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Risk Management Perspective for Evaluating Community Development Programs

Pranoto Effendi*
Sekolah Tinggi Ekonomi Islam SEBI, Indonesia
**Penulis Korespondensi: pranoto.effendi@sebi.ac.id*

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Abstract: Community development programs are very important in reducing poverty and enhancing societal prosperity by improving quality of life, fostering economic empowerment, and promoting inclusivity. However, not all the programs have success as expected. This study examines ten evaluation studies of community development programs across various areas and tries to find common weaknesses. A qualitative analysis of evaluation studies identifies shortcomings in three domains i.e. program design and management, stakeholder engagement and participation, and external resource constraints. It is argued that these shortcomings are largely predictable and highlight the need for proactive strategies. The paper suggests that embedding risk management into the conception and implementation of community development programs can mitigate these challenges. A simplified framework adapted from project management practices is proposed, encompassing risk identification, measurement, assessment, evaluation, and control. By systematically integrating risk management, community programs can anticipate obstacles, strengthen accountability, and enhance their likelihood of success. Recommendations include applying risk management throughout program cycles and conducting post-implementation evaluations to inform future initiatives.

1. INTRODUCTION

No one argues the importance of community development program for society. They are essential in improving quality of life, empowering economic capacity, strengthening communal relationship among people, and also promoting a healthy and sustainable life (Nikkhah & Redzuan, 2010). The existence of the program is of greatest status since they are also specifically designed to addressing inclusivity and equity in accessing the development benefit and promoting the attention to the vulnerable needs of marginalized segments of the society (Gupta & Vegelin, 2016). In times like today, where VUCA condition is increasingly manifest, the development program can prepare the communities facing disasters such as natural catastrophes related to climate change, economic recessions related to world dynamics and also, social conflicts related to globalization and liberalization (Sardá & Pogutz, 2018). The development programs are believed can help people with various capacity and necessary tools to adapt and succeed through the challenge of life in the long term (Masten, 2012). Therefore, the community development program should be encouraged and helped to give maximum impacts to our less fortunate people.

However, the rate of success of such community program is not always guaranteed. Especially in Indonesia, the community development program often reported has limited success and fights with target of improving people capacity (Mokobombang, 2024). This is against current condition in Indonesia, where about 43% of villages in 2023 are categorized as underdeveloped in terms of access to education, health and social services (Harahap et al., 2024). Hence, the need for evaluating the community development programs so that they have more positive impacts on the society cannot be overemphasized.

This article seeks to analyze and evaluate the community development program and propose a way to improve the likelihoods of the success. Previous literature has examined evaluation of community development program such as the need for precision and direction for future improvement and also enabling society's capacity and capital (Billings, 2000). Other research highlights the emphasis on the process (Craig, 2002) and level of participation (Kelly & Van Vlaenderen, 1995). Still other finds that evaluation should be on the capital formation of owned by the community which include human, infrastructure, social and environment (Grimsley et al., 2007). Different from the above, this research will look from the perspective of risk management. Most research in this area focuses on the disaster risk such as Paton (2000), Bollin et al. (2003), and Luna (2007). Few studies look at the community development program in general, except research by Bhattamishra & Barrett (2010) that previously focuses on social fund program (Bhattamishra & Barrett, 2008).

Following Bhattamishra & Barrett (2010), this research will incorporate the risk management in designing the community development program and give more evidence on the need of this incorporation. The contribution of the article is two folds. Firstly, it will examine some previously published evaluation studies of community program in Indonesia and find common inadequacies and limitation that affect the target performance. Secondly, it will suggest risk management approach for the conception of the community development program that can somehow alleviate and minimize these shortcomings and weaknesses.

This literature review outlines the theoretical framework for the research. It starts with evaluation of community development program and then is followed by characteristics of program surrounding community development. It closes with the risk management literature and its application in enhancing project and program activities.

