



JOURNAL OF Economic Management & Business

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COMMUNITY PARTICIPATION IN POST-TSUNAMI INFRASTRUCTURE AND ECONOMIC REDEVELOPMENT

A Case Study of Lambung Village

ICH SAN

Dosen pada Fakultas Ekonomi Universitas Malikussaleh

On December 26, 2004, an extremely strong earthquake with a magnitude of 9.1 on the Richter scale and the resulting tsunamis devastated Aceh Province. The governments of Indonesia views community participation after the tsunami as an important component in the decision making process. The government wants the survivors of the disaster to play an important role in post-tsunami redevelopment along with the community at large. This research examines community participation in the economic and infrastructure sectors in Lambung Village recovery efforts after the 2004 tsunami. The process of participation is classified into two types of participation: "ad hoc" participation (mobilized by community members) and aid organization/agency-promoted participation (promoted by "interest groups" and/or government agencies). This study finds that the occurrence of "ad hoc" participation was related to communities' urgent needs right after the tsunami. Meanwhile, the extent to which communities participate in the reconstruction effort promoted by aid organizations/agencies was associated with the willingness and capacity of aid organizations/agencies, the nature of recovery projects, and the readiness of communities to participate. Community participation brought about a number of benefits for Lambung's community: improving community capacity building, meeting community's needs, reducing traumatic feelings among survivors, and providing more incomes for residents. Lessons learned from this study are community participation should be supported by the following factors: leadership, social ties, networking, creativity, religious approaches, and residents' willingness to give contribution. Constraints of participation in the Lambung case included time consuming process and the bad influence of "income generated" cash for work projects.

Keywords: *Community participation, post-tsunami, redevelopment efforts*

INTRODUCTION

On December 26, 2004, an extremely strong earthquake with a magnitude of 9.1 on the Richter scale and the resulting tsunamis devastated the South Asia region. Of 12 nations hit by the tsunami, Indonesia suffered the greatest. The overall fatalities were estimated at 127,000 people, 93,285 people missing, and about 500,000 people displaced (BRR, 2009a). In Indonesia, Aceh Province was affected the worst, while Nias Island in the Province of North Sumatra was affected to a much lesser extent. The earthquake and tsunami wave damaged most of Aceh's coastal areas, infrastructure, settlements, and public facilities such as schools, health centers, market places, and government buildings. This disaster also affected the social and economic life of the people as well as their psychological condition (Republic of Indonesia, 2005).

The government of Indonesia views community participation after the tsunami as an important component in the decision making process starting from the planning and implementation phases through to the monitoring and evaluation phases (The Republic of Indonesia, 2005; BRR, 2006). The government wants the survivors of the disaster to play an important role in the post-tsunami development activities along with the governments and the community at large.

This study will investigate community participation in the recovery efforts in Lambung Village after the 2004 Aceh tsunami. The process of participation will be described in two categories of participation: "ad hoc" and aid organization/agency-promoted participation. "Ad hoc" participation relates to voluntary actions mainly mobilized by community members themselves and plays a role in such forms as volunteer programs, information offices, and fund-raising efforts. Aid organization/agency-promoted participation consists of participation promoted by "interest groups"

and administrative agencies through such activities as supporting residents' rights and needs, educating and informing them with relevant information, providing funds, and building facilities.

RESEARCH METHODOLOGY

The methodological approach used in this study included a case study of Acehese communities in the tsunami-affected Village of Lambung. This study employed qualitative methods consisting of document analysis and in-depth interviews. Lambung Village was selected because this village is considered as one of the most successful villages exercising community participation in Aceh after the 2004 tsunami (BRR, 2009b).

Data were collected from interviews conducted with government officials, aid organization/agency workers, and community leaders (heads of villages and informal leaders). Selection of participants for the interviews was based on the relevance of their contribution to the understanding of the research problem. The interviews were mainly intended to gather information about the community participation process and benefits, as well as supporting factors and constraints of participation.

