Case Study 4

Community Participation in Local Disaster Planning and Preparedness in Kundasang, Sabah

By:
Khairul Hisyam Kamarudin, PhD
Content

- Participatory planning
- Concept of community participation
- The ladder of citizen participation
- Strengths of community/stakeholders’ participation
- Sharing of experience: RAP-DRR of Kundasang
Participatory Planning
Participatory Planning

“Participatory planning is a process by which a community undertakes to reach a given socio-economic goal by consciously diagnosing its problems and charting a course of action to resolve those problems. Experts are needed, but only as facilitators. Moreover, no one likes to participate in something which is not of his/her own creation. Plans prepared by outside experts, irrespective of their technical soundness, cannot inspire the people to participate in their implementation.”

http://www.fao.org/docrep/006/ad346e/ad346e06.htm
Creating **Awareness** through Participation in Local Planning & Decision-Making

- Development should be seen more as a change from the bottom up than from top down.

- The development process should be managed as a more flexible way/process guided by plans, goals, objectives, targets and schedules – however goals and targets may change/be improved over time – as it is needed to make room for adaptation to local conditions.

- Programs + local participation should aim to strengthen local organizations rather than the state and central government bureaucracies. It is crucial for community based programs to be chosen according to their ability to increase local development management capacity. Maybe can start with a few schemes to solve some immediate local problems to build local confidence and experience (in this case CB-DRR).

[http://www.fao.org/docrep/006/ad346e/ad346e06.htm](http://www.fao.org/docrep/006/ad346e/ad346e06.htm)
The process **should be supported by local institutions/stakeholders** (village committee, women group, youth, business/trade associations, religious bodies, community-based users’ and NGOs/self-help groups within the community) + linked to local authority.

Engaging local institution is more important than ensuring that local institutions have a grasp of all the finer technical points (i.e. nurturing “willing to learn” mentality and self-confident).

It is **comparatively easy to arrange technical services and solutions from outside** than to bring about local involvement and participation in the development process.

**Strong local institutions are necessary to sustain the planning, building capacity for local actions** (through training, management, leading programs etc.) as they are the first responder and will directly receive impacts from any kind of disaster.

http://www.fao.org/docrep/006/ad346e/ad346e06.htm
Increased interest by various groups within community towards local development projects has led to some conflicting issues:

- Many scholars agree that local development process should include local communities as principal stakeholders and decision-makers.
This is because local communities play a significant role in shaping the local environment, utilising most of the local resources for economic gain and are responsible for creating the local culture which becomes the main components for ensuring a strong and long-term support and commitment towards the development projects/programmes.
Therefore, any attempt to exclude the “owners of their culture” could to some extent, result in serious negative impacts not only on the viability of projects/programmes, but also on community life as a whole.
Concept of Community Participation

- The process in gathering people from several disciplines together with each of them participating by sharing ideas and knowledge.

- Could expand the power redistribution, thereby enabling society to fairly redistribute benefits and costs.
will achieve more equal distribution of the benefits, discourage undemocratic decision-making and will meet the community needs.

A tool to solve major local problems through local participation and functional stakeholders’ involvement in local socio-economic activities.
The highest level ➔ when communities achieve self-mobilization, which allows community members to establish their own project operations without assistance from other ventures, especially from government or foreign business bodies.

