REHABILITATION and RECONSTRUCTION PLAN for LIBRARIES and DOCUMENTATION CENTERS in the PROVINCE of ACEH

Dady P. Rachmananta
National Library of Indonesia

BACKGROUND

In the morning of 26 December 2004, an undersea earthquake struck off the northernmost part of the Indonesian island of Sumatra, spawned tsunamis and wreaked havoc along much of the rim of the Indian Ocean. Particularly hard-hit on the island were the northwestern coast of the Province of Aceh and some parts of the North Sumatra province. Around 150,000 people fell victim, either killed or missing, tens of thousands injured and hundreds of thousands were made homeless. It caused devastating damage to the infrastructures, human life and property as well as the state and cultural assets. The Indonesian government has proclaimed the devastation as a national disaster, the worst ever to hit the country. On 28 March 2005, another quake measuring 8.2 on the Richter scale occurred again with the epicenter in Simeuleu and Nias Island, North Sumatra province. In the months that followed, a number of aftershocks still struck even though they did not bring about significant damages.

Teaching and learning process came to a halt as educational facilities were damaged and teaching staff were either killed, injured or missing in the catastrophe. The cataclysm has brought about a distressing traumatic experience to the affected people. To prevail over the damage caused by the disaster, particularly in the field of education and library, the National Development Planning Board together with a score of central government agencies and the provincial government of Aceh, universities, non-governmental organizations, public figures and international agencies on bilateral as well as multilateral basis, have prepared a rehabilitation and reconstruction plan of the region in the province of Aceh and Nias Island, North Sumatra province, among others, in the fields of health, education, and social welfare, including library and documentation center.

The National Library of Indonesia was called upon to plan a post-disaster rehabilitation and reconstruction of various types of library in the province. Based on the main duties and functions of the National Library, and also responding at the request from the Parliament, National Development Planning Board (BAPPENAS), and from the Coordinating Minister of Social Welfare plus other parties from domestic and abroad, the National Library carried out an expedition to Aceh. The main objective of this mission was to observe and report on the prevailing situation and condition of various libraries and documentation centers in and around Banda Aceh (the capital city of Aceh).

SCOPE

The Rehabilitation and Reconstruction Plan which covers the library field, especially public and school libraries, has the following description:

a. to expand and spread a range of library service for all of the population and school-age people (Libraries for All), in the endeavor to support nine-year
compulsory education within the framework of life-long education, including
the promotion of reading habit and interest;
b. to increase educational quality and relevance through the enhancement of
library service and its relevance to the regional as well as national
development, including through development of library with international
standard; collection development to match with local needs; increasing the
number, quality and professionalism of library staff; and,
c. to strengthen library service management through development of library
system, ensuring its implementation in all paths, kinds and levels of education,
including family and public education; revitalization of library institutions in
the levels of province and municipality; allocation of adequate and sustainable
budget for library; implementation of socialization and advocacy on the
importance of library as fundamental rights, investment and assets; and
promotion of public participation.

POLICY AND STRATEGY

The policy to be adopted includes among others: (a) to organize library emergency
service for the general public and affected school students; (b) to expand and to
distribute the range of library service for all segments of the population and for
school-age group (Education for All), especially the wide spread implementation of
nine-year compulsory education in the framework of life-long education, including
the promotion of reading habit and interest; (c) to enhance library quality; and (d) to
strengthen library service management.

The strategy to be taken in the field of library embraces: (a) facilitation of library
service in temporary settlement areas during emergency immediate response period,
for example by operating mobile libraries; (b) rehabilitation of library facilities with
priority given to inhabited areas; (c) reconstruction of destroyed library facilities in
desolated areas to be undertaken after the area is inhabited again and by taking into
account the existing number of population and students; (d) consideration to the
accessibility needs of the population and students; (e) replacement of killed or missing
librarians / library staff by recruiting volunteers or bringing volunteers from other
regions; (f) mobilization of resources and empowerment of all potency of the
government, general public and private sector; (g) strengthening inter-program and
inter-sectoral cooperation networking; and (h) implementing principles of good
governance that includes transparency, accountability, and participation.

