

World Vision, Inc.

Madura Temporary Shelter Program

Final Report

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I. Executive Summary

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Program Title: Madura Temporary Shelter Program
Grant No. 497-G-00-01-00032-00
Country/Region: Indonesia/ Madura Island, East Java
Disaster/Hazard: Ethnic Conflict in Central Kalimantan
Time period covered by this report: August 12, 2002 to July 12, 2003

The violent conflict between Dayak and Madurese has built up since 1983. Many landless peasants from Java and the island of Madura (south-east of Java) moved to West Kalimantan as part of a government-sponsored resettlement program which offered free land, housing and food aid. Tensions between the Dayak, who make up 40 per cent of West Kalimantan's population, and the Madurese have been fueled by fears that the migrants will take away land and jobs from the indigenous people. Dayak communities have been dispossessed as outsiders in government-supported resettlements, urban development, and large-scale commercial enterprise schemes have overtaken their traditional forestlands.

Initially, Indonesian authorities tried to represent the violence in West Kalimantan as a conflict between two hotheaded ethnic groups. It is normal for Madurese men (popularly believed to be quick to take offence) to carry knives, while accounts of the Dayak make much of their former reputation as headhunters. Reports also blamed on religious differences between these communities: The settlers from Java and Madura are largely Muslim in contrast to the predominantly Christian or animist Dayak. These simplistic explanations ignore the complex history of conflict in this area and deliberately downplay the role of transmigration. Waves of immigration over the centuries have brought to the region Chinese, Indian, and Malay peoples attracted by the region's mineral wealth and trading opportunities. This immigration, along with the government program to resettle people from densely populated Madura to less populated outer islands, has resulted in the Dayak community making up only 40% of the population in Kalimantan.

Violence between the Dayak and Madurese has occurred repeatedly in West Kalimantan -- eight times in the last two decades. In late 2000 and early 2001, this distrust erupted into violent clashes in Central Kalimantan. Thousands of Madurese settlers were killed. The survivors were forced to flee from their homes in and around Sampit. For many, Kalimantan was the only home they knew. An estimated 140,000 displaced people went to Madura. These Madurese Internally Displaced People (IDPs) now live in shelters, camps, barracks, and over “90% of them have moved in with relatives, either into the house or in a separate house on the same property¹”.

Since the violent clashes, the situation in Sampit, Central Kalimantan has calmed down. However, a World Bank report on situation analysis of Central Kalimantan notes that the situation in the area not yet stable enough for the IDPs to return and will not be for quite some time. The Dayak are still hesitant to accept the Madurese. At the same time, the current living situations of IDPs are inadequate. Therefore, there is a need to address the temporary housing needs of the IDPs living in Madura.

In the Sampang district of Madura, the government of Indonesia has begun to address the housing need. The Department of Resettlement and Regional Infrastructure, the Gulf Pertamina government oil company, and the President’s Assistance fund together have built a total of 368 structures (Data from Dinas PU Cipta Daerah Sampang – Department of Resettlement and Regional Infrastructure East Java Province). However, there are an estimated 15,000 IDP families resettled on Madura Island, with 70% of IDPs living in Sampang district alone. Therefore, many more than 368 households need appropriate shelters.

In the last few months, World Vision has collected information on host family unwillingness or incapacity to accommodate the IDPs. Meanwhile, the government plans of repatriating the IDPs back to Central Kalimantan remain uncertain since the Dayak are unwilling to accept Madurese back into the area. This situation has led the IDPs to find temporary shelter. The goal of the Madura Temporary Shelter Program (MTSP) is to improve the household living standards and conditions through the distribution of essential roofing kits and vertical structure materials to 2,150 Madurese families. The project objective is to provide essential roofing kits and vertical structure materials to families.

The target populations of the project are Madurese IDPs located in 4 subdistricts in Sampang district: (1) Bayuates, (2) Ketapang, (3) Robatal, and (4) Kedundung. Accomplishments during the project period include:

- ❖ Distribution of 2,150 tool kits, and 2,150 roofing packets and vertical structure material to targeted beneficiaries in 4 sub districts
- ❖ Over 91% [1965] of households that received roofing kits and vertical structures use the materials to build their temporary shelters.

