

THE ACHIEVEMENTS BELONG TO THE COMMUNITY



**Best Practice Rehabilitation and Reconstruction Post-Disaster
in the Provinces of Yogyakarta Special Region, Central Java
and West Java**

The Achievements Belong to the Community

Best Practice Rehabilitation and Reconstruction Post-Disaster
in the Provinces of Yogyakarta Special Region, Central Java and West Java
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Tel. / Fax. (021) 57853234

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Best Practice Rehabilitation and Reconstruction Post-Disaster in the
Provinces of Yogyakarta Special Region, Central Java and West Java

Directorate General of Human Settlements,
Ministry of Public Works of the Republic of Indonesia



BENGKEL PERUT

BUBUR KACANG BAROKAH
HARISENIN
17 JULI 2006





Pangandaran Beach, Ciamis Regency, West Java.

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Glossary and Abbreviations

BDL	: Bantuan Dana Lingkungan (<i>Infrastructure Block Grant</i>)
BDR	: Bantuan Dana Rumah (<i>Housing Block Grant</i>)
BKM	: Badan Keswadayaan Masyarakat (<i>Community Self-Reliance Agency</i>)
BNPB	: Badan Nasional Penanggulangan Bencana (<i>National Agency for Disaster Management</i>)
BPBD	: Badan Penanggulangan Bencana Daerah (<i>Regional Agency for Disaster Management</i>)
DMC	: <i>District Management Consultant</i>
KP	: Kelompok Pemukim (<i>Group of Residents</i>)
KPPN	: Kantor Pelayanan Perbendaharaan Negara (<i>Office for State Finance Service</i>)
JRF	: <i>Java Reconstruction Fund</i>
NMC	: <i>National Management Consultant</i>
P2KP	: Proyek Penanggulangan Kemiskinan di Perkotaan (<i>Urban Poverty Project</i>)
PJM	: Program Jangka Menengah (<i>Medium-Term Program</i>)
PMU	: <i>Project Management Unit</i>
PPK	: Program Pengembangan Kecamatan (<i>Sub-district Development Program</i>)
PRB	: Pengurangan Risiko Bencana (<i>Disaster Risk Reduction</i>)
Rehab-Rekon	: Rehabilitasi dan Rekonstruksi (<i>Rehabilitation and Reconstruction</i>)
REKOMPAK	: Rehabilitasi dan Rekonstruksi Masyarakat dan Permukiman Berbasis Komunitas <i>Community-Based Rehabilitation and Reconstruction Settlement Project</i>
RPP	: Rencana Pembangunan Permukiman (<i>Community Settlement Plan</i>)
RTR2P	: Rencana Tindak Rehabilitasi dan Rekonstruksi Permukiman (<i>Action Plan on Settlement Rehabilitation and Reconstruction</i>)
SATKORLAK PBP	: Satuan Koordinasi Pelaksana Penanggulangan Bencana dan Penanganan Pengungsi di Tingkat Provinsi (<i>Coordinating Unit for Disaster and Refugee Management at the Provincial Level</i>)
SNVT PBL	: Satuan Kerja Non Vertikal Tertentu Penataan Bangunan dan Lingkungan (<i>Particular Non Vertical Working Unit for Building and Environment Structuring</i>)
SPB	: Surat Perintah Bayar (<i>Payment Letter</i>)
SPM	: Surat Perintah Membayar (<i>Payment Order</i>)
SPP	: Surat Permintaan Pembayaran (<i>Payment Demand Letter</i>)
SPPB	: Surat Perjanjian Pemberian Bantuan (<i>Grant Agreement</i>)
SR	: Skala Richter (<i>Richter Scale</i>)
TPK	: Tim Pengelola Kegiatan (<i>Program Management Team</i>)
FMR	: <i>Financial Monitoring Report</i>
W/A	: <i>Withdrawal Application</i>
Korlap	: Koordinator Lapangan dari DMC (<i>Field Coordinator from DMC</i>)



Prambanan Temple Area, Yogyakarta Special Region and Central Java.





**ZONA DAMPAK
LANGSUNG TSUNAMI**

Preface

Director General of Human Settlement Ministry of Public Works

Government policy in the management of post earthquake and tsunami 2006 in the provinces of Yogyakarta Special Region, Central Java and West Java, covered three important issues, namely, the rehabilitation of housing and settlements, the rehabilitation of public facilities and the revitalization of the local and community economy. The housing and settlement rehabilitation was the major priority as a consequence of the damages caused by the earthquake, which mostly occurred at the house level and thus the household-based industries. Acceleration of housing and settlement rehabilitation was expected to boost the economic sector.

Housing and settlement rehabilitation and reconstruction is the responsibility of the Ministry of Public Works, Directorate General of Human Settlements in accordance with its scope of work and was implemented through the empowerment approach, by positioning the communities as the key actors in the rehabilitation and reconstruction of their own area. The activity facilitation is carried out by the Community-Based Settlement Reconstruction and Rehabilitation Project (CSRPP/REKOMPAK), which is one of the projects under the management of the Directorate General of Human Settlements with financial support from the Java Reconstruction Fund (JRF).

Through REKOMPAK assistance, the communities have managed to rebuild their houses and settlements. The successes

achieved by the communities were not only limited to the physical buildings constructed, such as houses, evacuation routes, bridges, and drainage channels, but also the strengthening of local institutional capacity, the increased courage of women in expressing their opinions in a public forum, the establishment of two-way communication between the community and government at the village level up to the provincial level, and the growth of community confidence in developing the village. This excellent achievement was accomplished through the hard work of and synergy amongst stakeholders, namely the beneficiaries, community organizations, governments, REKOMPAK team and donors. Through working hard and hand in hand they have managed to realize their dreams.

This book is compiled to highlight the activities of the communities, with assistance of REKOMPAK, which have managed to implement rehabilitation and reconstruction fast and with a good quality. Like a window, this book can be opened to look back at the hard work and processes, which resulted in the achievements of the program, in order for anyone to learn, adapt and inherit. Hopefully the results of this rehabilitation and reconstruction activity can be sustainable.

Jakarta, January 2012



Budi Yuwono P.





Pangandaran Beach, Ciamis Regency, West Java.

Amongst other similar rehabilitation and reconstruction programs in other countries, REKOMPAK-JRF is one of the most rapid programs.

The achievements of REKOMPAK-JRF cannot be separated from the role of government as a facilitator and communities as the decision maker in each phase of the process.



Mutual help in the construction of road connecting the Karangbenda and Ciliang villages evacuation route, Ciamis Regency, West Java.



Tracing the journey of REKOMPAK-JRF project is not only to show the achievements and excellences, but also to illustrate the strenuous efforts of field facilitators for almost five years.

The documentation of the program's journey is open to be reviewed and adapted according to similar needs, in a different time and location.



Jiwowetan Village, Klaten Regency, Central Java.



Spreading the Achievements

Since May 2007 the *Community-Based Rehabilitation and Reconstruction Settlement Project - Java Recovery Fund*, also known as REKOMPAK-JRF, has reached its achievement: provided benefits for thousands of survivors of the earthquake and tsunami in Yogyakarta Special region, Central and West Java. REKOMPAK-JRF has provided assistance in the reconstruction of 15.153 houses by the mid of 2008 - 14 months since its start. Amongst other similar rehabilitation and reconstruction programs in other countries, this is one of the most rapid programs. This achievement cannot be separated from the role of government as a facilitator and communities as the decision maker in each phase of the process.

The three most significant challenges have been successfully answered by REKOMPAK-JRF. The first one is to ensure the accuracy of aid distribution, which is distributing the fund to the survivors and locations that needed it most. The second one is to involve all parties in distributing and utilizing funds efficiently. The third one is to achieve real outcomes, beneficial to communities. Besides those three challenges, REKOMPAK-JRF is required to provide rapid responses with optimal results. That was not a simple task considering the situation and

condition, where the communities were still in mourning after the earthquake and tsunami. Nevertheless, this situation could be successfully turned into an opportunity by REKOMPAK-JRF - by building a real partnership between government, communities, NGOs, and other stakeholders in the implementation of post-disaster rehabilitation and reconstruction.

The achievements of REKOMPAK-JRF are not only to be celebrated - they should be spread around instead. The aim of publishing this book is to trace the achievement so that interested parties may learn from it. Tracing the journey of REKOMPAK-JRF project is not only to show the achievements and excellences, but also to illustrate the strenuous efforts of field facilitators for almost five years, which forms a crucial part of the work besides the process of recovery itself.

Secondary data, covering reports, implementation manuals, documents and photos and videos as well as news in print and online media are the study resources that were used at first. It is followed by field surveys to obtain the most up-to-date pictorial documentation, recheck the data, and gain the opinion of community that

benefited from project implementation, quality of buildings and public facilities. Even, if necessary, the reconstruction of the program must be done.

The stories and inside impressions of the REKOMPAK-JRF program were also gathered through interviews with consultants and stakeholders from the village level to the provincial level. In order to get feedback from the community, REKOMPAK-JRF held an essay competition themed “*Rehabilitation and Reconstruction in Disaster Recovery is Focused on the Community*”.

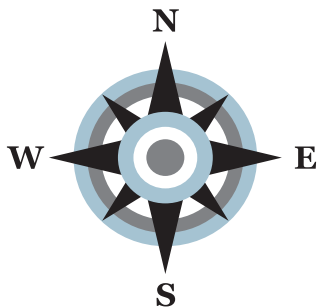
The book you are reading is divided into five parts. The first part presents the geographical position and geological condition of disaster-prone areas in Indonesia. Historically, it is found that Indonesia has long been living with disasters, yet this information seems to be ignored. Thus, there is a need to learn, prevent, and respond to disasters through formal or non-formal education and also programs of disaster reduction.

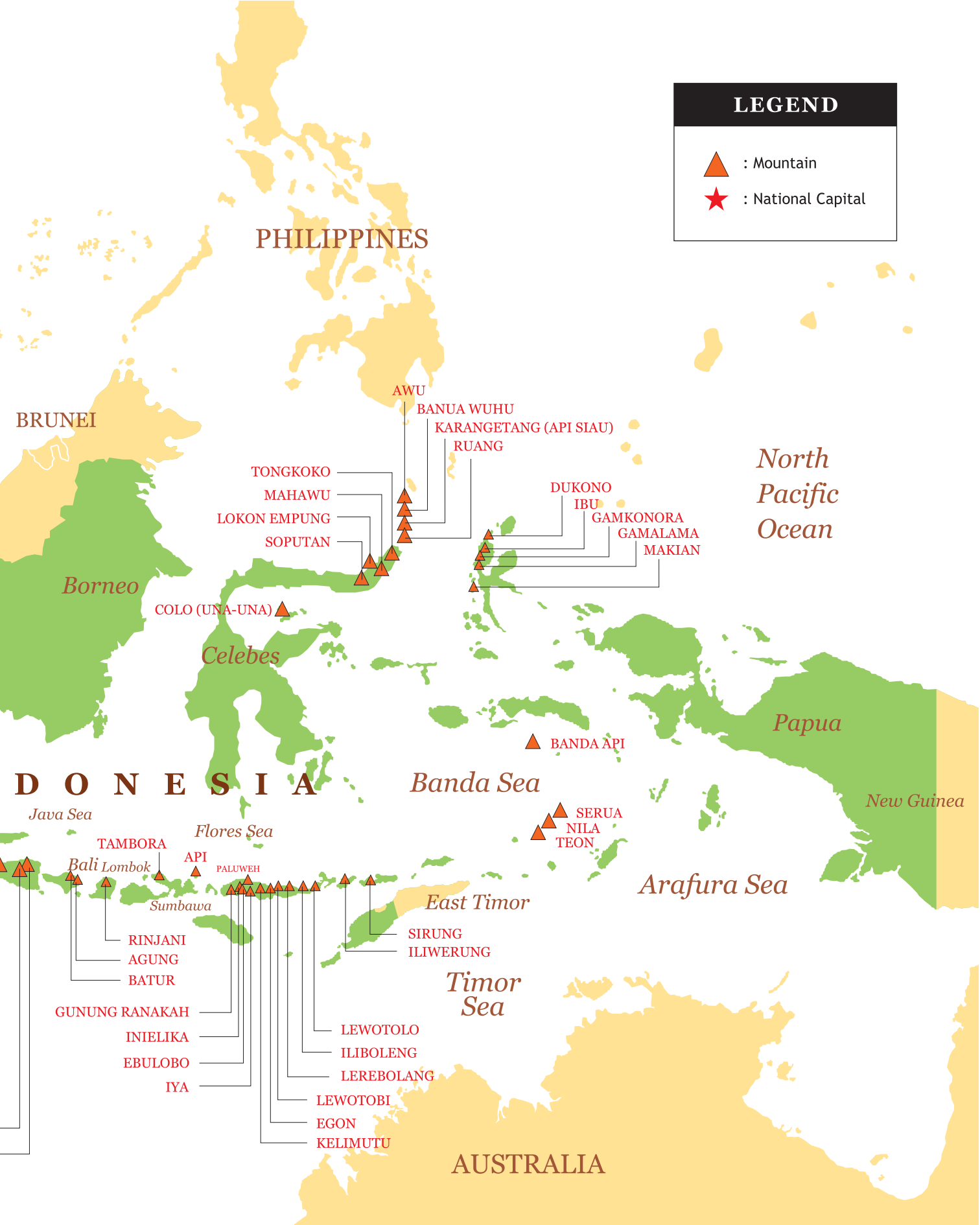
The second part is about the strategy of the REKOMPAK-JRF program, by positioning the community as the first and main actor for rehabilitation and reconstruction. Having worked with communities for five years, REKOMPAK-

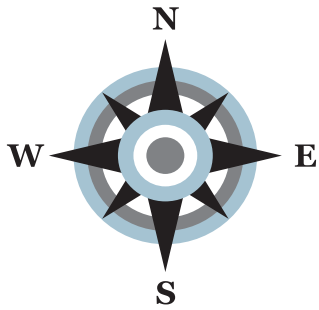
JRF has successfully made self-reliance a part of community-based disaster response.

The third part of this book is a portrait of REKOMPAK-JRF program achievement from the perspective of beneficiaries. In fact, during the process of rehabilitation and reconstruction, communities interpreted the achievements not only in terms of program indicators but also in terms, which cannot be measured, such as the rebirth of voluntarism spirit, strengthening self-reliance and the encouragement of women to express their aspirations.

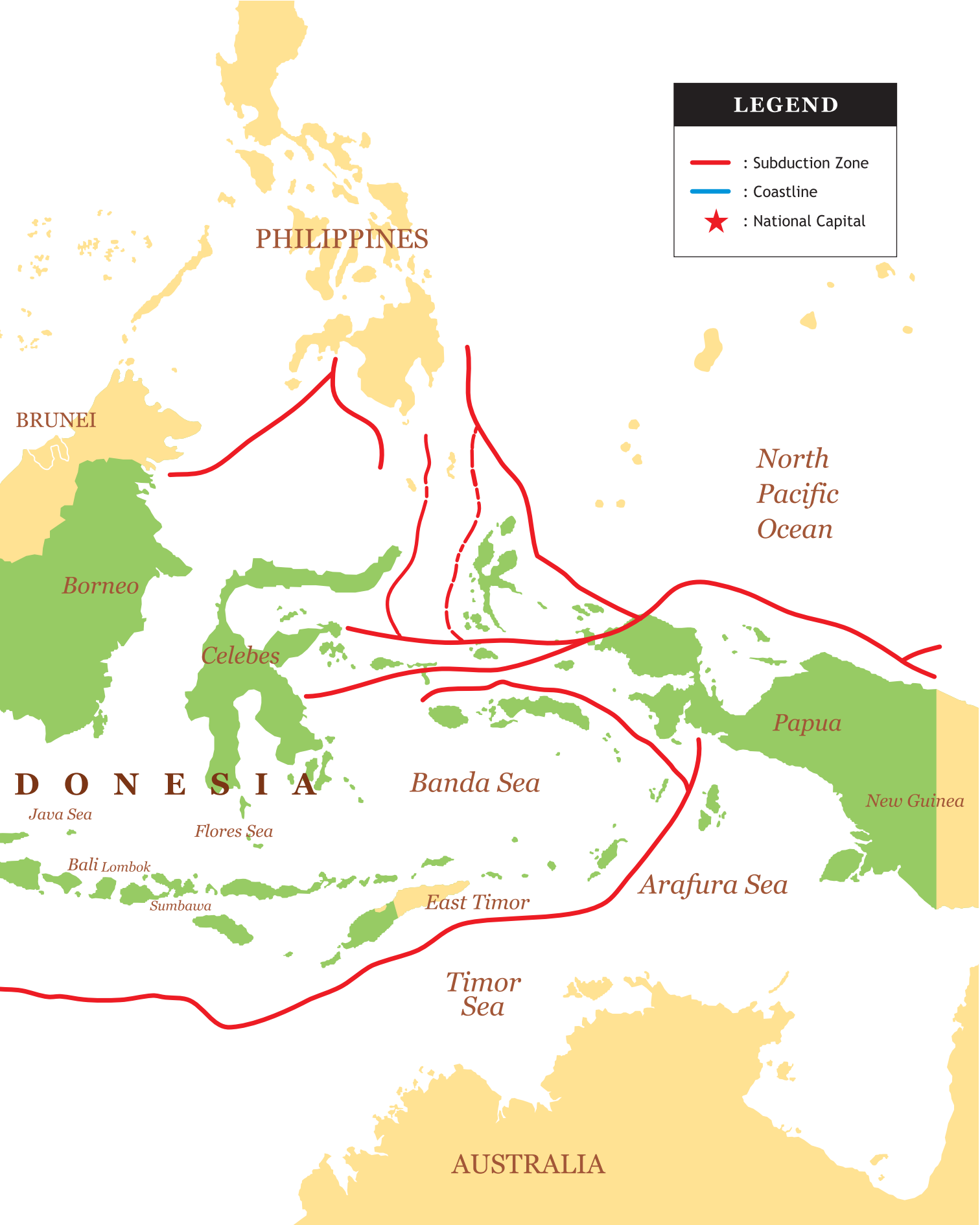
The fourth part is about feedback and reflection on the program. This part presents selected writings from the essay competition participants and knowledge products of the REKOMPAK-JRF program consultants. The documentation of the program’s journey is open to be reviewed and adapted according to similar needs, in a different time and location.***







SOUTH-EAST ASIA FAULT LINES





BANTUAN DANA LINGKUNGAN PROGRAM IMPLEMENTASI RPP REKOMPAK-JRF

KECAMATAN	: GANTIWARNO	
DESA / KEL.	: JABUNG	
DUSUN / DUKUH	: JABUNG	RT, 01 RW, 14
NAMA KEGIATAN	: JEMBATAN	
VOLUME / UKURAN	: 11,5 x 3,5	REALISASI
HARGA SATUAN	: Rp. 205.401.000	11,5 x 3,5
ALOKASI REKOMPAK-JRF	: Rp. 205.401.000	Rp. 290.194.000
SWADAYA MASYARAKAT	: Rp. 205.401.000	Rp. 1.500.000
JUMLAH	: Rp. 205.401.000	Rp. 291.694.000
MULAI PEKERJAAN	: 26-12-2010	2
SELESAI PEKERJAAN	: 20-02-2011	
PANITIA PEMBANGUNAN	: KOKOH MANUNG GAL	
KETUA PP	: Y. SENEN	HP.
BKM	: MEKAR	
KOORD. BKM	: UNDI ARUM	HP: 081567742469

TELP/SMS PENGADUAN : 08112505697 (NMC), 0272-326780 (DMC)

61. JEMBATAN 2011
JRF SIDA DADI JOS

Bridge in Jabung Village, Klaten Regency, Central Java



Wall clock stopped at 06.45 am, May 27, 2006 in Imogiri, Bantul Regency, Yogyakarta Special Region.



Dust filled the air like a curtain and made it hard to breath. Mrs. Tarjo looked at her house – the place where she lived for years and which collapsed in a matter of seconds. In the morning of Saturday May 27, 2006, the earthquake struck.

Between welling tears and regret, she said to herself, “if my house had been built with a strong foundation and columns, it may have still been here now...”

The locals of Pangandaran
beach, which a day before
closed a kite event, shouted:
“Erob! Erob! Erob!”



Collapsed wall caused by tsunami wave July 17, 2006, Pangandaran Beach, Ciamis Regency, West Java.



Mass burial area of tsunami casualties in Pangandaran Beach, Ciamis Regency, West Java.



Damage caused by the earthquake of May 27, 2006, in Bantul Regency, Yogyakarta Special Region.





Rubble of collapsed walls caused by the earthquake of May 27, 2006 in an alley in Kotagede, Yogyakarta Special Region.



Living with Disasters

An earthquake, with a strength of 5.9 on the richter-scale, struck parts of Yogyakarta Special Region and Central Java and resulted in 206.504 houses being severely damaged and 99.730 houses collapsed. It was in merely 57 seconds that 6.000 people lost their life. Many people lost their life for having no time to escape, crushed under the house or walls falling down left and right. In fact, not all of the houses were constructed to be earthquake-resistant and roads were not built considering them as evacuation routes in case of a disaster.

In several sub-districts in Bantul and Klaten regency, damages to the houses reached 90%. Besides the weakness of the house construction, people also were

not aware of the disaster risk potential. Many home industries, using the house as the production place, were paralyzed almost totally. According to estimates of the National Technical Team, some 650.000 laborers in 30.000 industrial units have been impacted - especially the small and medium scale industries.

Many public facilities, such as schools, places of worship and offices, were also damaged. The airport of Adisucipto in Yogyakarta was dysfunctional and as a consequence flights were shifted to the airport of Adisumarmo, Surakarta, Central Java. Cultural heritage sites, such as Kraton, Tamansari, Imogiri cemetery, Kota Gede, Prambanan temple (DIY), the grave of Syeh Domba and Merak Mountain (Klaten Regency), were

also impacted and damaged. The loss in tourism income was estimated to reach IDR 36 billion.

DISASTERS AROUND US

Earthquakes can indeed demolish lives and livelihoods, which have been built for years, in seconds. Fires, floods, tsunamis, landslides and many other disasters can rapidly cause sorrow to thousands of people into. During the last decade, according to BNPB (National Disaster Management Agency), there is an increase in the number of disasters and victims in Indonesia.

From 2001 to 2010, that there were 9.473 natural disasters, such as earthquakes, tsunamis, and eruptions, and non natural disasters that were caused by human activities, such as floods, landslides, and fires in cities or in forests¹. During the last 5 years, hydro-meteorological disaster types² are becoming the most frequent ones to occur in Indonesia. BNPB shows that earthquakes accompanied by tsunamis and volcano eruptions have caused far more losses to life and property than other natural disasters. Five disasters that are most frequently occurring in Indonesia are floods, fires, storms (commonly called *puting beliung*), landslides and drought. The most frequently occurring non-natural disaster, in second place after floods, is fire. The region most frequently struck by natural disaster is the Island of Java, which is also the most densely populated island in Indonesia.

¹ [Http://dibi.bnpb.go.id/DesInventar/dashboard.jsp](http://dibi.bnpb.go.id/DesInventar/dashboard.jsp)

² Such as floods, ocean waves, storms, droughts, extreme temperature changes, forest and bush fires, and landslides.



Damage at trading area caused by the earthquake of May 27, 2006 in Kotagede, Yogyakarta Special Region.

During March to April 2010, a biological disaster, in this case a caterpillar plague, panicked people in the region of East Java. Furthermore, there are still many more cases of failed harvests caused by the insect pests resulting in financial losses and a strong negative impact on the welfare condition of those affected.

The vast area of Indonesia, with various geological and hydro-meteorological conditions, has made that disasters vary from area to area. It is unlikely that Kalimantan Island, for instance, will experience a volcano eruption or an earthquake since this island does not have active volcanoes and none of



the earth's crust faults as do occur in Sumatra, Java, and Sulawesi Islands.