Additionally, in the field of science and technology, the policy and strategy to be
taken involve among others: (a) promoting public knowledge, consciousness and
readiness in the prevention of disaster, particularly earthquake and tsunami, taking
also into account the various local wisdoms; (b) establishing an early warning system;
(c) utilizing appropriate technology in supporting social, economic, cultural, health,
educational and library environment.

ASSESSMENT OF DAMAGES AND LOSS

Up to 2 February 2005, the number of damaged educational institutions was estimated
to reach around 1,755, comprising school, *madrasah* (Islamic school), and university,
or around 23.3% of the total number of educational institutions prior to the disaster.
The number of damaged non-formal educational institutions totals 2,206, comprising
pre-education (PADU), public learning activity center (PKBM), course institution,
and Alquran teaching centers (TPA). Besides, damages also occurred to 174 units of *pesantren* or Islamic boarding school (see Table 1).

The above figure differs from the initial amount of 1,962 schools/madrasah in Aceh and 104 schools/madrasah in Nias that was calculated based on the estimate of regional damage, the number of which was obtained from the Ministry of Home Affairs. In addition to the damages to the educational units, the disaster also destroyed supporting structures and infrastructures in the levels of province as well as of regencies or municipalities, such as the Institute for Educational Quality Control (LPMP) and Learning Activities Centers (SKB), official residences of teachers / school principals and school attendants. The damages occurred not only to the buildings but also to furnishings and equipments. Besides, inventories including library collection were also damaged or totally destroyed. However, destruction caused by such natural or manmade disaster can actually be prevented if the parties concerned have prepared themselves for such emergency. In other words, a design for a disaster preparedness plan should be programmed.

Meanwhile, the number of teachers and other educational staff who were killed during the disaster is approximately 2,500 persons. The disaster also killed 40,900 school and university students. Around 3,000 teachers and staff lost their properties and possession, 46,000 students were forced to take refuge, and the study and teaching of approximately 150,000 students of all levels was disrupted.

*Table 1* Damages occurring to educational institutions due to natural disaster in Aceh

<table>
<thead>
<tr>
<th>No.</th>
<th>Levels of education</th>
<th>Pre-Disaster</th>
<th>Post-Disaster</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Destroyed</td>
<td>Medium damaged</td>
</tr>
<tr>
<td>1</td>
<td>Kindergarten/RA</td>
<td>823</td>
<td>102</td>
</tr>
<tr>
<td>2</td>
<td>Elementary schools/MI</td>
<td>5,061</td>
<td>930</td>
</tr>
<tr>
<td>3</td>
<td>Junior high schools/MTs</td>
<td>1,062</td>
<td>228</td>
</tr>
<tr>
<td>4</td>
<td>Senior high schools / Vocational high schools / MA</td>
<td>572</td>
<td>120</td>
</tr>
<tr>
<td>5</td>
<td>University</td>
<td>NA</td>
<td>17</td>
</tr>
<tr>
<td>6</td>
<td>SLB</td>
<td>10</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>Sub-Total</td>
<td>7,528</td>
<td>1,399</td>
</tr>
<tr>
<td>7</td>
<td>PADU Institution</td>
<td>NA</td>
<td>27</td>
</tr>
<tr>
<td>8</td>
<td>PKBM + TBM</td>
<td>NA</td>
<td>49</td>
</tr>
<tr>
<td>9</td>
<td>Course institution</td>
<td>NA</td>
<td>9</td>
</tr>
<tr>
<td>10</td>
<td><em>Madrasah Diniyah</em></td>
<td>201</td>
<td>59</td>
</tr>
<tr>
<td>11</td>
<td><em>Pesantren</em></td>
<td>877</td>
<td>174</td>
</tr>
<tr>
<td>12</td>
<td>TPQ</td>
<td>NA</td>
<td>936</td>
</tr>
<tr>
<td>13</td>
<td>SKB</td>
<td>NA</td>
<td>11</td>
</tr>
<tr>
<td>14</td>
<td>BPKB</td>
<td>NA</td>
<td>1</td>
</tr>
<tr>
<td>15</td>
<td>MPD</td>
<td>22</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Sub-Total</td>
<td>1,270</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>GRAND TOTAL</td>
<td>2,669</td>
<td>12</td>
</tr>
</tbody>
</table>

