



CONSULTATIONS in RELOCATION ACTIVITIES in the POST DISASTER RECONSTRUCTION PROJECT in YOGYAKARTA and CENTRAL JAVA, INDONESIA *

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**REKOMPAK PROJECT : Community-based Settlement Rehabilitation and Reconstruction in Indonesia. This presentation based on experience of REKOMPAK in post Mount Merapi eruption in Yogyakarta and Central Java, INDONESIA*

OUTLINE

A. CONTEXT

A1. Disaster Incident: Mt. Merapi Eruption

A2. Challenge & Opportunity

B. CONSULTATION and GRM IN RELOCATION

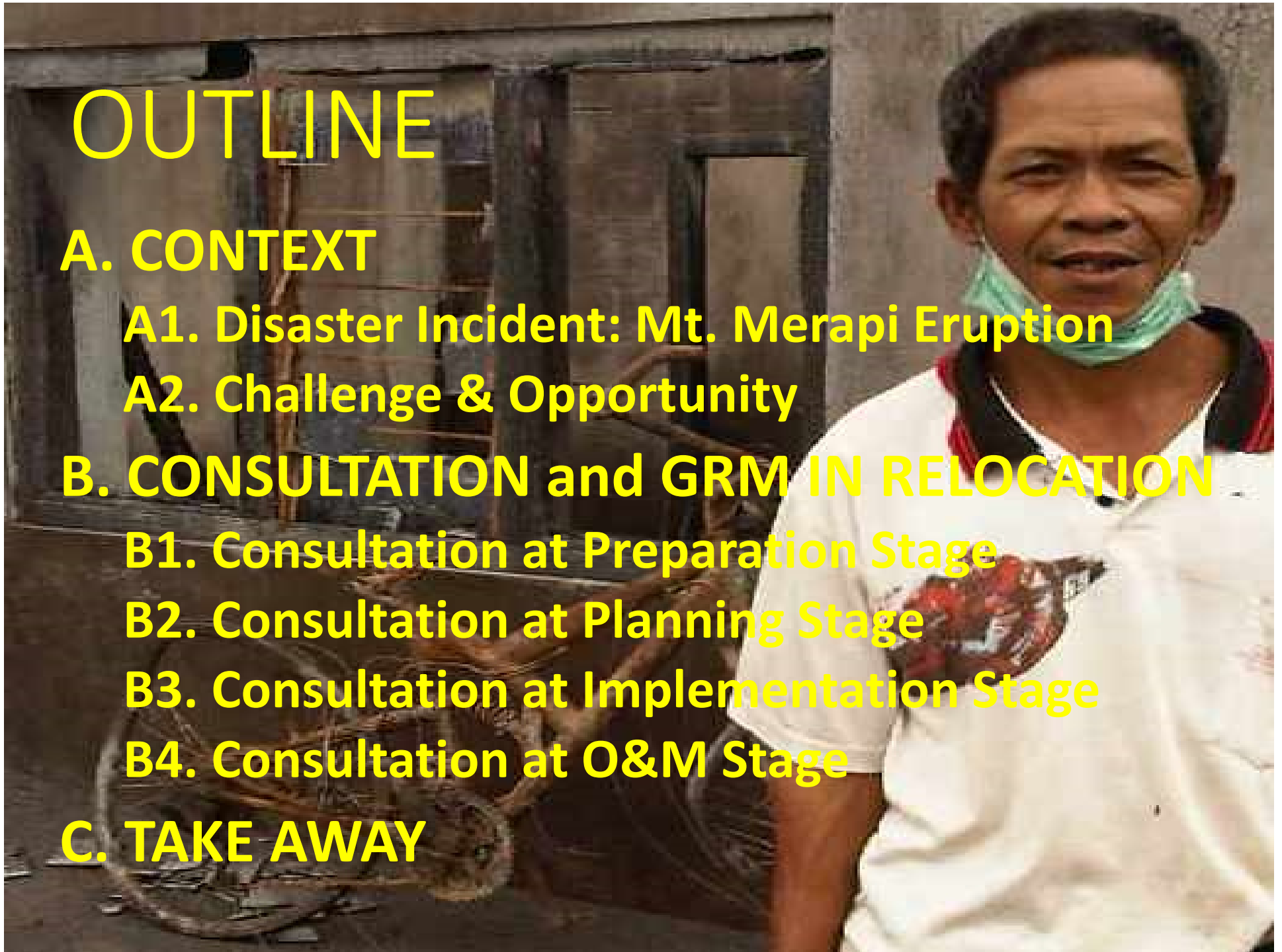
B1. Consultation at Preparation Stage

B2. Consultation at Planning Stage

B3. Consultation at Implementation Stage

B4. Consultation at O&M Stage

C. TAKE AWAY



A. CONTEXT



A1. The Mt. Merapi Volcano Eruption

Oct – Nov 2010

Largest since 1872

VEI (Volcanic Eruption Index) scale of 4 (8 is the highest)
Spewing 140 million cubic meters of pyroclastic materials

More than 330 people died
320,000 people evacuated from 20 km radius
More than 2,800 homes were destroyed