Two key aid organizations/agencies involved in post-tsunami redevelopment were chosen in this study. Their approaches in recovery efforts were examined to identify general picture of the participatory process following the tsunami. For this purpose, their representatives, particularly those who dealt with participatory issues like community organizers or community facilitators, were interviewed. The aid organizations/agencies included World Vision and the Ministry of Public Works.

LITERATURE REVIEW

The Extent and Challenges of Community Participation

In simple terms, Whyte (1986) defines

community participation as “the involvement of the community members in development project” (p. 7). The involvement here includes a series of activities: assessment of the situation, definition of the problems, setting of priorities, making decisions, planning of action programs to overcome the problems, sharing responsibility in project implementation, and evaluating and modifying the project.

Arnstein (1969) classifies community participation into three categories: non participation, tokenism, and citizen power – based on the degree of power which citizens enjoy in decision making process. These categories are formulated as “eight rungs on a ladder of citizen participation.” According to her, in a hierarchal form, community participation categories from the lowest (the least meaningful) to the highest (the most meaningful) are as follows:

1. Nonparticipation. In this category, community members are not allowed to participate in planning or conducting programs. Power holders ignore the involvement of community in the development process. This category has two levels (from the lowest to the highest):
 - a. Manipulation. The social elite are placed in the advisory boards of development programs aimed at engineering the community’s support. At meetings, the officials persuade and advise the citizens, and not the reverse.
 - b. Therapy. The authority tries to be the savior by “curing” the “diseases” suffered by the community. For example, tenants of public housing are used for the sake of the authority’s interest, such as through promoting cleanup campaigns. On the other side, they do not have a chance to deal with their urgent problems, such as arbitrary eviction or poor maintenance. The fact is that it actually does not solve their real problems because it doesn’t touch on the basic underlying factors

causing the problems.

2. Tokenism. This category introduces the initial steps toward legitimate citizen participation through the involvement of the community in decision-making. Unfortunately, this involvement doesn’t guarantee their concerns will truly be taken into account. The levels of community participation in this category (from the lowest to highest) are as follows:
 - a. Informing. Citizens are informed of their rights, responsibilities, and options. Unfortunately the information is usually provided at a late stage and using a one-way flow of information (from officials to citizens), so citizens can’t influence the decision significantly.
 - b. Consultation. The community is invited to contribute ideas or considerations for the programs through surveys, neighborhood meetings, or public hearings. Participation is gauged by questionnaire responses, number of meetings/public hearings, or number of people attending the meetings/public hearings. The drawback is that there is no guarantee that their input will be really considered by the officials.
 - c. Placation. The officials invite the community to provide input for programs and accommodate the involvement of community through the existence of their representatives in related planning boards. However, the right to accept or reject the advice still depends a lot on them.
3. Citizen power. In this category, citizens have a determinant power to force and influence the decision-making. A degree of citizen power can be achieved if the citizens have mechanisms in place which will hold their leaders accountable. This category has three levels. From the lowest to highest levels are as follows:
 - a. Partnership. The power of citizens is gained through negotiation. The of-

officials share planning and decision-making responsibilities through joint policy boards, planning committees, or other mechanisms of problem resolution.

- b. Delegated power. Citizens can have dominant decision-making authority with regards to a certain program or plan as a result of negotiation with public officials. One of the models at this level is the implementation of the rights of citizens to veto decisions. Even though the veto rights had ever been agreed in Richmond, California, they had not been tested.
- c. Citizen Control. This highest level of community participation enables citizens to govern a program, to handle managerial aspects, and to negotiate to change the conditions. In practice, in the American context, many people consider that no model city can meet the criteria of citizen control because the final power and accountability are held by the city council.

Community participation in development can benefit both communities and the government (Rukmana et. al, 1993; Voth & Bonner, 1978). First, community participation mobilizes the resources of citizenry which contributes to complementing the lack of government resources. Second, community participation creates a possibility for decisions to be based on the community's needs and priorities. Third, community participation ensures community's knowledge, creativity, and skills are recognized and used that in turn results in the enhancement of community's capacity building. Fourth, community participation builds up the self enabling and cooperative spirit of the community. Fifth, community participation ensures a greater acceptance and appreciation of development programs. This may result in better care and maintenance. Sixth, community participation can reduce conflict by airing conflictual issues openly and attempting to resolve them.