Not limited to Indonesia, various disasters such as volcano eruptions, earthquakes, floods, storms, and epidemics have occurred in the South-East Asian region and impacted more than 22.909.464 people in 2010³.

On a broader scale, in the last five years, there has been a range of natural disasters that resulted in loss of life. For example, in July 2011 floods inundated

³ EM-DAT: The International Disaster Database (<http://www.emdat.be/>)

more than 50 provinces in Thailand and until December 2011 the waters had not yet fully receded. On March 11, 2011 an earthquake struck Japan causing a tsunami that then swept the eastern coastal area of the country and also caused a radiation leak in a nuclear reactor. In May 2008, a 7.9 Richter scale earthquake hit Sichuan Province in China. In the same month and year, cyclone Nargis swept through Myanmar and killed thousands of people. Three years previously, in October 2005, a 7.6 Richter scale earthquake struck Northern Pakistan and killed more people. In August 2005, cyclone Catharine hit the coastal areas of the Gulf of Mexico and killed thousands of people living in Louisiana and Mississippi.

LEARN ABOUT DISASTERS

People in Central Java are still able to relate to the lost civilization of Old Mataram through the remains of temple stones or the collapse of *Golong Gilig* statue, part of the verbal tradition of Yogyakarta society. However, in daily life, the occurrence of an earthquake that can shake houses into ruins has not been experienced before. Javanese people, since the establishment of Indonesia, have only known *lindu* - low scale earthquakes that can wake up sleeping people, make roof-tiles fall down, increase heartbeats and cause temporary panic.

Similar to the coastal community in Ciamis, West Java, where a 6.8 Richter scale earthquake followed by a tsunami wave made people around *Batu Karas* beach shout “*Tide! Tide! Tide!*” while



All that remains is the roof structure in Kotagede, Yogyakarta Special Region.

Getting to Know Traditional Architecture

Most traditional houses in Indonesia are flexible and stable in case of earthquakes. The structure of such traditional houses is not rigid since their wooden materials are more flexible and stable, resulting in a capacity to reduce vibrations and shakes. The columns of the houses have a support socket and a roller, the joints between beams and columns reinforce each other without being nailed.

Although the architecture of traditional houses varies in details and ornaments from one ethnic group to another in the archipelago, the features of an earthquake-resistant building in fact can still be found in each. It can be seen for example in *Omo Hada* in Nias, wooden houses

in Sumatra Island, Joglo in Java and other traditional houses in Bali, Minahasa, Sumbawa, Alor and also Papua⁴.

In “Traditional Architecture in Yogyakarta Special Region”, edited by Sugiyarto Dakung, it is explained that the local wisdom taught the people of Yogyakarta to be careful in choosing construction materials, especially wood and bamboo. For hundreds of years, a hardwood tree called *Jati* has been considered the best type of wood among other types of wood, such as *Glugu*, *Sawo*, and *Nangka*, mostly found in the area of Yogyakarta. A *Jati* type, classified

running from the beach. The locals of Pangandaran beach, which a day before closed a kite event, shouted: “*Erob! Erob! Erob!*” Although the tsunami hitting Aceh was still fresh in the memory, the locals in Ciamis Regency never imagined that such event could also happen in their area.

“At the time I was teaching children of TPA, when I heard people shouting. I ran upstairs and saw what happened. I saw the wave as high as an adult chest come in, turn around and bounce back around cafés at the edge of the beach. It happened in just a few minutes - not long, but it brought woods, cupboards, chairs, tables, and others” said Uneng, a businessman around Pangandaran beach.

“We shouted: ‘*Allahu Akbar! Allahu Akbar! Allahu Akbar!*’ Thanks God, there was a wall of a hotel that was strong and

high, so some parts of the area were saved,” he added.

Therefore, there is a need for society to know the environment and understand natural or non-natural disasters that frequently occur in this environment. In urban areas, that are densely populated, society must be aware that houses are close to each other - with almost no space between them. They must be prepared to make space for evacuation routes in order to anticipate future disasters. Electrical installations are sometimes are not done properly - illegal electrical tapping (*pencantolan*) and improper splitting have a high potency to cause fires. For non-natural disasters, such as HIV/AIDS, the need is to understand the causes of spreading, otherwise the lack of knowledge can cause an epidemic. It can even become an uncontrollable human disaster.

as *Pandawa*, originated from the five-branch *Jati* tree, is highly suitable material for construction of *Saka Guru* (central pillars of a house).

“The result of a research conducted by the Research and Development on Housing and Settlement Institute of the Ministry of Public Works concerning the variety of traditional houses in many regions in Indonesia shows that design, construction, and materials from various types of traditional houses in Indonesia are earthquake-resistant in relation to local-scale earthquakes, abrasion and even tsunamis”, Grahita explained in Nusa Dua Bali, on Saturday, 12th of November 2011.

“Therefore, the Ministry of Public Works through the Division of Social Culture and Community Role highly encourages government, private institutions, and society to continuously develop the construction of traditional houses,” he continues⁵.

Nowadays, wood and bamboo, the materials dominantly used in the construction of the traditional buildings are becoming rare and unaffordable. It then makes sense that society builds modern houses using a reinforced concrete column construction, and implement the construction principles properly.

5 <http://nasional.vivanews.com/news/read/263575-kementerian-pu--rumah-tradisional-tahan-gempa>



Yogyakarta Palace was not spared from the May 27, 2006 earthquake.

In fact, there are several disasters of which the threat can be predicted, for example seasonal floods that have become a common thing in some areas in Indonesia. In the December-February period, when rainfall intensity is peaking, many farm lands, housing areas up to city centres cannot avoid the overflow of rivers. In contrast, during the July to September period several regions are facing severe drought. It is a must for us to know the natural signs as part of reducing disaster risks. For example, people in coastal areas should know the characteristics of tsunamis that follow under sea earthquakes as what had happened in Ciamis Regency in 2006. People living on the slopes of a volcano, such as Merapi, Semeru, and Gamalama, need to know and update the information concerning the volcano. People who live in disaster-prone areas and the forest and mining industries should not neglect the bigger human interests for temporary benefits only.

“In the past, when a high tide or an earthquake happened, people were calm - they did not react. Even when the tide had reached the road, it seemed to be nothing. Now, after the tsunami occurred, they evacuate themselves even though it is only a little tide. The evacuation routes function. Probably, people may still be traumatised or have learned to read known the natural signs. If a tide occurs, people are ready to evacuate themselves to a safer place, find information on television. Whatever the time is, my child will go out immediately if there is a shake” Asep, a staff member of BKM in Batukaras beach, Ciamis Regency said.

Village infrastructure crippled by the May 27, 2006 earthquake in Gantiwarno Village, Klaten Regency, Central Java.





Treatment of the May 27, 2006 earthquake casualties at Sport Arena of Yogyakarta Negeri University.

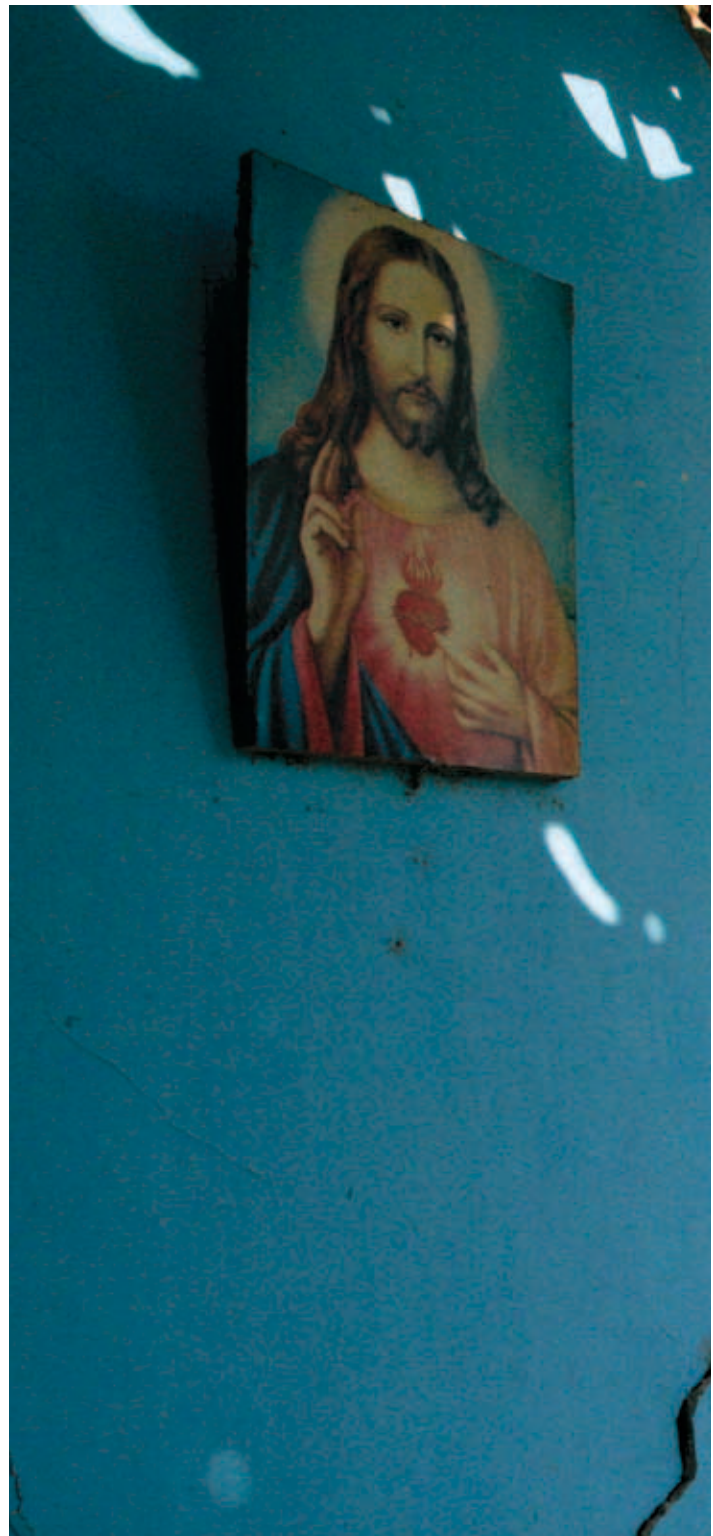


EDUCATION: LIKE A CANDLE IN THE DARK

It is stated by Masroer Ch Jb and Takibul Fikri Niyartama that, in the perspective of traditional culture and religion, society in Indonesia sometimes defines earthquakes subjectively. It can be defined as a disaster, punishment of God, a gift that also is mixed with myths about the action of the horrible cosmos⁶. For example, the earthquake that occurred in Yogyakarta and Central Java in 2006 was blamed on the movement of a dragon.

According to Irwan Abdullah, Indonesian society, particularly Javanese people, have experiences in responding to natural disasters such as the Krakatau eruption (1883) and the Merapi eruption also known as *Mahapralaya* in the tenth century. However, society could not change the experience to become a collective experience. The impacts of such great disasters failed to be learned and failed to become collective knowledge for the safety of all.

One of the factors that can reduce the impact and also increase the readiness towards disasters is education and information sharing to as many people as possible - not just how to handle after a disaster occurs. Learning about the factors of disaster, and the way to reduce the disaster impact is much more important. Sri Probo Sudarmo, a World Bank consultant for post-disaster rehabilitation and reconstruction, explains that the education improvement in society concerning disaster



⁶ From website: <http://isjd.pdii.lipi.go.id/admin/jurnal/71087586.pdf> on December 10, 2011



Some of the damages caused by the May 27, 2006 earthquake in Sumbermulyo Village, Bantul Regency, Yogyakarta Special Region.



A saved Gamelan in Gantiwarno Village, Klaten Regency, Central Java.



threats should be applied especially when the people are still traumatised.

“In such a situation, it will be much easier to talk to the people. Don’t wait too long, as people start to forget. The momentum should be maintained,” Sudarmo said that from the hamlet level to higher administrative levels, community should be encouraged to learn about disaster potentials and to discuss the risk of it. “People must keep on discussing and make an action plan based on the types of disaster frequently occurring in their environment. Simulations must continually be implemented and in schools disaster risk reduction education should be prepared immediately. Probably, it can be embedded in local wisdom since every area has different disaster risks.”

Meanwhile, Parwoto, a World Bank consultant specialized in community empowerment and training, explains that myths can be seen in positive manner. This is to avoid friction with the community and the myths they have believed. In fact the myths can be used as an entrance - a medium to ask the community to be more concerned. “For example, it can be about the existence of the giant dragon related to the earthquake, in which the community could be asked to understand the impact that may be caused by the movement of the dragon. Just try to make them understand that the area where the movement of the dragon passes through may be shattered. So the community must learn how to avoid the risk and not become the victim of the dragon movement. By doing so, the community and the dragon can live together.”

REKOMPAK-JRF complements its program through CSP (Community Settlement Plans). This component covers land use planning and a strategy in managing disaster risk, readiness in emergency response, mapping local disaster risks and improving community awareness towards disasters. In addition, and apart from funding the house reconstruction, design and implementation are supported in order to ensure that the house reconstruction is properly done in line with design standards for earthquake resistance. The goals of the program components are as follows:

- ♦ To encourage the community to be more aware about disasters at local level (village, hamlet, RW, and RT (neighborhood)).
- ♦ To make the community understand about the significance of safety and environmental sustainability.
- ♦ To reduce the susceptibility of the community in case a disaster occurs, particularly of children, women, elderly, and poor citizens.
- ♦ To raise awareness in the community, oriented at behavioural change and being more responsive towards disasters.
- ♦ To provide understanding, knowledge and skills to the community concerning disaster risk readiness and preventive methods.

Outside the scope of the program initiated by the government through REKOMPAK-JRF; village heads and hamlet heads, the heads of RW and RT, and other prominent figures are

expected to start to promote a way of life in harmony with disaster, such as:

- ♦ Learn to map the disaster potentials in each environment, such as natural disasters (earthquakes, floods, landslides, and so on), conflicts, fires, epidemic diseases and so on.
- ♦ Learn the basic skills in providing help to disaster victims (ethics, security, and safety).
- ♦ Learn or start to understand the basic principles of earthquake resistant building construction, particularly for communities living in the earthquake-prone areas.

Teachers are expected to be more participative through simple methods in school. Teachers in kindergarten and primary school can for example create tales or stories about the significance of disaster prevention. Those in high school can embed the subject of disaster prevention as one of the lessons. Basically it is better to light a candle than to curse the darkness (Chinese maxim). Just like a candle, knowledge can enlighten life though there is no guarantee that someone can avoid disasters. It is time for the community to light a candle together, start to learn about disasters and how to respond and how to mitigate them autonomously. ***



Remaining debris of the May 27, 2006 earthquake disaster.





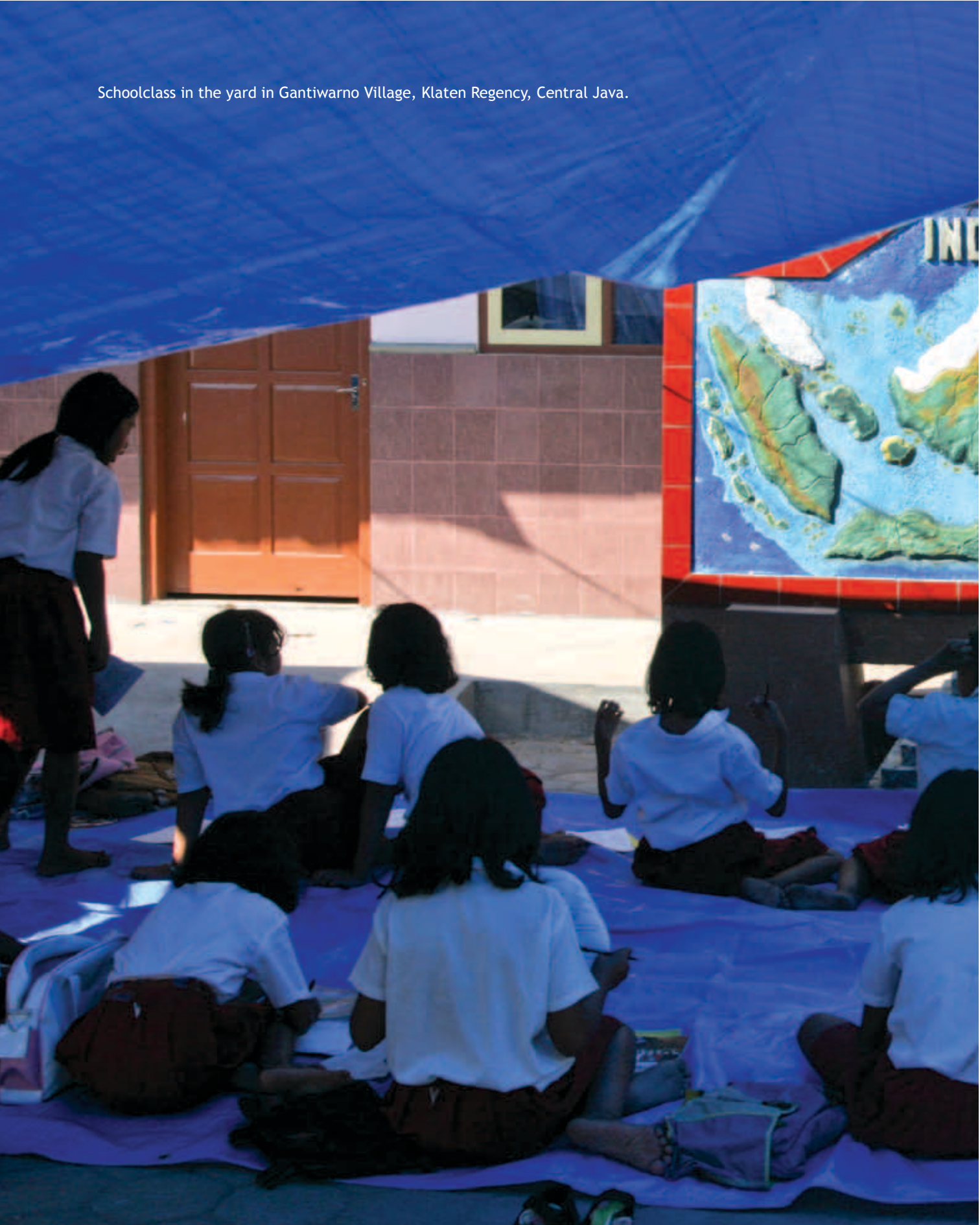
Victims and remaining debris of the May 27, 2006 earthquake.

Indonesian society, particularly Javanese people, have experiences in responding to natural disasters such as the Krakatau eruption (1883) and the Merapi eruption also known as Mahapralaya in the tenth century. However, society could not change the experience to become a collective experience.

Teachers in kindergarten and primary school can for example create tales or stories about the significance of disaster prevention. Those in high school can embed the subject of disaster prevention as one of the lessons.

The presence of REKOMPAK-JRF has given an opportunity for spatial and environmental restructuring using rehabilitation and reconstruction as the entrance.

Schoolclass in the yard in Gantiwarno Village, Klaten Regency, Central Java.





A child among the remaining debris of the May 27, 2006 earthquake.





Revival of home industry (batik handcraft) in Kebon Village, Klaten Regency, Central Java.





Re-emerging on Own Strength

Law No.24 of 2007 of the Republic of Indonesia mandates that the disaster management paradigm to be changed: from emergency response to risk management, and from being government centered to be government supported and carried out with the community. This is because every element in community has a right to be protected from a disaster threat and re-emerge on its own strength.



Relocation area in Wukirsari Village, Bantul Regency, Yogyakarta Special Region.





Floodgate of Margacinta Village, Ciamis Regency, West Java.



In January 2005, a world conference on disaster risk reduction in Kobe, Japan resulted in the *Hyogo Framework for Action* for the period of 2005-2015. One of the prioritized actions agreed by 168 participating countries is to involve the community in preventing, overcoming, and restoring the damage caused by disasters through public education, information dissemination, research, and raising awareness.

Kofi Annan, the former Secretary General of United Nations who now leads the Alliance for Green Revolution in Africa, said in his speech that during the past decade natural disasters have resulted in the deaths of more than 600,000 people and impacted more than 2.4 billion people, mostly living in developing countries. Natural disasters also have destroyed the development results of years, exacerbated poverty suffered by millions of people, and made people to be more exposed to other future threatening disasters. Therefore, it is a must for all parties to improve efforts in order to reduce such vulnerability⁷.

The Government of the Republic of Indonesia, in response to the earthquake and tsunami of 2006, has taken an initiative to carry out the program of rehabilitation and reconstruction in the province of Yogyakarta, Central Java and West Java. This program includes house reconstruction, development of tertiary infrastructure, program management, quality control and community training. Along with technical assistance in building earthquake-resistant houses, grants of IDR 20 million per unit were provided for house reconstruction for those that have been most severely affected.

7 Concept note: World Conference on Education for Sustainable Development (WCED) 31 March - 2 April 2009, Bonn.
<http://unesdoc.unesco.org/image/0018/001898/189854e.pdf>



Community self-mapping in Klaten Regency, Central Java.

Preliminary need estimates by June 2006 for rehabilitation and reconstruction in Yogyakarta, Central Java and West Java reached IDR. 29.1 trillion, more than half of which was required for the housing sector in order to reduce further disaster risks, in particular earthquakes. The huge number of collapsed (156 662 units) and damaged (202 031 units) houses indicates that the state and communities tended to ignore the disaster potential. This while the tsunami hitting Aceh in 2004, which occurred not long before, made clear how prone communities are to disasters.

The government in addition initiated a house reconstruction program through P2KP program. Up to February 2007, in stage III, 6,000 housing units were built in 156 administrative districts and villages in the province of Yogyakarta and Central Java. In collaboration with community agencies and funding countries associated in the Java

Reconstruction Fund (JRF), the government subsequently carried out the program of Community-Based Rehabilitation and Reconstruction Settlement Project (CSRRP or REKOMPAK), further called REKOMPAK-JRF.

SOCIAL PREPARATION AND COMMUNITY MAPPING

Mangan ora manganese kumpul (Javanese proverb) means that it is not important whether there is something to eat or not, but it is important to be able to get together. This proverb tends to be common in daily life in Yogyakarta society. Cynics will see it as an act of escaping, or being afraid of putting themselves in the pace of change. Such expression, however, can also be viewed as social heritage, one of the strengths of the *paguyuban* (associated) community that still remains. This potential seems like a seed deeply



planted in Javanese society. REKOMPAK-JRF in turn uses it as a medium to give an as large as possible chance to the community in decision making on the implementation of post-disaster rehabilitation and reconstruction.

Obtaining the data from local government, REKOMPAK-JRF found that most selected areas are those targeted in the program of Rural and Urban PNPM. The anticipation is that REKOMPAK-JRF does not start from scratch and is able to create synergies with the previous programs. The facilitators subsequently can create communications with apparatus in the villages and hamlets and implement the initial stages of the program; namely social preparation. Along with the apparatus, community self-mapping can be undertaken and detailed physical and spatial data, previously unknown, can be collected, such as the number of wells, their location (at whose

house?), and the number that are still in good condition. It even traces the origins of the village. The discovery of an old cemetery by the community self-mapping team of Cijulang village in Ciamis regency, West Java has successfully revealed the persona and role of an armourer (*Empu*) in the past. Hence, local history can be saved from disappearing and the locals seem to be aware of the status and condition of their area.

The initial data on damaged houses is verified with the community through forums, open to all community members. "People realized that if their houses were not damaged, then they would not get any aid. The results of the verification are then assessed by the community (public assessment) and when an objection emerges about the results, there would be an additional verification. The names of beneficiaries are subsequently socialized

by placing the announcement in public places available in the village. Then, the beneficiaries will create a group and start building through mutual cooperation (*gotong royong*), “recalled one resident.

