

Stakeholders in Post Disaster Housing Reconstruction (PDHR): Meaning, Classification, and Benefits

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Abstract: *Disaster, whether natural or human-made or hybrid are leaving indelible marks on humankind more often than what was experienced in the past and losses of both physical and financial possessions from these disasters, is extremely on the high side. Each time it occurs, it devastates the built environment and claims people live in significant numbers, leaving the victims in the affected locations in psychological trauma. Hence, the dire need for reconstruction surfaced and leaving room for an opportunity to build back better. This review paper focuses on the meaning, classification and benefits of Stakeholders of PDHR with emphasis on community involvement. As stakeholders' contributions to disaster recovery projects with a focus on three qualities, namely; power, legitimacy and urgency have fundamental outcomes on the objectives of PDHR projects. The paper believes that, for a successful project where targeted objectives in pertinent with cost, time, performance, quality and satisfaction are to be obtained, adequate representation of stakeholders (affected communities or beneficiaries) is non-negotiable as this will offer more resilient communities better than the disaster met them. It recommends current research should concentrate more on community participation practices; in its true letter in spirit, and their impacts, as this will break forth light in the nearest future thereby encouraging sustainability of post-disaster recovery projects where all stakeholders will have value for their contributions of knowledge and resources.*

Keywords— Disaster impact; Post disaster housing reconstruction; Stakeholders; Project Performance

1. INTRODUCTION

Natural disasters are leaving indelible marks on humankind more often than in the past (Hayles, 2010; Shafique & Warren, 2015) and losses of both physical and financial possessions from these disasters are extremely on the high side (Khan & Rahman, 2007). Report of the United Nation International Strategy for Disaster Risk Reduction (UNISDR), (2011) confirms that damage from disasters has grown 14-fold compared to the 1950s and a worldwide estimate of annual expenditure on disaster recovery interventions has attracted increment to US\$200 billion since the 1980s (IPCC, 2012). However, disasters may devastate the built environment and claim people lives in considerable or significant numbers; the victims in the affected locations hesitate to evacuate their abodes (Thurairajah & Baldry, 2010; Adaji et al., 2019a). Hence, the dire need for reconstruction surfaced and leaving room for an opportunity to build back better (Labadie, 2008).

Post-disaster reconstructions are obviously multifaceted, undefined, multi-stage, and affect multiple actors and agencies (Darabi, Zafari & Milani Nia, 2013). The process is multifaceted because it requires different talents, qualities and stages. It involves several separate stages which require different strategies for achievement. The facets in post-disaster reconstructions like the cost of reconstructions, psychological problems and need for social and economic recovery are important. Reflecting on the characteristics of

post-disaster reconstruction, it is appropriate to say that it is more complex, dynamic and unstable when compared with the conventional construction projects (Alexander, 2004; Birkland, 2006) and as such, the paradigm shift from emergency management to sustainable development becomes the focus.

As Altay and Green (2006) identified less than 10% interest of research on managing disaster recovery projects as compared to the much more (90%) interest of research on mitigation, preparedness and response periods of disaster risk management. This is an indication of poor comprehension and little attention on managing disaster recovery projects as brought forward by researchers such as Kim and Choi (2013) and Chang et al. (2012). Man and disaster are inseparable, and not even proper planning can absolutely eliminate disaster regardless of the form. The aftermath of any disaster is recovery activities accompanied by rehabilitation (short-term) and reconstruction (long term) with the target of restoring vital support facilities and return regularity to life such as reconstructing residential and non-residential facilities and harmonising the activities of government (Altay and Green, 2006, Moe & Pathranarakul, 2006).

Post-disaster reconstruction activities centred on the holistic reinstatement of services and infrastructures, and regeneration of economic and societal life (Omidvar, Zafari & Khakpour, 2011). This development is long term and includes making deep decision, huge resources (Lin Moe et al., 2007; Chang et al., 2010; Guarnacci, 2012; Johnston,

Becker & Paton, 2012; Chang, et al., 2012) and commitment of stakeholders (Hayles, 2010; Chang et al., 2011; Ophiyandri, et al., 2013). According to Mojtahedi & Oo (2014) and Bosher et al. (2009), a wide range of stakeholders has a fundamental role in disaster recovery activities. It is in this view that Davis (2014) said the 21st century is developing to be more stakeholders focused and the benefits of engaging stakeholders in reconstruction projects have been supported by many researchers (El-Gohary, Osman & El-Diraby, 2006; Shafique & Warren, 2015; Yang et al. 2009). As effective management of stakeholders can enhance the outcomes of disaster recovery projects. Whereas poor management can result in sub-standard projects in terms of schedule, cost, quality, environment, return on investment and communications (Bosher et al., 2009, Brilly & Polic, 2005).