According to Hoff and Steinberg (1992), the willingness and readiness of both the government and communities affect community participation in policymaking process. On the one hand, government bureaucrats and agencies should have the political will and skills to stimulate and broaden participatory process. On the other hand, community members should have the will and ability to participate in the process or learn over time the benefits of such participation.

Despite its significant benefits in the abstract, public participation in development poses certain challenges for community decision makers. According to Cogan, Sharpe, and Hertzberg (1986), citizen participation in development will naturally vary for different activities and governmental levels. In terms of activities, due to technical capability issues, citizen participation is most effective in the stages of goal formulation and policy definition and tends to be limited in other stages. In this case, the planners' roles in those other stages will be much more dominant. Cogan et al. (1986) consider that citizen participation in development cover a broad scope, i.e. goal setting, policy identification and analysis, policy making, administrative rulemaking, program operations, and evaluation. With regard to governmental levels, citizens tend to get involved at the local level decisions because they are close to their concerns which are readily understood. On the other hand, issues at the state and regional levels tend to be more abstract and removed from their daily routine.

Meanwhile, Snel (1999) contends that there are three primary constraints on community participation. First, it is likely that community participation is considered an unfair distribution of work among members of community. Some community members probably feel that they are asked to take on extra work tasks that do not provide them with appropriate financial, social, or other incentives. Second, the usual

positions of people tend to be individualistic. Dealing with this, it is difficult to involve people with affairs that are not directly related to their lives and interests. Third, community members perhaps consider that the development project is government's responsibility, therefore government's efforts to involve them in the project is a form of exploitation.

Based on this review of the literature, it can be concluded that constraints on community participation in policymaking come from both the government and the community. The roles of these groups and their cooperation determine the success of community participation in policymaking process. More successful community participation requires the political will and the skills of government bureaucrats and government agencies to stimulate the participatory process, as well as the awareness and abilities of community members to participate in the process.

Community Participation in Redevelopment after Disasters

Community participation has been widely accepted as a tool for analyzing and addressing social problems in a sustainable way (Osti, 2004). However, the exercise of community participation is surely contingent upon the settings in which it is implemented. Community participation in an emergency situation, in a way, poses different challenges and constraints from that in a normal situation. The demand for quick decisions and actions and complicated issues caused are several main impediments for the implementation of community participation in post-disaster reconstruction (Moe & Pathranarakul, 2006; Waugh & Streib, 2006).

Research shows that community participation plays an important role in the recovery process after disasters. In post-disaster reconstruction taking place in Maldives, India, and Nepal, for instance, the involvement of the affected communities is vital to meeting the need of communities,

improving capacity building of communities and maintaining the continuum of development (Newport & Jawahar, 2003; Pardasani, 2006; Waugh & Streib, 2006).

Although there have been different opinions on the degree of community involvement needed in redevelopment efforts, research shows that participation of affected communities is a determining factor leading to the overall success (Buckle & Marsh, 2002; Coghlan, 1998; McCamish, 1998; McDowell, 2002). Buckle and Marsh (2002) argue that despite the significant role of experts in assessment of planning and implementation efforts, local knowledge, strengths, and priorities affect the redevelopment success. According to them, the involvement of communities in needs assessment may be fraught with risk; however, this contributes to reducing disaster vulnerability and increasing resilience.

The involvement of communities can encompass the stages of need assessment, design, and implementation of the rebuilding efforts. This involvement promotes the recognition, acquisition, maturation and connection of community assets and produces self-reliant, self-sustaining and empowered communities (Delgado, 2000; Homan, 2005, Kramer and Specht, 1983). To support participatory approaches, education, training, and awareness building within communities, related departments, and other concerned parties is an inevitable need (Newport & Jawahar, 2003).