Open forums were also used as a medium to select persons that will be in charge of groups and BKM (Community Self-Reliance Agency). You can imagine what a noisy situation that sometimes was. In normal programs, village and hamlet government officials have a key role in fund distribution. The verification model can give a chance to the community to become mature, allowing the grants for housing and infrastructure to evaporate in case proposals are not really based on criteria.

The presumption of personal incapability in program and financial management of course happened, especially as the amount of funds was not little anyway. Sukmara, a facilitator in Ciamis regency told, “at one time, when the community attended a socialization program some put a machete on the table to question the drainage plan.”

Due to intensive approaches, open forums, transparency on planning and finance and accurate and effective determination of targets by facilitators, who anytime and anywhere acted as a friend in a discussion for problem analysis; the REKOMPAK-JRF program has become an essential part of the community. The strong sense of belonging towards the program was clearly seen from the participation by the community in every stage of the program. In several villages in Ciamis regency, the community has considered the facilitators as a part of their village community. “Even though they no longer work in the



REKOMPAK-JRF program, we still see them as REKOMPAK-JRF members. If they call on use, we undoubtedly will offer them accommodation and the fish we caught - just like our own children. We were so sad when they left, “said a resident. “Until today, we still keep in touch through SMS and by phone,” said another.

“REKOMPAK-JRF perhaps is not like a cake that can be cut into pieces as in the New Order era, but it is so delicious. They (community) must be glad for this,” said Sugeng Santosa, the Head of Public Works Division, Bappeda (Regional Development Agency), Klaten regency, explaining the financial transparency factors that strongly colored the program.

It became unavoidable that the community started to compare previous programs with this program, and set a high standard for a



Training and simulation of disaster risk reduction in Klaten Regency, Central Java.

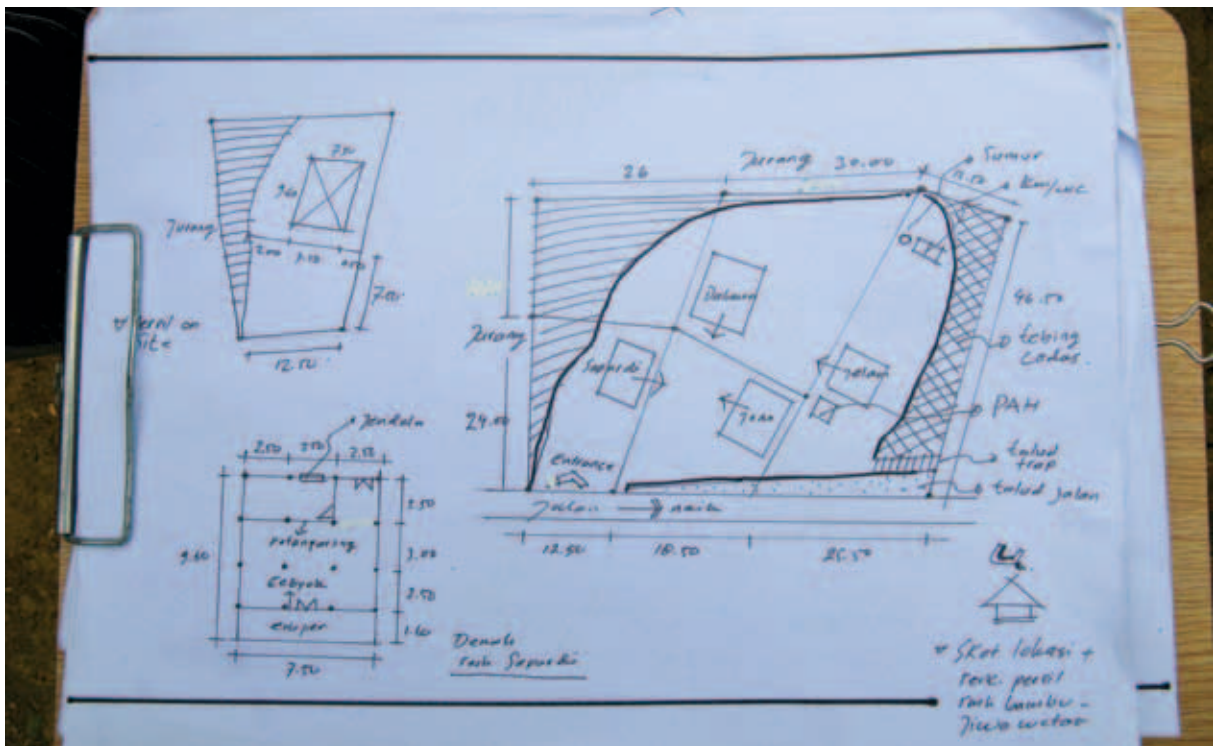
program to be carried out in their area. “We are very pleased with the REKOMPAK-JRF program because of the high quality of outcomes. The Regional Development Agency (Bappeda) of Klaten regency has adopted several training models for facilitators to select excellent workers. Later, I want several workshop models to be held for all staff of Bappeda,” Sugeng Santosa added.

MAKING A PLAN AND A PROGRAM

According to Archer dan Boonyabancha⁸, besides creating tragedy, disasters also have the potential to change the impacted community from within. Beyond the suffer they feel, there is a power to be resurgent.

8 Archer D and Boonyabancha S, ‘Seeing A Disaster As An Opportunity - Harnessing the Energy of Disaster Survivors for Change’ in ‘Environment and Urbanization’, Volume 23, Number 2, October 2011

The initial data on
damaged houses is
verified with the
community through
forums, open to all
community members



Sketch of Bamboo Houses in Jiwowetan Village, Klaten Regency, Central Java.

What has been conveyed by Archer and Boonyabanha above is reflected in the program of emergency response and rehabilitation and reconstruction program in the post-earthquake and tsunami in Yogyakarta Special Region, Central Java and West Java. The role of community organizations at local level is proven to be very strong even though they commonly still lack sufficient capacity in post-disaster management. Supported by good intention and high spirit, they have tried to collect remaining resources to recover the lives of the disaster survivors.

Not merely building earthquake-resistant houses in post-earthquake period, REKOMPAK-JRF also involved the villagers in drafting a CSP (Community Settlement Plan or RPP) in the period of rehabilitation

and reconstruction. REKOMPAK-JRF asked all elements of the community to draft a spatial plan, make the resulting document to be a social contract and common responsibility and to have a specific purpose. Using the base map of the village, the community will have a chance to analyze their area from above (*using a plan drawing*). This method follows functionalism, using a bird's view. The humanistic approach prefers the communication based technique from the perspective of human sight. However, the CSP (Community Settlement Plan) is still humanistic since the scope is limited to the hamlet and village and daily-life scale, and community participation guarantees that decision making is based on a real situation. The participation of the community is not

merely as beneficiary, but also to plan and propose initiatives. Moreover, it was used to give criticism and input - *nguwongke* or humanizing community.

The CSP encompasses a strategy in disaster risk management, such as the emergency response planning, mapping local disaster risks and raising awareness. It furthermore identifies the needs for community infrastructures, such as the drainage development, roads, clean water and communal sanitation facilities. REKOMPAK-JRF in turn also facilitated the allocation of block grants and technical assistances for areas that needed to plan and implement cross-border investments jointly among districts and villages. “REKOMPAK-JRF is not simply a 36 square meter housing program, but a smart rehabilitation and reconstruction program involving the community in identifying their strengths and potentials to step forward farther - even much better than the condition before the earthquake occurred,” Rizon Pamardhi Utomo, a member of the NMC technical team, said.

Siswadi, a coordinator of DMC in Klaten regency, explained that involving the community in planning the village was not a simple thing, “ We have to discover the potential human resources, natural resources and the stakeholder. Along with the residents and village officials we had discussions. An evaluation was done at every stage of the program including financial management, performance of the group or BKM, stakeholder performance. Every month, we do an evaluation and the results are presented to the community. And finally, many villages improved more than we expected.”

“The villagers will never be speechless when there is a question in their mind. If there is something burdening them, they will ask - even come to the DMC office by truck. Frequently the villagers came to us and Bappeda Ciamis by truck. This is one of the forms of smart community,” said one of the facilitators in Batu Karas village, Ciamis regency.

MANAGEMENT OF INFRASTRUCTURE IMPLEMENTATION

In the past, societies in Yogyakarta Special Region and Central Java had a proverb “*deso mowo coro, negoro mowo tata*” meaning “the village has its own way and the city has its own order”. This means that a village or region far from the central government does not need any outside rules; social life only needs to be ruled by societal agreement. Nevertheless, as complexities in villages increase, with farmlands and yards shrinking, according to Revianto Budi Santosa, a lecturer of Architecture at Universitas Islam Indonesia, since the development of the *Daendles* road, Java Island has rapidly changed to become a large village that is unified from west to east. The village no longer seems to be the one where villagers had land as far as the eye could see. As a consequence, it is hard to find remainders of the splendor of urban planning and design, and the architecture of Majapahit, as illustrated in a painting of *Negarakertagama* in a book written by Mpu Prapanca⁹, stating that villages and cities need to be managed with regulations that are can be

9 Heinz Frick, “*Pola Struktural dan Teknik Bangunan di Indonesia*”

WHAT AND WHO IS REKOMPAK-JRF?

What is REKOMPAK-JRF?

It is a post-earthquake recovery program for the earthquake that occurred in Yogyakarta Special Region and Central Java and the tsunami that occurred in Ciamis Regency, West Java.

What is REKOMPAK-JRF?

Rekompak stands for *Rehabilitasi dan Rekonstruksi Masyarakat dan Permukiman Berbasis Komunitas (Community-Based Rehabilitation and Reconstruction Settlement Project)*. JRF meanwhile stands for *Java Reconstruction Fund*. The program mobilizes resources and funds for rehabilitation and reconstruction in Yogyakarta Special Region, Central Java, and West Java post-earthquake and tsunami in 2007.

Again, what is REKOMPAK-JRF?

First, this program is provided for targeted families in assisting the reconstruction of about 18.000 earthquake-resistant houses of 36 square meter.

Second, it is to provide education in disaster risk reduction and rehabilitation and reconstruction of tertiary infrastructures at neighbourhood and village level.

Third, it is a program of technical support and education in fulfilling the standard of earthquake-resistant buildings or constructing works.

Is it still possible to ask what REKOMPAK-JRF is?

Please visit www.rekompakjrf.org.

When was the program started?

The Grant Agreement was signed on February 6, 2007 between the fund's trustee, which is the World Bank, and the Government of the Republic of Indonesia. In this case, the Ministry of Public Works acts as the Executing Agency.

Who are the Fund Providers?

The fund providers include the European Union, the Netherlands, United Kingdom, *Asian Development Bank*, Canada, Denmark, and Finland.

What is the Amount of the Grant?

As stipulated in the *Java Reconstruction Fund Grant Agreement (Community-based Rehabilitation and Reconstruction Settlement Project for Central and West Java and Yogyakarta Special Region)* dated February 6, 2006, the initial grant accepted by the Indonesia Government was *USD 30,000,000*.

On November 16, 2009, an extension of scope, in terms of regencies and cities and the number of villages targeted by REKOMPAK-JRF, was agreed and *USD 11.62 million additional financing* was added.

What Programs does REKOMPAK-JRF provide?

The program for house reconstruction is provided for those considered to be the most-vulnerable survivors and not having received aid from other organizations. Teams of housing facilitators will coordinate with P2KP and PPK in facilitating the community to implement technical damage assessments for each house of intended beneficiaries of BDR (housing grants) in order to determine whether the house is partly damaged or fully damaged. IDR 20 million of BDR is used to finance a earthquake-resistant core house of around 36 square meter consisting of foundations, structural frame, and roof..

The program of community infrastructure is to facilitate the rehabilitation of prioritized tertiary infrastructure, including efforts to reduce the vulnerability to future disasters by allocating a minimum grant of IDR 250 million for each neighbourhood or village. This grant is to complement grants that have been allocated through the system of P2KP and PPK. In some neighbourhoods and villages, the grant is increased from the initial amount - considering the higher needs for tertiary infrastructure.

Technical assistance is provided to guarantee the quality, including all activities to support the project;

these encompass the entire cycle of implementation and community capacity development at the neighbourhood and village levels to manage the program.

How is the cycle / phasing of the REKOMPAK-JRF program?

The milestones of the REKOMPAK-JRF program cycle includes social preparation, community self-mapping, making a plan and program, implementation of infrastructure reconstruction, rehabilitation and reconstruction of houses, and preparing the community organization for the post-assistance period.

Is the cycle / phasing of REKOMPAK-JRF programs always like that?

Not always. In the cases of Yogyakarta and Central Java, the phase of rehabilitation and reconstruction of houses was carried out first prior to the implementation of infrastructure reconstruction.

GOVERNMENT OF YOGYAKARTA
KOMPAK
JRF

BANGUNAN RUMAH TAHAN GEMPA
REKOMPAK - JAVA RECONSTRUCTION FUND (JRF)
PROVINSI D.I. YOGYAKARTA

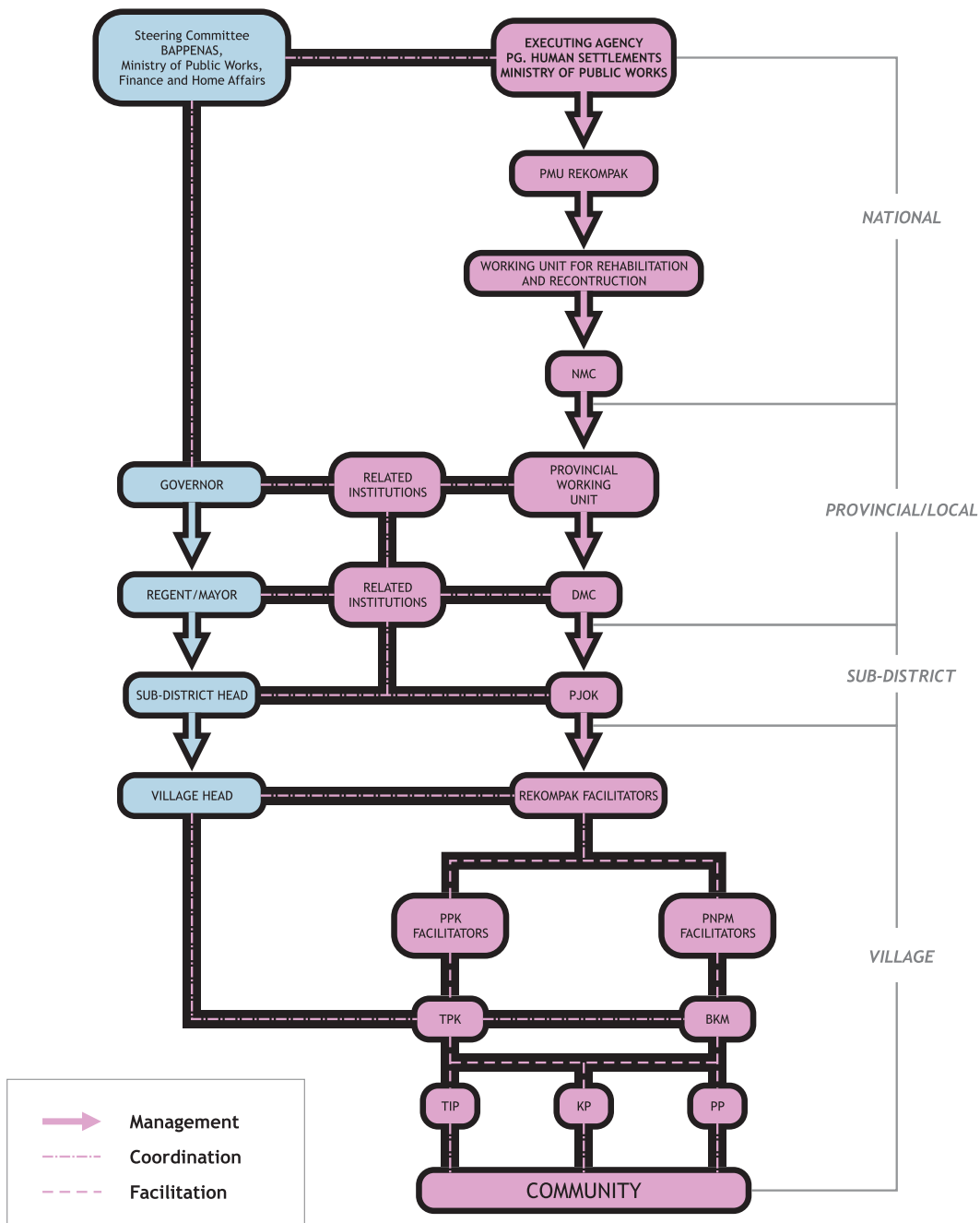
NAMA
ALAMAT
TIPE RUMAH
KP
No. REGISTRASI



N A M A : MANGUNTESU
A L A M A T : RT. 06 RW. 03
K S M - P : GRATI BINA KARSU
D E S A / K E L. : KRAGUMAN
K E C A M A T A N : JODONALAN

Organizational Structure of the REKOMPAK-JRF Program

The organization of the REKOMPAK-JRF program is structured in tiers, from the national level to the neighborhood / village level.



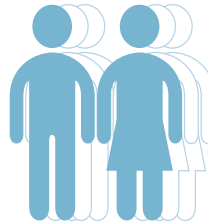
The Cycle of REKOMPAK-JRF Program Implementation

The Rekompak-JRF program is based on operational procedures that have been arranged by the Ministry of Public Works, Ministry of Finance, and a World Bank team. Broadly, the framework of implementation stages of REKOMPAK-JRF program at the community level could be categorized into four: preparation, general planning stage, local infrastructure development stage, and housing reconstruction stage.



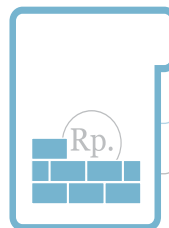
PREPARATION STAGE

- Socialization Rekompak
- Formation of TPK/BKM
- Community Preparation



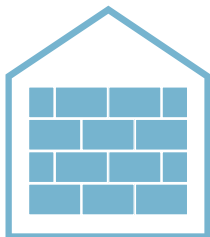
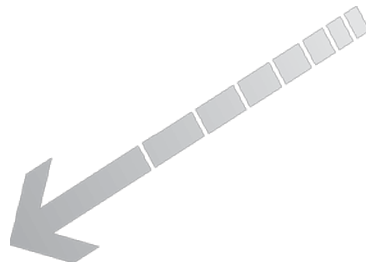
GENERAL PLANNING STAGE

- Organizing of Volunteers
- Community Self Mapping
- Review RPJMDes/MID-TERM Village Plan
- Compilation of CSP



INFRASTRUCTURE IMPLEMENTATION STAGE

- Preparation of DTPL
- Submission, Disbursement and Distribution of BDL
- Infrastructure Construction



HOUSING IMPLEMENTATION STAGE

- Formation of KK
- Preparation of DTPP
- Submission, Disbursement and Distribution of BDR
- Housing Construction





Gerdu Malang before rehabilitation in Kotagede, Yogyakarta Special Region.

understood and are applicable to all citizens.

The presence of REKOMPAK-JRF in the post-earthquake and tsunami period in Yogyakarta, Central Java and West Java in 2006 has given an opportunity for spatial and environmental restructuring using rehabilitation and reconstruction as the entrance. Making an inventory of village assets, potentials as well as its shortcomings is something that has never been done. That Batu Karas has no evacuation route in case of a tsunami, that Ciliang village requires a connecting road between villages, both for economical reasons as well as an evacuation route in case of a disaster striking, are examples of awareness that have just started to grow.

The presence of REKOMPAK-JRF has given an opportunity for spatial and environmental restructuring using rehabilitation and reconstruction as the entrance.



Gerdu Malang after rehabilitation in Kotagede, Yogyakarta Special Region.

During past centuries, people in Java in particular, and in Southeast Asia in general, were not familiar with the division between private and public property. The space for roads and infrastructures, except in the surroundings of the king's palace, were not provided for. At that time the function of the road as infrastructure as well as public space in an area was not deemed an essential one. Roads in villages appeared as a logical consequence of the space between buildings and yard, not because of a plan. Since society at that time was still homogenous, the empty space between the house and yard was merely crossed by relatives or neighbors knowing each other.

“In Kotagede, Yogyakarta, for example, endogamous values were still strong at

that time. Every citizen has a family relationship with each other. Up to 1925 Kotagede was a pedestrian town. The distance between buildings was very close. At present, when people are able and want to own a car, it becomes complicated,” explained Revianto. In comparison the *Alun-alun* (a large field) is considered a public property as a matter of fact while is the front yard of the king's palace.

Nowadays the situation is completely different. The increase of population, the change of lifestyle, and the increase of mobility and the variety of transport modes have led to an increasing road demand. Sometimes, in a heterogeneous society, people tend not to know and do not interact with the neighbors. The empty spaces between houses are



Construction process of the evacuation route in Batukaras Beach, Ciamis Regency, West Java.

forced to be public space that is used by everybody. Therefore, involving the community in planning the area outside their houses is a new competence and habit.

Contrary to the phasing in Aceh, infrastructure development in Yogyakarta, Central Java and West Java in the post-earthquake and tsunami was implemented after the construction of residential houses was completed. The tsunami in 2004, which occurred in parts of South-East Asia, turned most areas of the province also called *Serambih Mekah* (Mecca's Veranda) into ruin. Not merely causing many deaths, houses washed away and infrastructure destroyed, the tsunami also blurred the boundaries of land properties. As a consequence, the property mapping had to be renewed through agreement and re-verification before starting the construction of houses.

The earthquake and tsunami that occurred on Java Island in 2006 has destroyed more residential homes but did not cause significant damage to infrastructure. The challenges in the development of the surroundings, after the reconstruction of houses, include negotiations in public interest, restructuring the area based on disaster risk reduction, and dealing with private ownership. This in today's condition with a high density of houses and the impossibility for everyone to have a wide yard, to be planted with trees, then reforestation becomes a public affair, rather than individual.

The reference to development of surroundings also needs to be expanded - it is not only for roads, electricity and telephone, but also drainage to cope with floods and to reduce damage to



Evacuation route in Batukaras Beach ready for use, Ciamis Regency, West Java.

roads, water facilities considering the sustainability of ground water, and facilities for liquid and solid waste disposal and considering the possibility of the occurrence of natural disasters. For example, the relocation program for residential areas in Wukirsari, Bantul regency, was voluntarily undertaken by the residents for being aware of the impending dangers. Since it was a landslide and flood-prone area, the community was aware of the risks and planned the relocation. They subsequently sent a proposal requesting relocation and permission to occupy the land which was owned by the village treasury. Although the village government gave the permit, also a permit from the Regent and Governor were required since the case was related to the conversion of land-use from agricultural to residential use.

“That process itself will take a long time as there are several administrative requirements that must be fulfilled, such as the regulation about land-use conversion, location survey and so on. Having obtained the permit, the community is ready to move,” Bayu Bintoro SE, Head of Wukirsari village, explained.

“Along with REKOMPAK-JRF, we arranged the relocation site, including assistance in building the residential houses. Although it was only 5,800 m² of land, people are no longer worried about landslides. In the past, it was so difficult for the residents to have clean water, but now it is easy. The community had already been aware of the threats surrounding them, thus alertness and vigilance are a must. We are planning to make the new settlement to become a cultural and art village,



nDalem Djajasajanan before rehabilitation in Bakung Village, Klaten Regency, Central Java.



nDalem Djajasajanan after rehabilitation in Bakung Village, Klaten Regency, Central Java.

from shadow puppets *Tatah Sungging* to bamboo handicrafts,” he added.

