

CAPACITY BUILDING FOR LOCAL SUSTAINABILITY

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ABSTRACT

This study is aimed at researching capacity building for local sustainability. Specifically, the results to be gained from this study are the analysis of obstacles to reconstruction obstacles factors in Aceh, identifying the planning strategy required for successful reconstruction, analyzing what work models are needed to develop the local capacity in Aceh within the framework of reconstruction.

This study uses on the spot survey methodology; interviews of the community, public figures, donors, NGO from abroad and government officials either from state or local. The author worked closely with BRR (Rehabilitation and Reconstruction Board) in discussing problems and obstacles in the field to implement BRR programs on site.

This study concluded that strategy and work models used either by local government to enhance the local capacity, it should be improved, so in the future the programs and reconstruction strategies may be implemented efficiently and effectively.

Keywords: Capacity Building, Sustainable, Local Capacity

1. Introduction: Earthquake and Tsunami

On 26 December 2004, an extremely strong earthquake (8.9 on the Richter scale) occurred below the Indian Ocean, northwest of Sumatra Island, followed by a tsunami that devastated the lives of millions of people, leaving in its wake vast destruction from Asia to Africa. This was the worse natural disaster in Indonesia's history, and Aceh suffered the most. Over 110,000 people lost their lives, an estimated 700,000 people were displaced, and many orphaned (Jakarta Post, February 5 2005).

The scale of damage to the local economy, infrastructure and administration was unprecedented. In an instant, the livelihoods and security of hundreds of thousands of the survivors were ruined. The estimated total impact of the catastrophe is \$ US 41.4 billion, including the \$ US 27.2 billion of damaged assets and IDRUS 14.2 billion of losses in the future flow of economy (Hakim, 2005:17).

Management of disaster recovery services should be devolved as much as possible to the local level. Experience has shown that when recovery programs and assistance measures are imposed upon a community they are less effective than those which are managed at the local level. This study seeks to answer the

need of sustainability principles at the local government level by providing capacity building in the form of tools and training for municipal decision makers and professionals in the planning, legal and policy.

2. Capacity Building

2.1 Concept of Capacity Building

Patrick Wakely (1996), argued that to many people involvement in capacity building simply requires training or human resource development. Certainly, this is a very major component. However, if decision-makers, managers, professionals and technicians are to operate at full capacity, they need more than just their own abilities. They need an institutional and organizational environment conducive and supportive of their effort, energies and capacities. Institutional and organizational constraints present as great an impediment to the effective management of cities and settlements as the inability of professionals, technicians and ordinary people.

Furthermore, Wakely argued that to be effective capacity building must embrace all three aspects: human resource development; organizational development, and institutional development. Human resource development is the process of equipping people with the understanding and skills, and the access to information and knowledge to perform effectively. It includes motivating people to operate constructively and efficiently through the development of positive attitudes and progressive approaches to responsibility and productivity. Good human resource management provides rewards, opportunities for continuous training and re-training, clearly recognizable career opportunities; and competitive pay scales. To achieve these aspects of human resource development, the organizational environment must be dynamic and responsive.

2.2 Strategic Planning for Capacity Building

World Bank-IMF (2001), the World Bank (2001a) and OECD (2001b) have promoted separate key principles for strategic planning. However those key principles have similar common themes on the principle of effective strategies (content) as follows:

- people-centre(OECD-DAC) and focus on poverty (IMF-World Bank);
- integrated approach (OECD, World Bank);
- long term vision (OECD, IMF-World Bank);
- based on comprehensive and reliable analysis (World Bank, OECD);
- In-corporate monitoring, learning and improvement (OECD-DAC).

The approach that will be used in this research is based on combining all of the references above, but with emphasis on the world Bank-IMF, the World Bank and OECD strategic planning for a sustainable capacity building in Banda Aceh.

2.3 The “Capacity Building”: Focused Evaluation of Government Performance

The good governance values previously explained do not emerge independently or suddenly, but expressly through elected strategies of government institution. The evaluation to worthwhile strategies selected and used by a government are something which can not separated from the evaluation of overall government performance itself. The evaluation of strategies was not taken from all strategy sectors, but from those sectors which have an important role in determining the fate of the nation and state.