Public Involvement in Democratic Systems

In democratic systems, it is widely accepted that citizens have determinant power in dealing with many aspects of their lives. Democracy, in general, requires that the government be in some way selected by, guided by, and accountable to the public. What exists, in reality, are various forms of representative democracy, a factor which is complicated for the ordinary citizens, by the fact that there are multiple layers of

general purpose governments, plus many forms of "special districts," all of which are supposed, in democratic systems, to at least be guided by and accountable to the public. Some democratic theorists view the democratic system as a mechanism for representing citizen interests as well as developing an informed citizenry consistent with the educative functions of democracy (Pateman, 1970). This so called "participatory democracy" is considered pivotal to development of citizens.

Added to the complications of representation and multiple levels and forms of government is the fact that, even in representative systems, the control individual citizens can, or should, have over government is limited by factors of numbers and widely varying levels of attentiveness and even knowledge (Dahl, 1990). Hence, typically "pluralism" exists. Pluralism is a system in which there is a whole plethora of groups and organizations –now often referred to as "interest groups" –intervening between the grassroots of individual citizens and their various "governments" (Dahl, 1961; Truman, 1951). This plethora of intervening groups and organizations is a large portion of what is now commonly referred to as "civil society," something that is being promoted aggressively by U.S, European, United Nations, etc. organizations in their approach to the currently "emerging nations" in their efforts to promote their vision of democracy.

In fact, the "franchise," the right to participate in government by voting, also varies considerably, and has changed over time. Mostly, various mechanisms have emerged to extend the franchise to a broader range of citizens. One very significant, and somewhat unique, mechanism for expanding the franchise is "administrative participation." This is the engagement of the public via "public involvement" by administrative agencies, often on a program-by-program basis, and very frequently directly engaging grassroots citizens. This is

done in the form of such things as hearings, public meetings, organization of advisory committees, each focusing upon specific public agencies and/or programs (May, 1971; Voth & Bonner, 1978).

One of the things that is evident from this is that, in democratic systems, there is a wide range of flexibility in the manner in which citizens may participate, which allows for a considerable amount of what can best be called "ad hoc" participation (Dodge, 1974). Ad hoc participation may take a number of forms: committees, ombudsmen, citizen research and information offices, volunteer programs, and fund-raising efforts.

Starting with David Lilienthal's writings (1944), Philip Selznick's "TVA and the Grass Roots," (1966) and the voluminous literature on the "Maximum Feasible Participation" feature of the U.S. war on poverty of the 1960s, and even the literature on community development, there is a very large literature on administrative participation, or what is often simply referred to "public involvement." In the U.S., there are, for instance, detailed guidelines and manuals for "public involvement" in agency decision-making produced by various government agencies, like the Department of Transportation (United States Department of Transportation, 1976). Voth and Bonner (1978) have summarized some of the major features, functions, and dilemmas of administrative participation.

The Profile Of Lambung Village

Lambung is situated in the Meuraxa Subdistrict, one of 9 subdistricts in the city of Banda Aceh. During the 2004 tsunami, Lambung along with 15 other villages in the Meuraxa subdistrict experienced severe damage. Lambung is close to the Indian Ocean, bordered on the north by the Village of Deah Glumpang, on the south by Jalan (Street of) Sultan Iskandar Muda, on the east by the Village of Ulee Lheue, and on the west by the Village of Blang Oi. Four hamlets are part of the village: Seulanga, Mawar, Dahlia,

and Melatika. As a whole, Lambung's area covers 52 hectares; 29 hectares of settlements and public facilities, 15 hectares of mangrove areas, and 8 hectares of fish and shrimp pond areas. (Gampong Lambung, 2009).

Socio – demography

"The Profile of Lambung Village, the Meuraxa Subdistrict, the city of Banda Aceh" (2009) describes that Lambung lost 1037 out of 1368 or around $\frac{3}{4}$ of its population when the earthquake and tsunami struck. According to head of Lambung village, Zaidi M. Adan (personal communication, July 2, 2010), aside from fishermen who were going fishing on the boat during the disaster (15 people including himself) and those who survived from the tsunami waves in the village, survivors were also those who were travelling around the city of Banda Aceh after the earthquake (before the tsunami). In addition, some residents were also safe because of being out of village for the purpose of studying, running a business, and doing other activities in the provinces like Medan and Jakarta.