Open seminar on the documentary heritage damaged by the Indian Ocean Tsunami / National Diet Library, Tokyo / December 6, 2005
EFFORTS ALREADY TAKEN AND ARE STILL UNDERWAY

To ensure the operation of library service in public libraries, school libraries and university libraries, the government together with a number of local and foreign institutions and NGO’s, have already provided library emergency facilities and reading materials, including 2,400 units of camps. Particularly with regard to Regional Library Agency (BPD) of Aceh, the Sampoerna Foundation contributed to the repair and renovation of damaged facilities, such as the building, furniture, electronic equipment, etc. The book collection was assisted by the National Library of Australia (through the Embassy of Australia in Jakarta), National Library of Malaysia (PNM), National Library of Singapore (NLB), Indonesian Publishers’ Association (IKAPI), and the National Library of Indonesia.

In order to guarantee the even distribution of library service to schools and temporary settlement areas, the National Library of Indonesia provided mobile libraries to be operated by BPD Aceh (two units) in the region of capital city Banda Aceh, and the public library of the city of Lhokseumawe (one unit). Several other parties have also promised to donate books and other needed facilities to rebuild the library system in Aceh. Meanwhile, the process of inventory taking of damages to libraries outside Banda Aceh are still underway.

PLANNED ACTIVITIES

1. to develop a library system and to ensure its implementation in all types and levels of library, including community library and Community Reading Centers (TBM);
2. to enhance library service quality and to step up its relevance to the regional and national development;
3. to expand opportunity to achieve library service for all segments of the population and school-age children (Libraries for All) and learning opportunity for the public within the framework of life-long education;
4. to develop collection that is relevant to active, creative and effective learning and is kept in line with local requirement.
5. to increase the number, quality and professionalism of library staff covering librarian, teacher, tutor, and library observers (friends of the libraries), including promotion of the role of librarian professional organization (Indonesian Library Association / IPI) in providing qualified library staff;
6. to step up the welfare and legal protection of library staff;
7. to develop educational and training program for prospective library managers dwelling in remote areas;
8. to promote public and business world participation in library and revitalization of family as an informal education institution;
9. to undertake rehabilitation, reconstruction and construction of library facilities and infrastructures supported by provision of reading materials, library equipment and development of information and communication technology, and to increase the efficiency of resources sharing among libraries;
10. to undertake guidance and counseling for library staff to help them relieve the traumatic experience of the disaster, including to develop a model of trauma counseling by means of religious and cultural approaches;
11. to undertake revitalization of library institutions including educational services and regional offices of the Ministry of Religious Affairs at the provincial and regional levels;
12. to allocate adequate and sustainable budget for library;
13. to undertake socialization and advocacy on the importance of library as the fundamental rights, investment and assets;
14. to promote public empowerment in order to be able to play the active role in the establishment of quality and sustainable library and public reading centers and the like in their respective areas;
15. to restructure and to increase the performance of library organization including research and development, and continuing library and information system; and,
16. to prepare continuing assessment, monitoring and evaluation.

SOME PRINCIPLES

Generally speaking, the rehabilitation and reconstruction works in the library field are supposed to be undertaken based on the following principles:

a. **People-centered.** The efforts to re-provide library services should be responsive to the public and students’ demand. Post-disaster recovery strategy shall explicitly take into account the public welfare and shall not ignore the need of the community for a special attention.

b. **Constitute a part of the development plan of national and regional library system.** Besides having to respond to the emergency condition, the strategy of library development in the disaster-affected areas shall be based on the national and regional policy in order to ensure sustainable development.

c. **Refer to good experiences and examples.** It emphasizes in the handling of education and its relevant aspects in the aftermath of previous disasters occurring in the Banda Aceh vicinity as well as in other areas.

d. **Focus on efficiency and accountability.** Accountability and transparency constitute a key factor that should be uphold to make certain the efficiency of post-disaster rehabilitation and reconstruction execution with an accountable expenses and without unnecessary costs.

e. **Devoid of discrimination.** The provision of library services should ascertain equal opportunity to all groups of the community without any discrimination in accessing information. Some of the guidelines to be observed are:

- lack of documents, e.g. ID, diploma, school report, record of domicile, or birth certificate, shall not limit any individual to become a member of library
- age limitation and social, religious, racial and ethnic discrimination are not tolerable
- to encourage school drop-outs to exploit the library as a means of non-formal education;
- to give more attention to less fortunate children and vulnerable groups.