Evaluation of community program traditionally looks at the level of participation involves in the program and pays attention to dimensions such as means of participation, constructive dialogue, nature of participant's relationship, need analysis, conversion of need into strategy and coordination action (Kelly & Van Vlaenderen, 1995). In line with increasing

attention to the program, Billings (2000) maintains that three elements should be part of evaluation i.e. "clarity and guidance", uniformity on definition and measurement, and focus on welfare that is meaningful to the beneficiary. In the era of dearth in public funding, community program struggles to be relevant, Craig (2002) suggest the evaluation should emphasis empowerment result and center around process and participation. At the same time, organizations executing community program are also in need to have proper evaluation method in measuring their performances (Carman, 2007).

All those evaluation point to the understanding that community development have certain features that demands specific way to evaluate their results and accomplishments (Butterfoss, 2006). Characteristics that dictate the program are participant ownership, inclusive equity, empowering capacity building, comprehensive approach, sustainability, collaborative partnership, transparent accountability, and adaptable and sensitive towards local context (Dushkova & Ivlieva, 2024). Newcomer et al. (2015) provide general guidelines for evaluating nonprofit program such community-based development activity and geared toward cultural-influenced evaluation and tailored to important indicators for change and capacity building. It is imperative that evaluation should encompass the process not just after implementation, but also before even the project is conceived (Smyth & Morris, 2007). This demands activities of planning with some foresight on what the community development program aims and what obstacles, if any, emerge that preventing the aims to be realized (Berke, 2002). The gap is here where risk management comes in.

At the same time in project management field, evaluation method already embeds risk management approach (Mills, 2001) and this is considered one package especially in public sector as their stakeholders tend to be wide (Baldry, 1998). Even in the he Project Management Body of Knowledge (PMBOK), the project managers provide recommended practice in managing project that include risk management as projects usually face uncertainties in terms of cost, time delay (Sandhyavitri, 2022) and quality (Jafari et al., 2011). This is sensible since project management involves large scale activities that are tedious to manage (Tummala & Burchett, 1999).

The risk management approach covers three objectives altogether i.e. maintain profit, external performance and "community benefit" (Bowden et al., 2001). This practice to include risk is a way to make program more accountable so that more similar projects in the future will get enough attention and support from donors and beneficiaries (Bakar et al., 2019). The public sector projects have seen the risk management approach in action (Bhattacharyya & Dey, 2007) and reap substantial benefits (Spikin, 2013). While managing the execution of the project, risks

should be paid attention as suggested by Girukwayo (2018). Therefore, it makes sense to enhancing evaluation of the community program with the perspective of risk management in mind (Schroeder & Hatton, 2012). Given the importance of the success of community development programs, it is beneficial to embed it in the process of designing in the first place and also during implementation as the case in traditional project management (Abdel-Basset et al., 2019).

Internally, the idea of risk management embedded in program evaluation of community project starts with a concern that so many community-based projects that get funding and they have different level of success in terms of performance and there is no anticipation for their challenges in the first place when starting the projects (Bhattamishra & Barrett, 2008). Community-based risk management arrangements (CBRMAs) is then proposed so that participants in the community project can protect and anticipate the coming risk events that can hinder the goals of the project (Bhattamishra & Barrett, 2010). From the point of view of the project managers who manage the project directly and public officers who oversee and give funding, it is also imperative to embed risk management in evaluating the community project (Beckers et al., 2013). Therefore, it is argued that risk management will be indispensable in supporting the success of any community program.

2. METHOD

This research will employ a qualitative approach (Newcomer et al., 2015). Initially, data collection comes from previous articles on evaluation of community development project. Google Scholar database is utilized by searching articles related to evaluation of community projects in Indonesia. The collected articles are then carefully read to have thorough understanding about the evaluation results (Carman, 2007). The areas of weakness and shortcomings are identified and common themes are emergingly categorized so that full comprehension is obtained.