In certain cases, when communities and their stakeholders feel that they are not capable or not ready to manage the potential risks from project, maintaining a certain level of partnership and empowerment, without pushing themselves to the top of the participation ladder has gained more favour.
<table>
<thead>
<tr>
<th>Types</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>Self-mobilization</td>
<td>Local people may directly contact explorer tourists and develop tourism service by themselves. Some programs may be supported by NGOs that are not involved in the decision-making of the local community.</td>
</tr>
<tr>
<td>Empowerment</td>
<td>Empowerment is the highest rung of community participation, in which local people have control over all development without any external force or influence. The benefits are fully distributed in the community.</td>
</tr>
<tr>
<td>Partnership</td>
<td>Conciliation between developers and local people is developed in the participatory process. Local organizations elect the leaders to convey their opinion and negotiate with external developers. There are some degrees of local influence in the development process. The benefits may be distributed to the community in the form of collective benefits and jobs and income to the people.</td>
</tr>
<tr>
<td>Interaction</td>
<td>People have greater involvement in this level. The rights of local people are recognised and accepted in practice at local level. Tourism is organised by community organization, but receives limited support from government agencies.</td>
</tr>
<tr>
<td>Consultation</td>
<td>People are consulted in several ways, e.g. involved in community meetings or even public hearing. Developers may accept some contribution from the locals that benefit their projects, e.g. surveying, local transportation and goods.</td>
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<td>Informing</td>
<td>People are told about tourism development program, which have been decided already, in the community. The developers run the projects without any listening to the local people’s opinions.</td>
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<td>Manipulation</td>
<td>Tourism development projects are generally developed by some powerful individuals, or government, without any discussion with the people or community leaders. The benefits go to some elite persons; the lower classes may not get any benefits. This level applies to most conventional community tourism areas</td>
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<td>People are told about community development program (DRR program), which have been decided already, in the community. The developers run the projects without any listening to the local people’s opinions.</td>
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Autorun Vaccine for MDRM Students v.1

AutoRun

Enabled

Enable  Disable
Community participation is the key in developing and sustaining local projects/programmes.
Without community participation, there might be a barrier for further communication among stakeholders since different groups within the community cannot express and share their values, beliefs and interests on their community development.
While some authors agree that community participation can be a positive force towards achieving sustainable community development (Stone and Stone, 2011; Aref, 2011; Okazaki, 2008), others seemed to differ (Sebele, 2009; McKinlay, 2006; Blackstock, 2005; Njoh, 2002).

fail to identify the influences of elites within the communities

only discussed in superficial terms but the primary goal is to make a profit for such commercial entities

causes displacement, increased costs, economic leakages, loss of access to resources and socio-cultural disruption among the locals
Local issues – have a direct influence on the execution: a backlash by the locals results in hostile behaviour towards projects. Thus, local environments should be created in harmony with the social climate, where residents will benefit from projects and not become the victims (Wahab and Pigram, 1997).

Vulnerability – some projects are sensitive both to internal and external forces, many local development plans are often only partially implemented or not at all → those that are fully implemented are not always sustainable. Thus, to increase the feasibility and longevity of projects, all plans should be linked with the overall socioeconomic development of the community.

Local assets – the image of local project is based on the assets of the local community, including not only the local people but also the natural environment, infrastructure, facilities and special events or festivals; therefore, the cooperation of the host community is essential to access and develop these assets appropriately (Murphy, 1995).

Local driving force – public involvement functions as a driving force to protect the community’s natural environment and culture as development products, while simultaneously encouraging greater local development-related income (Felstead, 2000).
Community Participation in Local Disaster Planning and Preparedness in Kundasang, Sabah
SESSION 1
Household survey using questionnaire-guided interview –25/11/2015

Conducted at community hall Kem Bina Negara Kundasang, n=100
SESSION 2a
RURAL ACTION PLAN (DRR-RELATED)

Multi-Hazard

FGD/brainstorming

Preparedness

Response

Mitigation

Recovery

Community

Local Business groups / assoc

Govt. agencies

University UTM (Facilitators)

Self-help groups / NGOs

Promoting capacity building

Direct participation of community/stakeholders in decision-making process

Building / enhancing “social networking” and building resilient through consensus

Platform for fostering “sense of belonging” among community members

Promoting sharing of knowledge, experience and collaboration
Road map – preparation and DRM by community and local stakeholders