Sadiqi, Trigunarysah & Coffey (2017) reported that from the large proportion of PDHR interventions already implemented, unsuccessfulness can be traced to non-engagement of, or hitches with, community participation. This is affirmed in the findings on past post-disaster reconstruction projects that such projects are highly susceptible to failure without the active involvement of the affected community (Johnson et al., 2006; Lemanski, 2008; Galtung & Tisné, 2009; Hayles, 2010; Ophiyandri et al., 2010). Several authors have faulted ill-coordinated approach to reconstruction of post-disaster housing. According to Shaw & Ahmed (2010) reconstruction is habitually delivered in such a manner that essentially addresses the implementer's requirements rather than the affected population requirements and this makes these projects often insatiable because community desires are swallowed up by the constructors' bigger benefits such as speed and project costs (Lloyd-Jones, 2006; Brun & Lund, 2008; Alam, 2010). Mafukidze & Hoosen (2009) expressed that if the fundamental ethics of community participation are overlooked, it can create a long term undesirable effects on community development. This is a pointer that putting the right people in the right shape so that the intended objectives can be achieved is not negotiable and should be pursued with unreserved efforts.

Housing reconstruction is a crucial element of post-disaster recovery initiatives in developing countries, and thus, the need arises to recognise what process or approach makes it effective or achievable in the aftermath of disasters. PDHR projects that are void of community participation often result in ugly outcomes. Therefore, a good understanding of the wide range of stakeholders, their influence and benefits in post-disaster reconstruction projects is imperative to achieving sustainable recovery projects. This forms the basis for this study to add to the existing body of knowledge by enhancing sustainability where more resilient communities would be achievable and practicable.

2. STAKEHOLDERS IN POST DISASTER HOUSING RECONSTRUCTION (PDHR)

A stakeholder can be referred to a person or an individual who gives a contribution to decision-making and at the same time, benefits from the outcomes of decision making (Phillips et al., 2003). It can be seen from this expression that, interest and influence are vital to a stakeholder in the actualisation of the organisation's goals or objectives. Stakeholders in the background of reconstruction include those individuals or groups that benefit from reconstruction intervention.

Researchers have given diverse definitions with the ultimate aim of bringing the understanding of its meaning to the public. Widely cited across the literature was the definition given by Freeman & Reed (1983) as an identifiable group or individual who can affect the achievement of an organisation's objectives, or who is affected by the achievement of an organisation's objectives. Stakeholders can either ruin or make the realisation of good intentions in reconstruction recovery. In a submission to this, Nickols (2005) viewed stakeholder as an individual or a group with concern in seeing an endeavour succeed and without whose support the endeavour would fail. This suggests that stakeholders are individuals, community or groups of persons, organisations and even institutions who can influence the tactical resolutions of an organisation. Nevertheless, the latter definition generated criticisms from many researchers regarding its scope and vagueness, making it open to include everyone consults for instance, (Mitchell, Agle & Wood, 1997; Carroll, 1999).

Stakeholders' contributions to disaster recovery projects with a focus on three qualities, namely; power, legitimacy and urgency have fundamental outcomes on the objectives of post-disaster housing reconstruction. Mojtahedi & Oo (2017) expressed that stakeholders' qualities have the tendency of influencing the performance of the recovery project after a disaster. For example, Power helps stakeholders to apply social and political potencies and benefits from disaster recovery project management assets in their corresponding organisations. The resultant effect of this might be the completion of recovery projects on time and according to budget. Legitimacy helps stakeholders to stand by beneficial risks connected to disaster recovery management and therefore enhance the quality of the recovery projects. Urgency supports stakeholders to harmonise instant response and recovery activities in disaster recovery project management and as such, fast-tracks the mobilisation onus for sub-contractors during the reconstruction stage of disaster recovery projects. These three attributes are interconnected in nature and can expedite stakeholders' actions towards the realisation of sustainable post-disaster reconstruction that addresses the needs of the beneficiaries. Hence, it should be incorporated into the policies of reconstruction and recovery programmes.

2.1 Stakeholders' Classification in PDHR

The reconstruction process creates room for the advent of domicile actors with the divergent level of authority, legality and closeness to any resultant projects. In the perception of post-disaster reconstruction, many researchers have acknowledged several stakeholders.