Based on this comprehension, a suggestion is proposed that risk management approach needs to be embedded from the initial conception of the community development project (Bhattamishra & Barrett, 2010). Simple technique is then outlined to demonstrate the usefulness of risk management so any projects on community development in the future will have a chance of better success (Fraser & Henry, 2007).

3. RESULTS

Ten projects selected purposively from the Google Scholar database to provide reasonable depth and breath and the detail and analysis can be seen in the table below. The articles are ordered in year time and cover a wide range of activities from agriculture, industry, microfinance, entrepreneurship, social and health programs.

Tabel 1. Evaluation of Ten Selected Community Development Programs

No.	Authors of Article	Program Type	Program Year and Location	Evaluation Result
1	Karubaba et al. (2014)	Fishery-related activities	2007 – 2012 Yapen Island Regency	Lack of pair-coaching program Weak monitoring Diversion of fund
2	Rachman (2014)	Social infrastructure and small business lending activities	2010 – 2013 Boalemo Regency	Weak planning Weak evaluation and monitoring Poor implementation
3	Permana & Purnomo (2016)	Cattle and organic farming activities	2009 – 2013 Semarang Regency	Narrow segment of participation Weak communication Less optimal use of given facility
4	Dewi (2016)	Micro-entrepreneurship in sewing industry	2011 - 2015 Karawang Regency	Lack of expert availability
5	Pusra & Ma'ruf (2017)	Religious and micro-entrepreneurship activities	2016 Yogyakarta Province	Dependence on predatory middleman Weak cooperation among participants Small funding
6	Arini & Rostyaningsih (2018)	Upgrading small batik industry	2015 – 2016 Semarang Regency	Less participation from competent parties especially for product marketing Outdated equipment and production machinery
7	Hayati (2020)	Cattle fattening activities	2015 – 2018 Gresik Regency	Cattle price fluctuation Weak social capital
8	Putri (2020)	Microbusiness entrepreneurship activities	2017 – 2019 Pekanbaru City	Less understood program Less participation Weak funding
9	Santifa & Harahap (2020)	Garbage bank activities	2018 Tanjung Balai City	Low level of member participation
10	Izzuddin & Rahaju (2022)	Covid-19 mitigation activities	2021 Kediri City	Lack of funding for compulsory program Weak communication

Source: Author's analysis

From the year implemented it also seen that some projects cover multiple years and some were conducted in a single year. From areas of the program, the program implemented

in the whole parts of Indonesia, starting from the East in Yapen Island, Papua Province to the West, in Pekan Baru, Riau Province.

Result of qualitative analysis shows common areas of weakness and shortcoming with three themes emerges namely program design and management issues, stakeholder engagement and participation issues, and also external and resource factors, as depicted in Figure 1 below.

Figure 1. Analysis of Ten Evaluation Studies

Source: Author's analysis (figure is drawn by Napkin.ai)

In terms of program design and management issues, several programs suffer from weak planning, evaluation, and monitoring. There have been cases where poorly designs are not conceived in the first phase of the program. Moreover, evaluation and monitoring are absent from the part of project managers. These aspects seriously affect the program performance since no program should be executed without proper planning. Since some programs extend multiple years, the absences of evaluation and monitoring prevent any corrections and improvements in the projects during their lifetimes.

Another aspect of weakness identified is insufficient technical support and infrastructure. Execution of program needs resources since it involves value creation and essential resource need to be provided for the success of the project. The infrastructure for complementing the community development projects is also of utmost importance. From the data above, in the micro-entrepreneurship program, there has been a report for lack of expert availability. While in the industry upgrade program, they used outdated equipment and production machinery. Even in the fishery program lacked a pair-coaching program. All of these undermine the success and accomplishment of the programs. Last issue that also comes up is an array of communication breakdown between stakeholders. This poor flow of information hinders the implementation effectiveness. For example, in the organic farming and

COVID-19 programs, weak communication has been reported and the programs are apparently less understood by their participants.