Mt. Merapi is in Yogyakarta -
INDONESIA

Eruption Impact



Injured victims



Mass Evacuation

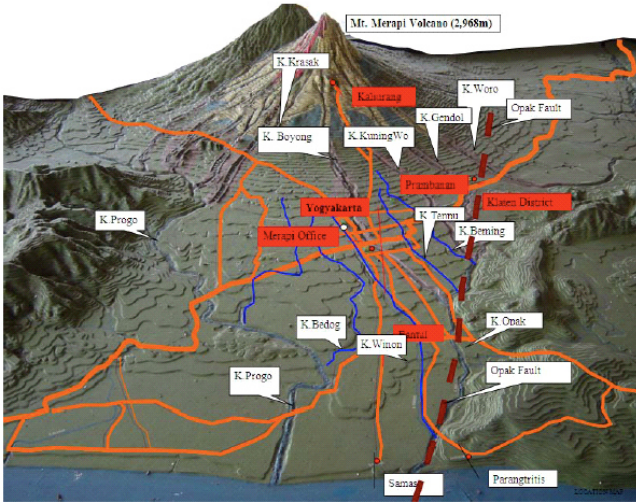


Settlement Burned and Inundated by Lava

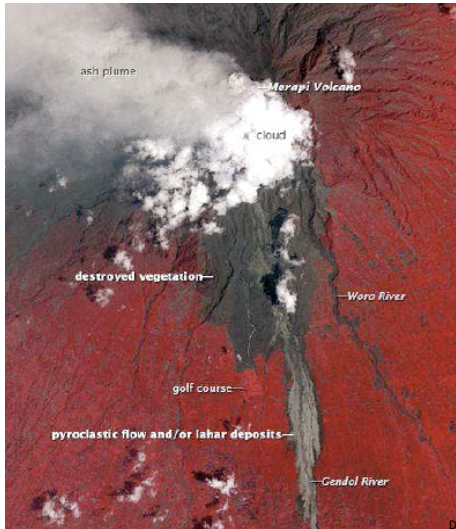



Lahar (Cold Lava) Flood

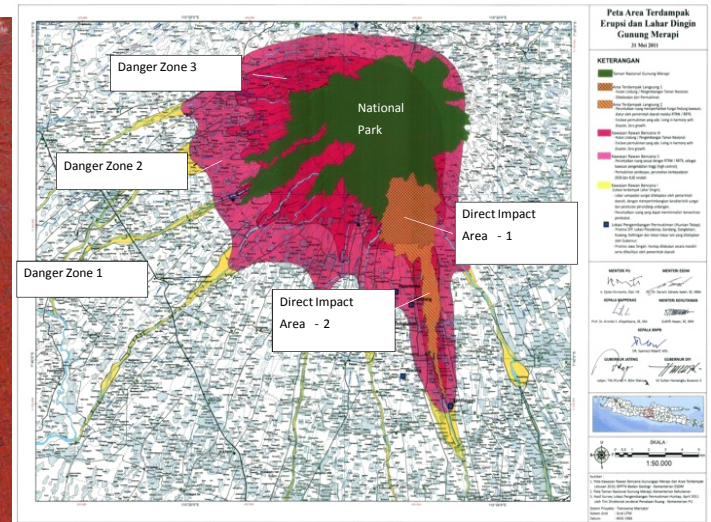
People have to move ...



Source: Japan Bank for International Cooperation (JBIC)



View from lite



Danger Zone 3 (KRB -3) : Past pyroclastic flow
 Danger Zone 2 (KRB -2) : Past hot gas flow
 Danger Zone 1 (KRB -1) : Past lahar flow

Direct Impact Area 1 (ATL -1): Recent pyroclastic flow
Direct Impact Area 2 (ATL -2): Recent hot gas flow

Map of Affected Areas

- Original settlement was in dangerous area (burned by lava, in hazardous cold lava stream area, or in hot gas flow area).
- People can't live in dangerous area anymore.

A2. CHALLENGE & OPPORTUNITY: Post-Disaster Relocation

CHALLENGE

- Hazard characteristic:
 - Mount Merapi is one of 10 most active volcanoes in the world (1786, 1822, 1872, 1930, 2006, 2010).
 - Intermittent eruptions during active period.
 - Secondary disaster: cold lava (lahar) and hot gas flow.
- Relocation: Build Back Better Life
 - Find new safe location.
 - Keep similar livelihoods: farmer, cow cattle raiser.
 - Peaceful, smooth, and gradual relocation process.
 - Keep social cohesiveness

OPPORTUNITY: REKOMPAK

- **Well experienced** for consultation activities in :
 - similar settlement rehabilitation and reconstruction post disaster through REKOMPAK program: Aceh post tsunami, West Sumatera and Jogja post earthquake.
 - CDD program: National Community Empowerment Programs (PNPM).
 - **Reputable institutions arrangement:** good collaboration among ministries at national level (National Planning Agency, National Disaster Agency, Ministry of Public Works and Housing, Ministry of Home Affairs, etc.), among vertical agencies: national-provincial – local government level.
 - **Established management arrangement:** expanding and strengthening existing PMU, consultants from national level until city level, community facilitators, and supporting national budget system.
 - **Using similar tools:** general guidelines, technical manuals, website-based MIS, recording GRM in website, etc.
- has historical memory to carry out consultation process (including GRM) for post disaster relocation activities.

PROJECT BACKGROUND: REKOMPAK*

- **Objective:** Assist in meeting the needs of eligible households for earthquake-resistant housing and priority investment in the affected areas (no change from original objective).
- In operations since tsunami disaster in Aceh 2005 replicated by GoI into a **national platform** of post-disaster housing rehabilitation and reconstruction program. The program drives collaboration platform among community, government (national, provincial, and local), and other stakeholders.
- Program principles:
 - **Collaboration.** Strong collaboration between various government levels and community for housing and settlement rehabilitation and reconstruction.
 - **Technical Assistance.** Quality assurance through assistance of technical facilitators, spot checks and technical audits, and conditional grants.
 - **Integrated Plans.** Community Settlement Plans (CSP) and site plan incorporating Disaster Risk Reduction (DRR).
 - **Tested Tools.** Strong support system to ensure transparency and accountability of the program, including robust complaint handling system.

