



Bureaucratic Behavior in Increasing Community Participation: Study of the Implementation of Village Development

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Abstract

This study investigated the impact of bureaucratic conduct on promoting community involvement in village development and evaluated and analyzed the behavior of bureaucrats. This research employs a qualitative descriptive design. This study gathers data via four distinct stages: pre-field, field work, data processing, and report writing. Community participation at every level or process of development is crucial for achieving success, as shown by the study findings. Community participation is a crucial aspect of development and serves as an indicator of its efficiency, but it often remains insufficient. The lack of community participation in the development process may be attributed to the ineffectiveness of bureaucratic leadership, communication, and education, resulting in poor operation of the process. The coordination between District Heads, Service Branches, and District Level Agencies has not been in accordance with the work program. The community in Wasior District lacks education, rendering them devoid of authority and unable to make informed decisions on development programs that align with their specific requirements. There has been a deficiency in the implementation of efficient village administration and direction for community institutions. Government-led development initiatives have overwhelmingly overshadowed ongoing development efforts in the last 5 years, neglecting the aspirations and requirements of local communities. Community property ownership policies impede both economic progress and community involvement.

Introduction

The essence of national development is the development of Indonesian people as a whole and the development of all Indonesian people. This means that in the development process it covers all aspects of human life and Indonesian society. The results of development achieved must truly be felt and enjoyed by all Indonesian people spread throughout the territory of Indonesia fairly and equitably so that in turn it can realize a healthy, strong, quality community life order and able to build itself. In order to achieve the essence of national development, rural community development needs to continue to be improved, especially through increasing the ability of human resources that can encourage the growth of rural community mutual cooperation initiatives and self-help because this is one of the dominant components in order to achieve development success. The success of development depends heavily on the participation of people who mostly live in rural areas.

By paying attention to the importance of community participation in development, it can be said that the implementation of development that covers all aspects of life will only be successful if it is an activity that involves all community members. Thus, one measure of development success is community participation and on the other hand, with community participation in development, there is a guarantee that a development activity will achieve the

expected results. There is a clear understanding that in essence the development should be carried out by the citizens themselves, while the Government is responsible for technical guidance and direction only. By understanding the factual conditions of the Indonesian people who are generally still helpless, it is undeniable that in the framework of development in Indonesia, the government has long played a role as *an agent of development*. In this regard, various development programs have been established and implemented by the government, which are expected to improve the quality of life of the community.

Since the new order, various government-sponsored development programs prioritizing national growth have been able to elevate the Indonesian state as one of the Asian powers. But at the same time, the development paradigm that prioritizes growth directly and indirectly has caused sharp gaps among the community, even between regions. Apart from that, with regard to the development approach that is more *top down* and centralistic in practice, the community only acts as an object of development. The government is very dominant in determining various development programs, what is proposed by the community is considered by the government as a mere desire that does not get priority while what is determined by the government is considered as something essential.

The bureaucrat's behavior seems to be in line with the thinking (Kallio et al., 2020) which states that "Bureaucracy is not required to be sensitive to the aspirations of the people. Its function is more as a mass mobilizer than an articulator of mass aspiration. Complete a hierarchical command structure to guarantee loyalty...". This fact lasted long enough that then there was antipathy among the community to consciously and voluntarily participate in development. The perspective of low community participation in development has been emphatically stated by Fitriah (2010) that "the concept of participation in Indonesia still remains at the level of development rhetoric, has not become a philosophy or approach in development. Realizing the various negative impacts that accompany the development process with a growth approach, the government then established a development program that emphasizes more on the *"people-centered development" approach* that puts people and humans as the center of attention and as the main actors of development.

With the application of the concept of a development approach that prioritizes the community as a subject of development, it is essentially a very meaningful breakthrough for the community to actively participate in the development process. In this regard, the government apparatus (bureaucracy) as a government tool that practically organizes government and carries out development is expected to understand precisely the conception of development oriented to humans and society as subjects of development so that in their attitudes and actions or behavior can motivate, move, direct and provide opportunities for the community, especially those who live in rural areas so that in turn, the community consciously and voluntarily participates in every development activity. This is a must because one of the characteristics of village development is community participation.