Many locals in Ciamis regency were willing to give up a part of their land to be used to build public infrastructure, especially those related to disaster risk reduction. In Batu Hiu beach, the evacuation route was built on farmlands belonging to some residents considering the previous experience, where so many people died for lack of an evacuation route. In Cijulang village, residents donated their land to be used as a path for river re-alignment in view of annual floods in the area. In Batu Karas beach, residents allowed the road to be constructed as an evacuation route towards the hills using the spaces between their houses and their business units.

Together with the communities, REKOMPAK-JRF until June 30, 2010, has built 426 rural roads and paths, 275 bridges, 489 slope protections, 686 projects improving sanitation and water supply, 12 projects on cultural heritage recovery, and four meeting points for an emergency evacuation.

HOUSING REHABILITATION AND RECONSTRUCTION

Up-to-date data indicates that ten earthquakes occur annually on average in the Indonesian territory that can cause considerable damage. Most of them occur offshore, but others are in residential areas. In 1981, a study by the Government of Indonesia and New Zealand resulted in the Regulation about Earthquake Load of Indonesia containing: First, planning on the earthquake load

is intended to prevent the structural damage or architectural damage each time an earthquake occurs; Second, even though a severe earthquake occurs, a building should not collapse and only impact the secondary structure or architectural damage.

Since disasters successively occur in Indonesia, the need for disaster-resistant houses, in particular earthquakes, has been reported by many parties. Universities, non-governmental organizations, international agencies, governments, and even individuals have initiated the construction of earthquake-resistant houses by paying attention to local wisdom. Subsequently questions arise about how to choose a place to build a house, how to choose building materials, and how the correct construction of a good house should be. Explanations to such questions can be obtained more easily through social networking or by directly asking institutions and individuals that focus on the issue.

Society, since hundreds of years, has come to know various rules of house construction, such as layout (land), quality of building materials, and timing of construction. Building a house in accordance with Javanese cosmology, characterized by elements such as having a north-south orientation, building a pavilion and planting certain trees suitable for the conservation of ground water, seems to be a luxury which not many people can afford. A large plot of land enables the implementation of the cosmology of the Javanese house. Today, with land

scarce, the arrangement of residential neighborhoods should be structural, rather than spatial.

Related to building materials available today, when high quality timber is difficult to obtain, when everyone is busy and does not have enough time to supervise the construction of his or her own house; the construction of a house will rely on skilled workers. Considering the reduced size of land owned, Revianto said: “Because the space between houses is so small, the structure of the house needs to be strengthened. By doing so, when an earthquake occurs, the occupants still have time to get out of the house and not being hit by the debris of the house or the neighbor’s house.”

Facing such realities, housing reconstruction and rehabilitation implemented by REKOMPAK-JRF in the region of Yogyakarta and Central Java had its own challenges. Not only because of the psychological and economical impact on the community due to the disaster, but also due to the lack of knowledge concerning the structure of houses in view of disaster risk reduction.

“Now it feels nice, but while building the first time, it was very hard. REKOMPAK-JRF is so consistent - the rule in building the house is so strict. In prediction, the house will be resistant to an 8 on the Richter scale earthquake,” commented one of the beneficiaries from Kebon village, Klaten.

The house reconstruction does not only use bricks, cement, and reinforcing steel. Based on their cultural values, several

areas preferred to choose local materials that meet the requirements and maintain its sustainability. In Jiwowetan village, Klaten regency, 20 bamboo houses were built around the tomb of Gunung Merak, a grave that is very important to the *Tarekat* followers. “Initially, the people wanted to build livable houses, but also maintain their traditions. We held a meeting for 3 nights and concluded that the original houses should be maintained. Bamboo houses will be reconstructed as bamboo houses since they did not want to lose the characteristics. The design was not changed, only healthier and more resistant to earthquakes. An agreement was reached in the area that every new house should follow the previous houses and made of bamboo. Now, 20 bamboo houses have been erected with a good design, nice to occupy settle and spacious,” Haryanto, a known figure in Jiwowetan, said.

In Ciamis regency in the coastal area, people prefer to consider their boats as their houses. It is more important for them to repair their boat rather than thinking of repairing their houses. Such priorities require the volunteers to have a different approach.

In fact, building a house is not merely about putting bricks together as walls, or erecting columns, but it also means building a life for the residents and community. No matter what, my house is my palace. No matter how difficult, residents will build a home like a palace, at least for its own residents.

“Just provide funds for communities to build their own houses, and the result will



Bamboo houses cluster before rehabilitation in Jiwowetan Village, Klaten Regency, Central Java.



Bamboo houses cluster after rehabilitation in Jiwowetan Village, Klaten Regency, Central Java.

be maximal, or even more - by up to 5% of the grant. At minimum they donate their time and effort. When implemented by a contractor or developer, the costs will at least be increased for taxes, "said Sri Probo Sudarmo, a World Bank consultant for post-disaster rehabilitation and reconstruction.

REKOMPAK-JRF on June 30, 2010 has built 15.153 houses and held 1.295 workshops about Disaster Risk Reduction and construction trainings. The community-based approach used in this process has resulted in a high degree satisfaction amongst beneficiaries. A technical audit conducted by two leading universities in Indonesia (Universitas Gadjah Mada, Yogyakarta and Universitas Diponegoro, Semarang, Central Java) reported that the houses are proven to have a good quality and meet the standards for earthquake resistance. ***

A more Earthquake-Resistant House

“**U**nderstanding earthquake-resistant construction is not determined by the experience of a worker. Commonly, workers work based on habit - if for example the worker already has a bad habit, it will hard to change. It is essential to provide training for the workers, yet their numbers are too many. Thus, the foreman is the key person. According to 2003 data of Public Works (PU) there are 55.000 construction workers in Indonesia, but few have ever joined a training about earthquake resistant construction - not more than one percent”, Sarwidi, a professor for Earthquake Engineering of Universitas Islam Indonesia, explained. Hence, it is important for the community to obtain basic knowledge about earthquake-resistant constructions in order to be able to supervise the building of his or her own house.

The Directorate General of Human Settlements (DG Cipta Karya) and other authorized institutions issued the following technical requirements of earthquake-resistant constructions:

Foundations

1. Foundations are located on the hard/stable soil - straight at an equal depth. A tie-beam is constructed on top of it and anchored to the foundation. Under the foundations, a layer of sand -with a thickness of 10 cm- is to be placed to reduce vibrations caused by an earthquake.
2. Pedestal foundations or *umpak* have to be connected to each other rigidly though tie beams.
3. In soft soils the foundations must use reinforced concrete plates (footplates).

Walls

1. Bricked walls are installed with anchors -with a minimum diameter of 8 mm, every 30 cm vertically and anchored to the column. A practical reinforce concrete column must be installed for every 12 square meter of wall.
2. Each wide opening, such as a door or window, must be provided with a lintel above the door or window frame and must be anchored to the columns.
3. On top of the wall a tie-beam must be installed and tied into the columns.
4. Wooden and bamboo walls must use the dry wood and bamboo.

Columns

1. The reinforced concrete columns must use reinforcing steel bars with a minimum diameter of 12 MM for a single story house.
2. The columns, the foundation tie-beams (on the foundation) and the tie-beams (on top of the walls must be integrated and tied together rigidly.

Roof

1. The timber of the roof trusses be anchored (to the tie-beams) with steel anchors with a minimum diameter of 12 mm.
2. The roof trusses must be tied to each other with bracing.

Mortar and concrete mixes

1. The mix of cement is not less than 1 part cement to 4 parts sand.
2. The mix of concrete is not less than 1part cement to 2 parts sand to 3 parts gravel.



Simulation of disaster risk reduction in Mlese Village, Klaten Regency, Central Java.





KSB




Bridge inaguration in Sumbermulyo Village, Bantul Regency, Yogyakarta Special Region.



The Achievements Belong to the Community

With confidence, Sri Probo Sudarmo states that the key aspect supporting the achievement of REKOMPAK-JRF is the approach that puts trust entirely to the community. “REKOMPAK-JRF is implemented based on the design of a consistent program management system - that is by fully giving trust to the community. By doing so commitment, sense of belonging and responsibility can grow“, he explained.



Bamboo houses cluster after rehabilitation in Jiwowetan Village, Klaten Regency, Central Java.





Inter-village program synchronization in Basin Village Hall, Klaten Regency, Central Java.

Consistent program management refers to the completeness of various system components that are mutually agreed, transparency on fund distribution and financial management, two-way communication and information, balanced handling of complaints, and capacity improvement for communities and facilitators. These components play an essential role in the achievement of the REKOMPAK-JRF program through the following indicators:

- ♦ 100% of roof structures can be occupied by 15.153 beneficiaries.
- ♦ 15.153 houses have been reconstructed successfully and met the standard for the structure of an earthquake-resistant house with reference to the Director General of Human Settlements' Decree Number: 111/KPTS/CK/1993 about The Guideline for Earthquake-Resistant

House Construction and The Practical Manual for Earthquake-Resistant Concrete House Construction of Director General of Human Settlements, 2004.

- ♦ 15.153 families can use their house safely.
- ♦ 100% of the targeted villages (265 villages) from three provinces successfully developed 4.502 community-based infrastructures through BDL (infrastructure block grants).

“Particularly for Yogyakarta and Central Java, the Local Governments requested REKOMPAK-JRF also to handle the rehabilitation and reconstruction in the post-Merapi eruption period. The USA, one of the donors, agreed and decided to increase the amount of the grants,” Parwoto explained. Like a cempedak (‘the ugly cousin of the jackfruit’) tree bearing



Community self-mapping in Klaten Regency, Central Java.

jackfruit, the outcome is better than expected.

In addition to the measurable achievements, indicated by various indicators; there are other intangible achievements, the value and benefits of which are not easily measurable. The forms are diverse and not uniform from place to place, also the value varies from beneficiary to beneficiary.

GOOD SYSTEM, GOOD IMPLEMENTATION

According to Basuki, Head of BKM in Sumbermulyo village, Bambanglipuro sub-district, Bantul, the system brought by REKOMPAK-JRF conditioned people to do good things and give a chance to the emergence of good people. "The process was initiated through a discussion forum without any self-interest. The community

gathered to choose social-minded people. Since we know everybody, we will not choose the wrong one', he said. Discussion forums have a traditional root in community life. More planned, focused and documented discussion forums has made this tradition more meaningful and been able to answer life's challenges. What up to then has been considered by the community as an inherited habit, in fact can be a significant component in supporting development. REKOMPAK-JRF has encouraged local actors to obtain the trust from their community and avoid conflicts concerning presumptions of budget corruption that occurs in many infrastructure development programs. "Sumbermulyo village managed funds of almost IDR 9.7 billion - an enormous amount for our village. *It was so tempting!* As the system and the implementation was good, in accordance



One of discussions to sort out and determine program priorities in Klaten Regency, Central Java.

The volunteering spirit already existed, but REKOMPAK-JRF enriched it by triggering, supplementing and forming strong volunteers in assisting the community

with the SOP (Standard Operating Procedure); thus all went well”.

In a community, in which all people know each other and live in one area, deciding on program responsibilities and the responsible persons should be an accurate one. Technical capabilities, such as bookkeeping and computer operation will be number two; the main requirement is “good” behavior, such as honesty, reliability, capable of doing the right things and being more focused on people’s interest than personal interest. Definitely, it will be hard for an outsider to fulfill such requirements as he is not known in the community. It will be different if the ones that are chosen are the ones that have been living in the same places for years. The requirement of REKOMPAK-JRF that village officials are not allowed to be responsible for program implementation has successfully resulted in the emergence of many village development activists. As a result, the community now has many development activists.

Suyudi, secretary of Kebon village, Klaten explained that the role of the local figures in rehabilitation and reconstruction was very significant. *“Nek sing ning ngarep mletho, liyane yo mesti melu mletho.”* Furthermore, he said that both must be good. If the system is good, but implementation is not, it will the same as usual. Similarly, if implementation is good but the system is not, it will also never work.

THE REBIRTH OF VOLUNTARISM

“It is not just choosing volunteers, also the participation of the community has to materialize. All community members come

together - willing to develop the village in earnest, from planning, implementation to maintaining,” Cornelius, the head of BKM of Kebon Village, Bayat, Klaten, said while telling about the growth of voluntarism in the post-earthquake period. *Gotong royong* (share work), a form of voluntarism, is now blossoming. In Jiwowetan village, Klaten, *Gotong-royong* is done till late at night. Similarly, in Kebon village as explained by Suyudi, “*Gotong Royong* seemed to be no longer in existence before the earthquake occurred.

Voluntarism is not only needed during project implementation, but also for maintaining the public facilities that have been built. “During the running of the program, the process of volunteering was not simple; it had its ups and downs before becoming more solid. Part of these volunteers will continue the activities and maintenance of the program results. That’s one strong point from REKOMPAK-JRF, successfully testing the voluntary spirit, managing to choose good people and *ora duwe wudel*,” Basuki said. “The volunteering spirit already existed, but REKOMPAK-JRF enriched it by triggering, supplementing and forming strong volunteers in assisting the community,” he added.

STRENGTHENING SELF-RELIANCE

Indonesian people in everyday life are used to donating (money, time, effort, or expertise). Contributions, donations used for public purposes, are not rare here. Some parts of the physical development in a region are funded by such donations. The amount of the contribution will be determined in various ways. There are



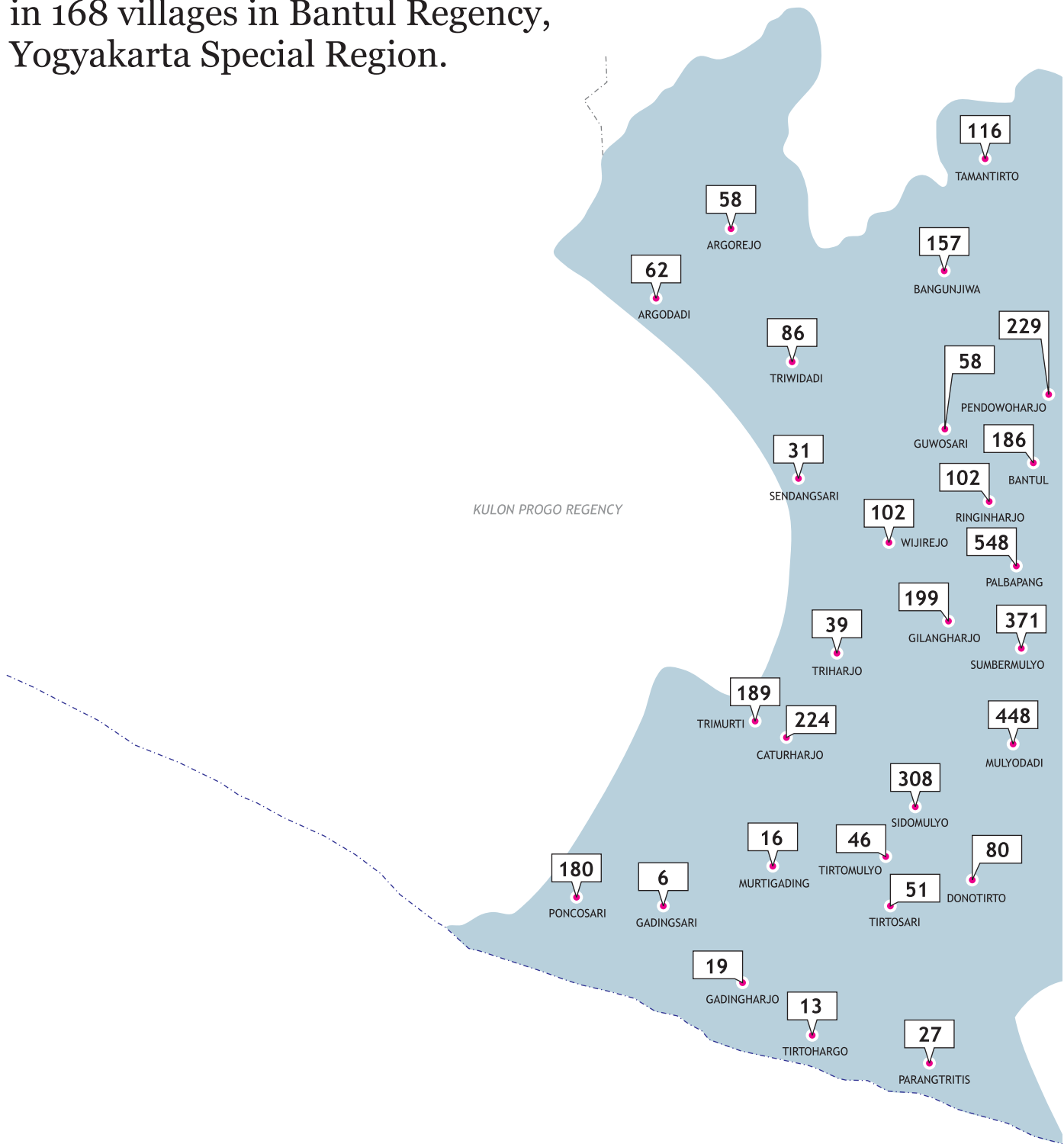
Village officials and BKM Meeting in Sumbermulyo Village, Bantul Regency, Yogyakarta Special Region.

contributions that are the same for each family, others are adjusted based on capability, and other contributions are in other forms than money, such as donating time and effort for the public interest.

BDL (Infrastructure Block Grants) of REKOMPAK-JRF are for rehabilitation and reconstruction of infrastructure (IDR 250 million as a minimum) have increased beyond its nominal value. Contributions of the community, in the form of cash, yard or farm land, labor, food, and building materials, have confirmed that self-reliance is still strongly rooted in the daily life of society.

In Sumbermulyo village, contributions have been made in a smart form. At this point, it is no longer merely limited to cash, labor, or material. The community here has gathered ideas, arranged them as village programs and then offered them, in the form of proposals, to interested parties. This way, the community has successfully involved many parties, raised funds and

Implementation of Housing Block
Grants successfully built 11.820 houses
in 168 villages in Bantul Regency,
Yogyakarta Special Region.





Mutual help in the construction of drainage retaining wall in Kebon Village, Regency Klaten, Central Java.

Using a personal approach, the field facilitators could give an understanding that the beneficiaries were the main subjects for rehabilitation and reconstruction. Carefulness in choosing the right 'buttons' has made that the REKOMPAK-JRF program went well.

funded the infrastructure development, of which the value multiplied: *IDR 9.7 billion*. Awesome!

THE WILL TO RECOVER

After suffering from disaster, the worry was that it would be hard to ask the community to sit down, discuss and find solutions. However, by pressing the right 'buttons', their willingness to get up and recover can be turned on. "The most important approach is by treating them as humans - *not victims* (*nguwongke* in Java language). It was done in stages - for example by talking to them in a coffee shop. Five people were enough - no need to involve many people. And then ask them their needs and desires, not by saying what they must do..." Siswadi, DMC Central Java, said.



Training on disaster risk reduction in Mlese Village, Klaten Regency, Central Java.

For Siswadi it was hard to believe that he could still have discussions with the community - considering that Gantiwarno village had turned to rubble. Using a personal approach, the field facilitators could give an understanding that the beneficiaries were the main subjects for rehabilitation and reconstruction. Carefulness in choosing the right ‘*buttons*’ has made that the REKOMPAK-JRF program went well.

APPRECIATING DIVERSITY

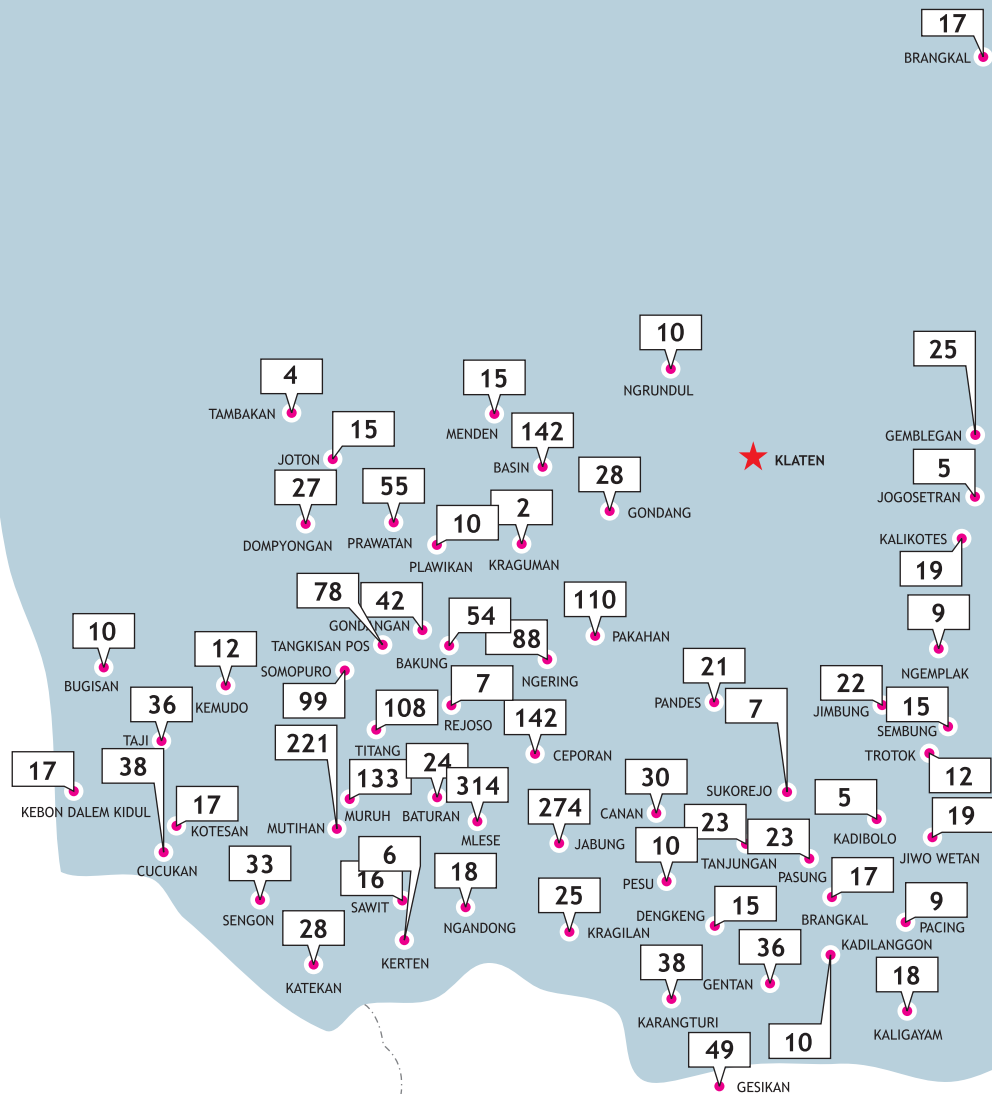
Out of many successful stories in the REKOMPAK-JRF program, the role as a bridge of diversity deserves to be highlighted. “All were hand in hand even though they held different beliefs, professions, and economic status. This is a work for all of us - *Sak hiyeg sak eko kapti*. This feeling could emerge since they were

aware that being together in difference was a good thing. *Good for us, good for the village*,” Cornelius, the head of BKM Kebon village, Bayat, Klaten Regency explained. “As a form of gratitude, I have created a marching song of JRF of Kebon village. The song tells about the post-earthquake situation in which the economic and infrastructure situation were quite messy. Then JRF arrived to build Kebon village together with us. I’m glad as all components of the community can move forward together,” he continued.