According to Zaidi M. Adan (personal communication, July 2, 2010), as many as 50 survivors sought refuge in their relatives' houses concentrating around Cot Gu, Mata Ie, near the National Television Station (Televisi Republik Indonesia, TVRI). One month later, a number of male survivors started building temporary shelters in the village. The shelters accommodated more than one hundred villagers for more than 2 years. The rest of the survivors not living in the shelters scattered in other cities in the province (Langsa and Sigli) or in other provinces (Medan, Jakarta).

In 2009, five years after the disaster, Lambung residents lived in their village comfortably and safely. The number of Lambung residents increased to 420. New residents (resulted from marriage, birth, the presence of more house renters, etc) contributed to the increased population. Renters were attracted by a more orderly

and beautiful Lambung village.

In the education sector, the 2009 data (Gampong Lambung, 2009) show that the number of residents who had no education was very small (2.28%). The majority of residents (61.82%) had a senior high school education, and 21.08% had a college education. The rest of the residents were in the education levels of junior high school (13.11%), and elementary school (1.71%).

Economy

The majority of people in Lambung village were employed as workers in the private companies, government employees, construction-related professionals, and merchants. A number of inhabitants, especially male groups, produced Acehese unique cakes which were quite famous all over Aceh (Gampong Lambung, 2009).

According to head of Lambung Village, Zaidi M. Adan (personal communication, July 2, 2010), due to economic reasons as well as the awareness to rebuild their village, a certain number of residents participated in the income-generated cash for work (cleaning up the village) project sponsored by several relief agencies (International Relief and Development, Inc., etc) after the tsunami. The project was really helpful in providing community members with a regular income during the months after the disaster. As in other tsunami affected areas, most residents in Lambung could not practice their occupation for quite a long time after the tsunami. Later, as the project was over and the situation was getting normal, residents returned to their previous jobs.

Infrastructure

Lambung village was completely destroyed by the tsunami. In contrast to the surrounding villages which were built at high speed by NGOs immediately after the tsunami, the initial redevelopment progress in Lambung was slow. A common agreement on rearranging the village mapping among community members took a long time (Zaidi M. Adan, personal communication, July 2,

2010). This village had to wait until 2006 to start building permanent homes for its residents. The old Lambung village, which was not properly planned like most villages in Indonesia, finally turned into the block system village with wide roads. The village used to have a narrow road and small alley leading Lambung villagers to be trapped inside the village and unable to escape from the tsunami. Lambung has now often been considered a model village for spatial mapping and for the successful participative post-disaster redevelopment, particularly in Aceh (BRR, 2009b).

Reconstruction in Lambung was supported by the government and various aid organizations. Through the Re-Kompak program (Rehabilitasi dan Rekonstruksi Masyarakat dan Permukiman or The Community-Based Settlement Rehabilitation and Reconstruction Project), the Multi Donor Fund (MDF) provided funding to build 309 houses. Japan International Cooperation System (JICS) built a three story community escape building with a helicopter pad on its roof as a safe place for communities during a tsunami or other disasters. RCTI, a private television station based in Jakarta the capital city of Indonesia donated funds for the construction of one school complex which has the level of education of kindergarten, elementary, junior high and senior high. From its own funding, Lambung gave a contribution to build a volleyball court, Pos Kamling (Law and order of the neighborhood post) and a village office (Zaidi M. Adan, personal communication, July 2, 2010). Many other development projects have been successfully implemented in Lambung.

RESEARCH FINDINGS

“Ad hoc” Participation

Like other survivors in tsunami-affected areas in Aceh, right after the tsunami, survivors from Lambung village also returned to their village to find corpses of their family members and other relatives

and friends. Due to the flat topography of this area and surrounding areas, only ten corpses were found amid the tsunami debris (Zaidi M. Adan, personal communication, July 2, 2010). Many corpses were swept away by the tsunami waves to other areas. The corpses were then buried in the village cemetery.

