

UDC 334

## COMMUNITY PARTICIPATION IN INFRASTRUCTURE DEVELOPMENT OF SIKUN AND KATERI VILLAGES IN MALAKA REGENCY, INDONESIA

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### ABSTRACT

The objective of this study was to investigate community participation in village infrastructure development that included (a) the forms of the participation, (b) the actors and background of the participating community, and (c) the period when the participation rate was high and low. The researchers also aimed to explain and describe the causes of community participation. This paper was a case study conducted with a qualitative approach. It took place in Sikun Village, West Malaka District, and Kateri Village, Central Malaka District, Malaka Regency, East Nusa Tenggara Province. This study focused on (1) community participation in village infrastructure development and the forms of participation, the actors and background of the participating community, the period when the participation rate became high and low, and (2) the factors driving the participation. The purposive technique was employed to determine informants. Data analysis adapted the method of Miles and Huberman consisted of data reduction, data presentation, and conclusion drawing or verification. Triangulation was also used as the technique of validating the research results. The results show that community participation levels in Sikun Village and Kateri Village varied. Community participation was high during the planning and result utilization but was low during implementation and supervision.

### KEY WORDS

Participation, community, development, infrastructure, village.

Malaka Regency is one of the regencies in East Nusa Tenggara Province formed through Law Number 3 of 2013 concerning the Establishment of Malaka Regency in East Nusa Tenggara Province. Since its division from Belu Regency in 2013, Malaka Regency has accelerated its development in the infrastructure sector.

Malaka Regency has 127 villages, and all have received Village Fund (*Dana Desa*) allocations. One of the 127 villages was Sikun Village, which received funding of IDR 800,000,000.00 in 2017. The Village Fund was given in two (2) stages. The first stage was IDR 470,000,000.00 (60%) allocated in June, and the rest 40% or IDR 330,000,000.00, was distributed in October through Bank Rakyat Indonesia. As the holder of the sovereignty of the state, the community needs to participate in the use of the Village Fund actively. Law Number 6 of 2014 Article 68 Paragraph 2e mentions that the community is expected to participate in various village activities. In development activities, community participation represents the willingness and ability of community members to sacrifice and contribute to implementing a program or project (Adisasmita, 2006).

Table 1 – Infrastructure Development Program in Sikun Village, West Malaka District, Malaka Regency

No.	Use	Budget (IDR)
1.	Road construction from Airae A until Airae B	220,000,000.00
2.	Construction of retaining walls from Airae A until Airae B	35,000,000.00
3.	Road construction from Leorae until Loomaten	42,000,000.00
4.	Drainage construction in Lakulo	59,000,000.00
5.	Culvert construction on the main road of Airae B	28,000,000.00
6.	Construction of 4 drill wells in Leorae	28,000,000.00
7.	Construction of 2 pre-schools in Loomaten and Lakulo	56,000,000.00
TOTAL		468,000,000.00

Source: Data Analyzed, 2018.

Table 1 shows that the government of Sikun Village built some infrastructures by taking into account the principles of justice and equity as seen from the even infrastructure development at the five (5) hamlets of Sikun Village. As a manifestation of the principle of justice, the development was also done following the needs of each hamlet.

The community of Sikun Village was allowed to participate actively in planning, implementing, utilizing the results, and evaluating every stage of the development. The government of Sikun Village conducted annual meetings, known locally as *Musrenbang*, for both the pre-planning stage and planning stage, with representatives from each hamlet. Through the meetings, the representatives could share ideas, which was an effort to improve community participation. Although not all inputs and feedback from the community could be realized, the meetings had become one way to ensure community participation. The meeting results would be reviewed by a team of nine (9) people, consisting of several village officials in the pre-development planning meeting, to determine the development programs for each hamlet. The results were irreversible because they were based on suggestions from the community and were adjusted to the available funds.

As one of the villages that received and utilized the Village Fund, Sikun Village allocated the funds for physical infrastructure development and community empowerment. The development programs in this village ran well that it received an award in a competition at the district level. The competition became a benchmark to assess the effectiveness of village development through community empowerment.

Nevertheless, some villages are slow in infrastructure development, such as Kateri Village located at Central Malaka District, Malaka Regency. It is reported that Kateri Village only built a village office and spent IDR 750,000,000.00 within three (3) years.