TRANSFERRING KNOWLEDGE

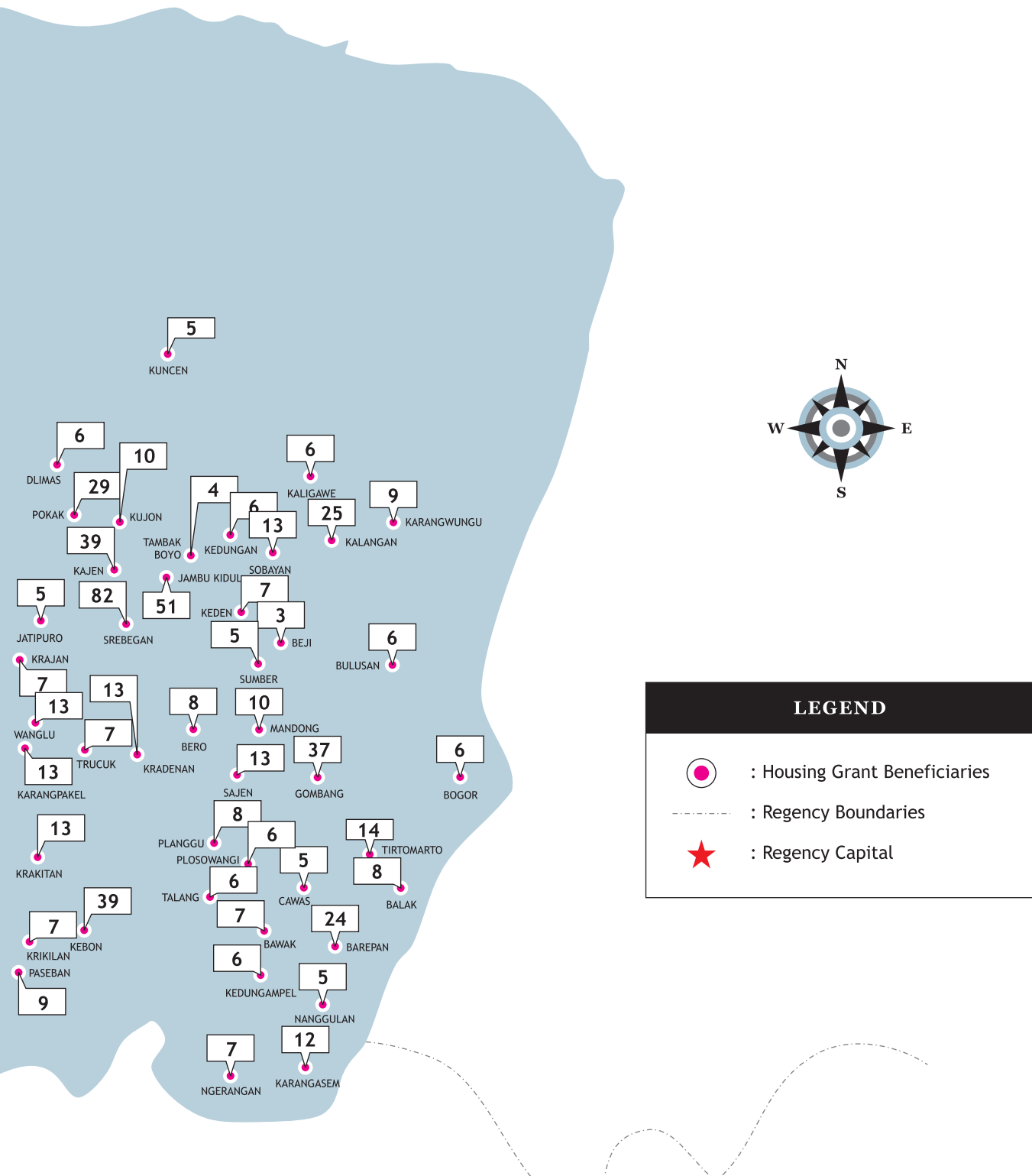
Transferring knowledge in the REKOMPAK-JRF program is a continuous activity, done at all levels and in a two-way model - just like a giant school, followed by the team leader, field facilitators, beneficiaries, the village government and the district government.

BOYOLALI REGENCY



Implementation of Housing Block

Grants successfully built 3.333 houses in 104 villages in Klaten Regency, Central Java.



Nowadays, many citizens have an ability to read blueprints, prepare financial statements, prepare tender documents, calculate the composition of the cement mix, up to designing irrigation channels. “Now, people know and cannot be fooled, they also can estimate the budget when building something. We do understand about the mortar for various purposes and also can calculate the work volume,” Slamet, member of the TPK Jiwowetan, said.

Ari Budi Nugroho, Head of Bappeda of Bantul Regency, said, “Not only people at the hamlet level, also local governments had a lot of new input from REKOMPAK-JRF.” The statement of Ari Budi Nugroho underscores the testimony of Basuki - saying that knowledge transfer in the field went well as the facilitators had a specific role, leading them to be more focused on dealing with problems based on their expertise.

“In fact, when given trust in decision making, the community tends to follow the rule: obeying the principle. Even, beneficiaries wanted to build better and earthquake-resistant homes. This, as a consequence, has triggered the facilitators and consultants to study and work even better,” Parwoto said.

PRESERVING CULTURE

“REKOMPAK-JRF also participated in improving *Wayang Srandul* (puppet), *Solawatan* (kind of Islamic invocation), and *Kethoprak* (traditional play). The participation included the repairing of damaged instrumental sets, hiring a teacher for training, and doing some

In fact, when given trust in decision making, the community tends to follow the rule: obeying the principle. Even, beneficiaries wanted to build better and earthquake-resistant homes.

art performances. Now, we have do performances everywhere, including four times on the slopes of Mount Merapi. We also won the children competition for Dalang Cilik (little puppeteer) in Solo and Wayang Srandul in Yogyakarta,” Haryanto said on the recovery of cultural arts activities in his village.

There was a wish of the people in Jiwowetan village, Klaten regency to turn their village into a tourism village. In responding to this, REKOMPAK-JRF helped in identifying the traditional houses and rehabilitating the bamboo houses damaged by the earthquake. Interestingly, the residents did not concrete and stone houses, they just wanted to repair and improve, to meet the standard of healthy housing, the

houses- without changing the original design. Preservation of the bamboo house was then chosen to realize the tourist village idea. “It is because of REKOMPAK-JRF that arts finally returned to Jiwowetan and the little puppeteer has become the pride of the village, and even an icon of Klaten regency. The bamboo-house owners agreed to occupy and maintain the houses for 20 years - it never crossed their minds to change the house design. At the moment, the houses look so distinct and healthy,” Slamet, a member of TPK Jiwowetan village, said.

GOOD GOVERNANCE

Good governance principles have been implemented in practice up to the most contextual and functional level. Transparency here refers to a principle to guarantee access to each citizen to obtain information about the program - simply by using announcement boards to inform the financial and activity reports. Monitoring was done strictly and openly. In case a violation of the technical specifications occurred, the facilitators undoubtedly would ask the community to dismantle a part or all of the works on the houses or infrastructure. “All programs were implemented by the community and again and again monitored by the facilitators. Particularly for the infrastructure reconstruction, an Infrastructure Controller would directly come to the field and supervise every day,” Siswadi, DMC Central Java, explained. In addition to monitoring, sampling was to be done to evaluate performance, especially in villages of which progress was less than expected. “The evaluation results would

be given back to the community so the people could assess and then decide further actions by themselves,” he added.

The pillars of good governance cannot stand alone. The establishment of one pillar will strengthen the others. On the other hand, if one pillar falls, other pillars likely will fall down too. As stated by Ari Budi Nugroho, it is found a high level of participation by the community has a major role in decision making due to the ease of access to information.

A dialogue between BPN (Land Registration Agency) of the regency and the communities in Potorono and Sumbermulyo villages of Bantul regency has resulted in a solution for the land certification process. BPN learned the difficulties that were experienced by community. On the other side, the community in turn also understood about the procedures, regulations, and requirements that must be prepared. As a result, the service of land certification becomes easier.

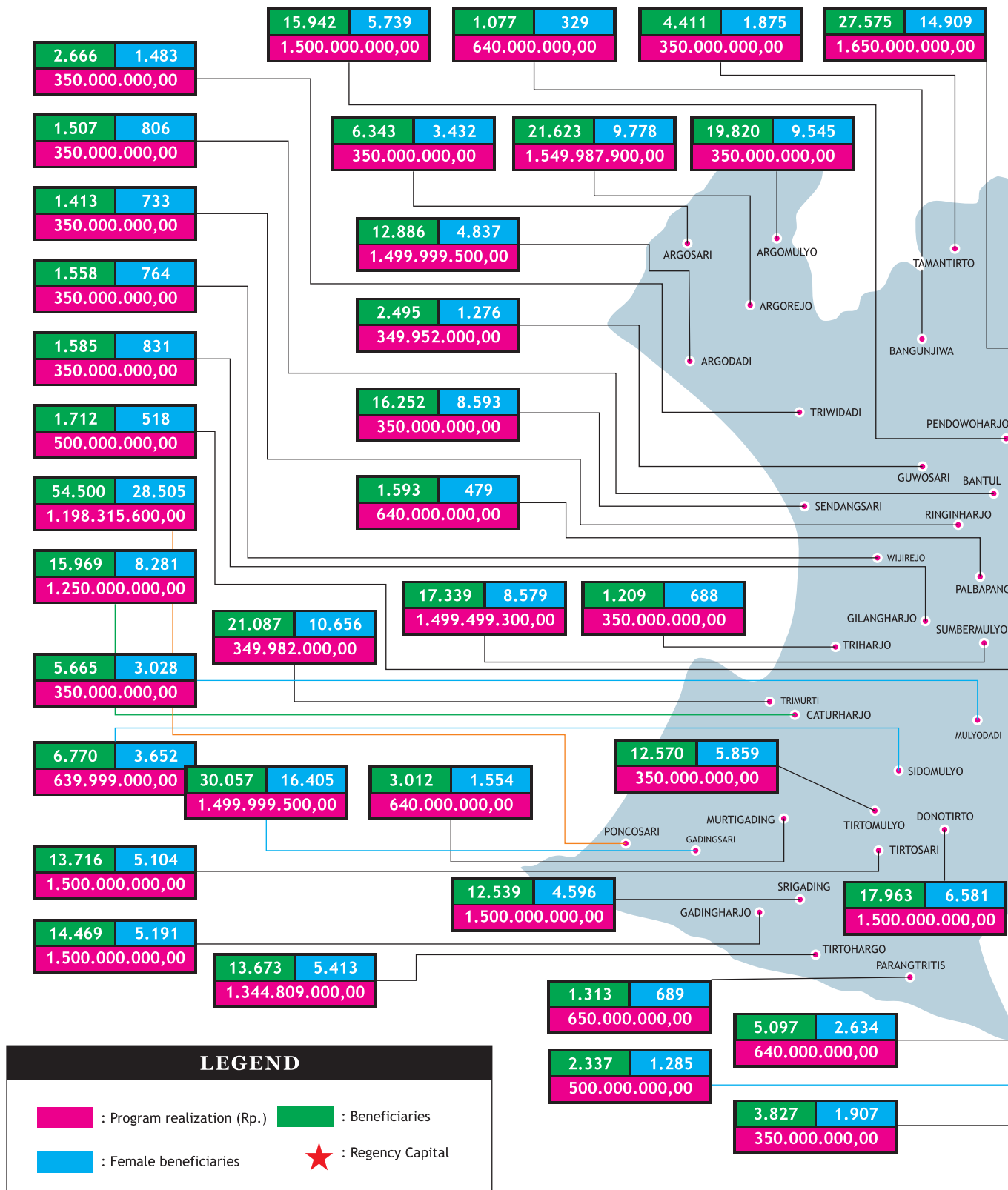
There are at least three main points of the REKOMPAK-JRF achievement that can be highlighted here. Firstly, without the high level of participation of the community the implementation of post-disaster recovery will not run well or smoothly. Secondly, by trusting the community and with sufficient assistance the community can and will be able to manage the construction. The third and last point is that if a leader provides a good example and is a disciplined figure, including in financial management, the community as a result will follow.***

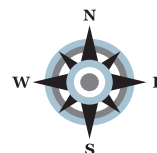
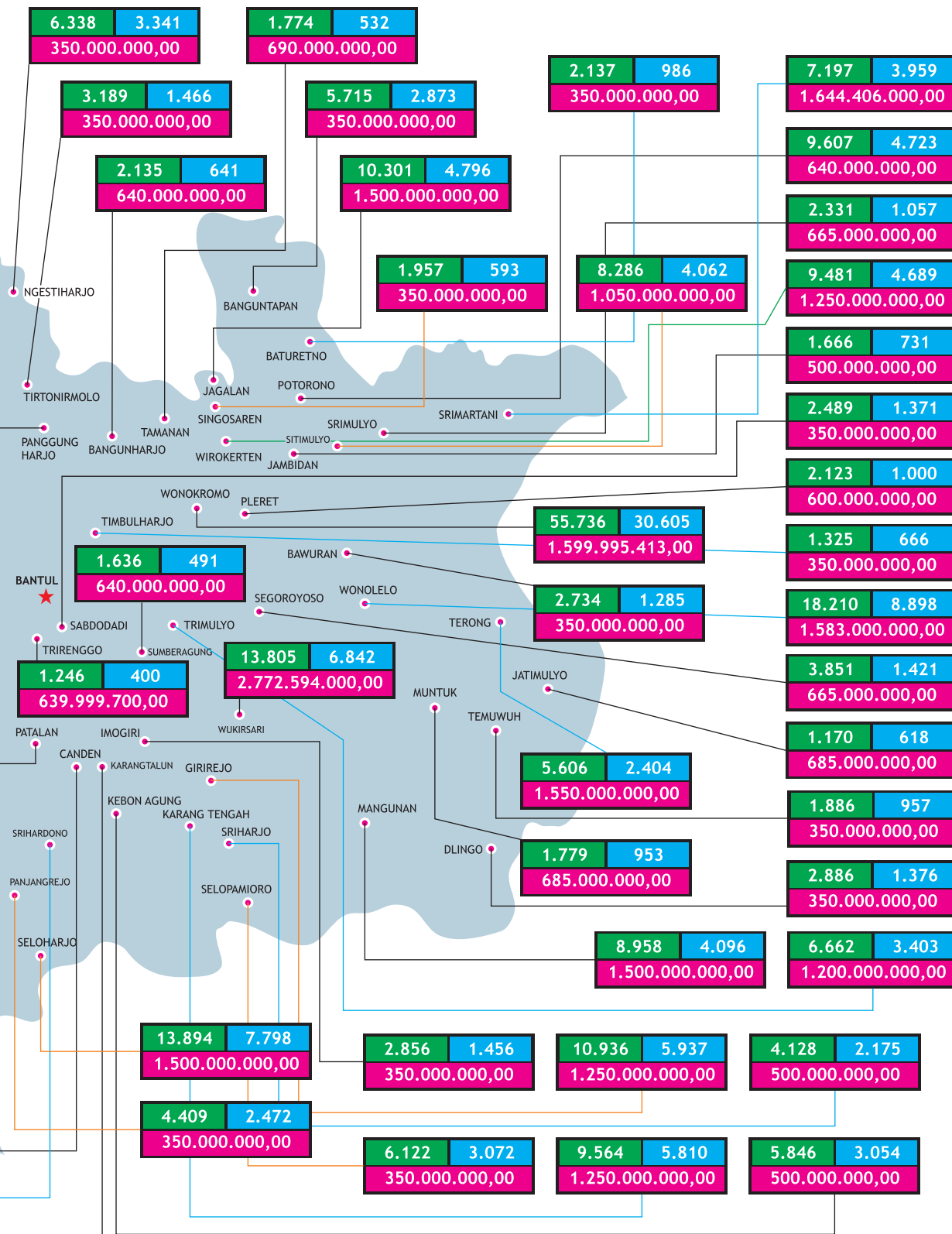


Mutual help in the construction of bridge in Sumbermulyo Village, Bantul Regency, Yogyakarta Special Region

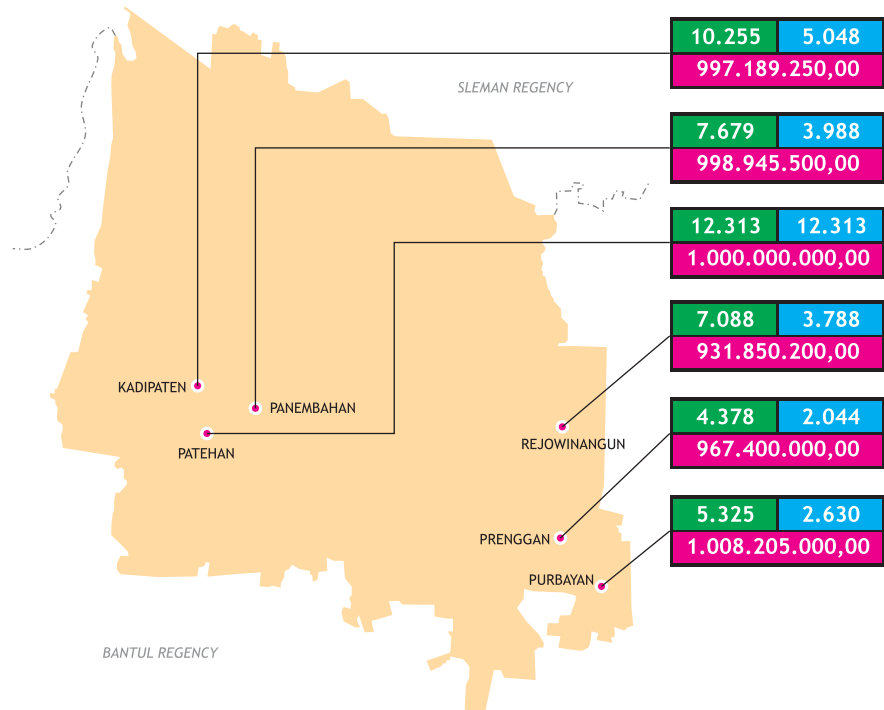


Realization of Infrastructure Block Grants in 75 villages in Regency Bantul, Yogyakarta Special Region amounted to Rp. 1.454.500.950,-.

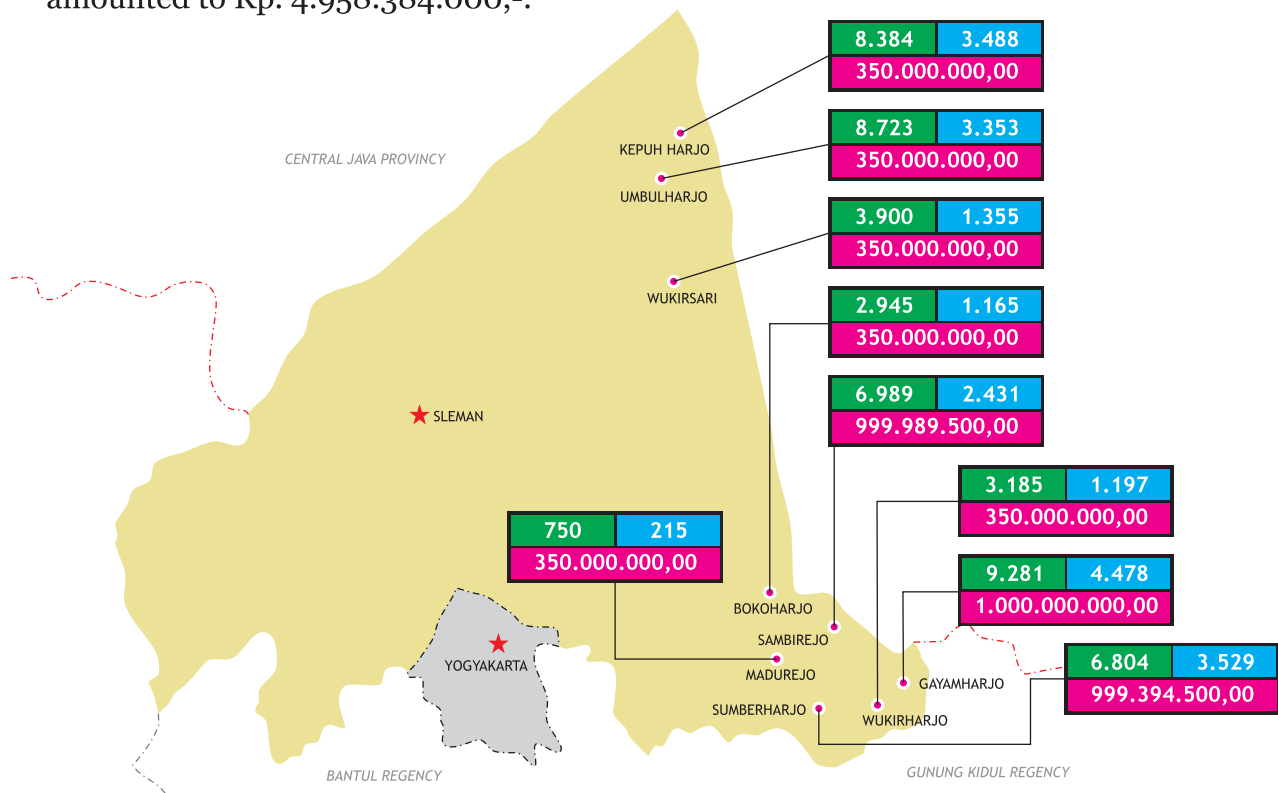




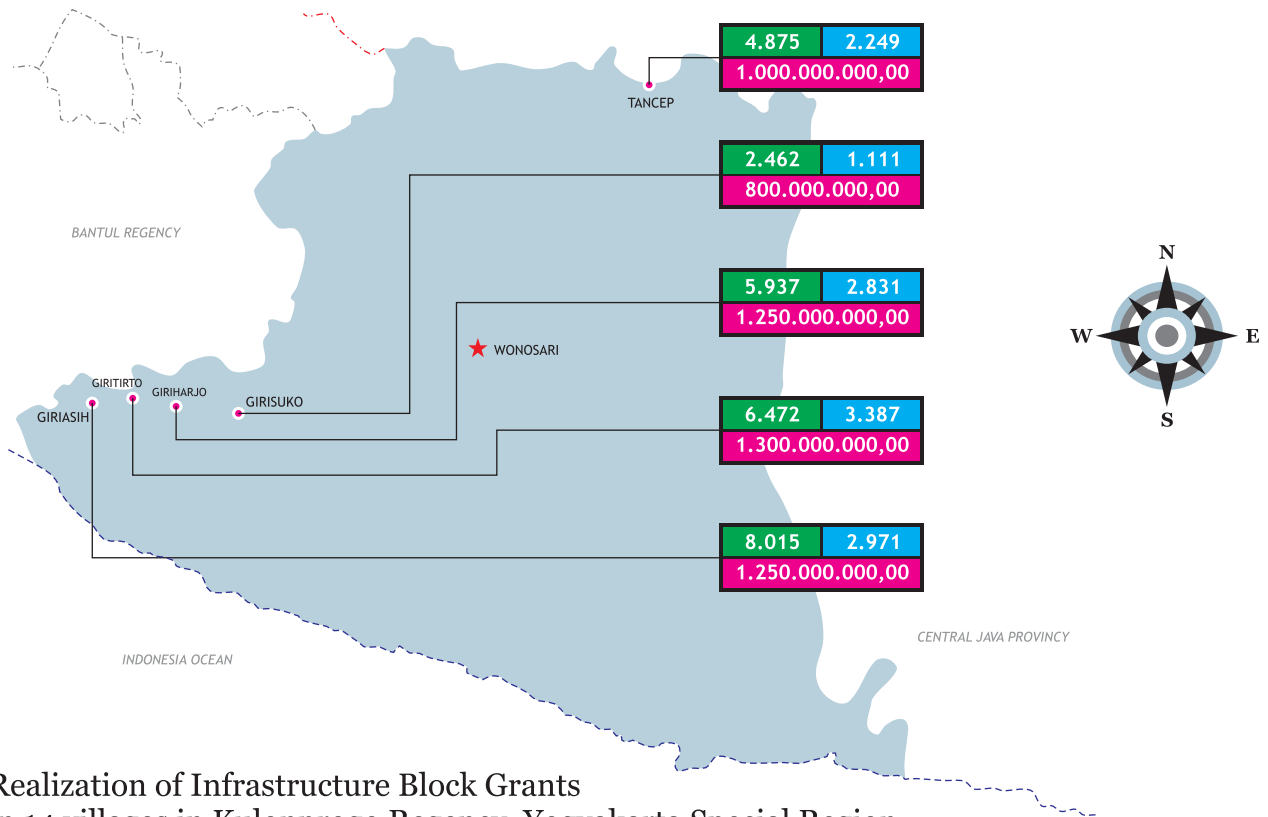
Realization of Infrastructure Block Grants in Yogyakarta City
amounted to Rp. 1.454.500.950,-.