Siriwardena and Haigh (2011) believed the different classes of stakeholders could be selected by the possession of three characteristics namely; (i) Stakeholder's power to influence the organisation (ii) Stakeholder's legitimate relationship with the organisation (iii) Stakeholder's insistence claim on the organisation. In a similar view, Bunn, Savage & Holloway (2002) have enumerated three core points in the discipline of stakeholder's investigation. Foremost, the focus on dyadic ties between a stakeholder and the organisation, the organisation and its workers; secondly, the stakeholder's ability to exert pressure on the organisation for quick response to their voice; and lastly, the concentration on unrestricted policy issues, like moral values and corporate social responsibility. Thus, it is wise to say that defining, classifying and recognising the prominence and various associations of stakeholders are socially constructed. According to Amaratunga & Haigh (2011), nature, intentions and background of any specific post-disaster reconstruction project are the determinants of its stakeholders. These major participants have their particular roles and interests in the project.

Researchers have divided stakeholders into different collections based upon their interests and roles. Chang et al. (2011) shared stakeholders into 'principal' and 'primary' stakeholders, giving credence to foremost and most-cited researchers on stakeholders in post-disaster reconstruction (Freeman & Reed, 1983; Mitchell et al., 1997) respectively. Chandrasekhar (2012) separated stakeholders into; Government agencies (including state, district and village level administration), Non-Governmental Organisations (international, national and regional), Community Based Organisations (including market groups) and affected community. Thereby giving great recognition to the community as reconstruction activities are meant to bounce back the community better than the disasters met them. Looking from the bureaucratic perspective, Davis (2014) has categorised stakeholders into three levels or headings: Senior management: Board, directors, portfolio director, executive management, investors, executives, project executives, senior management, programme director, owner. Project core team: Project leader, manager, personnel, project team and its leader, other organisational involvements. Project recipients: Consumers, customers, clients, end-users, users. Davis (2014) has come up with an adequate group of stakeholders. Still, some stakeholders such as media and academia could not be incorporated into any of these groups.

Nevertheless, from the angle of post-natural disaster reconstruction schemes, the following could be well-defined as the key groups; Government: The government group embraces international collaborative governments, country,

state and local governments and its agencies. Non-Governmental Organisations: NGOs comprises international, national, local NGOs and volunteer groups and associations, civic societies, clans and religious organisations or bodies. Community: The community consists of the people residing, belonging, or joined with the area stricken by natural disasters. Professionals: Professionals could consist of business and industrial groups, academics, researchers, professional institutions or bodies, media, training, and consulting organisations, among others.

2.2 Benefits of Stakeholders' Engagement in PDHR

The importance of stakeholders' commitment in any post-disaster housing reconstruction cannot be overemphasised because their adequate involvements facilitate the project as well as guarantee success of the reconstruction intervention. Acknowledging this truth made the 21st century devoted more focus on stakeholders (Davis, 2014). Since the post-disaster reconstruction schemes are characterised by complexity and urgency in the natural surroundings, identification and commitment of stakeholders are exceedingly important, but a very challenging task (Amaratunga & Haigh, 2011). This is because the interests of the stakeholders are largely centred upon their anticipations from the project, and each stakeholder has its interest and perspective about success or failure of the project.

The post-disaster reconstruction projects involve lots of resources (financial and human) accordingly, they need to be more sustainable and resilient to potential future disasters, to elude repetitive investment (Shafique & Warren, 2016). Stakeholders' participation and engagement in sustainable post-disaster reconstruction projects are serious and not negotiable if success is to be achieved (Adaji et al., 2019b). Dorosh et al. (2010) advised that the engagement of stakeholders should be in a variety of ways and ranging from planning and designing phases (Chang et al., 2011; Hayles, 2010; Jigyasu, 2013) to the implementation and completion phases (Khan & Rahman, 2007; Vojinovic & Van Teeffelen, 2007).

Hayles (2010) revealed that stakeholders' consultation at the planning and design phase is strategic to raise its functionality. In a similar direction, Yang et al. (2009) show that communication with stakeholders and the determination of their needs strengthens project success. Sustainability of the post-disaster reconstruction developments could be warranted by the adequate commitment of stakeholders, specifically the affected community (Adaji et al., 2019a). Concurring with this statement are the words of Hayles (2010) that participation of the community in post-disaster housing projects must be sure and it is the community who knows what their needs are and what is best for them (Ophiyaandri et al., 2013).