II. Program Overview

¹ WFP Household Survey, “*Central Kalimantan IDPs in Madura: The IDP Survey and the Kabupaten Sampang Sample*”, 2001

A. Program Goal and Objective

Goal: To improve the household living standards and conditions through the distribution of essential roofing kits and vertical structure materials to 2,150 Madurese families

Objective: To provide essential roofing kits and vertical structure materials to families.

The distribution of roofing kits and vertical structure materials to 2.150 HH Madurese IDPs was conducted in two period:

1. February to May, 2003 to 2,000 HH
2. July 3 to July 8, 2003 to 150 HH

To compliment the roofing and vertical structure materials , the MTSP program also distributed nails, a hammer, and a saw to each targeted household. Between October 2002 and July 2003, a total of 2,687.50 kg of 5 cm nails, 1,614 kg of 7 cm nails, 1,094.50 kg of 10 cm nails, 2,156 hammers, and 2,152 saws were distributed to 2,150 HH in Robatal, Kedundung, Ketapang, and Banyuates.

B. Profile of Targeted Population and Critical Needs

The targeted locations of MTSP beneficiaries are (1) Banyuates, (2) Ketapang, (3) Robatal, and (4) Kedundung subdistricts. In July to August 2001, World Vision conducted household survey in 21,000 IDP HH in these subdistricts. The survey showed :

Shelter Status	Shelter Type				
	Barrack %	House %	Tent/Non Permanent House %	Other %	N/A %
Banyuates subdistrict					
Shared Accommodation	0.03	0.08	-	-	0.08
Host family	-	93.82	0.03	0.51	1.22
Private	-	3.87	-	0.03	0.08
Rent	-	0.20	-	-	-
NA	-	0.05	-	-	0.03
Kedundung subdistrict					
Shared Accommodation	-	9.04	-	-	1.35
Host family	-	71.54	2.93	0.08	3.57
Private	0.75	5.15	-	0.04	4.64
Rent	0.04	0.04	-	-	-
N/A	-	0.79	-	-	0.04

Ketapang subdistrict					
Shared Accommodation	0.17	1.67	-	-	-
Host family	-	89.37	2.26	-	1.01
Private	0.03	4.63	0.14	-	-
Rent	-	0.24	0.07	-	-
N/A	-	0.38	-	-	-
Robatal subdistrict					
Shared Accommodation	0.20	3.37	0.11	0.02	0.11
Host family	-	86.83	0.42	0.02	4.26
Private	-	2.97	0.02	-	1.00
Rent	-	0.16	-	-	0.02
N/A	0.04	0.31	-	-	0.11

The survey results indicate that many IDPs stayed with host families with a minimum of 3 families in one house. Therefore, World Vision decided to provide temporary shelter to the most needy IDPs, based on criteria developed by the IDPs themselves. The Participatory Learning & Action (PLA) Survey was conducted in October 2002 to identify not only beneficiary criteria but also appropriate housing materials for distribution.

C. Geographic Locations

(please see the separate documents)

Location	HH	# groups
1.Banyuates	424 KK	69
2.Kedundung	452 KK	51
3.Ketapang	591 KK	81
4.Robatal	683 KK	82
Total	2,150 KK	

III. Program Performance

Goal: To improve the household living standards and conditions through the distribution of essential roofing kits and vertical structure materials to 2,150 Madurese families

Objective: To provide essential roofing kits and vertical structure materials to families.

Activities:

- ❖ Select families based on the level of need
- ❖ Procure and ship materials to Madura.
- ❖ Distribute materials to 2,150 vulnerable families
- ❖ Monitoring the temporary shelter building process

Accomplishments:

The beneficiary selection and type of commodities provided were conducted through PLA which involved the local village government and religious leaders in the selected area for operation. First, the socialization of PLA was conducted in four subdistricts and attended by the sub district head and village heads in each sub district. Second, after socializing it with the local government and religious leaders, the team designed an action plan for the implementation of the PLA.

Action 1: Socialization of temporary shelter program to the community

The field monitor socialized the temporary shelter program to the community within each village in each of sub districts to give clear understanding of the objectives and method of the program. The questions of why, where, what, when, with whom, by whom and program operation were discussed. Two main themes were raised during the socialization process (1) community problems and resources, and (2) the reasoning behind the mandatory community contribution towards the temporary shelters.