The condition of government at this time is weak due to past decisions. So there emerged the initiative to improve the capability of government through “capacity building”. This initiative is a determinant factor in assessing the government performance in the future and at this time it is beginning to be accepted, as the first step towards improving the government capability. Capacity building is the combination of strategy directed to improve efficiency, effectiveness, and responsiveness from the government performance, with attention focused on these dimensions:

- (1) Development of the human resource;
- (2) Strengthening organization; and
- (3) Reformation of institution (Grindle, 1997: 1-28).

In the context of development of the human resource, the attention given to supplying and equipping professional and technical personnel is crucial. The activities undertaken include training, salary allocation, managing working and environmental conditions, and formation of an appropriate recruitment system. In connection with strengthening organization, attention was focused to improve the performance of functions and duties and managing micro structure within systems. The activities which must be done are to organize an incentive system, using given personnel efficiently, leadership, communication, and managerial structure. Regarding the reformation of institutions, attention needs to be given toward changing system and institutions, and the effect of macro structure. In this case, the important activities which must be done include changing “the rule of playing” of the economic and political system, change to policy, the rule of law, and the reformation of institution system which can support the market and improve the civil society overall (Grindle, 1997:54).

The dimension of improving skill also expressed by A Fiszben (1997), skill improvement is focused on; (1) The capability of labor. (2) The capability of technology established in organization or institution; and (3) The capability of

the “capital”, such as in resources, instrumental, and infrastructure. And D. Eade (1998), saw improvement in the capability in three dimensions, they are; (1) Individual, (2) Organization and (3) Network. Improving individual and organization dimension are the first key or the first strategy for improving the performance (Mentz, 1997), but when the network dimension is most important too, because within this dimension, the individual and organization can learn to improve themselves and make the interaction with their environment.

In addition, UNDP divided “capacity building” into three dimensions, they are; (1) the labor (human resources dimension), refers to the quality of the human resources and the manner of the human resources are used; (2) capital (physical dimension), including the instrumentals, the matter used; and the building; and (3) technology, is the organization and the style of management, function of planning, decision making, control and evaluation and management information system. And the United Nations focused its attention to; (1) mandate or legal structure; (2) Institutional structure; (3) Managerial approach; (4) capability of organizational and technical capability; (5) The capability of local fiscal; (6) program activities (Edralin, 1997: 148-149).

If we pay close attention to the several opinions above so the “capacity building” actually is concerned about strategy of managing and processing input to reach output and outcome, and managing feedback to implement improvement in the next step. The strategy of managing input is concerned with the capability of an institution to prepare various human resource types, the amount and the quality of human resources and non human resources and ensure their readiness to be used if needed. Process management strategy is concerned with the capability of institutions to manage, to process, and to develop policy, organization and management.

2.4 Building Capacity to Support Decentralization and Reconstruction

The Planning Bureau of Ministry of Home Affairs took the lead in initiating the formulation of a national strategy for capacity building by inviting the planning units of all central government agencies and sector departments, the aim being to complement the cross-sectoral recommendations of the needs assessment study with sectoral inputs. Capacity building as understood in the National Framework refers to “the need for adjusting policies and regulations, institutional reforms, modification of work procedures and mechanism of coordination, improvement of human resources, skills and qualifications, change of the value system and attitudes, so that the need of regional autonomy as a new approach towards governance, administration and participatory mechanisms of development can be fulfilled in order meet the demands for a more democratic system” (GTZ-SfDM 2003a:11).

The policy framework contains principles for capacity building, which are still rather novel for the Indonesian public administration. First, it clarifies that in order to achieve the objectives of Indonesia's decentralization policy, all stakeholders need to be involved especially local civil society and the regional councils/parliament, and not just the administration. It also calls for capacity building at the national level, since the new decentralization framework has significant repercussions regarding the roles of the central government agencies and their working mechanisms.

It furthermore introduces capacity building as a concept that goes far beyond the traditional civil service focus on training; organizational changes, reviews of working mechanisms, or modifications of national and regional policies and regulatory frameworks being important elements of capacity building. It also attempts to create a medium and long term perspective on capacity building (contrasting with the traditional short term focus on the annual budget cycle), and suggests that the regions formulate medium term capacity building programs for a four to five years period to become part of the strategic plans of the regions.