* Community-based Settlement Rehabilitation and Reconstruction - INDONESIA

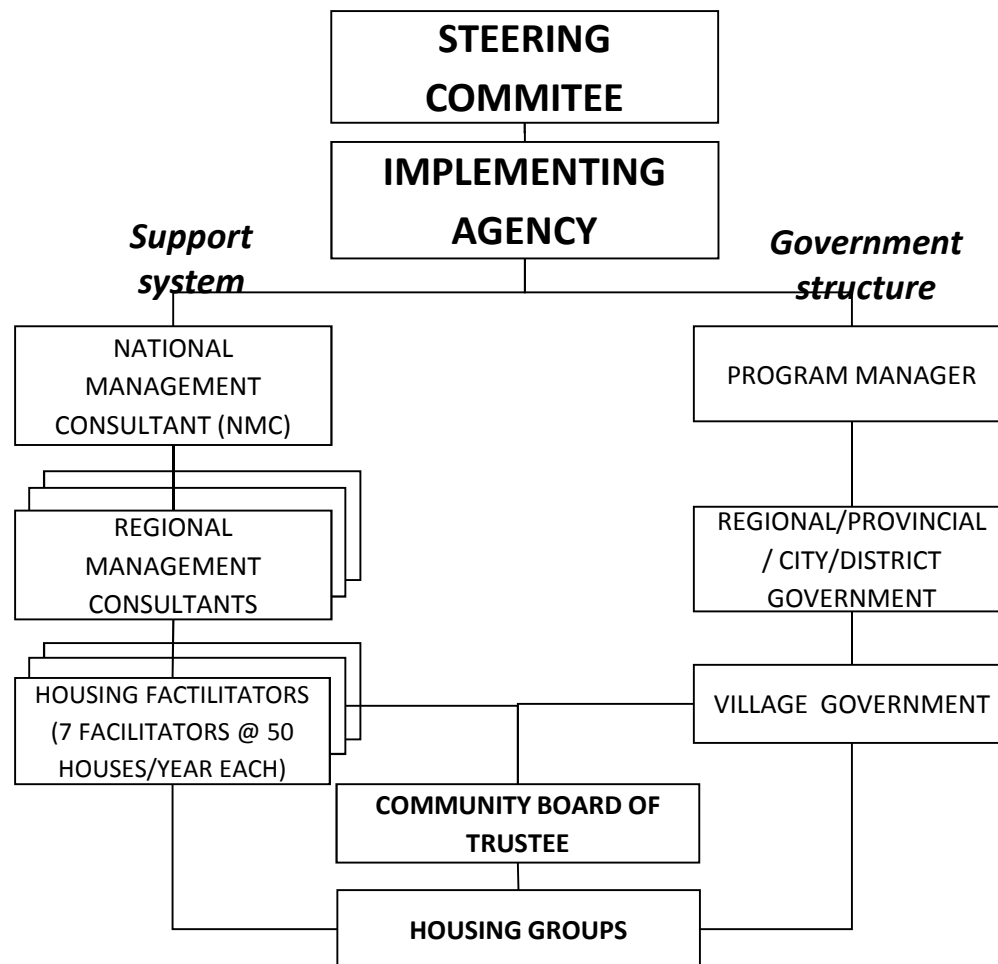
REKOMPAK in INDONESIA

INCIDENT	US\$ Million*	OUTPUT	Remarks
Aceh tsunami (2004)	85	<ul style="list-style-type: none"> House : 15,000 unit infrastructure : 180 villages 	<ul style="list-style-type: none"> On-site Rehabilitation and Reconstruction In rural and urban area
Java earthquake (2006)	± 580	<ul style="list-style-type: none"> House : 300,000 unit (21,633 units WB assisted) infrastructure : 265 villages 	<ul style="list-style-type: none"> On-site Rehabilitation and Reconstruction In rural and urban area
West Sumatra earthquake (2009)	2.6	<ul style="list-style-type: none"> House : 1,125 unit 	<ul style="list-style-type: none"> On-site Rehabilitation and Reconstruction In rural and urban area
Merapi eruption (2010)	± 15	<ul style="list-style-type: none"> House : 2,516 unit infrastructure : 88 villages 	<ul style="list-style-type: none"> Relocation In rural area

COMMUNITIES, facilitated by various government levels, consultants, & facilitators, responsible for:

- surveys & analysis; facilitation; assistance
- DRR-focused planning, budgeting
- implementation
- operation & maintenance

ORGANIZATIONAL STRUCTURE AND ACTIVITIES



- **Annual budget** allocation around \$12.6 million in average (80% to community).
- **Transfers Funds** directly to the community housing group (5-15 HH) and notarized Community Organization (BKM / LKM—Community Board of Trustee).
- **Expenditure** based on the a medium term Community Settlement Plan (CSP) and site plan prepared through meaningful consultations and participatory planning process.
- **Type of expenditure:** housing & infrastructure and capacity building for community & LG, with negative list (such as purchase of drugs, guns, illegal materials, etc.).
- **Management system:** national management consultants, oversight consulting firms, city/district coordinators, facilitator.