The five facets of community participation are; manipulation, information, consultation, collaboration, and

empowerment (Ophiyandri et al., 2013). The empowerment of community connotes full control by the community over the project. In summary, stakeholders' engagement is not optional but a necessity for the success of post-disaster reconstruction project; however, present-day research has given very little attention to it. It is good to understand that project failure is not only the result of incompetence or deficiency of resources as thought by many, but the more common part is the incorrect interface between stakeholders of the project (Missonier & Loufrani-Fedida, 2014). Hence, the need for more attention and importance on stakeholder analysis and engagement in post-disaster reconstruction research is imperative.

3. RESEARCH METHOD

The objective of this investigation is to support the significance of stakeholders in PDHR projects and to find out the repercussion of their non-involvement in PDHR projects in developing countries. To achieve this objective, a literature review was conducted to get an overview of the relevant research areas, and special attention was given to community participation in the success of PDHR projects. Subsequently, the case study method is used to reveal on-ground practices employed by developing countries for the execution of PDHR projects. The case study approach of research is considered as an appropriate research approach for social science research. A case study is chosen from a developing country, as the majority of natural disaster victims during past decades are from developing countries and a large number of PDHR projects are at various stages of implementation in these countries. Published research data, periodical and published reports and personal observations were used to conclude the research.

4. DISCUSSION OF FINDINGS

The studies conducted by Akbar (2012) and Usman Quzai (2010) have enumerated a few issues linked to the resettlement of the affected population to a new place. Nevertheless, the project encountered several interrelated problems which community involvement could resolve easily. Before the natural disaster, the dwellers of the Balakot city earn their livings mostly from tourism.

Balakot is one of the most scenic and beautiful cities of Pakistan and also serves as a transit point for the people visiting the picturesque valleys situated upstream of the town. During the summer season, thousands of local and foreign tourists visit Balakot city, which boosts the economic activities in the area and also offers the opportunity to the local population to earn their livings. Hotel, transport and cottage industry of the area were making good money from these tourists and were also contributing towards the development of the city. However, the new site selected for the relocation of the local population is off the route of tourists (Quzai, 2010).

Relocation to the new shelter means loss of earning to the local population; thus, despite vulnerability to future disasters, local population refused to relocate. This massive economic loss could have been swiftly averted via the affected community involvement in decision making. The policymakers should have been more proactive by considering these economic factors before the commencement of the development through consultation on the local community and integrating their inputs in the policy statements. The affected zone could be developed into an amusement park with light steel infrastructure solely for recreational activities and shops if necessary. An alternative decision would have been creating a city near the road where continuity of the tourism-related engagements will be functional and beneficial too for the relocated communities.

Another issue worthy of mentioning is the cultural and social underpinned status of residents of Bakrial during PDHR projects. The residents declined from vacating the land for the preferred site for the project. The dispute arose over the demand of payment to landowners of the new site, who had earlier pledged the land devoid of money. This dispute caused the breakdown of law and order to the extent that one person was murdered during a severe clash among local community and project team (Pakistan, 2012). To cushion this ugly situation, government provided plots in a new city and monetary compensation to local landowners, conversely, despite this lucrative offer, landowners of 'Bakrial' refused to hand over their land to reconstruction agencies due to their social and cultural norms and values. After several long negotiations rounds among landowners, reconstruction authorities and provincial government, and paying monetary compensation, reconstruction authorities managed to get hold of only 15 percent of the project land (Shafique & Warren, 2018). The prevailing issues tend to hinder the progress of work on-site as well as causing division of the community into many factions just as we are experiencing in the political realm. This is purely a cultural and social issue, which could also be resolved through the involvement of the local community. This issue must have been resolved by the involvement of the community at the time of decision making or by engaging them in result-oriented consultations that would have avoided bloodshed and loss of life, among other things.

5. CONCLUSION

A careful review of present-day research has stressed the significance of stakeholders, precisely community participation in the success of PDHR projects. It is also discovered through a literature review that developing countries are not adopting the supreme recommended community participation practices while implementing PDHR projects. In the opinion of those involved in reconstruction projects, a successful project is where targeted objectives in pertinent with cost, time, performance, quality and satisfaction are obtained. As such, an adequate or appropriate

representation of stakeholders is more fundamental in post-disaster reconstruction projects. It is verified that community participation is quite significant for the success of PDR projects; and community participation practices should be implemented in a true letter in spirit, in developing countries as well. Therefore, it is not only necessary but absolutely necessary that all stakeholders should be duly involved in the decision-making the process, especially beneficiaries of the development. It is recommended that current research should concentrate more on community participation and their impacts as this will break forth light in the nearest future, thereby encouraging the sustainability of post-disaster recovery projects. Furthermore, the interests of the community should be given prime importance while planning any PDHR projects.

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