A key principle of the Indonesia National Framework is the acknowledgement that regional capacity building must be based on the demands of each region, and the subsequent acceptance that the traditional way of central government driven programs is no longer adequate. Another key element of the National Framework is the need to build a 'market' for capacity building, where the capacity building needs of the regions are covered by adequate supplies from capacity building service providers from both the public and the private sector. Regarding supporting factors, the support of high level decision makers in the related GOI agencies and their willingness to cooperate across agency borders was certainly a main factor in the formulation of the National Framework. The integration of both the needs assessment study and the formulation process for the National Framework in a wider context of formalized and continuing Government-donor dialogue also contributed to keeping the process on track.

3. The Issues Hindering the Rehabilitation and Reconstruction in Aceh

There are some issues hindered the success of reconstruction process in Aceh. They are as follows as:

3.1 Lack of Communication among Stakeholders

As one of tsunami victims, I experienced the lack of communication among participants who involved in reconstruction process. One month after the tsunami, there were many assistance had arrived and the city started to clean tsunami's wastes and roads may be looked. We planed return to my home for cleaning huge mud and wastes. At that's time the urgent requirement is clean water and electrical lighting. With no waiting the improved electrical lighting,

directly, I bought small generator for lighting requirement in the night. While waiting the improvement of clean water from PDAM (Clean Water Enterprise), I dug wheels although the resultant water is not clean and yellow colored.

PDAM improved pipe installation at main roads so slowly, they have numerous employees but their capability is site is very low, This condition is supported by survey results conducted by BAIRG, Minutes EASUR under World Bank (September 2005), stating that there was communication weakness among main actors of reconstruction process for instance, communication among PDAM and Public Works Ministry. It is resulted from low capability of PDAM apparatus to play a large role. Also it is supported by explanation from NOG (in Background Working Paper, page 25: 2005) stated that there was unsuitable reporting from the PDAM to the Public Works Ministry regarding the improvement of pipes in inner city, so that the customers suffered damage as a result of the delays in repairing the pipes.

It is found that some of NGOS were reluctant to, they distribute information and data on their activities in detail. Infrequently, the communities complained that NGO felt so superior with locals. It is occurred it the beginning period upon tsunami hit where one NGO required the assistance proposal addressed to them it should be English. It had made difficult community and they protested NGO. But, finally, proposal may be filed by Indonesia language and they will use translators to select the incoming proposal.

3.2 Lack of Coordination among Stakeholders

The other weakness in implementing reconstruction is coordination. In its annual report the World Bank (2005: 67) stated on reconstruction process that one of the weaknesses in the period of Aceh recovery was weakness of coordination among assistance givers.

Infrequently, the communities complained that NGOs behave in a condescending manner to the locals. Initially, one NGO required that proposals for assistance be in English. Subsequently this was retracted and proposals submitted in Indonesian were translated into English.

3.3 Ineffective Bureaucracy

According to Heady and Wallis, state administration system or government bureaucrat in developing countries has some weaknesses (Kartasasmita, 1997). Heady mention that there are five weaknesses. Firstly, basic pattern of state administration system is an imitation of colonial administration system.

Secondly, bureaucrat is less of quality human resources in management, leadership, ability and technical skill in building need. Thirdly, bureaucrat tends priority in self-oriented or group than society needs. Fourthly, bureaucrat's statement is not appropriate with the reality. Fifthly, bureaucrat tends to be autonomous beyond of political process and society control.

Large bureaucracy results in slow services to the community. It occurred in all levels of governmental institutions state and local. It resulted in a high cost of administration for development activities. The target of development may not be achieved in good condition, because the slowness of bureaucracy resulted in corruption, collusion and nepotism. The World Bank report on the reconstruction process at Aceh (2005:64) stated that one of weakness for reconstruction process at Aceh was the inefficiency of the bureaucracy. Meanwhile, Heady and Wallis (1997:23) stated that public administrative system and governmental bureaucracy at development countries have some weaknesses and one of them is ineffective bureaucracy.