Currently, the village community seems reluctant to participate in village programs. Participation no longer involves volunteering or cooperation—it takes money to attract people to participate in development programs. The villagers have switched their attitude into money-oriented. As such, programs with such abundant funds will receive a high participation level and vice versa. The community perceives participation in village development programs as employment, not cooperation.

Based on the background above, the researchers considered the importance of conducting a study entitled "Community Participation in Village Infrastructure Development". The two villages were chosen as the study sites to investigate participation in infrastructure development and the factors distinguishing participation levels. This study aimed to explain and describe community participation in village infrastructure development, including the forms of participation, the actors and background of the participating community, and the time when the participation rate was high and low. The study also assessed the factors driving community participation.

## LITERATURE REVIEW

### Participation

#### *Definition of Participation*

Participation is an essential component in generating independence and empowering people (Craig and May, 1995 in Hikmat, 2004). Empowerment and participation have a high potential to improve economic, social, and cultural transformation (Hikmat, 2004). This process, in the end, will create people-centred development. Hoofsteede (1971) in Khairuddin (2000) stated that participation is "the taking part in one or more phases of the process," which in this case is the development process.

The principle of participation is to involve the community directly and only be achieved if the people take part from the beginning of the process. Community involvement will guarantee whether the process is good and correct or not. The results of community participation are a parameter of whether the community is adequately trained or not (Ade, 2005). Without pre-conditions, direct community involvement will not have much meaning in the sense of developing political education.

Conyers (1991) proposed three main reasons for the importance of community participation in development:

1. Community participation is a tool to obtain information about local communities' conditions, needs, and attitudes. Without this reason, the development programs and projects will fail.
2. The people trust the development program if they are involved in the preparation and planning. Because of this, the community will further know the project, and they will feel like they own the project.
3. Participation is a democratic right of the people (in their involvement in development).

#### *The Concept of Development Participation*

In development, participation is a crucial element to bring out change. The community cannot enjoy the benefits of development without participation. This study began with some definitions of community participation and then continued with community participation and the types of participation.

Participation is a critical element in community development. Cohen and Uphoff (1977) described participation as a process that could be seen at the level of decision-making, implementation, achievement, and assessment. Moser (1983) perceived participation from two angles, as a tool and a goal. Tosun (2000), on the one hand, said that community participation was a voluntary action through which individuals took opportunities and assumed social responsibility. Community participation will ensure that the needs and aspirations of the community are not neglected and that the community members will be educated and subsequently empowered. It is supported by Arstein (1981) that addressed participation as the distribution of power to allow the poor to have roles in village development. Community participation is an effort to provide equal opportunities to all members of society to be actively involved in the development process. Community participation has three (3) categories. The first is spontaneous and voluntary participation without pressures from outside parties. The second is participation that involves external factors to motivate people to be involved in the development process. The third is participation with force or coercion.

The reasons why people need to be invited and encouraged to participate (Adisasmita, 2006) are for the people: (1) to understand the social and economic conditions of the community; (2) to be able to analyze the causes and effects of various events that occur in society; (3) to formulate solutions to overcome problems and obstacles; (4) to take advantage of development resources such as human resources, natural resources, funds, and technology to increase production and productivity to achieve development goals; and (5) to have strong self-confidence and self-reliance by increasing their capacity and willingness to eliminate their dependency on outside parties.

### **Village Development**

#### *Definition of Village Development*

Village Development is an effort to improve the life quality of the community for better welfare. It is inseparable from regional development management at the regency and provincial levels because villages, districts, and regencies in a broader context (social, economic, market access, and political) are connected one with another (Wahjudin, in Nurman, 2015).

Village development has a vital role in national development projects and has a vast scope since it becomes the basis of development. Village development aims to increase the life quality of rural communities, and it covers many activities. The community should refer to the development goal to realize independent, advanced, prosperous, and fair rural communities (Adisasmita, 2006). Village development is one of the big agendas to oversee the implementation of Law Number 6 of 2014 concerning Villages—it must be carried out systematically, consistently, and sustainably through facilitation, supervision, and assistance.