OUTPUTS AND OUTCOMES OF REKOMPAK

Efficiency and Quality

Ownership leads to:

→ Community resources *, contributions

- Labor
- Material
- Land donated (drains, roads, common facilities etc.)

→ Efficiency, effectiveness

- better targeting
- over 30% cost savings (vs contractors: profits, taxes not counting community contributions)
- use of local material
- predominantly local resources – rather than external **

** Families added over IDR 2.5 M to IDR 20M core house (CSRRP earthquake response)*

*** Report of the Independent Consultant for CSRRP, Java & NAD, 2009*

Inclusiveness & Oneness

a. Involvement of women, youth, business & farmer associations, vulnerable

Gender balance: $\geq 30\%$ women participation

Women taking part in decision making, committees

- improved suitability / relevance to needs
- increased transparency & accountability

b. Oneness: responsibility, clear roles, shared objectives, and good division of works among national, province, and local government

B. CONSULTATIONS IN RELOCATION



TRIGGERING FACTORS for CONSULTATION

PROJECT CYCLE ACTIVITIES

- Consultation process has been started since preparation, and continued during planning, implementation, M&E, until O&M process of the project.

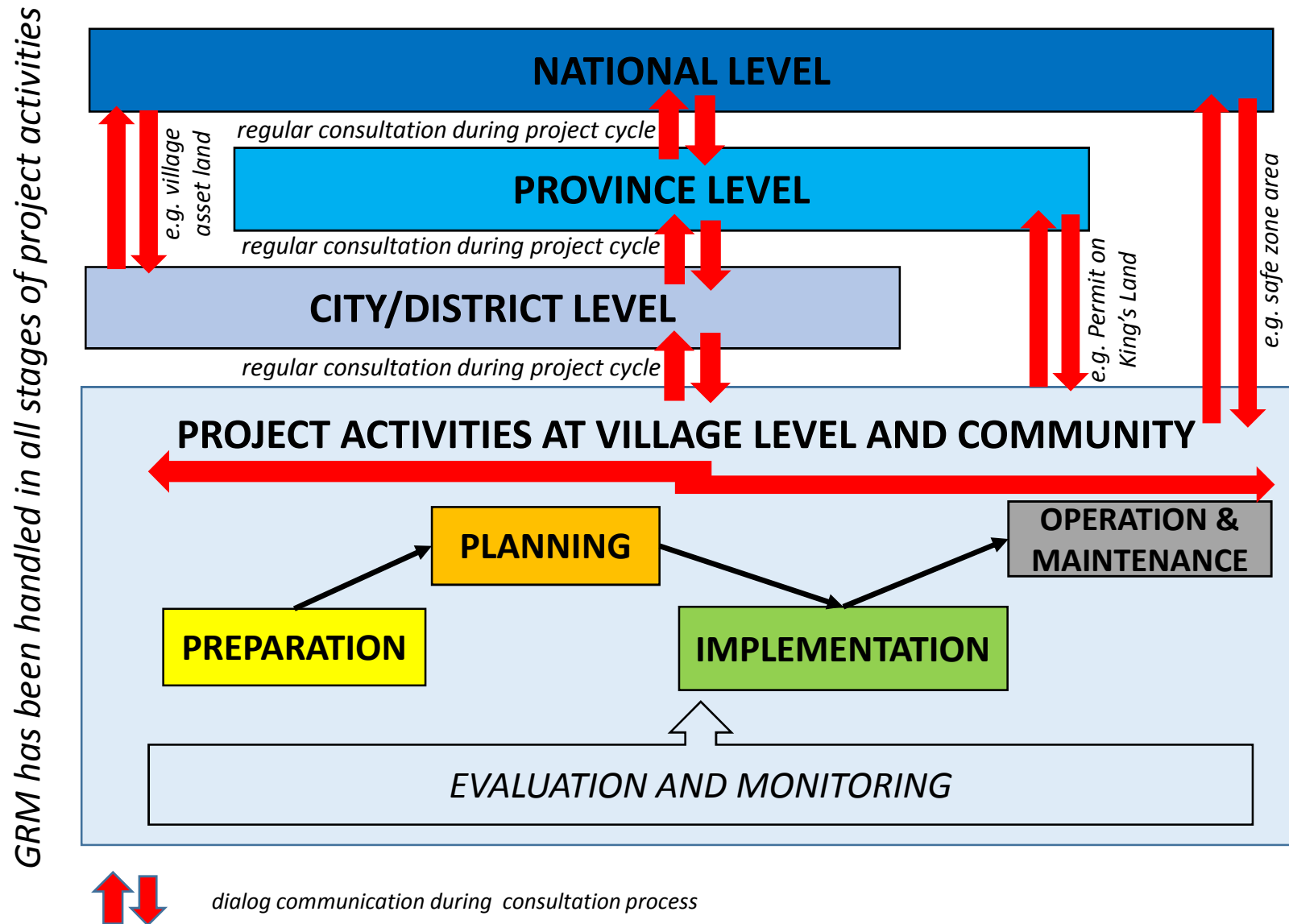
NATIONAL SYSTEM ON CONSULTATION PROCESS FOR DEVELOPMENT PLANNING

- Before disaster, relocation activities for post disaster reconstruction was not stated in regular development plan – long term, midterm, and annual plan (*RPJM & musrenbang*).
→ Therefore **consultation process** has been carried out to synchronize relocation activities with regular development planning.

ISSUES

- Safer location
- Land title
- Livelihood
- Status and utilization of origin land/site
- Etc.