To reconsolidate his village inhabitants, the head of Lambung village, who is well educated with a bachelor degree in social and political sciences, coordinated male survivors from the village who sought refuge in their relatives' houses concentrating around Cot Gu, Mata Ie to start erecting temporary shelters in their home village one month after the tsunami. They used debris from the State Junior High School 11 (SMPN 11) building located 200 meters west of the village office as well as materials donated by villagers' relatives residing around Banda Aceh. Fortunately, many of the survivors' relatives were building contractors who kept some building materials at their home areas. The shelters were finished within one month and immediately after that, 40 of the survivors lived in them. The number of residents living in the village temporary shelters increased and in the fourth month, reached 120 people. Like in Lam Teungoh, the existence of these temporary shelters was really significant pertaining to access to disaster information and strengthening social life (Zaidi M. Adan, personal communication, July 2, 2010).

In supporting relief efforts of their village, Lambung residents were quite creative. Besides carrying out volunteer programs like burying corpses and building temporary shelters mentioned above, they also opened a community bank account for receiving donations and announced it widely. Then they advertised village redevelopment meetings in local newspapers or on local radio. The village bureaucrats' and community leaders' relations with ex-Lambung inhabitants who had moved to other areas, including business persons, government

officials, and other prominent figures, made it easy for the village to collect funds donated by those people and to network. This relation also enabled the village to have information access to any development projects managed by the government and various aid organizations (Zaidi M. Adan, personal communication, July 2, 2010). From its own funding, Lambung successfully built a volleyball court, Pos Kamling (Law and order of the neighborhood post), and a village office.

Through village development meetings, which were usually attended by more than one hundred inhabitants, the proposal of a number of survivors to rebuild the village into better organized settlements was discussed. With the participation of most survivors, the village eventually arrived at a common agreement concerning a redrawing of boundaries and land-use patterns. The new land-use plan was handled by professional rural spatial planners. Approved by villagers, all the land was properly consolidated and the village was replanned and built with an open green area and a minimal width of roads of four meters. This could be realized after villagers agreed to freely give at least 10-15% of their land for the construction of roads and public buildings. It is important to note that religious approaches chosen by head of village as well as cultural and religious leaders by linking the land contribution to religious services were the key factors in this process (Zaidi M. Adan, personal communication, July 2, 2010).

Aid Organization/Agency-promoted Participation

1. The Ministry of Public Works and BRR/ReKompak

Relief Activities

The Community-Based Settlement Rehabilitation and Reconstruction Project (Rehabilitasi dan Rekonstruksi Masyarakat dan Permukiman or ReKompak) provided grants to rebuild and repair houses and to rehabilitate infrastructure using a

community-driven approach in the tsunami-affected areas in Aceh. Funds for village infrastructure development were distributed through the Urban Poverty Project (Program Penanggulangan Kemiskinan di Perkotaan or P2KP) and the Kecamatan Development Project (Program Pengembangan Kecamatan or PPK). At the beginning, ReKompak, launched in early 2006, was executed under the coordination of Ministry of Public Works. Later, going through a step by step process, the management and execution of the program was handed over to BRR (BRR, 2009d).

As a whole, the work of ReKompak following the Aceh tsunami was funded by the Multi Donor Fund (MDF), International Development Agency (IDA) and the Government of Indonesia represented by BRR in cooperation with Direktorat General for Settlements, Ministry of Public Works. Meanwhile in the Lambung reconstruction, ReKompak's funding source came from MDF.

Three parties were involved in MDF: the Government of Indonesia represented by BRR, donors represented by the European Commission and the World Bank as manager of MDF. MDF's members included donor countries and international institutions, such as the European Commission, United Kingdom, Sweden, Norway, Germany, Canada, Belgium, Finland, the United States, New Zealand, Ireland, and the Asian Development Bank (BRR, 2009d). ReKompak operated in Lambung from 2006-2009 focusing on the construction of 309 new homes (Dedi Setiawan, ReKompak's housing facilitator, 2006-2009, personal communication, September 3, 2010) .

Participatory Process

- Supported by ReKompak, residents mapped and assessed the damages in the village to identify construction needs and housing beneficiaries.
- At the beginning, housing designs were offered to the community. However,

communities wanted the designs to be prepared by the ReKompak team. In response to this request, ReKompak provided a couple of alternative designs and communities picked one.