Bureaucracy in carrying out daily tasks, including in the context of implementing development, is required to increase community participation in development. It is stated explicitly by Cooke & Kothari (2001) that "bureaucracy must build people's participation". For this reason, the bureaucratic apparatus as a manager of power who has the ability, supported by good and correct behavior, can influence community behavior by providing guidance, direction, and motivation to the community so that they actively participate in every development process.

The role of the government apparatus as the personification of the bureaucracy develops the tasks of government services in an effort to realize a prosperous order of community life is very dominant. In fact, sometimes bureaucratic behavior in the context of development is the

only implementer of development, while the community is only used as an object of development. In that regard, the bureaucratic orientation that emphasizes the achievement of targets causes the development results achieved to be enjoyed only by a few people, while community members even become victims of development.

In this regard, bureaucratic behavior becomes an interesting symptom that needs to be studied in order to position the people as helpless parties, through a process of continuous development, and direction to make them (the people) have an essential ability so as to achieve strength and independence to raise their dignity and dignity. Thus the community will actively participate in the development process carried out based on the objective conditions of the community itself.

Based on preliminary observations made by the author, it shows that the government in this case the bureaucratic apparatus together with the community also carry out various development activities in Wasior District which are intended to improve the quality of life and welfare of the local community, but according to the existing reality the behavior of the bureaucratic apparatus seems to be very dominant in the framework of the development process, both at the planning and implementation stages, as well as supervision, While the community is only able to act as an object of development. In such conditions, several phenomena were found that show the low participation of the community in village development.

The reality that shows the low participation of the community in village development in Wasior District can be seen from the community not or rarely involved in the village development planning process, the low level of community attendance in meetings discussing development plans because there is an assumption that whatever is proposed by the community is not responded positively by the government, the community rarely contributes in order to implementation of various development programs, some development outcomes such as markets are not utilized by local communities and low community involvement in maintaining development results.

Methods

The method used in this study is qualitative research with a descriptive design, which is a design that gives flexibility to researchers to record, monitor and follow the process of an event or activity of an organization as it exists in a certain period of time and then interpreted to answer research problems

Sources Of Information and Selection Of Informants

The source of data in the study is in the form of words and behavior or actions of informants. The types of data in this study include primary data and secondary data.

The main data of this study are data obtained through interviews and direct observations related to research problems, namely the role of bureaucratic apparatus in increasing community participation to be actively involved in the development process, such as about the behavior of government apparatus, government policies in the implementation of development and community development, in increasing community participation.

Data Collection Procedure

The data collection procedure in this study is grouped into four stages, namely the pre-field stage, field work, data processing, and report writing stages

Data Analysis Methods

Data Processing Techniques

The method of descriptive research analysis as proposed by Souza et al. (2021) follows the following procedure: (1) Descriptive analysis by developing categories relevant to the objectives; (2) Interpretation of the results of descriptive analysis based on the appropriate theory.

Departing from the data processing technique as intended, the data is processed by reading, studying and reviewing, and then testing the objectivity, validity and proof of its truth through information from interviews between informants, then comparing the results, both from informants and written data that are recognized as true and have relevance to the object of research and problems, and then tested by the results of informant interviews with observations in the field. In the end, data reduction is carried out through abstraction (ie making a summary of the substance), categorization of data and coding.

Data Validity Testing Techniques

Data are sought on the basis of criteria: degree of trust (credibility), transferability, dependency and certainty. Thus, the data obtained must be reliable, can be applied to all contexts in the same population, the concept is reviewed from various aspects and certainty in terms of objectivity. The goal is to guarantee the trustworthiness and truth of research results, including: criteria and credibility, the author tests the results of research findings that have been obtained with double reality that may occur in the field, so that the level of trust. Against research findings can be achieved. The technique used by researchers in the data validity testing stage is triangulation. The triangulation process is carried out by utilizing and comparing with other sources, both from informants that have been determined in the research and other existing sources, as well as information and theoretical concepts related to the research problem. On the other hand, in the triangulation process, researchers test the results of research by comparing interview data with observation data, with the opinions of other people such as observers of community development problems, and comparing with interview data with the content of the documents studied. The triangulation process is carried out by combining data from observations, interviews and document studies with informants, so that the results of the triangulation process produce research data. The triangulation process, schematically attached.