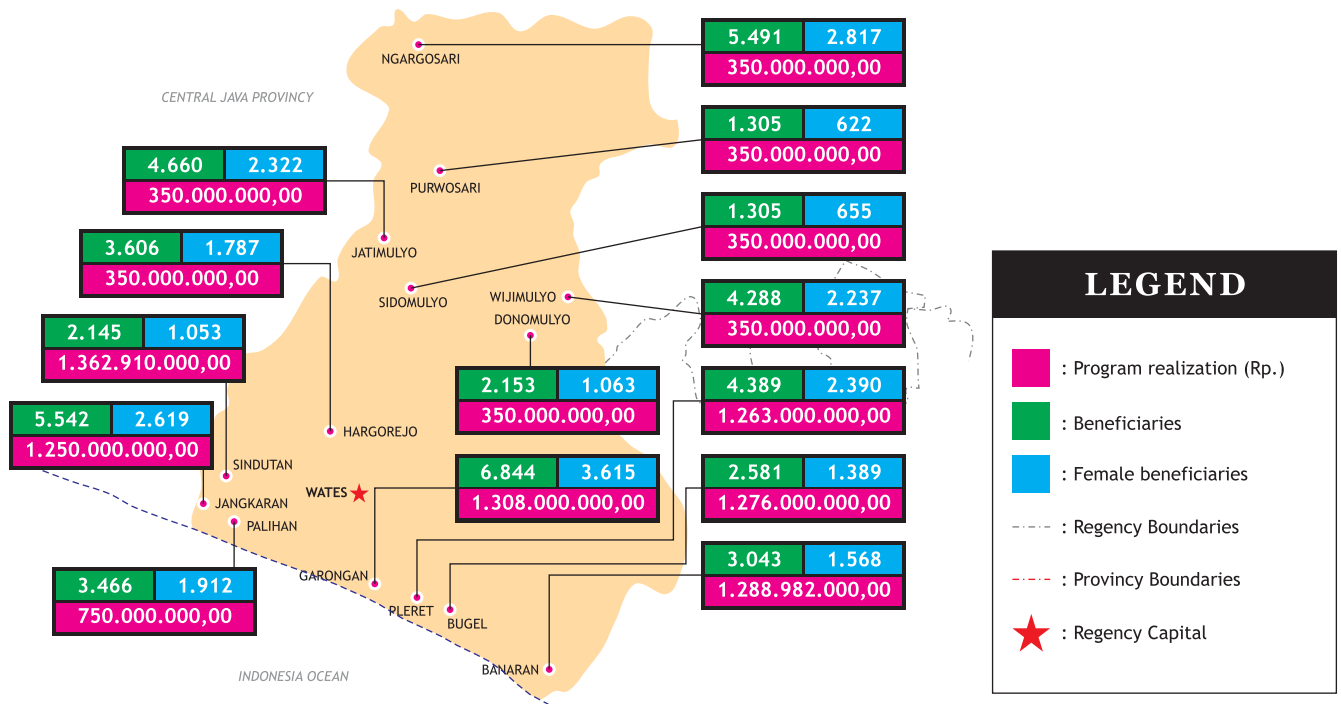
Realization of Infrastructure Block Grants
in 9 villages in Sleman Regency, Yogyakarta Special Region
amounted to Rp. 4.958.384.000,-.

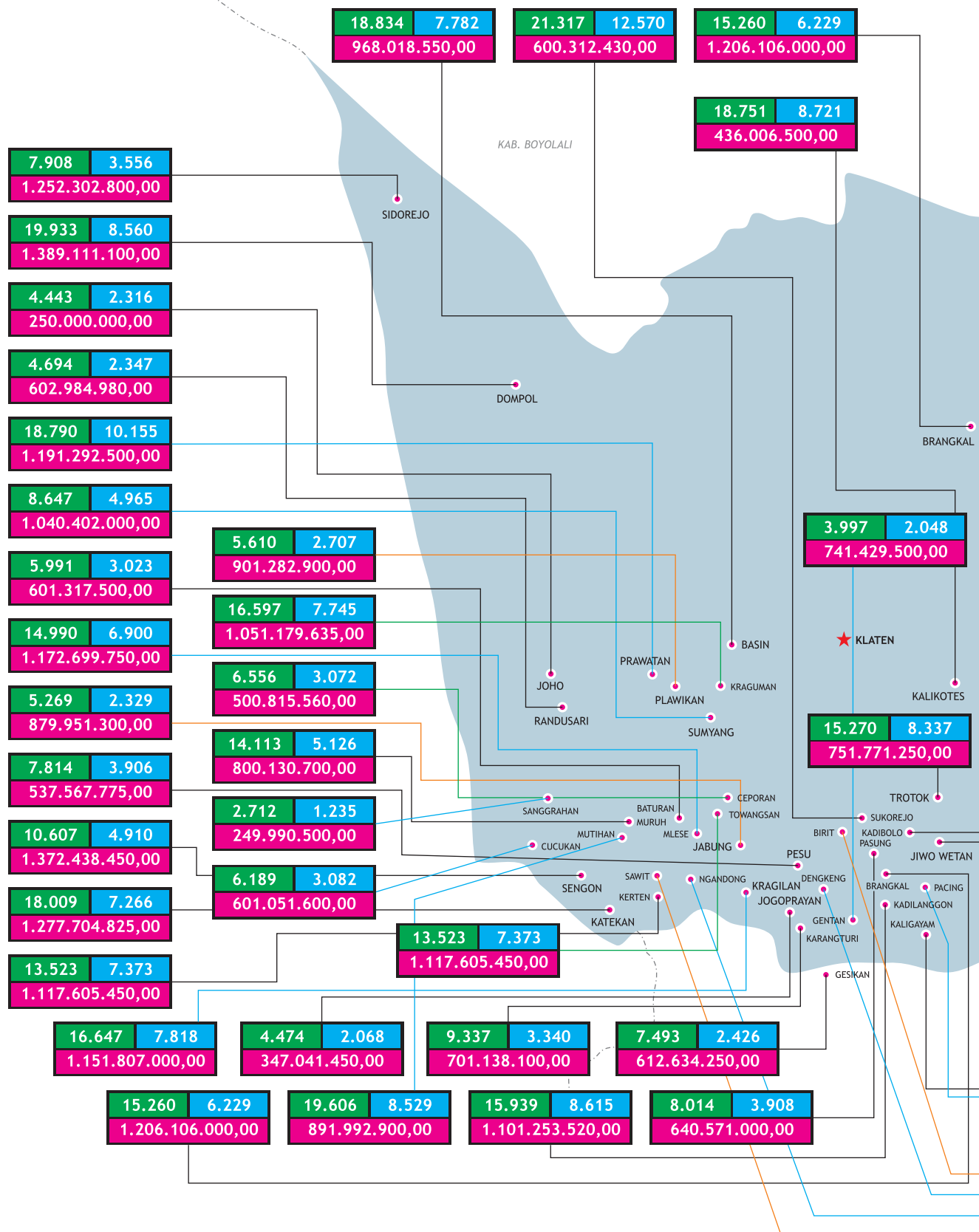


Realization of Infrastructure Block Grants in 5 villages in Gunung Kidul Regency, Yogyakarta Special Region amounted to Rp. 5.600.000.000,-.

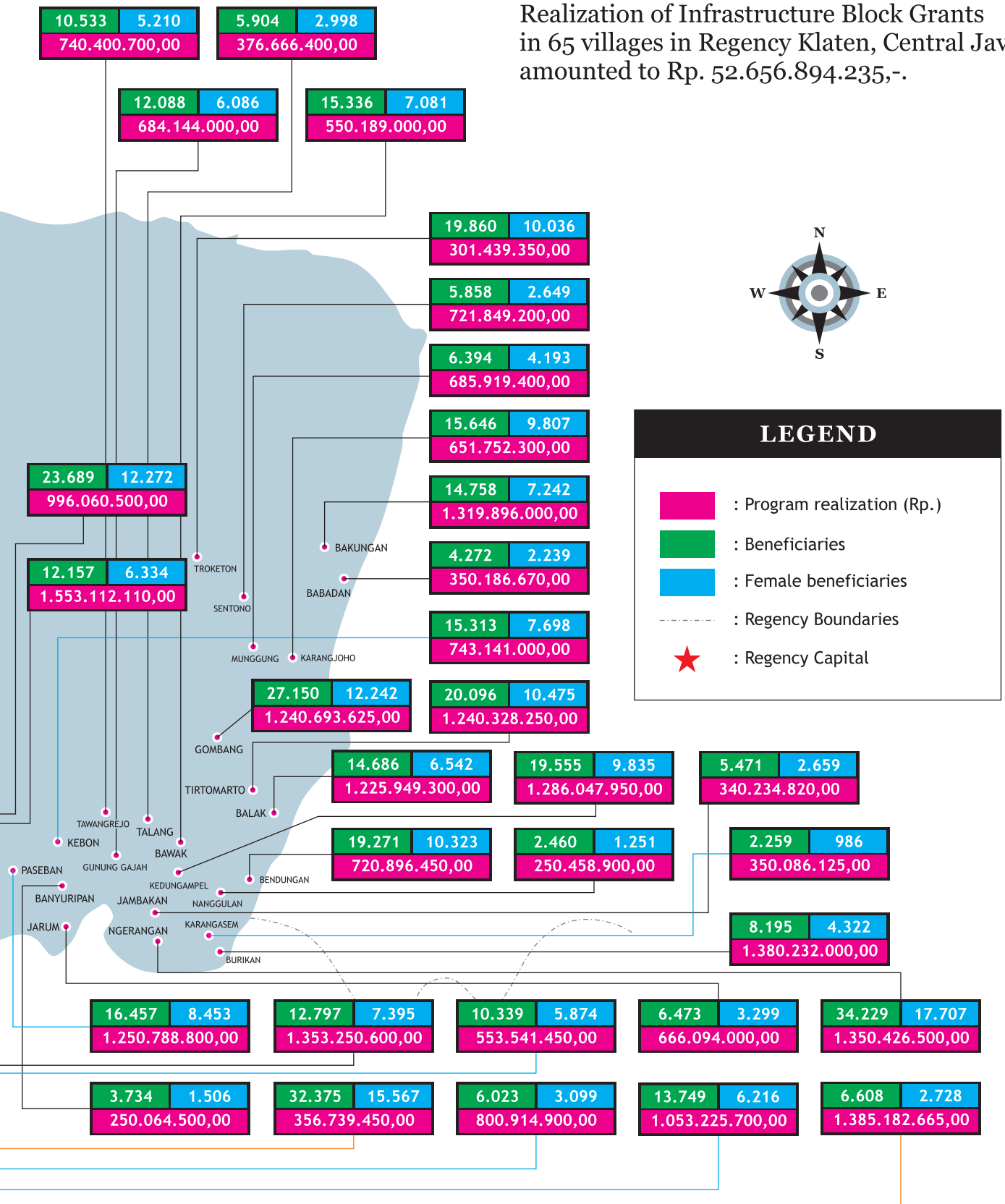


Realization of Infrastructure Block Grants in 14 villages in Kulonprogo Regency, Yogyakarta Special Region amounted to Rp. 10.668.416.000,-.





Realization of Infrastructure Block Grants
in 65 villages in Regency Klaten, Central Java
amounted to Rp. 52.656.894.235,-.



5.750	2.370
488.300.000,00	

3.040	1.508
486.040.000,00	

9.850	5.567
465.615.000,00	

27.095	14.973
486.000.000,00	

8.625	5.905
483.800.000,00	

3.619	1.545
250.000.000,00	

40.870	23.782
493.999.500,00	

11.989	3.548
250.000.000,00	

8.925	4.128
250.000.000,00	

18.173	7.396
489.600.000,00	

8.051	3.706
250.000.000,00	

33.718	29.998
250.000.000,00	

1.702	843
250.000.000,00	

21.626	8.983
500.000.000,00	

12.576	6.091
485.580.000,00	

10.525	5.224
450.000.000,00	

13.613	6.585
484.770.000,00	

11.000	6.136
449.999.000,00	

5.750	2.370
488.300.000,00	

9.797	4.693
483.130.000,00	

7.883	3.726
250.000.000,00	

3.717	1.083
250.000.000,00	

15.109	4.525
250.000.000,00	

15.707	7.661
450.000.000,00	

5.186	2.612
349.979.000,00	

4.503	1.299
250.000.000,00	

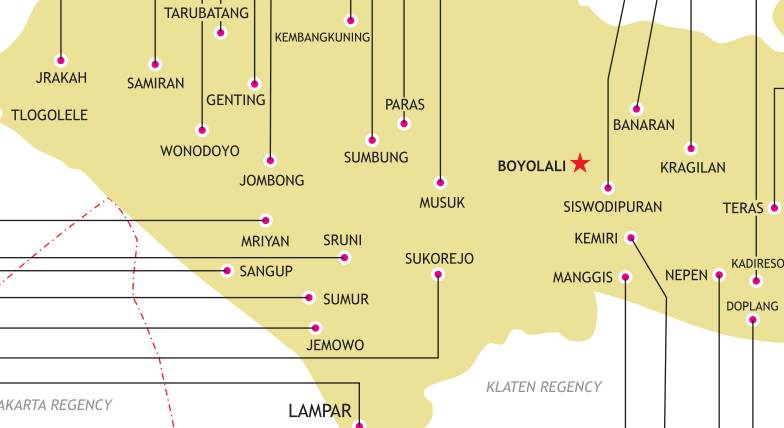
TEMANGGUNG REGENCY

SEMARANG REGENCY

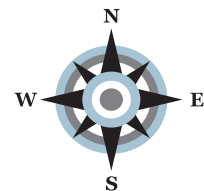
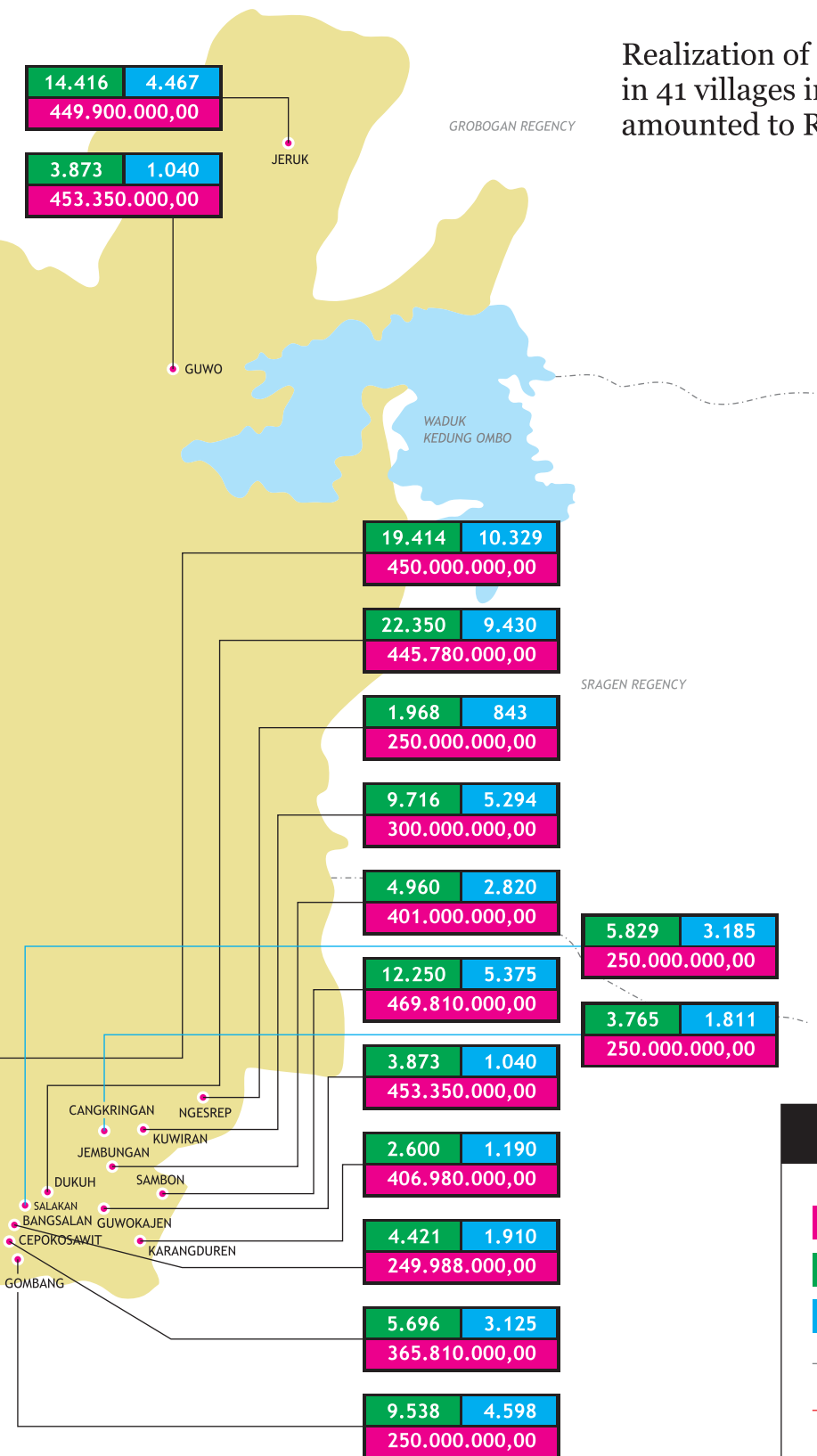
MAGELANG REGENCY

YOYAKARTA REGENCY

KLATEN REGENCY



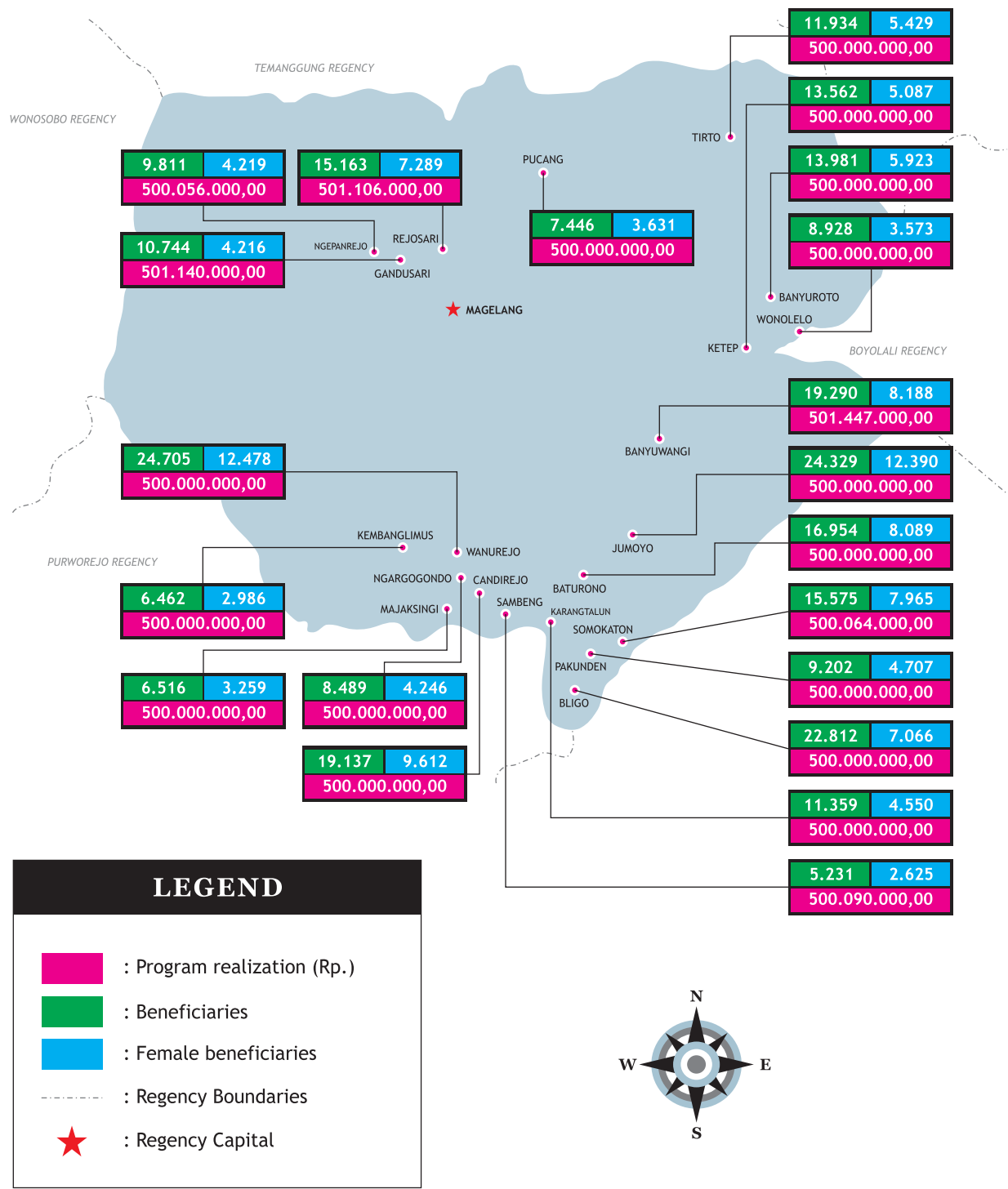
Realization of Infrastructure Block Grants in 41 villages in Boyolali Regency, Central Java amounted to Rp. 15.114.262.000,-



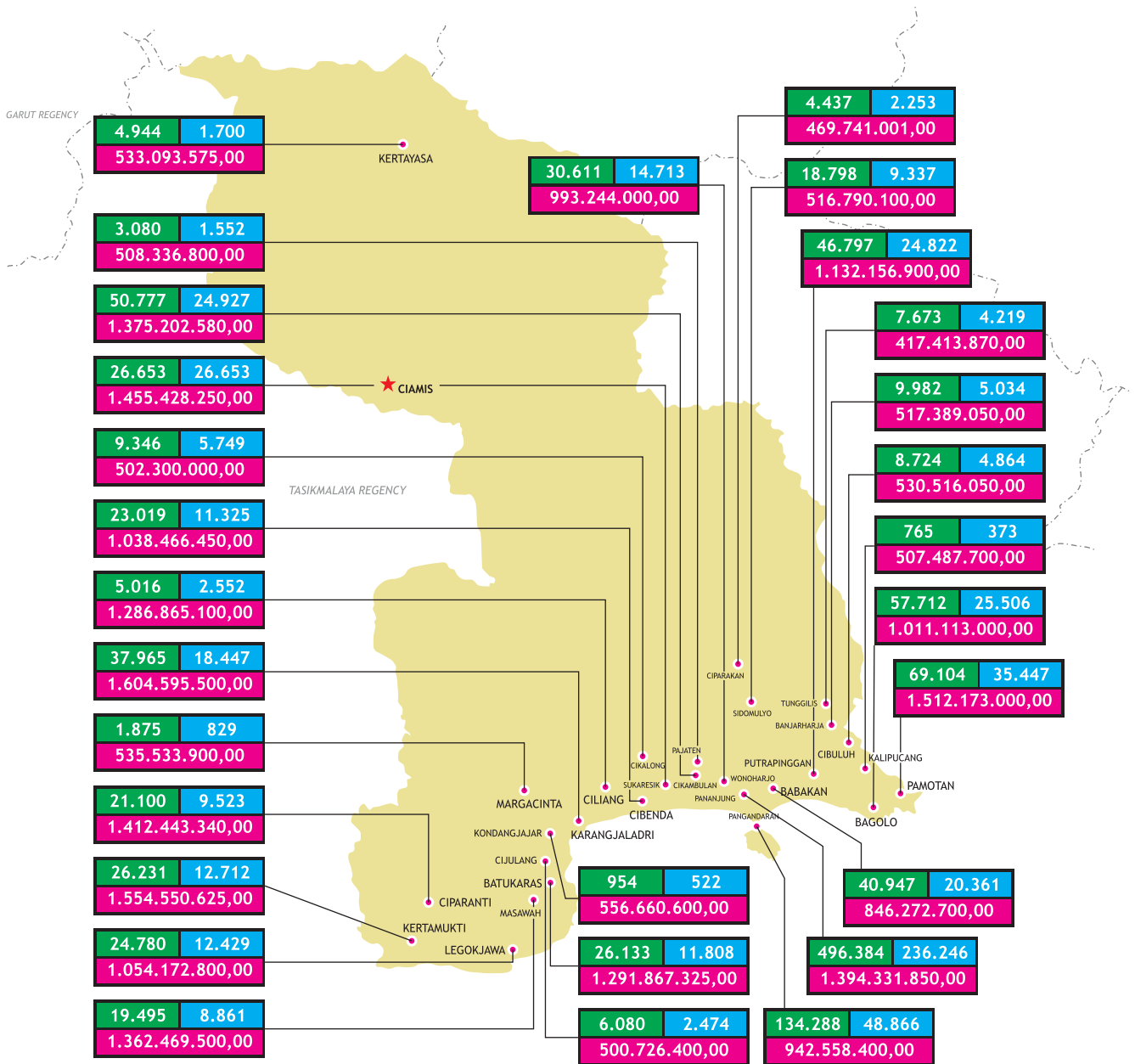
LEGEND

- : Program realization (Rp.)
- : Beneficiaries
- : Female beneficiaries
- : Regency Boundaries
- : Province Boundaries
- : Regency Capital

Realization of Infrastructure sub Block Grant in 21 villages in Magelang Regency, Central Java amounted to Rp.10.299.174.500,-.