Secondly, in terms of stakeholder engagement and participation issues, the data shows low participation engagement since some programs struggle to attract a significant number of participants. In such low level of involvement from the community, the programs are likely to result in meaningful benefits to the society. In garbage bank program, it is reported there is low level of member participation, while the microbusiness, factual observation from the field shows less participation as well. In the cattle and farming, it is identified that narrow segment of participation weakens the effectiveness of the implementation.

Another aspect of stakeholder engagement is weak external cooperation. The success of the community development program rests on the wide participation of variety of parties. Some programs are reported failed to attract key external support. For example, in upgrading batik industry program, there has been lack of competent party in marketing expertise. While in religious and micro-entrepreneurship program, there has been lack of cooperation among the participants.

Lastly, in terms external and resource factors, there have been constraints related to finance, market conditions, and external dependencies that some programs fail to deliver their objectives. Financial problems surfaces such as inadequate or misused funds. For example, the diversion of fund is identified in the fishery community program. While in the religious and micro-entrepreneurship program, small funding becomes the hindrance. Weak funding is also reported in the microbusiness entrepreneurship activities. In the larger program such as Covid-19 mitigation activities, there is a lack of funding for compulsory program.

Other aspect that is also identified is market and dependency Issues. External factors influence the success of the programs. Forces such as induced by the market condition imposes the viability of any program of community development. For example, in the cattle fattening program, the cattle price fluctuation negatively affects the program return. Also, weak capital structures possessed by the program participants also affect the continuity and the stability of the program. This is shown in the religious and micro-entrepreneurship program which has dependence on predatory middleman. Other aspect of resource constraint is a lack of social capital and intangible assets such as in the cattle fattening program and in the organic farming activity.

4. DISCUSSION

From the analysis above, there are two points to be discussed. Firstly, the weakness and shortcomings are actually quite common and can mostly be predicted from the beginning. These can be the case since all of these relate to the critical success of the programs. Every program for achieving its target should need proper planning before the commencement and monitoring and evaluation during the implementation phase. And also, it is common knowledge that enough funding needs to be secured for realizing the program execution.

Other critical factor for success is the existence of full support of the main stakeholders especially donors, technical experts and participants. This can be realized by strengthening communication and also socialization about the program. With the advancement of ICT technology and platform, strategies and medium of communication can be crafted to the suitability of the participants' and the wider community' needs. The same case is applied to secure the expert availability so that from the outset this problem can be eliminated early. This expert also of essential importance to implement a pair-coaching program for building and transferring skills effectively. In wider scope, broaden participation and cooperation are actively cultivated from the start so that all relevant parties such as government agencies, private sector, and community leaders can come together to provide sustenance and necessary backing to program success.

From this understanding that all these identified problems are mostly predictable, it leads naturally to second point of discussion that the sensible way to mitigate them is to apply risk management approach from the outset. The critical success factors of any program relate external aspects such as market vulnerability in the form of price fluctuation and also direct market access as in the case of micro-entrepreneurship program. Other external aspect relates to ecosystem that include providing appropriate level of infrastructure and facility. All these can be identified and predicted and when it is embedded in the first phase of the community program inception, it is likely that all these problems can be minimized and alleviated, and the chance of getting successful and beneficial to the community is greater.

The research on risk management in community development is substantial in promoting the approach in the community program and this is especially prominent in coping with disaster risk (Yodmani, 2001) and embedded in the process of development planning (Luna, 2007). This approach is also applied in general for community program such as social fund (Bhattamishra & Barrett, 2008) and has shown some benefits for the overall community program (Bhattamishra & Barrett, 2010). There are many example of successful programs that use risk management approach such as in rural electrification program (Bhattacharyya & Dey,

2007), oil construction project (Sandhyavitri, 2022), infrastructure projects (Beckers et al., 2013), and IT projects (De Bakker et al., 2010). In fact there is already research to establish link between the use of risk management and the success of the project (Rodríguez-Rivero et al., 2020). The importance of using risk management in community project cannot be more emphasized since it can help identify new risks previously unknown before (Bhattacharyya & Dey, 2007).