Action 2: Village mapping

The aims of the village mapping exercise were to (1) collect data on where IDPs lived within the villages, (2) find appropriate land to be used for the temporary shelters, and (3) have the community to describe and explain the problems and resources in the area.

Action 3: Develop criteria for beneficiaries selection

The discussion was held within the community meeting to involve them in developing the program’s beneficiary criteria.

Based on the aforementioned methods, the beneficiary criteria and recommended materials for the temporary shelter were provided. However during the socialization of PLA, the team found out that some of the IDPs in some villages were “assisted” by the local government in fulfilling or voicing their needs of the type of shelter materials. Naturally, we decided not to include these IDPs in the involvement of the PLA survey. The recommendation of supported commodities for the temporary shelter based on the PLA survey were:

<i>Material</i>	<i>Unit</i>	<i>Specification</i>	<i>Quantity (per HH)</i>
Clay Tiles	pcs	23x12 cm	1560
Timber Column	Pieces	4m/ 8x12 cm	6
Timber Column	Pieces	4m/ 6x10 cm	13
Timber Column	Pieces	4m/ 4x6 cm	22
Timber Column	Pieces	4m/ 2x3 cm	46
Nails	Kg	Iron	2.5
Hammer	Pieces	Wood / steel	1
Saw	Pieces		1
Clay Tiles for Cover	Meter	30x18	20

In the community discussions, WV encouraged the community members to list and develop the criteria for program beneficiaries. The following is a summary of that discussion:

1. Living in a house of poor condition with another family
2. Do not have any family relationship with the host family they are living with
3. Number of families living in one house is more than three families (approximately fifteen people)
4. Jobless or do not have steady income
5. Economically poor

According to the criteria in each subdistrict, the following number of beneficiaries were selected:

Sub District	Total	Potential Beneficiaries			
		Selected		Not Selected	
Banyuates	1,305	417	31.95%	888	68.05%
Kedundung	1,437	340	23.66%	1,097	76.34%
Ketapang	1,632	579	35.48%	1,053	64.52%
Robatal	1,818	664	36.52%	1,154	63.48%
	6,192	2,000	32.30%	4,192	67.70%

Originally the MTSP ended on May 12, 2003 with a total of 2,000 IDPs beneficiary households. However, due to: (1) the slow down of the program progress as the result of fasting, Idul Fitri holiday, and the rainy season, and (2) the remaining temporary shelter supply budget, WV requested to extend the program to July 12, 2003 to assist an additional 150 IDPhouseholds at no additional cost. The additional beneficiaries were selected identified in the PLA (please see the above table). With the no-cost extension, the total number of targeted beneficiaries of MTSP over the life of the grant is as follows

Sub Districts	# of beneficiaries
Banyuates	424 KK
Kedundung	452 KK
Ketapang	591 KK
Robatal	683 KK
Total	2,150 KK

The construction of temporary shelters was conducted in groups. Each group consist edof 6 to 10 HH with one person in charge as the group leader. The group leaders were responsible for the completeness of the constructed temporary shelters. The group also assisted its members with administration matters, such as proposal development and statement letter asking permission of the landlord to use his/her land to build a temporary shelter. It was expected by using this method the solidarity within the IDPs would strengthen and possibly increase awareness of the local community in accepting the IDPs as part of their community. As soon as the group was formed, group leader was chosen, and administrative matters were settled, then the team was ready to conduct distribution.

During the project implementation, the team continuously monitored the progress of temporary shelter development, so we may actually see whether the assistance given was useful and eased the IDPs shelter burden. The attached document provides details on program progress.



"Progress monitoring
result.xls"

Prior to the closing of Madura Temporary Shelter Program (MTSP), the MTSP team with technical staff from the national office conducted a small scale survey in June 2003 on household resilience in the four subdistricts with an intention to have a portrait of the community, IDPs and locals, after all sides had adjusted to the situation. The brief survey report is provided in the attached document.