Realization of Infrastructure Block Grants in 29 villages, Ciamis Regency, West Java amounted to Rp. 27.363.900.366,-.





Socialization of Good Governance program, Klaten Regency, Central Java.

The Community Moves, The Village Improves

by F.F. Sri Purwani, World Bank consultant for Good Governance program.

In November 2010, REKOMPAK - JRF started a good governance program for the government at the village level in four areas: Bantul Regency (Potorono and Sumbermulya) and Klaten Regency (Kebon and Ngerangan). The program was more emphasized on the non-physical aspects by promoting the principles of accountability, transparency, and participation at the village level through existing values (togetherness, communal responsibility and local discussion forum).

The program in three villages (Potorono, Sumbermulya and Ngerangan), was focused on public service improvement, namely land certification. In another village (Kebon), the program was focused on service improvement in public administration (Family Data Card and ID card). All stages of the program were done by volunteers, the community, and the village government. Through a program themed “*Sapaan Sampai Tingkat RT (Greeting until the Neighbourhood Association)*”, some aspects on organization, procedures, personnel, and policy of village government could be improved. “*The improvement priority is not based on my aspiration, my family, or my group, yet it is*

the most urgent need for all people’s interest”, Ratna Trisiani, a volunteer, said.

The program achievements in these four villages are as follows:

1. In Ngerangan village, cooperation in land certification between BPN of Klaten Regency and the village government has been built.
2. Kebon village has become a case study place for those from other regions and even countries (Philippines and other delegations from Asian-Pacific countries) for the program of village government management.
3. In Potorono village, a book documenting the process of the village governance program has been published.
4. Desa Sumbermulya came to be a pilot in village management, land certification, public services, and the development of local wisdom and cultural-based democracy in Bantul Regency. At the moment, Sumbermulya village has been appointed as the facilitator in the assistance program in Wukirsari village and Candirejo village for the program of good governance in village government.



"Holobis kuntul baris-holobis kuntul baris!", Jiwowetan Village, Klaten Regency, Central Java.

BDR: Not Always The Same As A 36 Square Meter House

20 million rupiahs of BDR (housing block grants) for each family was meant to build the foundation, the structural frame and the roof of a 36 square meter earthquake-resistant house. In practice, the grant was to encourage the community to add to this in various forms, such as cash, labors, and the re-usable-materials.

In addition to the contribution, the beneficiaries would also have opportunity to learn project management in a small group (10 to 15 families). Assisted by facilitators and without ignoring the technical requirements of an earthquake-resistant building, there was still a chance for the community to design the house according to their wishes. REKOMPAK-JRF was not designed to provide ready-to-occupy houses, but provide the opportunity for the house to develop in accordance with beneficiaries wishes and life improvement. Although the facilitators have been facilitated with a set of operational-technical manuals, the reality in the field was much more challenging than filling out forms, verification, and discussions on the technical specifications

of houses. All of the actors, including the team of consultants, were able to learn many issues, far from the technical standards and the operational manuals of the project.

"To determine a scale of priority is not simple. Sometimes decisions, even though taken together in a public discussion and publicly announced, still had to be reviewed. When there is a complaint from a member of the community, we must have another public discussion to arrange the review priorities. It means that the community is aware and has a concern. "We must go through the process patiently, being sincere in helping others, and not let this aid turn into a misfortune", a coordinator of BKM said.

"In Klaten, the beneficiaries of the housing block grants community (BDR) held a *syukuran* (expression of gratitude to God) by making 4.000 *tumpeng* (ceremonial dish of yellow rice served in a cone shape). Each beneficiary would have one small *tumpeng*", another resident said, reflecting the housing block grant (BDR) is not always the same as a 36 square meter house.***

The Role of Women



Women involvement in community self mapping, Klaten Regency, Central Java.

In one of her research papers, Anita Larsson, a professor from Lund University in Sweden, said:

“Not merely did the experiences of man dominate in professional matters but also in training to become an architect, planner, engineer and so on. The increase in the number of women in this field does not guarantee change. Training, in general, still refers to the male-oriented contents and when an issue concerning gender equality is included, the status of the issue tends to become less important.”

In most elements of REKOMPAK-JRF, special attention is paid to women. In 17.906 training sessions and seminars, about RPP, PRB and constructing methods, about 28 percent of the participants were female, and some 1.537 community discussion forums have been held for women only. In practice, encouragement of women to get actively involved, give opinions, and draw conclusions is in fact not yet optimal. Traditions or common belief considering that development (physical matter) is a man's affairs only is one reason. In some programs, the woman's involvement is still restricted to preparing consumption, helping in *Gotong Royong* - a mutual cooperation and becoming a *good listener* in a discussion forum.

However, among the hundreds of program areas, the role of 5 women -among 13 staff members of BKM in Sumbermulyo Village, Bantul- is essential to note. As explained by one of staff members, women were able to embrace all people and skillfully disentangle some complicated knots. Conflicts can be resolved easier if a woman is involved. Even, Ani Widayani, one of five women has been appointed by the residents to become village head.

In Jiwowetan Village, Klaten Regency, a bamboo house stair case was redesigned to fit women's needs. It is important to listen to women's aspirations. Therefore, in every local forum, the women volunteers always participated. Sometimes, the thoughts of women seem to be trivial, yet it is important in fact. For instance, as stated by Asep, a staff of BKM Batukaras, Ciamis Regency, women got involved in considering the height of stair steps in

the evacuation route. In the past, it was hard for them to use such high steps; particularly when not wearing trousers. Earlier, such physical building issues were only for men; now women always participate.

In Klaten Regency, the role of women is documented in the RPP. Several programs initiated by women include the program of Early Education, skill training for mothers, water supply and household sanitation improvement.

In some villages in Bantul Regency, a strategy to cope with the traditional hindrance to women's involvement was found by scheduling a local forum (*Rembug warga*) in the afternoon or in together with any other regular occasion such as *arisan* (regular social gathering). Such strategy in fact can answer the tradition of women not being allowed to frequently go out in the evening. The most important point to be achieved here is the opportunity to participate in public activities. "Giving opinions and drawing decisions for their (women) interests is the point; not the timing of the forum", Ari Budi Nugroho, the Head of Bappeda (Regional Development Agency) Bantul, said.

Conceptually, REKOMPAK-JRF provided equal opportunity for both man and woman in decision making, access to human resources, financial management and participating in training. It is not enough to estimate the level of women participation in public activities by setting a 30 % target. Also if the participation in the forums is equal, it will not be really meaningful if decisions taken in are not in line with women's interests. ***



Mutual help in the normalization of Ciwaru and Cibadigul river confluence in Cijulang Village, Ciamis Regency, West Java.



Spring of Community-Based Development

One afternoon Abas Rosadi (head of BKM Marga Saluyu), while pointing out the strength of the sluice gate in the shrimp pond area in Marga Cinta village of Ciamis regency, West Java, told about how he and his friends got inspired to develop. “With sufficient knowledge, and unstoppable zeal - With or without REKOMPAK-JRF we will continue to develop!”





Children enjoy the afternoon on the bridge in Jabung Village, Klaten, Central Java.



Rural road and also evacuation route in Karangjaladri Village, Ciamis Regency, West Java.



“**A**rek kompak, arek teu” means “being solid or not”. In fact, Abas is not making an issue of the solidarity in the community to develop - he just made a parable for the arrival REKOMPAK-JRF in his area. After more than 3 years, and after the complexities of the financial reporting system, the exhausting community self-mapping, diligently compiling the RPP and knowing the quality of materials and construction, they concluded: “With sufficient knowledge, and unstoppable zeal - With or without REKOMPAK-JR,F we will continue to develop!”

The REKOMPAK-JRF program indeed has given a great opportunity for the community to plan, implement, control, and also supervise actively. “Housing Block Grants, Infrastructure Block Grants, and also technical support are merely mediums to transfer knowledge about the community-based rehabilitation and reconstruction. The most important thing is that the Local Government and the community have that knowledge” Bodie Wibowo, an expert of REKOMPAK-JRF, said expressing the spirit of the program that started in May 2007. Therefore, it is not surprising that when the program is over, BKM will have knowledge and skills. At this moment, several BKMs in Ciamis regency jokingly say that they probably can be a contractor now.

“A few months ago, I helped in calculating an asphalt paving estimate in *Batu Hiu* Beach (Shark Stone Beach) and it was only an IDR 5 million in difference - and that was due to the asphalt paving being widened to include the parking area,” Kurdi Suryadi, Head of BKM Purwa Rusita,



Government and community dialog in Klaten Regency, Central Java.

Reflecting on the achievement in drafting the RPP (Community Settlement Plan) in 101 villages in the first batch, 164 villages in Yogyakarta, Central and West Java then became the target for replication of the RPP approach.

Ciliang village said illustrating his new skills.

“In REKOMPAK-JRF, the financial statements are detailed and complicated. When seeing the bookkeeping figures in a fishermen cooperative, I found it much easier. I then applied my experiences in financial management concerning hundreds of millions rupiahs, arranging fair tenders and transparency in financial reporting in this cooperation. *Alhamdulillah* (Thank you, God) KUD Minarasa (village cooperation) became the winner at the national level this year,” Ade Rukanda, a treasurer of BKM Batu Karas, said recalling his involvement.



The arrival of REKOMPAK-JRF at the village level was remembered as an attention grabbing program, in particular for the BKM volunteers. At first they had been lazy as they were forced by the community to be part of the management or because they wanted to be accepted as a community member. At a certain point they spontaneously became more interested by spending much more time to learning some new construction methods; becoming a motivator for neighbors and relatives; and becoming a representative for expressing the needs of the community. Sugeng Santosa, Head of the Public Works Division of Bappeda (Regional Development

Agency) of Klaten regency explained that essentially all community-based development programs are the same. But REKOMPAK-JRF provided direct technical support, in which the facilitators would do everyday supervision, from planning mortar mixing, up to reporting. That made it difficult for community members to act wrongfully. It was as if the community obtained fresh blood, for feeling as the real subject of development. Furthermore, several capacity building development programs designed for both the communities and the facilitators were implemented.

The Governor of Central Java, Bibit Waluyo, through the Head of the Provincial Agency for Disaster Management, Priyanto Djarot Nugroho, observed that the programs initiated by REKOMPAK-JRF have helped the earthquake victims in rebuilding their lives, to a standard even higher than before the disaster.

The characteristics of people in Yogyakarta, Central and West Java is that they still cherish the values of mutual cooperation (*gotong royong*), social solidarity and tolerance. The upholding of values of mutual cooperation, social solidarity, and tolerance has become an essential social capital supporting the community-based rehabilitation and reconstruction process. Social frictions, for example on who will receive the housing block grant (BDR) first or the distribution of direct funding, are resolved by the community as the community determines priorities. Such pattern has not been widely used in other countries. For example, in Aceh, during

the post-disaster recovery, initially this pattern was not applied as the government was nearly totally dysfunctional and many officials had vanished.

Commonly it takes at least five years for areas, impacted by similar disasters, to recover. In Bam, an old city in Iran, housing reconstruction for instance merely reached 5% one year after the earthquake struck. This earthquake resulted in 30,000 deaths and 75,000 families lost their houses. The rehabilitation and reconstruction program of the government of Iran was further burdened as another earthquake struck Zarand, a city located southeast of Teheran, on February 22, 2005.

In India, the Gujarat earthquake caused 20,000 deaths and 100,000 families lost their house. During two years of rehabilitation and reconstruction, the housing reconstruction just reached half of the target. Being still in sorrow, another 7.6 Richter scale earthquake shook India and Pakistan on October 8, 2005 and caused 3.5 million people to lose their houses and 80,000 deaths, more than 73,000 of whom were Pakistani. After six months, 33,000 victims were still living in camps and the ruins were still covering the city of Muzaffarabad, Kashmir, Pakistan. The United Nations estimated that it will take 10 years to recover the region.

Even Japan, which has more experiences, needed 7 years to recover the Kobe area from the earthquake in 1995. This 7.3 Richter scale earthquake caused 6,400 deaths and almost 300,000 people to be evacuated. Underscoring Japan's experience, the Japanese paramedics and military only needed one day for the initial



Rural road and also evacuation route in Kebon Village, Klaten Regency, Central Java.

management of 100,000 victims when a 6.8 Richter scale earthquake occurred in 2004.

In essence, if a set of knowledge about rehabilitation and reconstruction has been learned by the community, not only will the post-earthquake recovery be well-managed, but also the development of the area in normal times. "The community-based programs are supposed to be able to be implemented anytime without waiting for a disaster," Sri Probo Sudarmo, consultant for the Post-Disaster Rehabilitation and Reconstruction at the World Bank, explained. "There must be willingness from local governments in providing services related to settlement development such as maps, licenses, and supporting infrastructure. A more intensive coordination among SKPD, which is open for feedback from communities, and providing the assistants for them,' he added.



REPLICATION: PRESERVING INVESTMENT

The Governor of Yogyakarta Special Region, Sri Sultan Hamengkubuwono X, in his memorial speech 4 years after the Earthquake and Tsunami delivered by his senior advisor, Bayudono, emphasized that the lessons obtained through the REKOMPAK-JRF program can become a legacy in order to make the people on Java Island more resilient and ready in responding to future disasters. This is in line with the efforts undertaken by REKOMPAK-JRF together with the local governments as a continuity strategy.

Considering the positive outcomes and process in compiling the CSP (Community Settlement Plan or RPP) in 26 villages; the Local Government of Bantul regency decided to replicate it in another 49 villages. By the end of 2010, all villages

in Bantul regency have a RPP of which the status is equal to RPJMD (Village Development 5-Year Plan) along with additional disaster mitigation programs. The process of implementation used the community discussion forum (*rembug*) method that was introduced by Rekompak-JRF.

“Using the RPP in developing the village is very helpful,” Ani Widayani, the village chief of Sumbermulyo, Bantul, explained. “This document has been widely seen by many other areas, representative countries and university students. Many copies of it have been brought to other villages and used for comparative studies. Even, some local governments from Kalimantan Province, which is not a disaster-prone region, came to see and learn,” she added while opening the pages of the large bundle full with maps, tables, and numbers. Sumbermulyo village is one of 26 regular villages, one of the first assisted by REKOMPAK-JRF in compiling their RPP (Community Settlement Plan).

Ari Budi Nugroho, Head of Agency for Regional Development (Bappeda) Bantul Regency, revealed that the Government has used the funds of APBD (Regional Budget) to replicate the RPP process. “It is not only the RPP we are replicating, but also mitigation of landslides. Initially REKOMPAK-JRF has mitigated the landslides in three villages. As the outcomes were satisfactory, the regional government then continued this program in another eight landslide-prone villages. In the implementation, we received financial support from GFDRR (Global Fund for Disaster Risk Reduction).”

In Ciamis Regency REKOMPAK-JRF initiated the program in 17 villages directly impacted by Tsunami in 2006. Then, along with the local government, 12 selected villages replicated the method of community based disaster-risk reduction planning.

Cijulang village, one of 12 replication villages in Ciamis regency, provides a view in the rainy season that has not been seen for more than a decade. Some boats were busy picking up tourists - crossing a special channel before the main channel of Green Canyon. "In a rainy season such as this, the water will rise at least as high as your ankle." On the bridge connecting two parts of the village, Abraham showed the height of river floods in each season. Can you imagine? As high as an ankle above the bridge!

In the confluence of the Ciwaru and Cibadigul rivers, several curved and narrowed channels are yearly blamed for the collapse of many aspects of life in Cijulang Village - as almost a third of the area is flooded. The extension and diversion of the river has resulted in a new breath of life. Not only for the fishery business now is done on the river banks, but also it has become a mainstay for water tourism.

There are 28 replication villages in Klaten - following the achievement of 37 villages post-earthquake in 2006. "Without any planning document, the development project will never work, even though it is conducted by the private sector. The program initiated by Bibit, Governor of Central Java themed *Bali Desa, Mbangun Desa (Going back to village, Developing the village)* with an allocation of IDR 100 million for each village also will never be accessed

without any planning document. Again, the planning document is not merely about the budget amount, but also the background of the village development, strategy to be applied, and expected achievements. The development is not inconsequential, just to finish the budget allocation," Sugeng Santosa explains. "The era of only opening the last pages, the budget part, is past. Drafting the RPP (Community Settlement Plan) teaches the rural community many things, that development is interrelated between sectors and that being together can be a blessing."

Reflecting on the achievement in drafting the RPP (Community Settlement Plan) in 101 villages in the first batch, 164 villages in Yogyakarta, Central and West Java then became the target for replication of the RPP approach. The local governments funded the process of drafting the RPP and the facilitators, while REKOMPAK-JRF provided grants for implementation. Today, the RPP has been used as a base in drafting the RPJMD in Yogyakarta and Central and West Java.

Parwoto reminds that while implementing program replication, the plan should belong to the community. Local governments and local institutions at this point should have the courage to change foreign terms, at first used by the program, into local terms that are more familiar among the community.

THE VIBRATING NETWORK

After finishing the drafting of RPPs in several villages, REKOMPAK-JRF periodically will involve all parties, share information, find possibilities for joint funding. With



Government officials coordination in the Regency Hall after the May 27, 2006 earthquake in Bantul Regency, Yogyakarta Special Region.

planning documents, which are more attractive and colorful, supported by 3D maps of the village potentials and matrices for problem solving. All will be presented in a simple and friendly exhibition. Not only the related SKPD and private parties, but also the community itself sees this as a new, good habit. More words are no longer needed! We all can enjoy it: an elegant way to communicate an idea.

Batu Karas beach in Ciamis offers an exotic vacation. For surfers it is impossible to ignore the long unbreakable waves. Batu Karas has become one of the most favorite places for those who always fail to keep standing on a surfboard at one of many beaches in Indonesia.

Many hotels are neatly lined, from low budget to high level. There are always employees picking rubbish left on the edge

of beach. Domestic and foreign tourists seem to ignore the time, sitting under shady trees, enjoying the various *sea food* and spending money to buy handicrafts sold by vendors. And look, there are many disaster warning signs. The directions for evacuation, in case of a tsunami, can be clearly read - even by a foreigner. Wide evacuation routes are directed to the hills. The beach watch, in light uniform, stands in the guard tower while occasionally giving a warning. "You could not see and enjoy this in the last five years," the tourism activist in Batu Karas said.

Ade Rukanda revealed that initially, along with REKOMPAK-JRF, they only installed the signs and made the evacuation routes. Subsequently, there were disaster-risk reduction trainings, beach paths, foot paths, tourism development, and at



Batukaras Beach, Ciamis Regency, West Java.

last the entire economy started moving. Many parties were involved! The RPP came to be an entrance for communication and involvement. “Now, personally, we have many acquaintances. The phone numbers of officials in local government and Bappeda (agency for regional development) are in my hand phone. It never crossed my mind that we can communicate so easily. We also became confident in dealing with private institutions and have a bargaining position in developing tourism in Batu Karas,” he said.

Uneng, one of the tourism workers in Pangandaran Beach said that after the tsunami, there were no tourists visiting for one year. “Now, the tourism visit numbers are back to normal, but the number of foreigners is still low; they prefer to go to Batu Karas. Although impacted by the tsunami, Batu Karas could rapidly recover

The phone numbers of officials in local government and Bappeda (agency for regional development) are in my hand phone. It never crossed my mind that we can communicate so easily. We also became confident in dealing with private institutions and have a bargaining position in developing tourism in Batu Karas.

itself; it is even better than before. The institutions (BKM and village) are good.”

INFORMATION: THE FUTURE TODAY

Just try to surf on the Internet by entering the key words “disaster”, “earthquake”, “tsunami” or similar words, definitely you will find many information about them. Radio, television, even social networks seemingly try not to be left behind. Some communities use radio to communicate disaster information. Short messages about earthquakes in the furthest part of this country sometimes suddenly appear among private messages. Running text on TV concerning flood predictions frequently are presented together with soap operas, so favored in our society. For many activists and workers in recovery, emergency response, reconstruction and rehabilitation there never seems to be a lack of media to save and share disaster information.

REKOMPAK-JRF maintains a site on the Internet, keeping much information about its various programs with the communities. The site of www.rekompakjrf.org contains achievements, development updates of the villages as the beneficiaries of the program, program management, contact numbers of facilitators, involved experts up to maps with the distribution of funds for rehabilitation and reconstruction. Moreover, the number of the beneficiaries, either female or male, from each village can be found on this site. This site is also linked to a community network, BNPB and the sites of local governments. Such important information

should be easily accessible and connected from one to another. Disasters are our common responsibility.

At the village level bundles of data can be found in the secretariat of BKM-BKM. Kurdi Suryadi stored the data of BKM Ciliang village in his living room, filling a shelf that is more like a small cupboard, as a pride for the village and for him. When opening the pages of the document, it is hard to believe that this document has been drafted and compiled by people normally working as farmers. The attendance list of citizens in the first discussion forum can still be seen, the purchasing invoice for cement is stuck together with other invoices; the big-size map of the village along with detailed and accurate information looks unique since being scratched by the hands of residents.

Now 4,437 BKMs have abundant data and can be accessed by everybody who has an interest. Though at first the data were collected through the community-based rehabilitation and reconstruction in post-earthquake period; the data in fact have been used for drafting the RPP of each village. Sumbermulyo village, Bantul, has printed the data with a unique layout - providing information about the phases of development and those seeking information will be spoiled. “After the program of rehabilitation and reconstruction, our village was chosen to implement other programs. Many activists, experts, and researchers came to study or just out of curiosity. The printed bundle is provided to our community and them,” this female village head explained.