- Communities formed the Settlers Groups (Kelompok Pemukiman or KP), a group of beneficiary families consisting of about 10 household leaders. In total, there were 33 KPs on the list. Each household democratically chose three representatives to manage its own KP (chair, secretary, and treasurer). At the village level, the Activity Managing Team (TPK) was responsible for the whole rehabilitation and reconstruction of settlements in the village.
- KP representatives opened and operated the KPR's bank account to receive funds from ReKompak. Fund disbursement was set up into 3 phases, based on the construction progress. Funds allocated for a new house were Rp 45 million and for a rehabilitated one, Rp 15 million maximum.
- The community decided whether to choose the self-employed or to work with builders especially the local ones (collectively organized by each cluster group). Beneficiaries could use their own funds to build bigger houses with the help of ReKompak in building designs.
- Monitoring was done by each KP and each beneficiary household leader. Both beneficiary household leaders and KPs should make progress reports on the reconstruction progress.
- Housing facilitators accompanied TPK and KP in the housing development process. One facilitator was assigned to 3 KPs which consisted of about 30 households. (Dedi Setiawan, ReKompak's housing facilitator, 2006-2009, personal communication, September 3, 2010).

2. World Vision Relief Activities

In response to the tsunami, World Vision, a Christian relief, development and

advocacy organization, carried out programs pertaining to supporting tsunami survivors, rehabilitating livelihoods and construction of public facilities. Food was distributed and equipment and supplies were provided to clinics, hospitals and schools. World Vision also built temporary shelters, permanent houses, temporary and permanent schools as well as facilitating massive training for teachers to achieve quality education (World Vision Indonesia, 2010).

During its work time in Lampung, 2005-2010, World Vision has built temporary shelters, warehouses, knockdown buildings and artesian wells. This construction work was tackled during the emergency period soon after the tsunami through Indonesian Tsunami Response Programs. Since 2007 (until present), with its Aceh Development Program, World Vision has focused on economic activities and community health service empowerment. In the health sector, World Vision has helped the village health clinic develop its service through training for clinic workers and provision of initial medical equipment and medicine. In the economic sector, World Vision has strengthened village long-term livelihood prospects, as well as strengthening residents' confidence, skills and expertise through the combination of training and various economic activities. The economic activities supported by World Vision include producing Acehese cakes (doi, meusekat, etc) and other cakes, embroidering, and village fish pond development. In 2010, the latter activity is still in progress by strengthening the Village Fish Pond Farmer Association (the establishment of the association was facilitated by World Vision) (Gampong Lampung, 2009).

Participatory Process

- In the Lampung reconstruction relief right after the tsunami until about 2 years later, World Vision mostly accommodated Lampung community's proposal for needs and priorities in in the village re-

construction. Like many other relief organizations operating in Aceh, World Vision used a PRA method in the decision making process. From its meetings with village authorities and the community, World Vision approved communities' proposals for the following reconstruction: barracks, artesian well, temporary clinic, temporary kindergarten building and warehouse.

- Communities got involved in the artesian well reconstruction through the bidding process with the bidding participants from Lambung community.
- In health sector development, community members were voluntarily involved in providing service for patients in the World Vision's village clinic enhancement project. World Vision itself provided some needed equipment for the clinic.
- In the next period of time (2007-present), World Vision has focused its work mainly on economic and education development. In Lambung, economic development has taken up a large portion of World Vision's programs. World Vision proposed small and medium enterprise development and the establishment of the fish pond farmer cooperative.
- World Vision conducted training (on bookkeeping, marketing, etc) for small business development and provided the community with the financial support for the establishment of the cooperative for fish pond farmers. The financial support was used for the process of administering the cooperative as a corporate body. World Vision came up with the idea of establishing the cooperative based on their own initiative to boost the future village economy. World Vision, in cooperation with Aceh microfinance institutions, also provided technical assistance to strengthen cooperative management and performance. So far, this cooperative has 25 members who have been participating in this economic project by making initial

and monthly member contributions.