"Madura Assessment
Brief Report (soraya)"

IV. Problems

One problem that the team faced during the implementation of MTSP was the difficulty of IDPs providing plaited bamboo for their house walls. The IDPs were burdened with the fact that they have to take part in "equipping" their shelter by providing walls. Some of them said it was impossible since they did not have enough money to support it, but others were very enthusiastic regardless of their out of pocket expense on bamboo. During the field monitoring, the team found a number of local community were actually willing to help their IDPs neighbours by providing the plaited bamboo.

A second challenge experienced by the MTSP team was beneficiary enthusiasm. Since the majority of IDPs still intend to return to Sambas, west Kalimantan, to claim their land and other properties, many were not enthusiastic about the temporary measure. Their lack of enthusiasm about staying on Madura made them less willing to participate in the MTSP.

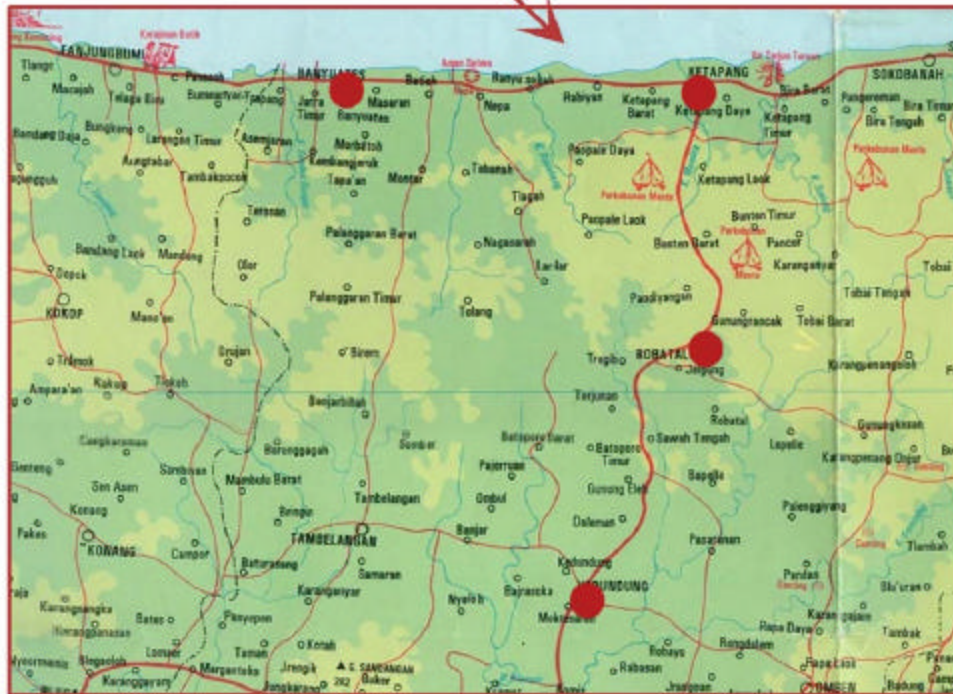
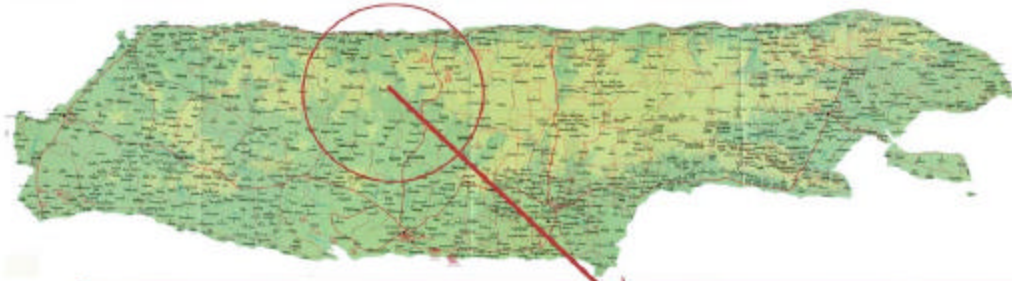
V. Commodity Report

The complete distribution and recipient commodity report for the Madura Temporary Shelter Program is provided in the attached document



Consolidated-MTSP.xls

VI. Finance Report





The PLA survey



The standing of vertical structure



Tiles distribution



Temporary shelter with vertical structure and roof



The complete temporary shelter with plaited bamboo walls



Roofing kits distribution



Household survey on the closing of MTSP