CONSULTATION PROCESS IN PROJECT ACTIVITIES: continuous, parallel, and issue-based



PATH OF RELOCATION

PREPARATION



Damaged House & infrastructure



Evacuation site



Temporary Shelter

PLANNING



Community Settlement Plan & Site Plan

IMPLEMENTATION



Site Preparation



Housing Construction



Infrastructure Construction

OPERATION & MAINTENANCE



Normal Livelihood



Eco-settlement



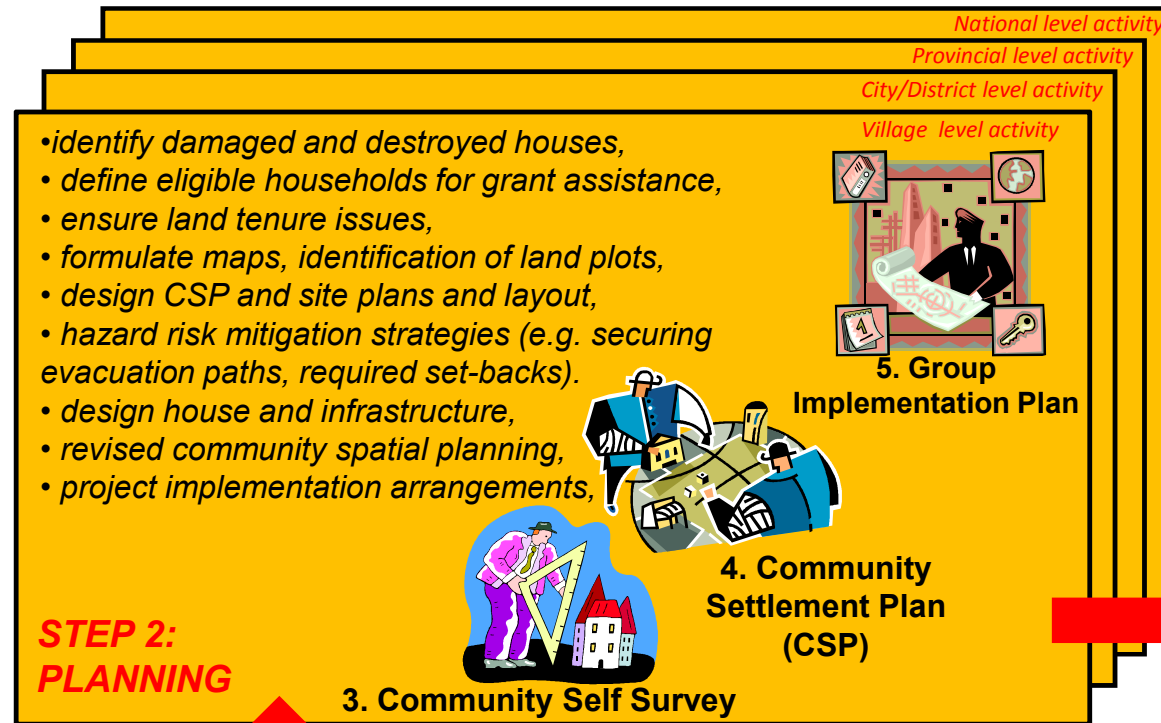
Start of Occupation



Permanent House

consultation has been carried out along Path of Relocation ...

CONSULTATION DURING PROJECT ACTIVITIES



B1. CONSULTATIONS at PREPARATION STAGE

A. Preparation at National, Provincial and Local Government Levels

National government, provincial government, and local governments issued policy and regulation on post disaster rehabilitation and reconstruction, e.g.:

- Issue dangerous and safer zone map.
- Issue policy, e.g. origin land in dangerous area cannot be utilized as settlement, only for agriculture. Settlement has to relocate to safer zone.
- Amend regulation, e.g. village asset land that allowing conversion as relocation area and transfer to individual land ownership.
- Sultan ground (King's land) can be utilized for public purposes.
- Vulnerable target group, such as senior citizen, difable, woman-headed household, and the poorest have equal treatment.

B. Preparation at Village and Community Level

Based on government's policy and regulation, consultations for relocation in the preparation stage at village and community level are as follows:

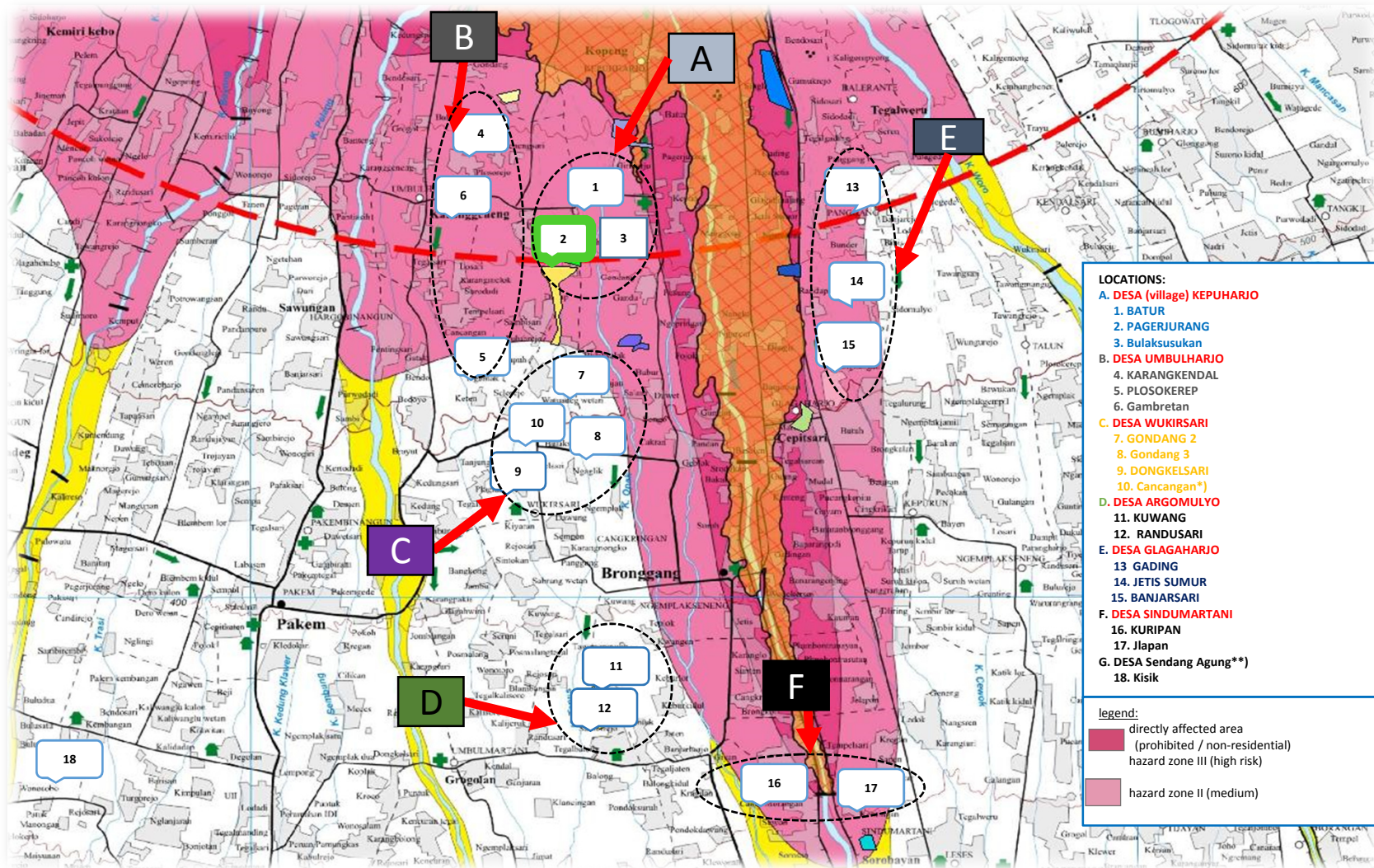
- Identify target groups and eligible households.
- Individual, small group, or big group voluntarily searches for safer zone facilitated by facilitator team and local government.
- Community's eagerness to relocate: agree, doubt, or reject relocation to safer zone.
- Find mechanism to obtain land: purchase by individual or group, village asset land, or relocate to their own land in safer area.
- Patronage: local political figures have big influence on effective consultation for relocation.
- Community established housing group (5-15 HH) based on administration, kinship, family relationship, or close friend, etc.
- Complaint has been handled since beginning of preparation stage.

B2. CONSULTATIONS at PLANNING STAGE

- **Intensive and continuous consultation** activities during planning stage:
 - *within community*: internal consultation among disaster-affected peoples and external consultation between disaster-affected peoples and host community (community in new relocation area), e.g. how host-community utilize built infrastructure, new administrative issues in new relocation area, etc.;
 - *between community and various levels of government*;
 - *among various levels of government*, e.g. national government (MPWH, BNPB) facilitate infrastructure in new relocation area, etc.
- **Community Self Survey**, e.g.:
 - look for available land with livelihood as key consideration (large, land ownership, land status, geographical condition, administration location, distance to origin site that will be utilized as farming area, etc.);
 - transition of land ownership (e.g. from village asset land to individual title),
 - preparing legal process of land rights transition, etc.
- **Formulation of Community Settlement Plan (CSP) and site plan**, e.g.:
 - synchronize dangerous area and safer area between map and on-the ground condition,
 - land plotting,
 - setting up housing group in site plan,
 - infrastructure provision for new relocation area;
 - housing design and infrastructure, etc.

- **Persuasive facilitation** for awareness raising, e.g. :
 - Pressure of relocation by nature. Community has no choices to stay in origin land that swept out by lahar (cold lava) or hot gas flow → community has to move, relocation is not a choice. Consultation process between community and government has been more accommodative
 - Certainty of land tenure for relocation land and original land.
- **Consultation process during planning stage:**
 - Planning process has been carried by beneficiaries (disaster-affected peoples) with facilitation by facilitators, consultants and various levels of government, including heads of villages. They were supported by consultants and facilitators.
 - *Consultation time*: based on availability time of community and clear reasonable project timeframe.
 - Community at any time can complain and get immediate response.
 - *Well archived and open access* of the minutes of consultation meeting to ensure meeting results or agreements can be follow-up adequately in the next meeting and ensure transparency of the relocation process.
 - Consultation location: temporary shelter, local government office, etc.
 - Language: most of daily consultation was using local language with Indonesia language for technical terminology.