STAGES

a. **Emergency response stage.** It is aimed at ensuring the reopening of library services to the disaster-affected general public and students. The activities include the creation of emergency library in camps as well as operation of mobile libraries; cleaning up of library buildings so as to be able to be re-functioned; temporary recruitment of librarians / library staff, including the utilization of volunteers; provision of reading materials and other educational
facilities; guidance and counseling given to the general public, school students, and library staff to help ease their traumatic experience.

b. **Rehabilitation stage.** This phase verifies the re-functioning of library facilities in providing library services, among others via the rebuilding of library system in accordance with the needs of the served community and school students after the disaster; recruitment and training of library staff, especially for replacing the library staff who were killed by or missing; and supply of reading materials. Specially for the Province of Aceh, it covers also the renovation of damaged library facilities due to armed conflict in several regencies and to flood in the Aceh Tamiang regency.

c. **Reconstruction stage.** This particular period looks forward to setting up the fulfillment of the minimum standard of library services and their expansion in accordance with the increase of the population through the delivery of quality reading material that is relevant to local needs; and development of a continuing library and information system (see Table 2).

**INDICATORS OF SUCCESS**

The success indicators of the rehabilitation and reconstruction in the field of library shall be:

1. **Emergency response stage**
   a. Disaster-affected members of the community and school students are able to enjoy library services
   b. Library emergency services’ facilities and infrastructures can function properly
   c. Temporary librarians and staff as well as volunteers are available in required number
   d. Operational budget for library services is adequate and sustainable
   e. Appropriate and relevant reading materials are on hand

2. **Rehabilitation stage**
   a. Damaged library facilities and infrastructures can function again
   b. Availability of librarians / library staff as necessary
   c. Education and training for librarians / library staff can be achieved
   d. Improved consolidation and coordination of library system at the central, provincial, regional/municipal levels

3. **Reconstruction stage**
   a. Damaged library facilities and infrastructures can function again
   b. Role of library at each level of education by the year 2009 shows potential compared to pre-disaster period
   c. Improved library system at the provincial and regional/municipal levels
   d. Greater responsibility of librarian professional organization
   e. Establishment of library and information system
   f. Revitalization of community reading centers and libraries at places of worship for conducting religious and social activities and education
   g. Increased reading habit and interest on the part of the general public and school students

*Table 2* Summary of the rehabilitation and reconstruction process of libraries in Aceh
<table>
<thead>
<tr>
<th>No.</th>
<th>Description</th>
<th>Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Name of program</td>
<td>Increasing reading habit and interest and development of library</td>
</tr>
<tr>
<td>2</td>
<td>Name of activities</td>
<td>Increasing of reading habit and development of library</td>
</tr>
<tr>
<td>3</td>
<td>Targets</td>
<td>• Availability of facilities and infrastructures</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Increased reading habit among community members and school students</td>
</tr>
<tr>
<td>4</td>
<td>Target group</td>
<td>School students and members of community</td>
</tr>
<tr>
<td>5</td>
<td>Location</td>
<td>Emergency response and rehabilitation stages are focused in disaster affected locations, whereas reconstruction stage is carried out in all regencies in the Province of Aceh, and in the Riau Regency and South Riau, the Province of North Sumatra.</td>
</tr>
<tr>
<td>6</td>
<td>Scope of activity</td>
<td>Procurement of facilities and infrastructures of library and community reading centers (TBM)</td>
</tr>
<tr>
<td>7</td>
<td>Indicator of success</td>
<td>• Availability of facilities and infrastructures</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Increased reading habits among community members and school students</td>
</tr>
<tr>
<td>8</td>
<td>Time schedule</td>
<td>Emergency response stage: January – June 2005</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Rehabilitation stage: July 2005 – December 2006</td>
</tr>
<tr>
<td>9</td>
<td>Relation with other programs</td>
<td>• Working Group I (Zoning)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Working Group II (Institution system)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Working Group III (Funding)</td>
</tr>
<tr>
<td>11</td>
<td>Estimated cost</td>
<td>Rp 50,000 million (US$ 5 million)</td>
</tr>
<tr>
<td>12</td>
<td>Financial resources</td>
<td>The state budget (APBN), regional budget (APBD), contributions from the community, private sector as well as foreign assistance in the form of grants / loans</td>
</tr>
</tbody>
</table>