### ***Village Development Objectives***

A village development must be well directed according to the original goal. The objectives of a village development are to (1) increase the capacity of community institutions at the village level in participatory development planning; (2) increase the involvement of all stakeholders to provide meaning to development planning; (3) enhance development transparency and accountability; and (4) create integration between sectors and institutions within the development framework.

The objectives of village development can also be divided into two (2), long-term and short-term. Long-term development goals include improving the welfare of rural communities by increasing job opportunities, business opportunities, and income based on environmental, business, and human development approaches. Indirectly, the purpose of long-term village development is to build solid foundations for national development. Meanwhile, the short-term village development objectives are to increase the effectiveness and efficiency in economic activities employing human and natural resources.

### **Development and Infrastructure**

#### ***Development***

Development is a multidimensional process that includes many fundamental changes in social structures, attitudes of society, and national institutions while accelerating economic growth, addressing income inequality, and alleviating poverty (Tadaro, 1992). Rural community development is a process of social change with broad participation in achieving social and material progress (including the improvement of justice, freedom, and other valuable qualities) for most people with greater control of the environment (Rogers in Handayani, 2014).

A development emphasizes the fulfilment of basic human rights and means that fulfil four basic needs: welfare, freedom, and identity, and freeing oneself from poverty, destruction, repression, and alienation (Zubaedi, 2013).

A country must have a development strategy, yet not all countries have a clear development strategy due to the global economic crisis and the weak role of the state, particularly in developing countries. Development strategies for many countries nowadays tend to answer management issues rather than to transform the socio-economic condition of the people. It will reduce their references for development theory (Kuncoro, 2010)

#### ***Infrastructure***

In this study, infrastructure is seen as physical facilities developed or required by public agencies to run their functions in water supply, electricity, sewage disposal, transportation, and other services to facilitate the social and economic objectives of the system. In other words, infrastructure supports the functions of the social and economic system in the daily life of the community. An infrastructure system can be defined as the basic facilities, structures, equipment, and installations built and required for the social and economic objectives of the community (Grigg in Kodoatie, 2003). The World Bank divides infrastructure into three (3) categories as follows;

The *first* is economic infrastructure. This infrastructure is the physical infrastructure needed to support economic activity, including public utilities (power, telecommunications, water, sanitation, and gas), public work (streets, dams, canals, irrigation, and drainage), and transportation (roads, rails, ports, airports, and so on). The *next* is the social infrastructure, which consists of education, health, housing, and recreation. The *third* category is administrative infrastructure, covering law enforcement, administrative control, and coordination. Through Presidential Regulation Number 42 of 2005 concerning the Committee for the Acceleration of Infrastructure Provision, the government classified types of infrastructure provided by the government such as transportation, road, irrigation, clean water, sanitation, telematics, electricity, and oil and gas. The classification can be categorized as basic infrastructure because all layers of the community need it. Henceforth, it needs to be regulated by the government (Prasetyo and Firdaus, 2009).

An infrastructure development that follows the needs of the region is expected to improve the economy of the region and its surrounding areas. Besides that, infrastructure development must pay attention to sustainability based on accountability, transparency, efficiency, and justice.

### Framework

Participation is an essential component in generating independence and empowering people (Craig and May, 1995 in Hikmat, 2004). Hikmat (2004) addressed that empowerment and participation have enormous potential to improve economic, social, and cultural transformation. In the end, this process will be able to create a people-centred development. Participation means "the taking part in one or more phases of the process, " which is the development process (Hoofsteede, 1971 in Khairuddin, 2000).

Community participation has various forms: decision-making, implementation, utilization, and evaluation of development programs (Cohen and Uphoff, in Supriatna, 2000). There is participation in identifying and planning development programs (Conyers, Moedjarto, and Korter in Supriatna, 2000).