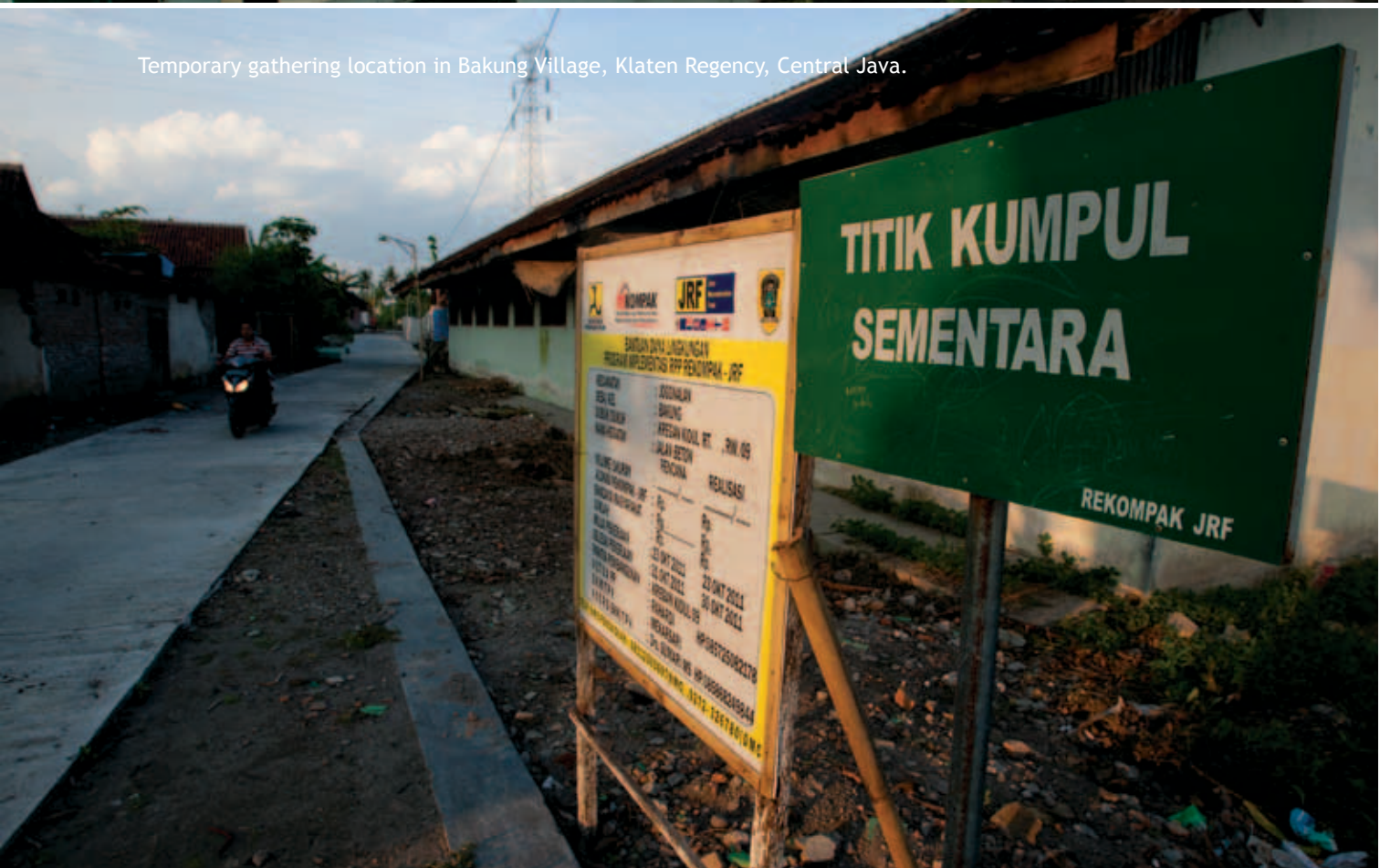
Several BKMs have registered with the Ministry of Law and Human Rights to

become a legal institution in order to be able to handle programs directly. This was done with an eye to prevent that for every program a new organization is needed. “For example there will be 2 programs in one village; the community then must make 2 organizations as implementing agent. However, after the program is done, the organization commonly will be disbanded. Data and information then vanish and are gone afterwards. If there will be another program, the community must establish a new organization as the implementing agent and of course must collect the data as well. Poor community! The next time, after the program of REKOMPAK-JRF is done, BKM must still exist. We will still use it again for another program,” that was what Bappeda (Agency for Regional Development) expected.

Like spring, community-based development is promoted by government institutions, non-government institutions, and private ones. This method is considered to be in line with the spirit of democracy, decentralization, and good governance. Don’t mismanage if you don’t want to see this new generation of development wither. Working with the community is about the future!



Installation of tsunami warning signs in Pangandaran Beach, Ciamis Regency, West Java.





One of the alleys after rehabilitation in Kotagede, Yogyakarta Special Region.





Kurdi Suryadi and map made by the community in Ciliang Village, Ciamis Regency, West Java.



The Challenge of Empowerment

by Nugroho Jati, staff of the Physical Infrastructure and Natural Resource division of Bappeda Boyolali Regency, Central Java

I do know that Bantul is not Boyolali. I only hope that this article will be useful. Not to teach but to share.



Children have sufficient place to play, no longer afraid of landslides hitting their houses in Wukirsari Village, Bantul Regency, Yogyakarta Special Region.



“There is no theory to teach children,” a friend said one time.

This statement, told wittingly, in titillated me. It is simple, but deep anyway. Her experience in guiding her son, that has just started to attend kindergarten, stimulated her belief. My heart said yes for that. It is quite reasonable if character, habit, intelligence, and figure can influence the development of behaviour. In a word, each different parent will have a different way in parenting the children.

That different characters require different treatments in fact also occurs in the program of REKOMPAK-JRF. At least, that's the thing I have seen in Boyolali - the place I am living and working.

Quoting from what was said by Soedjatmoko, the transmigration of people is due to the mass effort to escape from poverty, insecurity, and injustice¹⁰. If this theory is true; then the people living on the slopes of the Merapi volcano are the exception.

In the post-Merapi eruption (at the end of 2010), the people in Boyolali on the slopes of the Merapi volcano were ready to be facilitated by the governor of Central Java through the Local Government of Boyolali to evacuate to a more secure area. In fact, the inhabitants of three target villages, Tlogolele, Klakah, and Jrahah,

10 Soedjatmoko. 2010. *Menjadi Bangsa Terdidik Menurut Soedjatmoko*. Jakarta: The Publisher for Kompas Books.

were united in refuting such program. As a result, the Program of Voluntary Relocation (*Program Relokasi Mandiri, PRM*), initiated by government and offered through REKOMPAK-JRF, failed to enter Boyolali.

This refusal then clearly became a paradox towards the theory of Soedjatmoko above. For me myself, the slopes of Merapi volcano are not safe as *wedhus gembel* could be a threat anytime. The slides in the rainy season make the condition worse. But for the people near Merapi it is the opposite. This is the fact - most people living there are categorized as pre-prosperity - another term for the poor¹¹; yet if they must be evacuated from the slopes of the most active volcano in the world, the statement “How can we eat then?” definitely will come.

In another part of Boyolali, far away from Merapi, I recorded another story. “What is JRF¹¹ actually?” The only thing they do is having meetings. It will be better if they just give us money, so this project will finish soon”, said a beneficiary of REKOMPAK-JRF in “Low Boyolali” — an area of Boyolali not located on the slopes of Merapi volcano and Merbabu mountain.

A few months later, the same man came to me and asked “When will there be

The REKOMPAK-JRF program is considerably satisfying, making the actors “addicted”

another such program in our village, Sir?”

This was so ambiguous for me. On one hand, that is pleasing, the REKOMPAK-JRF program is considerably satisfying, making the actors “*addicted*”. On the other hand, which is sad to hear, is the mindset in a large part of our society - if I may say so - that is still outcome-oriented - not yet process oriented. The instant mindset still seems to be common. The aid expected is still in physical form - money or physical works; not immaterial. The method and pattern of empowering the community is still beyond the mindset.

Seeing the community-based action in REKOMPAK-JRF, for me, that can be concluded into one word: Unique.

In one area, at the end of Adi Sumarmo Airport, which is closer to Solo than Boyolali, a hot competition occurred in the election for a head

11 *Intentionally, I do not change this word. I do quote this based on the original source with a purpose to present the fact that there is still overlapping by the facilitators of REKOMPAK-JRF itself in giving the term program - if JRF is viewed as a program ” is just a trick of REKOMPAK.*

Seeing the community-based action in REKOMPAK-JRF, for me, that can be concluded into one word: Unique.

of TIP. One group was on the side of a doctor, a lecturer in an established university, while another group was for another doctor. This area appeared to be settled by many intellectuals. Interestingly, what happened next is the one that was chosen was “merely” a primary school guard. Whatever the considerations, surprising - yet the locals have their own wisdom that probably is not understood by others (outsiders).

Perhaps, in the villages where REKOMPAK-JRF gives its assistance, we will find their own local wisdoms. In common, it will be in line with the traditional knowledge even though it is hard to accurately define. For instance, the people living near Merapi have the ability to foresee volcanic eruptions¹², at least, by natural signs. Many animals are

coming down to the valley, when the temperature of soil increases, is believed by the locals as the *alarm* of a Merapi eruption.

There is another interesting belief, in certain villages, that is forbidden to strike the *kentongan* (a drum made of bamboo used to sound an alarm) when Merapi eruption occurs. Astonishing as it has been agreed since a long time ago that *kentongan* is used as a medium of announcements for the Javanese people in rural areas. Purportedly this taboo is related to a spiritual reason. Whatever the reason is, for me, this is a very wise deed since it is probably aimed at minimizing or preventing panic amongst the locals in the process of evacuation.

I have learned many things from the implementation of REKOMPAK-JRF, although my daily activities are far from the place of the program - I have just been involved when the role of local government was needed.

REKOMPAK-JRF is exploration, a journey - that is what I see it. The idea to plant golden banana trees instead of installing trapping nets to keep the monkeys out of the fields and gardens of the residents is brilliant. This creative idea was not used, but that is not the point. As long as an idea has the potential to accelerate the work, why not?

12 R. Cecep Eka Permana. 2010. *Kearifan Lokal Masyarakat Lokal Baduya Dalam Mitigasi Bencana*. Jakarta: Penerbit Wedatama Widya Sastra

THE FRONTLINE IS FORMED BY FACILITATORS

Empowerment - one term that is so teasing as well as challenging. Empowering means to make people more empowered, more initiative and more intellectual. What a noble dream.

Then, community empowerment - a step higher. Is it possible? It could be complicated, but - apart from the performance measures, which in fact cannot be generalized for every assistance location - it is possible. This possibility is due to - hopefully not too exaggerated - the role of facilitators as the frontline workers of empowerment in the targeted villages. The facilitators are in front to encourage the emergence of the spirit of self-reliance in the community.

I imagined these words when I was standing on the edge of a ravine behind the village hall of Suroteleng, a beneficiary village of the REKOMPAK-JRF program located in eastern Selo. From here, the beauty of the peak of Merapi volcano, set in front of the beauty of Bibi Mountain, could be seen. It was the day of Rakornis field visits, a part of the design of the REKOMPAK-JRF programs. My sights were set on the second place, Klakah Village which is located in the west of Selo. Although Klakah village is located next to Suroteleng village, it will take one hour to reach. You can imagine the terrain that has to be passed - rising and falling sharply.

The altitude of Klakah along with its limited infrastructure sometimes forced the facilitators to stay overnight. The cold weather at nightfall in this village, next to Tloglele village, made me smile sourly - How would it be at night? It must be so silent and cold! This is one of the risks of being a community facilitator - my heart said - to accept natural challenges.

Another dramatic event occurred in the descending and curving road from Selo to Cepogo. One of the senior facilitators (SF) in Selo, in one case, dropped (read: intentionally or unintentionally) his motorcycle down a 15-meter ravine. Fortunately, the facilitator was safe but the motorcycle was a total loss. That (dropping the motorcycle) was done to avoid a crash with another, speeding, vehicle while returning from his work. He chose to jump from the motorcycle. Actually, understanding of risk reduction is indeed a practical must at anytime.

The REKOMPAK-JRF program also provides for comedy. A village head in Selo sub-district said that the construction work of REKOMPAK-JRF is too good in quality if compared to other programs that have been completed by his residents.

When I asked him why the work standard was not reduced, as was the custom in his village, he then answered: "The facilitator is so strict, sir!

The mix must be accurate - it cannot be more and it cannot be less!

Such approaches sometimes make the local population groan and result in a tendency of avoidance. If the work can be accomplished with only a little material - why should we use more, perhaps that is their thinking. I have no idea whether such thoughts are purely based on the knowledge about construction or whether it is about the ingenuity of financial motives. The point here is that the proper process of transferring knowledge, in this case about the strength of construction, to the community is never simple.

Conflicts of interest, in order to get a package of work implemented close to their houses, often occurred in many community discussion forums. The priority of suggestion was not longer based on needs but on 'even distribution'. As a result, the course of the program stuttered.

A bitter event occurred in Boyolali, in which the status of a village in Musuk sub-district, as the beneficiary of BDL (infrastructure block grant), was temporarily suspended. It was due to arguments in determining the location and type of works. Ironically, the proposal with potential for BDL funding was eliminated from the program plan, while a proposal that was certain to fail to fulfil the disaster mitigation requirements was accepted by the community. Here, the plans for BDL

The role of facilitators as the frontline workers of empowerment in the targeted villages. The facilitators are in front to encourage the emergence of the spirit of self-reliance in the community.

utilization seemed to be RW-oriented (RW is an administrative unit consisting of several neighbourhood associations) rather than village-oriented. What had been prioritized was the RW ego.

Ironically, in the case of Musuk, again the facilitators became the first ones that were accused of being the trouble-makers - for example accused to have hindered the community aspirations. For me it was not, and it does not take a very clever person to see, the facilitators, with all their limitations, that should be blamed.

Environmental issues are also a theme that should be analyzed in Boyolali. The frequent occurrence of landslides points to a need to analyze the handling of slides on the slopes of Merapi and Merbabu mountains. The fact that the slopes are also the source of income for the community is a topic that needs

to be analyzed more accurately. The mining of building materials (sand and rock) and the routes of Merapi sand exploitation in Cepogo sub-district cannot be ignored then.

Overall, women in Boyolali Regency still are a vulnerable group. One of the indicators for this is the need to improve the capturing of women's aspirations. Moreover, the bulk of women's suggestions tend to address the income aspect.

Imagine it is to create a similar perception in the how difficult communities. The capability of the community to understand the core benefits of REKOMPAK-JRF tends to be varied - for example the difference between the community in Sawit sub-district and that in Selo sub-district surprised me. In Sawit, with merely a little explanation, facilitators might be given many critical questions, while in one of the villages in Selo sub-district - of course not all villages in Selo are like this - the facilitators frequently had to re-explain the same topic - even a very simple topic - to the community.

I have never been a facilitator before, yet if I were offered such a job, I would say No - Thank You. I am not ready for that. On the other hand, considering the many troubles faced by the facilitators in the field, my ego could then cheer, "Lucky me not to be a facilitator!"

Frankly speaking, it is so ironic if the facilitators are made the scapegoats. Please don't, wrong target! Their role should not be dwarfed. To the contrary, I will raise my hat for the facilitators which are directly involved in empowering communities.

However, it does not mean that I am not concerned. Frankly speaking, it is so ironic if the facilitators are made the scapegoats. Please don't, wrong target! Their role should not be dwarfed. To the contrary, I will raise my hat for the facilitators which are directly involved in empowering communities.

Is it too much? No. So let me quote the statement of my colleague with a little extension that there is no theory in educating children. It comes to be so hard - requiring great energy and patience.

Epilogue

By Bodie Wibowo

THE CHALLENGE OF BEING ADAPTABLE

The story about the low number of deaths after a tsunami hit a region can stimulate a deeper discussion, particularly in a region settled by “uneducated” communities. Some say that the geographical condition, with hills close to the beach, has saved the people from the tsunami. Some, on the other hand, say that the habit of the settlers to watch and note - as well as the tradition of knowledge sharing - will be much more helpful in preventing disaster impacts than the geographical condition. Others tend to choose disaster readiness as the answer. Even, some consider it as fate that has been stated in holy books.

In many forums and trainings, such illustrations often can awake awareness and criticism towards the connectivity between victims of disasters and formal institutions, either governmental or non-governmental. It is related to the high vulnerability of these connections when facing disasters. Aid from various formal institutions almost always is too late. And in case there is, access to help is not easy due to various

bureaucracies. As if it is acceptable that the community must help themselves first.

Commonly, the most rapid response comes from those not being a victim of the disaster and without any institutional back-up. Solidarity among individuals grows spontaneously, works faster and provides significant contributions to the victims. Such spontaneous network, however, has certain capacity limitations and is temporary.

The above basically reflects the way communities search for and utilize resources in responding to disasters. Actually, education in Disaster Risk Reduction could be facilitated to grow fast. Knowledge and understanding about earthquake-resistant constructions could be provided directly. Community awareness about disasters can be stimulated at a time when the people and stakeholders are still feeling the disaster impact. Unfortunately, both programs and training in disaster response behavior tend to be sporadic and temporary, instead of systematic. Thus, programs and trainings are not continuous as expected - they are implemented only

in the period of emergency response, rehabilitation, and reconstruction. In a word, making disaster response behaviour a custom will be a big challenge in the future.

THE COMMUNITY IS THE CENTRE

REKOMPAK-JRF at all times starts the program along organizations at the village level by empowering the collective leadership appointed by the locals. These “Good Guys” are democratically elected and tiered from the level of neighbourhood association to that of the village. There is freedom for each resident to propose and determine the candidates through the “Good Values” they believe in such as sincerity, honesty, and fairness. Therefore the program is called REKOMPAK-JRF: Community-Based Rehabilitation and Reconstruction Settlement Project-*Java Reconstruction Fund*. From this starting-point, the learning activities of REKOMPAK-JRF program are started in the regions of West Java, Central Java, and Yogyakarta Special Region.

A group of organized local leaders is mandated to manage the rehabilitation and reconstruction of the settlement at the level of the disaster impacted village. The management of REKOMPAK-JRF in turn will support this group with technical skills and also strengthen the capacity in order to make the program capable of fulfilling quality

standards, while taking account social-cultural conditions as well as formal regulations. Meanwhile other survivors will be strengthened through awareness, knowledge, and motivation to realize the expectations for their areas.

“Learning by doing the program” seems to be the spirit in any stage and cycle of REKOMPAK-JRF. Starting from the stage of social preparation, community self-mapping to preparing the outline of the plan and program, the community continuously obtains knowledge, understanding, and new skills. Discussion forums amongst villages and having consultations with the local government could provide information about current regulations and possibilities for integration in the development planning of the area (regency and city). Similarly, when accepting the BDR (housing block grants) and BDL (infrastructure block grants), through the implementation of infrastructure construction and housing rehabilitation and reconstruction, the community learns how to manage housing and settlement construction, financial management and responsibility, while implementing the construction.

The community itself determines the “pattern and colour” of implementation of the rehabilitation and reconstruction in their environment. If the process is seen as a painting, the technical assistance

and capacity strengthening are merely the equipment, knowledge, understanding and skills. The pattern and color of the “painting” of the rehabilitation and reconstruction at last will always local and unique - determined by the community according to their own character and social and cultural condition.

LIKE POLISHING A PEARL

The achievement of REKOMPAK-JRF program is much more than expected. It has given an incredible effect and was able to facilitate changes to a better way. With the spirit re-emerging together, discussion forums (*riungan*) and mutual cooperation, REKOMPAK-JRF acts to revitalize the social-cultural life of communities that have been “in suspended animation” due to the disaster impact. The accessibility of the REKOMPAK-JRF program, that was open for anyone - either man or woman, in fact has helped to create a significant social change for most citizens, households, groups, and other stakeholders.

Such achievement cannot be separated from the dedication of skilful individuals that have given the technical assistance and the capacity strengthening to communities in managing the program: facilitators. They are the frontline workers of the program, collaborating with the residents, organizations at the village level and stakeholders in properly

Flexibility has come to be a trademark of the REKOMPAK-JRF program, indicating that it is alive and seeking - not rigid as a dry stick and prone to wither. The recipe of REKOMPAK-JRF in fact is no recipe.

and continuously implementing the program.

REKOMPAK-JRF did not merely give BDR and BDL, but also empowered and facilitated communities in creating a partnership and realizing the dream for their areas. Thus, flexibility has come to be a trademark of the REKOMPAK-JRF program, indicating that it is alive and seeking - not rigid as a dry stick and prone to wither. The recipe of REKOMPAK-JRF in fact is no recipe. The REKOMPAK-JRF program however is not an endless search. The implementation of it is like searching for hidden pearls, which have to be polished in order to shine - beautiful and beneficial for all.



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Best Practice Rehabilitation and Reconstruction Post-Disaster in the Provinces of Yogyakarta
Special Region, Central Java and West Java

Executive in charge:

Budi Yuwono P.

Steering Committee:

Guratno Hartono, Adjar Prayudi, Aswin Gradiarto Sukahar, and Eki Arsita Risky

Expert Team:

Teguh Muhammad Abduh, Ronald van de Kuilen, Mukhmudun Ainuri, Parwoto Tjondro Sugianto, Sri Probo Sudarmo, Arif Budi Wahyono, and Asung Prakoso

Writers:

Endah S. Raharjo
Kusen Alipah Hadi

Contributors:

Bodie Wibowo
F.F. Sri Purwani
Nugrohojati

Photographer:

Dwi Oblo

Photo Contributors:

Ismed Eka
Ign. Siswadi
Punto Wijayanto
Rizon Pamardhi Utomo
Rr. Dwi Sulistiyowati
Rizki Estrada Otto Potier
Documentation Division REKOMPAK-JRF

Editor:

Ikun SK

English Edition Editor:

Ronald van de Kuilen

Cover:

Meizar Mahyudin
Eki Arsita Rizki
Daru Suryaningwang
Eddy Pujiyono

Design:

Johanes Budi

Field Assistant:

Muklas Aji Setiawan

DWI PRASETYO BUDI SANTOSA. familiarly called DWI “OBLO” PRASETYO graduated from the Archaeology Department of Gadjah Mada University in 1998. AN autodidact in photography, he is now the Reuters news agency contributor for Yogyakarta and surrounding areas (2004-present) and a contributor to the Indonesian National Geographic magazine (2006-present). In 2005 he followed the World Press Photo training in Jakarta. Some of his photographs won recognitions at the local and national level.

ENDAH S. RAHARJO. Graduated from the Architecture Department of Gadjah Mada University, as a Hubert H. Humphrey Fellow she attended the Philip Merrill College of Journalism and Urban Study and Planning, University of Maryland, College Park, USA. She was Director of Griya Mandiri Foundation during 2005-2008 and Director of Pondok Rakyat Foundation during 1999-2002. Since 1998 she has been active in community development in the field of self-help housing and played an important role in the rehabilitation and reconstruction of post-tsunami Aceh (2005 - 2007) and post-earthquake Yogyakarta and Central Java (2006-2008).

KUSEN ALIPAH HADI. Graduated from the Anthropology Department of Gadjah Mada University, he is the Director of Umar Kayam Foundation (2007-present). Formerly he was the Director of Pondok Rakyat Foundation (2002-2007). He played an important role in the rehabilitation and reconstruction post-earthquake in Yogyakarta and Central Java during 2006-2008 and is active as a theater actor and arts management practitioner since 1994.

Don't mismanage
if you don't want to see
this new generation
of development wither.
Working with the community
is about the future!