Since community programs usually has low budget and time constraint different from business projects, the use of risk management should be modest and according to the need basis (Spikin, 2013). Below in Figure 2 is the suggested framework to embed risk management that can be used to design community development program before it starts. The framework is adapted from Tummala & Burchett (1999) since it is simple and not complicated to be implemented.

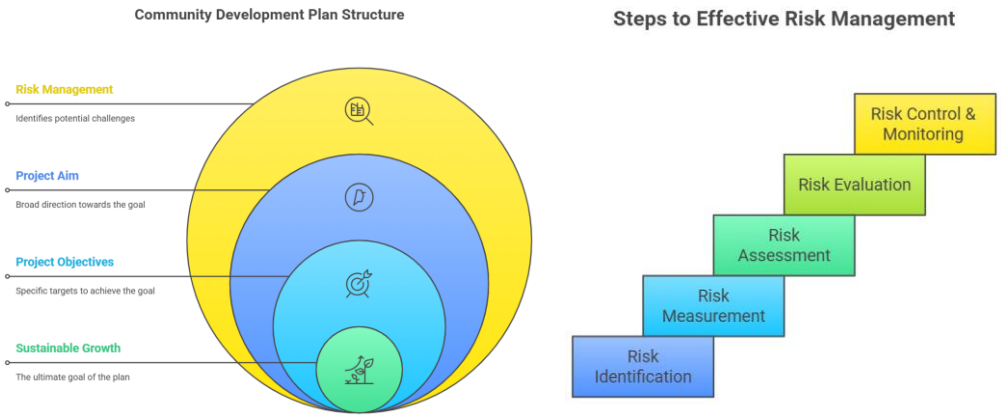

Figure 2. Risk Management Process in Community Development

Source: Adapted from Tummala & Burchett (1999) (figure is drawn by Napkin.ai)

This framework basically guards community development program by making explicit attempts to delineate general aims and detailed objectives (Schofield, 2010). While the risk management approach will evaluate the project by utilizing systematic steps starting with risk identification that recognize the potential risks facing the project. Next step is risk measurement where the impact of the identified risks is quantified to assess the overall influence towards the project. Risk assessment is then conducted to analyze whether the risk is worth to take and manage its negative impact. Next step is risk evaluation where priorities and importance of response to mitigate the risk is urgent. The last step is risk control and monitoring where the actual work in the implementation is conducted so that identified risk is strategically mitigated when it comes out in the project (Mills, 2001).

5. CONCLUSION

This article assesses ten community development programs in Indonesia and manages to identify several common weaknesses and shortcomings that have prevented their wide-ranging successes. Three categories of themes emerge, from program design and management issues, stakeholder engagement and participation problems, and also external and resource constraints. These hindrances represent general failures in the way of implementing operational aspects of community development enterprises. Nevertheless, it is argued that all of these weaknesses are largely predictable and can be alleviated through a proactive and systematic approach from the outset using risk management approach. This utilization of risk management framework is suggested as a practical and workable anticipation to identify, assess and give response to alleviate possible challenges before and during program implementation. This approach has been proven by existing research and has been positively applied in various projects, helping to identify and manage risks early. Therefore, integrating risk management approach into the preparation and implementation phases of community development programs is indispensable for enhancing their outcomes.

Future recommendation includes applying risk management systematically for increasing the quality of the community development program execution and obtaining higher probability of attaining the defined and targeted key performance indicators. Post evaluation can then be conducted after the implementation to evaluate its output for next better projects. In addition, future research can be conducted simultaneously using action research method to examine the efficacy of the approach and ways to improve the value and effectiveness.

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