Some people are directly involved in any activities, but some are not. Each community has different backgrounds in its involvement. It can be said that the level of community participation varies from time to time, program to program, and place to place. Therefore, the framework in this study is:

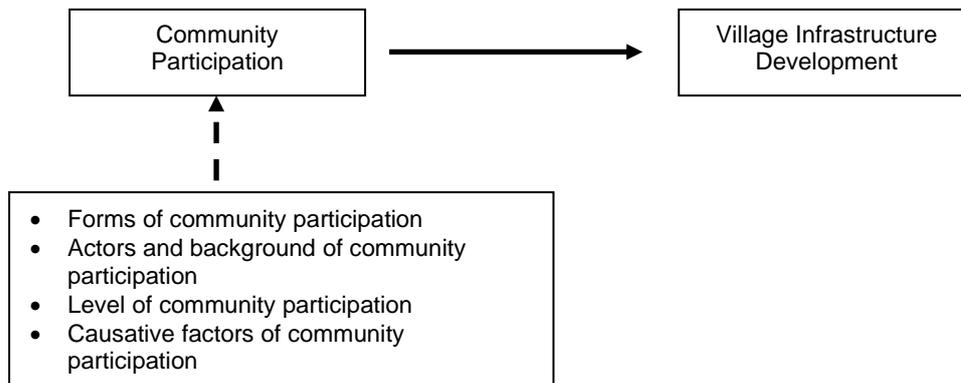


Figure 1 – Research Framework

### METHODS OF RESEARCH

This paper is a case study conducted with a qualitative approach at Sikun Village, West Malaka District and Kateri Village, Central Malaka District, Malaka Regency, East Nusa Tenggara Province. Study sites were chosen using a purposive sampling technique with specific considerations. This study focused on (1) community participation; the participation of Sikun Village and Kateri Village in the development of village infrastructure, which then specified into sub-focus including (a) the forms of community participation; all forms of community involvement and participation in village infrastructure development, (b) actors and backgrounds of the participating community; the parties involved in the development of village infrastructure and the background for the involvement and participation of each party, and (c) the level of community involvement and participation in village infrastructure development. Moreover, this study also intended to know (2) the causative factors of community participation. A purposive sampling technique determined informants with specific considerations. The data in this study were primary and secondary data collected using interviews, documentation, and observation. The data were analyzed using the technique from Miles and Huberman (2007), which consists of data reduction, data presentation, and conclusion drawing. Meanwhile, the validation for the research results was completed using a triangulation technique.

## RESULTS AND DISCUSSION

### Sikun Village

Table 2 presents some of the infrastructure developments in Sikun Village from 2017 to 2019:

Table 2 – Infrastructure Development in Sikun Village (2017-2019)

Year	Type of Infrastructure Development	Implementation Time	Completion Time
2017	• Road pavement	June 15, 2017	August 14, 2017
	• Pre-school construction	June 19, 2017	August 18, 2017
2018	• Street retaining walls	July 19, 2018	September 18, 2018
	• Road pavement	July 19, 2018	September 18, 2018
2019	• Healthy toilets construction	June 08, 2019	September 7, 2019
	• Street retaining walls	June 10, 2019	August 9, 2019

Source: Data Analyzed.

Based on the data above, six (6) types of infrastructure development were done from 2017 until 2019, with two (2) types of infrastructure development each year. In 2017, a road pavement program began on June 15, 2017, and ended on August 14, 2017. Still, in 2017, there was also a pre-school construction that started on June 19, 2017 and finished on August 18, 2017. In the following year, a street retaining and road pavement project began on July 19, 2018, and was completed on September 18, 2018. In 2019, there was a construction of healthy toilets, from June 8, 2019, until September 7, 2019. Besides that, there was also a street retaining work from June 10, 2019, until August 9, 2019.

After describing the types of development along with the implementation and completion time, Table 3 illustrates the locations of infrastructure development in Sikun Village:

Table 3 – Program and Location of Infrastructure Development in Sikun Village

Year	Program	Location
2017	• Road pavement at Airae A and Airae B	• RT <sup>1</sup> 01, 02, 03, and 04 / RW <sup>2</sup> 001 and 002
	• Pre-school construction at Airae A	• RT 01 / RW 001
2018	• Road pavement at Leorae, Loomaten, Lakulo Weain, and Tooskiar	• RT 05 to 12 / RW 003 to 007
	• Street retaining walls at Airae A and Airae B	• RT 01 to 05 / RW 001 to 002
2019	• Healthy toilets construction at Airae A and Airae B, Leorae, Looreaten, Lakulo Weain, and Tooskiar	• RT 01 to 12 / RW 001 to 007
	• Street retaining walls at Leorae, Loomaeten, L. Weain, and Tooskiar	• RT 05, 07, 09, 11, and 12 / RW 003-007

Source: Data Analyzed.

