has **established a learning process** in the community and created a **significant capacity improvement** in terms of planning, implementation, and evaluation;

4. CSRRP is supporting the **behaviour changes in community** from sceptic to proactive and **revitalizing the mutual assistance among community**. But, this social capital strengthening has not been managed yet in the sustainable facilitating process.

b. Local Government Empowerment:

1. The local government has a **good understanding**. Some of personnel from the related agencies has been actively involved through the programme, but the socialization among local government has been considered weak, because the personnel attended the meeting never re-socialize to their colleagues;

2. Bappeda as leading sector for this programme has a **good support and is intensively supporting the programme** from the planning, implementation, to supervising. There are also some task distributions among related institutions to facilitate the activities. But the high work load resulted in non-optimized participation;

Recommendation

a. The concept of community settlement plan with a perspective of disaster mitigation, including the disaster risk reduction strategy, should be annually evaluated regarding the dynamic situation;
b. Socialization method in the community as well as at the local government, should be evaluated to increase the socialization effectively;
c. The local government should make a stronger commitment in doing community-based programme, since it has been proven that the community-based development is an effective method of sustainable development.