Settlement Relocation



Planning Process

Getting idea on housing relocation in safe area



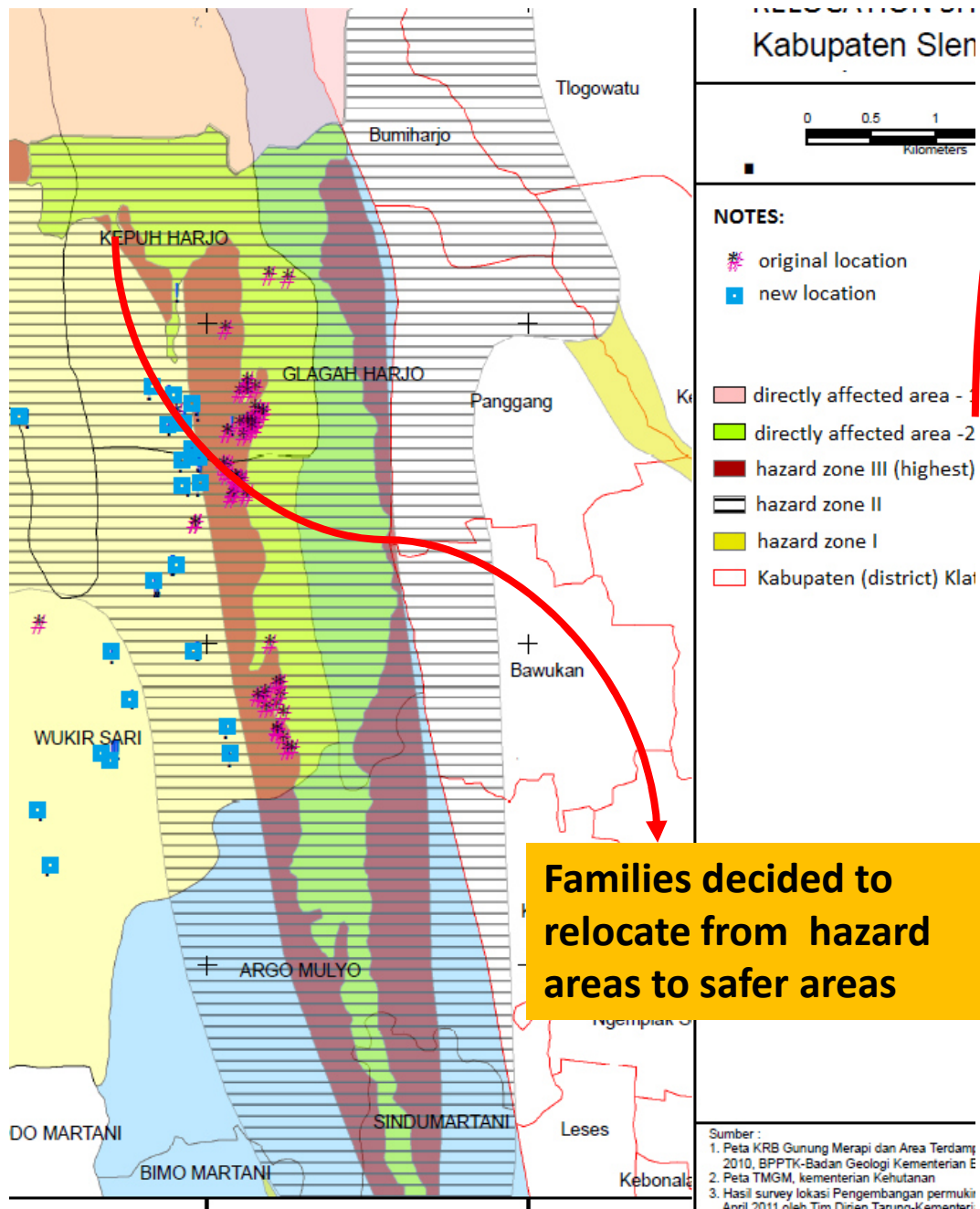
Discussion of site plan



Training for community and mason



Women Meeting



Pagerjurang – the largest among the 18 relocation sites



301 families coming from five hamlets / sub-villages

B3. CONSULTATION at IMPLEMENTATION STAGE



Continuous consultation
strengthen quality of
implementation: good
construction quality,
transparent and accountable.

Bird view of built relocation site

-Pagerjurang area-



B4. CONSULTATION IN O&M STAGE: *meaningful consultation built community involvement that means ownership*



Improved & remodeled house



.... leave landscaping to the community.