The information describing infrastructure development in Sikun Village, including the type of infrastructure, implementation time, completion time, and location, is presented in Table 3 to ease the readers finding the information.

### Kateri Village

In Kateri Village, the infrastructure development was performed from 2017 to 2019. Table 4 depicts the infrastructure development.

Table 4 shows that Kateri Village held several infrastructure development programs within 2017-2019. The implementation and completion time of each program was varied. In 2017, there were four (4) development programs implemented in Kateri Village: (1) construction of pre-school plus building, (2) construction of 320 meters of Lapen Road, (3) opening of a new 540-meter road and (4) construction of village boundary pillars. Furthermore, in 2018, there were three (3) development programs in Kateri Village: (1)

<sup>1</sup> Neighborhood association.

<sup>2</sup> People association.

construction and/or renovation of 24 units of housing for the poor; (2) construction of drainage and street retaining walls; and (3) fence construction for pre-school building. In the following year, five (5) development programs were implemented: (1) construction/opening of 770 meters of roads for farming business; (2) construction/opening of 450 meters of roads for farming business; (3) construction/opening of 280 meters of village roads; (4) construction/opening of 1000 meters of village roads; and (5) construction of public toilets.

Table 4 – Infrastructure Development in Kateri Village (2017-2019)

Year	Type of Infrastructure Development	Implementation Time	Completion Time
2017	• Construction of a pre-school plus building	• May 2017	• December 2017
	• Construction of Lapen Road (320 meters)		
	• Opening of a new road (540 meters)	• May 2017	• July 2017
	• Construction of village boundary pillars	• May 2017 • October 2017	• July 2017 • November 2017
2018	• House construction and/or renovation for the poor (24 units)	• May 2018	• December 2018
	• Drainage and street retaining walls construction	• September 2018	• December 2018
	• Fence construction for pre-schools plus building	• September 2018	• December 2018
2019	• Construction/opening of roads for farming business (770 meters)	• June 2019	• September 2019
	• Construction/opening of roads for farming business (450 meters)	• June 2019	• September 2019
	• Construction/opening of village roads (280 meters)	• June 2019	• September 2019
	• Construction/opening of village roads (1000 meters)	• June 2019	• September 2019
	• Construction of public toilets	• September 2019	• November 2019

Source: Data Analyzed.

After the implementation time and the completion time are known, the location of the above development programs are explained in Table 5:

Table 5 – Program and Location of Infrastructure Development in Kateri Village

Year	Program	Location
2017	• Construction of a pre-school building	• Bei Tema.
	• Construction of Lapen Road (320 meters)	• Bei Kolo
	• Opening of a new road (540 meters)	• Bei Kolo and Bei Seran
	• Construction of village boundary pillars	• Bei Kolo
2018	• House construction and/or renovation for the poor (24 units)	• Bei Tema; Bei Kolo; Bei Seran; Nun Bei
	• Drainage and street retaining walls construction	• Bei Tema
	• Fence construction for pre-schools plus building	• Bei Tema
2019	• Construction/opening of roads for farming business (770 meters)	• Bei Tema
	• Construction/opening of roads for farming business (450 meters)	• Bei Tema
	• Construction/opening of village roads (280 meters)	• Bei Kolo and Bei Seran
	• Construction/opening of village roads (1000 meters)	• Nun Bei
	• Construction of public toilets	• Bei Kolo

Source: Data Analyzed.

Table 5 shows the development program in Kateri Village and the location from 2017 to 2019. In 2017, for example, there were four (4) development programs in several areas such as (1) the construction of pre-school plus building in Bei Tema; (2) the construction of 320 meters of Lapen Road in Bei Kolo; (3) the opening of a new 540 meters of roads in Bei Kolo and Bei Seran; and (4) the construction of village boundary pillars in Bei Kolo.

In 2018, there were only three (3) development programs in Kateri Village, including (1) 24 units of housing construction and/or renovation for the poor (six units at Bei Tema, ix units

at Bei Kolo, six units at Bei Seran, and six units at Nun Bei); (2) construction of 1 unit of drainage and street retaining walls in Bei Tema, and (3) the construction of a fence around the pre-school building in Bei Tema.