Transferability Standard, used to state that generalizations of a finding can apply or be applied to all contexts in the same population on the basis of a representative determined sample. This criterion is based on the quality and quantity of the background picture or context of a research result can be applied. Exploring data and information about the setting or context through

Data Interpretation Techniques

The data that has been collected in this study is processed and interpreted qualitatively with the aim of being able to answer research problems. The data is interpreted into categories that mean being part of a theory or supporting a descriptively formulated theory.

Overview Of Governance and Development

Biroctic Behavior

In relation to bureaucratic behavior, there are various aspects of bureaucratic behavior that affect the quality of governance and the implementation of development as a whole. Specifically, this study only focused on leadership aspects, communication aspects and educational aspects to increase community participation.

Leadership

Based on a document on January 26, 2018, it can be seen that the Regent as the leader of the Teluk Wondama Regency government in carrying out his leadership, among others: *First*, periodically holds meetings through ceremonies every Monday with all heads of agencies at the district level which are also attended by all District Heads to provide direction so that each agency leader is in accordance with their field of duty Really carry out duties with full responsibility, especially paying attention to all implementing staff in each agency in order to serve the community optimally. Government officials are required to truly act as public servants and not as masters who must be served by the community. In each of these meetings, the Regent always asks all agency leaders to nurture and direct their staff. *Second*, conduct a briefing to all bureaucratic apparatuses at every state holiday ceremony that asks for careful and careful attention from all existing bureaucratic apparatuses to always be disciplined, work hard, set examples and examples and prioritize public interests over personal or group interests. Every bureaucratic apparatus is required to practice and implement the code of ethics in its attitude and behavior wherever it is. *Third*, give awards to bureaucratic officers who excel in carrying out their duties. This is certainly a very useful motivation in improving the performance of the apparatus in carrying out its duties. In that case, it also provides sanctions according to applicable provisions to lazy officers and KKN; *Fourth*, conduct working visits to villages to absorb aspirations and know clearly and completely the various demands of community needs and provide direction, mobilize the community to actively participate in various development activities. In the context of development, during working visits to villages, the Regent always emphasizes the need for development planning from below so that the programs set by the government are in accordance with what the community needs. *Fifth*, call for the attention of all government agencies through various meetings so that all government and development activities are directed to efforts to improve community welfare by taking into account the main program of the Teluk Wondama Regency government. *Sixth*; Instructing all heads of agencies in districts, districts to villages so that in carrying out their duties, especially in the context of service and empowerment to the community, they must always coordinate well between elements of the government, the community and the private sector. Government officials are required to establish good and regular cooperation with the community and private parties or NGOs in the context of community development and empowerment.

Communication

At the signing and handover of DPA-OPD by the Regent which was attended by all leaders of Government Agencies, among others, the Regent gave a detailed explanation that each development program that has been determined before being implemented in villages must be socialized to the community in general so that there is a comprehensive understanding from the community about the nature and objectives of the development. This effort is a strategy that must be taken by the government to build a common understanding between the government and the community about the benefits of a development activity.

Furthermore, based on the document review on January 25 2018, the activities carried out in order to provide information about the development process and development goals are through meetings between the District Head and the community during working visits to villages

Education

That the type of training that is always carried out every year is about how to prepare village / village development plans and accountability for village development funds managed by the village government, besides that always involve community organizations in trainings carried

out by the district government in order to improve community skills. In addition to involving community members, employees within the District Government and the Wasior District Secretariat are often included in training programs in order to improve their abilities and skills as well as knowledge about the implementation of village development.

Community Participation In Village Development

The development approach that has been carried out so far, is oriented towards the community approach by involving parties or the community itself to determine the needs that are felt urgent and need to be the government's attention, but there is a bias because it is more determined by and from the government level.