3.4 Lack of Community Participation

Another weakness within the reconstruction process is community participation. The World Bank in its annual report (2005:54) stated that the community level participation level in Aceh reconstruction was low. However, another issue must be addressed if the community involvement is increased. NGO, Local Government and Donors argue that if the community is involved in the decision making process, the implementation of projects will be slow.

3.5 Lack of Human Resources

Capacity building is the combination of strategy directed to improve efficiency, effectiveness, and responsiveness from the government performance, with focused attention: 1) Developing of the human resource; 2) Strengthening organization; and 3) Reformation of institution (Grindle, 1997:1-28).

One of principle from Aceh's reconstruction strategy as stated in Blue Print (2005:23) is strengthening the capacity of local government. Reconstruction of local resources requires a strong commitment from both local and state government. World Bank (2005:55) stated that if funds are to be provided for local government in order to undertake development – particularly, if these local governments are to exercise significant planning discretion in the investment process, and if local procurement and financial management systems are to be used to manage the funds – resources needs to be directed at building capacity in respect of these functions and of monitoring usage and project performance.

Most of employees who worked at BRR and NGOs came from outside of Aceh. Survey indicated that most of workers from BRR that have strategic position

came from outside of Aceh, as well as in NGOs. This is because sufficient workers were not available locally salary.

A Fiszben (1997) said that to improve the skill, it needed to focus to; (1) The capability of labor. (2) The capability of technology established in organization or institution; and (3) The capability of the “capital”, such as in resources, instrumental, and infrastructure. And D. Eade (1998), formulated to improve the capability in three dimensions; they are; (1) Individual, (2) Organization and (3) Network. Improving individual and organization dimension are the first key or the first strategy for improving the performance (Mentz, 1997), but when the network dimension is most important too, because of this dimension, the individual and organization can learn to improve themselves and make the interaction with their environment.

4. Supported Factors in Rehabilitation and Reconstruction in Aceh

4.1 A Strong Commitment of Budget by Central Government

Government has allocated a large budget for Aceh recovery for a five year period. It had been handled by a formal agency established by the president for a five years period. Significantly, it highly determined the success of the reconstruction process. Serious governmental will to reconstruct Aceh is proven by giving such a huge budget.

4.2 A Strong Financial Support from Donors and NGOs

External aid derived either from donors or NGOs has made a very significant contribution to the rehabilitation and reconstruction in Aceh. It may not denied that their role is very large and prior to BRR establishment additionally. Even to date upon two years of tsunami, they remain exist with high commitment assistance such as UNDP and WWF. Actually, BRR played a big role in reconstruction process of Aceh.

4.3 BRR has a Strong Mandate to Reconstruct Aceh

Presidential decree that giving a large mandate to BRR, made all affairs relating with reconstruction program may be implemented easily. And in the BRR structure, Governor of Aceh is ex-officio of vice BRR Head. It will make coordination easier between BB and local governmental.

4.4 Ceasefire Agreements

Praise to Allah has given peaceful in Aceh by signing MoU Helsinki on 15th of August, 2005. The tsunami that inundated Aceh and affected hundreds thousands of people died made GAM and government in Jakarta achieved win-win solution for Aceh recovery. Aceh community believes that if peace had not been realized yet, there would not have been as much progress in the reconstruction as has been achieved to date. BRR has a program to rehabilitate

and reconstruct the affected community, also to assist the GAM fighters and victims of conflict through programs that supported the integration process.

5. Conclusions

The approach needed for an effective reconstruction program in Aceh that is building communication among stakeholders , building strong coordination among stakeholders, building an effective bureaucracy, improving the community involvement in recovery process, strengthening the local government capacity and commitment from Donors and NGOs.

Recovery process also faces some obstacle that is lack of communication among stakeholders, lack of coordination among stakeholders, ineffective bureaucracy, lack of community participation, lack of human resources, unpaid promised to community.

There are supported factors in rehabilitation and Reconstruction in Aceh that is a strong commitment of budget by central government, a strong financial support from Donors and NGOs, BRR has a strong mandate to reconstruct Aceh and ceasefire agreements.

The role of Aceh and Nias Reconstruction and Rehabilitation Agency (BRR) is very significant in the implementation of the reconstruction programs, in the light of these constraints and opportunities.

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