(Mukhlisin, World Vision's community development coordinator, Sept 2009 –Sept 2010, personal communication, July 23, 2010)

Benefits, Supporting Factors and Constraints of Community Participation

Community participation in post-tsunami redevelopment in Lambung Village has brought about positive impacts on tsunami survivors, villagers and villages as a whole. Lambung community members' endurance and preserverance in a long and tough village mapping and land consolidation process as well as their willingness to give their land without any compensation was paid of by more organized settlements (Zaidi, personal communication, July 2, 2010).

Other major benefits included improving community capacity building in organizing community resources and project management (planning, funding, design, construction and monitoring and evaluation); meeting community's needs; reducing traumatic feelings among survivors; and providing more income for communities from reconstruction related jobs (through the cash for work projects and community contracting model of housing and public infrastructure projects, etc). In terms of reducing traumatic feelings, survivors' involvement in the village relief efforts, to some extent, shifted their attention from post-tsunami depression (due to loss of family members, etc) to reconstruction activities (Zaidi, personal communication, July 2, 2010).

The main constraints of community participation in Lambung included time consuming process of participation and the negative effect of "cash for work" project. A common agreement on village mapping land consolidation among community members took a long and tough process. Permanent homes for residents could be occupied around 2007. However, residents' endurance and patience in the negotiation process as

well as trust among them resulted in more organized settlements. Lambung leaders succeeded in convincing residents to give their land to build more organized settlements. The leaders stated that contributing land was part of religious service which would bring merit to residents' ancestors (Zaidi, personal communication, July 2, 2010)

The involvement of community members in the reconstruction effort was distracted by the implementation of the cash for work (cleaning up the village) projects managed by several NGOs in the two case study villages. This project was a dilemma. On the one hand, it provided an income for survivors in the emergency period. On the other hand, it led many community members to be reluctant to work for pure voluntary relief activities after the emergency period. They would seriously consider participating in the voluntary activities (attending village meetings, being reconstruction committee members, etc) as long as there were financial incentives in return. Nowadays, after the reconstruction process is over, *gotong royong kampung* (a traditional community self-help at the village level) that provides no financial incentives tends to be attended by a small number of residents (Zaidi, personal communication, July 2, 2010).

Social ties, leadership, networking, and creativity determined the success of community participation in Lambung post-tsunami redevelopment. The majority of Lambung inhabitants were native who tended to be more attached to their village and had strong social ties which in turn helped the participatory process. These inhabitants were relatively easy to mobilize for collective action (Zaidi, personal communication, July 2, 2010). Aside from social ties, the performance and capacity of village bureaucrats and community leaders apparently was also a major determinant of involving the community in the village rebuilding process. Head of village's bravery and exact calculation in a community land adjudication decision was a starting point

for the success of creating more orderly and planned village. In addition, his decision on the uniformity of house construction types (by allowing only *Rekompak* to manage the whole housing project in the village) strengthened togetherness and avoided jealousy among community members (Dedi Setiawan, personal communication, September 3, 2010).

Last but not least, community participation process also needs to be supported by networking and creativity. Lambung case shows that village's broad networking with various parties and individuals gave the village access to financial support and reconstruction information. Lambung's creative initiatives for opening a community bank account to receive donations (with public announcement) as well as the advertisement of village meetings in the media were also significant to create a conducive environment for community driven development.

CONCLUSION

This study finds that the occurrence of "ad hoc" participation in Lambung Village was related to communities' urgent needs right after the tsunami. This kind of participation covered corpse evacuation, data collection on death toll, barrack/temporary shelter development, and disseminating disaster related information. Meanwhile, the extent to which communities participate in the infrastructure and economic sectors in the reconstruction effort promoted by aid organizations/agencies was associated with the willingness and capacity of aid organizations/agencies, the nature of recovery projects, and the readiness of communities to participate.

Community participation in Lambung brought about a number of benefits for communities: improving community capacity building, meeting community's needs, reducing traumatic feelings among survivors, and providing more incomes

for residents. Lessons learned from this study are community participation should be supported by the following factors: leadership, social ties, networking, creativity, religious approaches, and residents' willingness to give contribution. Meanwhile, constraints of community participation in the Lambung case included time consuming process and the bad influence of "income generated" cash for work projects.

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