In 2019, there were five (5) development programs implemented in Kateri Village. The programs were (1) construction/opening of 770 meters of roads for farming business in Bei Tema; (2) construction/opening of 450 meters of roads for farming business in Bei Tema; (3) construction/opening of 280 meters of village roads in Bei Kolo and Bei Seran; (4) construction/opening of 1000 meters of village roads in Nun Bei; and (5) construction of public toilets in Bei Kolo.

The data concerning infrastructure development in Kateri Village, starting from the type of infrastructure development, program implementation time, program completion time, and location, are presented in the tables above to ease the readers find information.

## Discussion

### *Forms of Community Participation*

Results confirmed that the development programs in the two villages, the type and location of the development, resulted from the mutual agreement of the village people in the meetings. The meetings started from the hamlet to the village level. At this stage, the people were invited to attend development meetings in each village to discuss development programs for a certain period. The community participated in planning by giving input, suggestions, and recommendations.

The community willingness to participate in village development is influenced by various factors such as a sense of collective ownership, the desire to improve and develop the village, and economic needs. These three reasons motivate the community to participate in village development.

### *Actors and Background of the Participating Community*

At the planning stage, the community and the village government discussed the actors involved in development programs. Meanwhile, at the implementation and supervision stage, not all people were involved. The community had the opportunity to be involved again in planning and result utilization—most of the people would return to participate.

The development in both villages was self-managed by the community while still involving third parties such as contractors and suppliers. An Activity Implementation Team, formed by the village government and the community, represented self-management in Sikun Village—it implemented and supervised the development program. The members of this team were selected based on their capability suitable with the program.

### *Levels of Community Participation*

Almost everyone from various backgrounds was invited and involved in the meetings either with the hamlet or the village government during planning. Community participation levels could be seen from their involvement and activeness in sharing thoughts and responses to village development planning. However, community participation became low during the implementation and supervision stage due to the closed space for participation.

The people involved at the implementation and supervision stage were those selected as members of the Activity Implementation Team. Therefore, people outside of the Activity Implementation Team tended not to be involved at this stage. Everyone could participate again during result utilization, so the community participation level became high.

### *Causative Factors of Community Participation*

There are several inhibiting factors concerning community participation in a village development program. The first was that not all communities are involved in planning. The people who were not involved tended to be pessimistic about the development, affecting community participation levels.

Then, at the implementation stage, community participation decreased because the stage required people with adequate skills to participate. Therefore, people with various

backgrounds and abilities were selected according to the needs of each village. The chosen people would then become members of the Activity Implementation Team.

Community participation levels during implementation were represented through their efforts. Participation at the implementation stage was also evident from the willingness of the community to provide their land as a development site. The community was also ready to provide local building materials to be used for the development program. Nevertheless, some people were unwilling to give up their land as a development site. As not all people were included in the implementation stage, some became reluctant to participate again. The people who were not involved also felt jealous of those involved at the implementation stage.

Community participation tended to be low at the supervision stage because only certain people were selected members of the Activity Implementation Team or Supervisory Team. In addition, the Village Consultative Body, which is the representative of the community, is also the representative of the people to supervise the performance of the village government in implementing development programs. People felt that they had nothing to do with the supervision because they were not members of the Supervisory Team. They also believed that their representatives had done the supervision, so they were not needed anymore. These are the inhibiting factors at the supervision stage of the development programs at both villages.

At the stage of result utilization, the community participation level seemed to increase and even much higher than the previous stages because everyone could enjoy the benefits of the development programs. Some people received money from the fund assistance program. Meanwhile, all village communities and even outsiders could use the public development facilities. As for the inhibiting factors, not all people are aware of ways to utilize the development results. Some people, even intentionally or unintentionally, damaged the facilities built.

#### *Community Participation in Sikun Village and Kateri Village*

The results showed that community participation in village infrastructure development was high at certain stages and low at other stages. The high community participation at the planning stage occurred because community involvement was open to everyone. The village government invited the community to meetings at the hamlet level and village level. Public participation was high, as seen from the people who were present and participated in the meeting.