<table>
<thead>
<tr>
<th>Before</th>
<th>Planning (preparation to manage disaster risk)</th>
<th>During</th>
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</thead>
<tbody>
<tr>
<td>Immediate</td>
<td>Proposed solutions/actions (short term)</td>
<td>Proposed solutions/actions (long term)</td>
</tr>
<tr>
<td>Multi-Hazard</td>
<td>Monitoring of progress:</td>
<td></td>
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<tr>
<td>1 – 3 years</td>
<td>- Problem solutions (4C)</td>
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<tr>
<td>4 – 10 years</td>
<td>- Development &amp; DRR programs</td>
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**RURAL ACTION PLAN (DRR-RELATED)**
- Preparedness
- Response
- Mitigation
- Recovery

**From vulnerable livelihood**
- Becoming more prepared

**Action Plan,** early warning, risk map, evacuation, indicators for monitoring of progress

- Feedback / Review

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WORKSHOP ON THE PREPARATION OF RURAL ACTION PLAN (DRR-FOCUS)
(DUMPIRING ATAS VILLAGE)

25 November 2015 (Dewan 1Malaysia, KBN Kundasang Sabah)
WORKSHOP ON THE PREPARATION OF RURAL ACTION PLAN (DRR-FOCUS) (MESILOU VILLAGE)

25 November 2015 (Dewan 1Malaysia, KBN Kundasang Sabah)
25 November 2015 (Dewan 1Malaysia, KBN Kundasang Sabah)

WORKSHOP ON THE PREPARATION OF RURAL ACTION PLAN (DRR-FOCUS) (KUNDASANG LAMA VILLAGE)
POST PROGRAM ACTIVITY:
Presentation/sharing session/
dissemination of information to:

Delegates (Rombongan Ahli Majlis) from Kangar Municipal Council, Perlis (25/11/2015)
FOCUS GROUP DISCUSSION (FGD) + BRAIN STORMING

- Participation from community and local stakeholders

1. Local leader/committee (JKKK/KRT)
2. Women group
3. Youth (male)
4. Youth (female)
5. Local traders / business associations
6. Religious bodies (masjid, churches)
7. Self-help groups and NGOs
8. Government officers (living in the village- teachers, etc.)

Ideal number of FGD: 15 – 20 people

FGD – listing of issues related to disaster and community actions (during and after); impacts to livelihood (losses); utilisation of local knowledge in DRR; aspiration and proposal for DRR (short and long term)

Khairul Hisyam Kamarudin (2017)
Process

- Identify local needs
- Collect basic data
- Formation of working groups
- Preparing the work plan
- Formulation of the objectives
- Deciding the strategy
- Ensuring feasibility
(i) Identify local needs, particularly of vulnerable families

- The best way to find what people need and what they see as possible solutions to their problems is to ask them directly. This also creates awareness and willingness among the people to take part in any action that will follow.

- But before asking what they want, it is necessary to establish a common ground of understanding with them. There are bound to be conflicting interests within a community. Special skills and sincerity are needed to build consensus.

- It is important to ensure steadfast community support for DRR initiative. Local officials, field workers of voluntary organizations, teachers, women, and retired people, must be involved in the consultations and discussions.
(ii) Collect basic data

- Once local contacts are established, the next step is to collect, with the people’s help, basic data about the community, characteristics of the area, socio-economic status, situation of DRM and other relevant facts.
- The aim is to get a factual baseline picture → will help in setting goals and measuring changes by the DRM project at a later stage.
- Associate with local officials and NGO functionaries in collecting and verifying facts from different sources.
- It is important to respect community ideas and abilities. The focus should be on the community as a whole and seeking its commitment to helping those who are affected by disaster.
- Participatory planning approach is a practical tool for participatory data collection and analysis.
(iii) Formation of working groups

- It is helpful to form working groups that include local officials, to prepare status reports and develop perspectives.

- The aim is to analyse and compare data, draw inferences and identify priority areas for intervention. This is aimed at greater clarity and strengthening of participation of local people, by giving greater local planning responsibility and establishment of good working relationship between technical planning experts and the local people. Importance is to be given to detailed specification of the roles of participant individuals, groups and committees in carrying out the tasks.