**MECHANISM OF EXECUTION**

The rehabilitation and reconstruction of the region and community of Aceh and Nias island, North Sumatra, will be executed through the following basic principles:

1. Integration in the processes of planning, execution, monitoring and evaluation by all related parties, namely: central government, provincial government, regional / municipal administration, universities, public figures, non-governmental organizations, donor organizations, and private sector
2. Incorporation in the financing, between state budget, provincial budget, regional / municipal budget, foreign assistance in the form of grants / loan, and contribution from the private sector
3. Involvement of the general public in the execution of rehabilitation and reconstruction works
4. Application of the principles of transparency and accountability
5. Provision of educational and library service shall take into account the condition of local demography.

ASSESSMENT, MONITORING AND EVALUATION

The activities of assessment, monitoring, and evaluation will be carried out intensively and continuously starting from the emergency response stage up to reconstruction stage in order to be able to response in case of change in the requirements, using the following principles:

a. Need assessment
   Considering the existing dynamic condition, assessment of educational and library need for stricken community is carried out on a regular and continued basis to make certain that the activity is in line with the need.

b. Monitoring
   • to develop a monitoring system that is capable of detecting and overcoming every kind of deviation as early as possible
   • to carry out monitoring involving the community, including the children, parents, and disaster victims
   • to regularly improve the monitoring and data base system to see the latest trend and the need of decision making
   • to provide information on changes of data and other information regularly for decision makers
   • to adjust program as long as required based on the result of the conducted monitoring

c. Evaluation
   • to conduct evaluation on policy, program and impacts quantitatively as well as qualitatively to describe the total impact of intervention
   • to involve all parties including central government and regional government, teachers, students, and the public in general, including marginal people
   • to collect information in a transparent and impartial way from all related parties, including disaster-victim community and parties from other related sectors
   • to disseminate good experience and model in the regional level, national and international as a type of learning process in handling similar problems and situation

CONCLUSION

The Province of Aceh, particularly the north and northwestern side, suffered a direct hit from the earthquake and the ensuing tsunami. A large number of the population were either killed, missing or injured, and many cultural infrastructures were damaged, some beyond repair.

1. Other types of library and documentation centers were also badly damaged.
2. The Aceh Provincial Library (BPD) endured damages to its building and infrastructure and experienced a near total loss of its collection.
3. BPD suffers the loss of 23 personnel, including its director and his family who are still missing.
4. The Director of the National Library made a courtesy call to the Acting Governor of Aceh to discuss matters relating to the rehabilitation and reconstruction of the library system in the province.

5. The National Library is committed to help various types of library that are demolished, including in the form of assisting two units of fully-equipped mobile library to BPD (and to other public libraries to follow).

6. The Director of the National Library also met with other interested parties, discussing ways to give support to BPD and other libraries.

RECOMMENDATION

1. To send units of fully-equipped mobile library to the Province of Aceh.

2. To provide reading materials to BPD, school libraries, and the Grand Mosque library in Banda Aceh as soon as possible.

3. To conduct a coordination meeting with other institutions both internally as well as externally to discuss library issues on the situation and condition.

4. To follow up on the discussion with the Acting Governor of Aceh and the possible assistance from other parties, local and foreign as well.

5. To immediately prepare a (shopping) list of what’s needed to rehabilitate BPD and other libraries and documentation centers in Banda Aceh and other affected areas.

6. To restore and conserve Aceh’s history and heritage by providing copies of Aceh literature and historic documents to replace the originals that were damaged or missing from their institutions, e.g. Aceh Documentation and Information Center (PDIA) and Arts Research and Traditional Values Division (BKSNT).

7. To reestablish contact with other libraries, especially public and school libraries, in the outlying districts which are still unaccessible by land.

8. BPD to act as liaison between the National Library and the provincial government and other institutions in Aceh, including foreign counterparts.

9. To propose a program for disaster preparedness plan to alert and make aware all parties concerned, including the policy makers.