However, during the implementation stage, community participation decreased. The people seemed to be apathetic at this stage because community involvement was limited. Only certain people were selected to join the Activity Implementation Team. Because of this, people who did not enter the Activity Implementation Team felt that the village did not need them. The village government had calculated the amount of money required to pay the people involved in the implementation stage. Therefore, community participation was defined according to the amount of budget available. The community perceived that a village development program could become a source of livelihood or income, and jealousy arose among people who were not involved in the process.

The same thing also happened at the supervision stage. At this stage, community participation was limited. As the implementing unit for the development program, the Activity Implementation Team also acted as the unit for supervision. The community assumed that the supervisory function was the job of the Activity Implementation Team, not the public. The people also believed that they already had the Village Consultative Body as their representatives for supervisory functions. As a result, the supervision of the development programs was carried out by the Activity Implementation Team and Village Consultative Body without involving the community.

The study also revealed that community participation increased sharply after the implementation and supervision stages during the utilization of development results. All village people could enjoy the results of public infrastructure development. If it was a development program for individuals, the village community could also enjoy the results immediately.

It can be concluded that at the implementation and supervision stages, community participation decreased because the space for community participation was limited because the government had allocated particular budgets to finance the development programs. There are regulations on how to use village funds, yet some of these regulations neglect the original values living in the local community of the village. Back then, community participation was motivated by cooperation and togetherness but now has been replaced by economic interests.

Besides the limited budget for the development activities, the village only allowed a few community elements to join the implementation and supervision process. This government policy seems to weaken the used-to-be strong level of community participation—the government may consider the approach the best for the whole village community, yet it is not. It is known as the concept of hegemony (Gramsci).

The starting point of Gramsci's concept of hegemony is that the upper class and its members exercise power over the lower class through repression and persuasion. The repressive method by the upper class against the lower class is called domination, while the persuasive method is called hegemony. The state officials such as the police, soldiers, and judges carry out the domination acts. Meanwhile, hegemony is performed persuasively in the form of instilling ideology to dominate the mind of the lower class without coercion. This hegemony is achieved politically through moral and intellectual efforts to create a unified perspective in a society (Hefni, 2011).

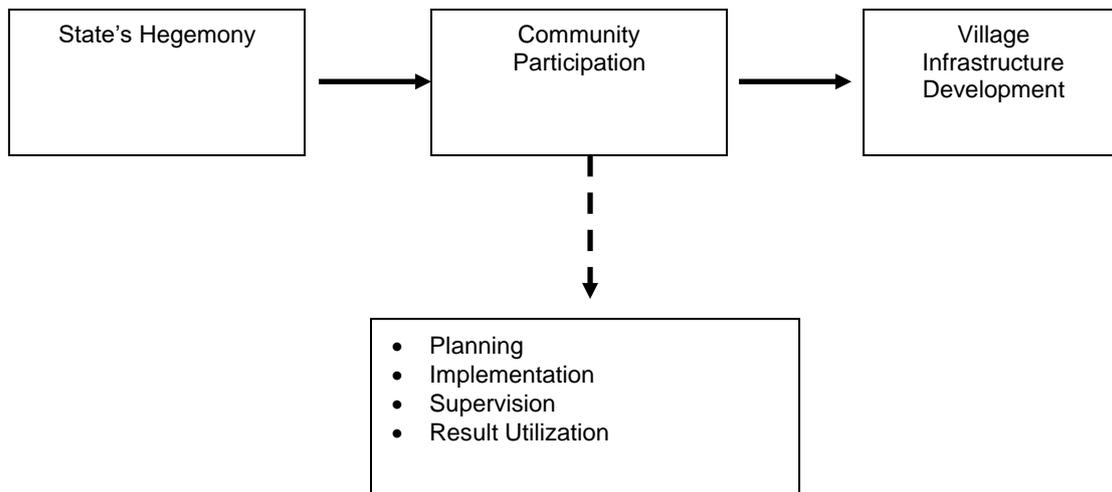


Figure 2 – Research Results Framework

Labour-intensive work (cash-for-work) is an activity of community empowerment, especially the poor and marginalized communities. The nature of this act is productive, which emphasizes the utilization of resources, human resources, and local technology to provide additional wage/income, increase purchasing power, reduce poverty, and simultaneously support the reduction in stunting rates. With this cash-for-work scheme, the implementation of the village fund is expected to absorb a large number of workers by providing direct wages (cash) to the workforce either daily or weekly. This plan is expected to strengthen people's purchasing power and increase economic growth and public welfare.