- Conflicts and disagreements may arise in the process, which are not in themselves a negative factor, but have to be properly resolved and managed at every stage of decision-making.
(iv) **Formulation of the objectives**

- The first step in participatory local planning is to define precisely what specific objectives are to be achieved, which should be stated in concrete terms, e.g. reducing 1) risk to vulnerable/poor/identified households, 2) economic losses and 3) communication barriers during and after disaster.

- The objective may not always be quantifiable, particularly when it involves attitudinal changes. Its still helps to be as specific as possible so that people can see how much change has taken place.
(v) **Deciding the strategy**

- This is the most difficult part of participatory local planning as it involves assessing and mobilizing needed resources and choosing the planning methods. It is important to specify: a) resources that are locally available and those needed from outside. (people with skills, funds, raw material inputs, etc.); b) if resources are available when needed; and c) who should be approached, who will approach and with whose help to secure these.

- Consider alternative local planning methods and approaches such as (i) whether to contract a job to private individuals or to do it on a cooperative basis; ii) whether to focus on several small household-based units or one big unit; and iii) whether to train local people as trainers for the jobs or to hire trained personnel from outside.

- Once a course of action is chosen, it should be explained and specified in clear terms to avoid confusion and misunderstanding among the local stakeholders.
(vi) Ensuring feasibility

- The working groups at this point should consider whether the objectives are realistic. It is important to ensure that: i) assumptions and stipulations regarding the availability of resources, managerial competence and technical expertise are realistic; ii) proposed DRR activities are economically and socially viable; and iii) local capacities can absorb the expected outputs.

- It is important to identify potential project beneficiaries/target groups and check how the benefits would flow to them.
(vii) Preparing the work plan

- This is a blueprint for decentralized DRM project management drawn up by the project implementation committee, specifying the ‘what, who, when and how’ of local project implementation (+ timeframe).

- The work plan should contain the following information in simple tabular form: (i) all DRM activities for implementation of the project; (ii) names(s) of the person(s) & agencies that responsible for each activity; (iii) starting and completion time for each activity; and (iv) cost estimation to carry out the activities.

- It should also define the outputs expected from each activity to measure performance during implementation or on completion of the project, for effective monitoring and evaluation.
Project work (name of DRR/economic activities) – short and long term

<table>
<thead>
<tr>
<th>Name of the activity</th>
<th>Name(s) of the persons responsible</th>
<th>Time Schedule</th>
<th>Resources required (money, material, manpower)</th>
<th>Checking for acceptance, availability</th>
</tr>
</thead>
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# Budget format

<table>
<thead>
<tr>
<th>Budget format</th>
<th>Cost</th>
<th>Sources of funds</th>
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<tbody>
<tr>
<td></td>
<td>1\textsuperscript{st} Year</td>
<td>2\textsuperscript{nd} Year</td>
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<td>Material</td>
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<td>Equipment</td>
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<td>Travel</td>
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<td>Training</td>
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<td>Official</td>
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<tr>
<td>Others</td>
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</tbody>
</table>

[http://www.fao.org/docrep/006/ad346e/ad346e06.htm](http://www.fao.org/docrep/006/ad346e/ad346e06.htm)
Content of RAP report: (DRR-Focused)

1. Introduction
2. History and background of village
3. Organisational and management
4. Village profile – economic, social, physical and environment status
5. Current development/DRR issues
6. Potentials of village (simple SWOT)
7. Vision, mission and objectives (resilient community)
8. Proposals (for problem solution) – short and long term stage
9. Detail: proposal for achieving the objectives
Follow-up......

Interview/in-depth interview (Head of JKKK & village)

• History of village (origin)
• Organisational chart – local management practices
• Land use, economy background
• Socio-cultural activities
• Amenities / physical
• Experience in facing disasters
• Actions/measures taken in dealing with disasters
Note: Full reports are not available for viewing
Thank you

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