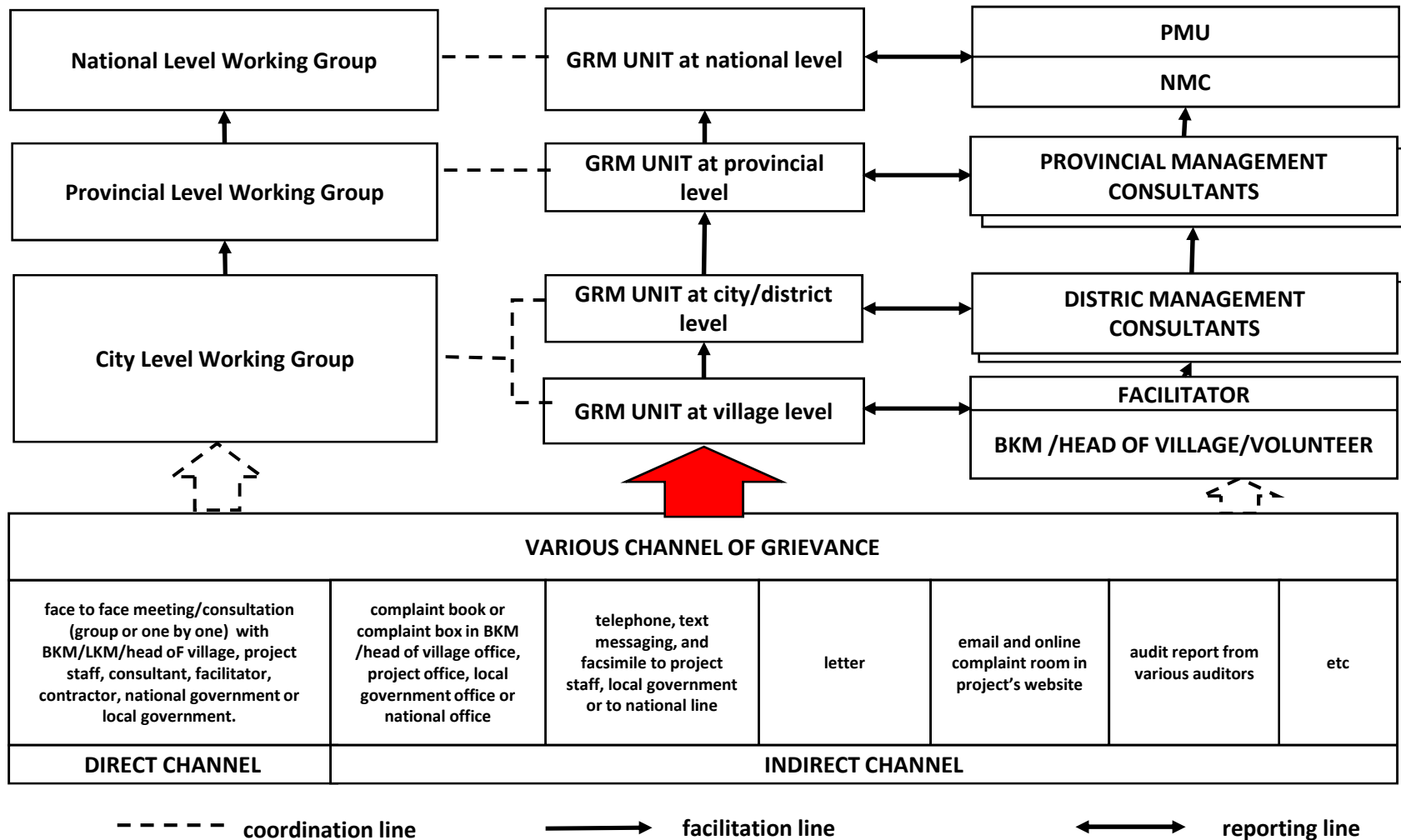


Maintenance of infrastructure & facilities

Category of Consultation

- **Type of cases:**
 - individual based, e.g. livelihood, individual asset, etc.
 - group based, e.g. as land issues, housing permit.
- **Level of cases:** agreement depends on level of decision maker, e.g. safer zone, village asset land, target group.
- **Operational of consultation:** from community until national level:
 - horizontal and vertical consultation, e.g. horizontal: inter-ministries consultation, vertical: communities consultation, village, city/district, provincial to national government.
 - direct or indirect consultation, e.g. direct: community meeting to discuss on availability of land, indirect: bureaucratic process
- **Decision making :**
 - Cross boundary , e.g. synchronizing inter-city/district policies on original land
 - National concern/interest/policy, e.g. safer zone map.
 - Other ministry involvement: e.g. village asset land.

GRIEVANCE MECHANISM by PROJECT MANAGEMENT STRUCTURE



C. TAKE AWAY



C. TAKE AWAY

1. Collaborative platform with oneness vision of Build Back Better with disaster-affected peoples/beneficiaries oriented.

2. Progressive CDD program.

- REKOMPAK is not a conservative CDD program for RR post disaster. Active community participation with clear roles of government as **oneness** program is a key success.
- Important roles of government in CDD program. Activities at community level depends on government policies and rules, such as land policy, delineation of safe zone, etc.

3. Consultation is an effective tools to develop oneness between government and community for achieving shared objective.

4. Effective consultation: *From Principles to Operations* (*Consultation* \longleftrightarrow *Participation*)

- **Shared objectives between community and government.**
- **Trust is a must for effective consultation.** Trust between community and government have been built for years since previous CDD programs (PNPM and REKOMPAK Java earthquake).
- **Open, equal and symmetric information** between government and community is a key success to build effective consultation.
- **Certainty on policies and clear messages**, e.g. land status.
- Persuasive process
- **Well function complain handling system.**
- **Well informed choices** to obtain various alternatives land types: purchase from individual/private land, village asset land, relocate to their own land in safer zone, etc.
- **Well-structured and intensive facilitation.** Consultant and facilitator explain the criteria, procedures and project cycle.
- Communities believe when they see **proven and succeed modeled project**. The pilot model has stimulated regular activities. Other community groups has started consultation process for relocation after seeing the pilot model.
- **Complain and aspiration are part of consultation.**
- **Documentation by the community** as a basis for next consultation meeting.

5. Some factors slowing consultation:

- Difficult identification of subjects in the planning document on the ground
- Unpredictable natural condition that beyond control of the project. Consultation process needs to be adjusted with erratic eruption period and its secondary hazard, such as cold lava (lahar).
- Implementation of budget plan at various government level from various sectors was not as planned.
- Delay of enactment of local spatial development plan resulted in loss of good momentum of community decision to relocate
- Conflicting activities in reconstruction.

6. Strengthening process

- *Lobby and negotiation by non-structural project stakeholders* to accelerate relocation process.
- *Iterative project cycle* to resolve a particular issue.
- *Concrete example site* to accelerate activities in other sites, invent solution, and find alternatives.
- *Detailed activities* on relocation requirements and clear and certainty of rights.
- *Compromise* to accommodate dissatisfaction.
- MIS.

Thank you

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