Therefore, community participation must be based on the budget amount because the people involved will be paid. When the budget is insufficient, public participation in the implementation and supervision stages will be limited. This only causes jealousy that makes the community apathetic towards the implementation and supervision of the village development.

The findings of this study are presented in Figure 2. Hegemony affects community participation at the implementation and supervision stages that weakens community participation levels. Meanwhile, at the planning stage and the utilization of development

results, community participation tends to be high because participation is open for all. At this stage, there is no budget to finance the participating community.

## CONCLUSION

Based on the results and discussion, the following conclusions are presented:

1. Community participation levels in Sikun Village and Kateri Village vary. Community participation is high at planning and utilization of development results but is low during the implementation and supervision stage.
2. The form of community participation in Sikun Village and Kateri Village is different at each stage of development. The community participation in planning can be seen from their involvement and inputs in the meetings. At the implementation stage, community participation is represented by a few people selected as members of the Activity Implementation Team to carry out village development programs. While at the monitoring stage, community participation is represented by the Activity Implementation Team and the Village Consultative Body. In the last stage, community participation can be seen from the utilization and the maintenance of the development results.
3. Actors who participate in the village infrastructure development at the two villages also vary. Actors from various backgrounds participate in the planning stage at both villages. Yet, only a few selected actors join in the implementation and supervision—they became members of the Activity Implementation Team. Actors also vary during the last stage, utilization of development results, because everyone can take advantage of development results. Implementation requires people with specific skills (first limitation) and offers a certain amount of budget (second limitation), so not all people can join this stage. Recruitment of executors is also determined based on the closeness or emotional relationship. The supervision stage in this village infrastructure development is also limited to the Activity Implementation Body and the Village Consultative Body. However, everyone can take part in the utilization of development results.
4. Community participation is high in planning and utilization of development results because community involvement is open for all. However, community participation in both villages decreases at the implementation and supervision stage because the amount of budget limits the participation.
5. The limitation of participation due to limited budget (labour-intensive program) has eliminated the community's value of cooperation and voluntary involvement. A money-oriented mind has replaced the importance of collaboration and voluntary participation. As a result, people who are not involved and get wages from the village development programs become apathetic. The limited space for participation and the wage system has caused community participation in both villages to decrease.

## SUGGESTIONS

The following suggestions are presented based on the findings and discussion:

1. The village development has resulted in two things. The first is that people need infrastructure for easy access and jobs for additional income through labour-intensive programs. However, cooperation and voluntary participation as local values have been neglected—the researchers have concern over the matter. Therefore, it is suggested that the governments—the village government, district government, provincial government or central government—identify which village activities must use labour-intensive scheme and which must not to maintain the local values. Two areas must not be funded by labour-intensive programs—the religious and socio-cultural sector, particularly related to customs affairs. The labour-intensive scheme can be used in government-related matters. Activities related to community empowerment need to be carefully classified to go with a labour-intensive scheme or a participatory (voluntarily) scheme. Labour-intensive programs need participation.

2. Participation by providing cigarettes and betel nut will not disappear because it is related to local culture. Participation in the form of labour and materials has begun to decrease as money (development budget) enters the system through the labour-intensive program. Meanwhile, the labour-intensive scheme does not affect participation in the form of ideas. Therefore, the values that exist in society should be maintained, and not all public participation needs to be valued with money.
3. Independent participation in development activities that belongs to the labour-intensive program must be limited. The limitation must be carefully discussed through meetings, so it does not affect the local values of cooperation and voluntary participation.
4. Money has begun to affect participation at the implementation stage, so the government needs to pay more attention to the culture of cooperation and voluntary participation.
5. The community needs money for development programs, but community cooperation and voluntary participation also needs to be maintained. Thus, the labour-intensive programs must be intended only for government-related affairs. Programs related to community empowerment needs to be carefully classified and prepared, so the labour-intensive scheme does not affect cooperation and voluntary participation.

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