Based on the results of the document review on February 2 2018, to find out the role of the bureaucratic apparatus in village development, are:

Community Involvement In Planning

Wasior District The development process that has taken place so far refers to the planning mechanism from below based on the Regulation of the Minister of Home Affairs number 54 of 2010 concerning the Implementation of Government Regulation Number 8 of 2008 concerning Stages, Procedures for Preparation, Control and Evaluation of the Implementation of Regional Development Plans. In its implementation, it involves the Regional Apparatus Organization and all District and Village apparatus in the implementation of Development Deliberation at the District level by discussing various development programs optimally in developing and integrating every plan carried out at the Village level. However, objective conditions in planning practice, especially the determination of development plans, actually occur a considerable gap when various program proposals (plans) Village development determined and proposed by the District Government does not receive priority from the District Government and the top-level government and even the top-level government sets a separate village development plan or village development program as desired so that it does not get proportional and optimal support from the community.

The description above is known that, the development process carried out is always guided by the planning mechanism from the bottom up (Bottom Up Planning), which has gone through a process of discussion by the Village community in the Village Development Deliberation and the planning is solidified at the District level through the District Development Planning Deliberation (MUSREMBANG) by combining various District Government development programs and apparatus organizations District Level area. However, various programs that have been planned are not well accommodated by the top-level government, so the aspirations and needs of the community are often ignored.

Community Involvement In Implementation

The implementation of development in the Wasior District Area so far, often unknown to the District Government, because a development project that descends from the District Government directly to the Village without prior notification to the District Head as the development coordinator in its area, this often becomes an obstacle in the completion of a project if there is a problem between the implementer and the village community, And even worse if the development project implemented is not in accordance with the needs and outside the proposed development program plan of the village concerned, then naturally the community is reluctant to participate in the implementation of development activities.

Community Involvement in Surveillance

District government officials and communities are always responsible for supervising development projects carried out both in the village and within the district, this is done by placing the project location in a place that is considered safe from the danger of natural disasters, the status of customary and individual land ownership, as well as the construction of a development project according to the provisions. In that case, there are also development projects that are not well supervised, because since the planning the community is not involved in decision making even the development project is not a community need, so it is not used and there is waste and useless. Regarding development activities or projects that are not the result of community proposals, it is practically difficult for the community to supervise because they do not know the goals and objectives and standards of the results to be achieved. The fact that the community does not participate in monitoring the ability and independence so that the community plays an active and responsible role in the development process.

Community Involvement in Maintenance

The results of development that have been carried out can last for a long period of time if properly cared for and maintained by the community, this can be done if there is a sense of ownership and responsibility of the community towards the results of development that have been achieved in their environment. With high concern and responsibility from the community towards the development results achieved will have a positive impact on the sustainability of the development process in the region, which will affect the improvement of community welfare. The Wasior District area maintenance of development results is carried out by means of cooperation carried out between the community, government and private parties which support each other both manpower and supporting facilities for the smooth running of activities, namely the form of buildings repaired by the community, government and private sector in the Wasior District Area. In addition, there are development results that are considered not to provide benefits to the community even though they have been damaged but the community is reluctant to repair it because it is considered a government project and of course there are repair costs and there are even development results that because they are not beneficial to the community, the community naturally damages it.

Results and Discussion

Community Involvement in Planning

The planning process from the community is the preparation of a development program plan based on the demands of community needs and priority scales that are carried out each year through the LKMD / K forum in the Village / Village Development Deliberation. The implementation of the deliberative activities is between March and April of the current year and is usually attended by officials from the district level as directors who provide direction and guidance on the process of preparing village/village level development plans. The results are then sent to the district government as input in the framework of the LKMD/K Meeting or UDKP Discussion which is held between May and June of the current year.

The author's observations during village development deliberations show that there is serious attention from the district government to produce a proposed development plan that truly matches the aspirations of the community. In this regard, the management of LKMD / K in Manopi Village who admitted that:

in essence, Village Development Deliberation activities are carried out every year which is directed by the District Head at the time of its implementation, and then the results of the deliberations are discussed at the LKMD / K Meeting or UDKP Discussion. Where the activity

was attended by all elements of the Village Government and community components as well as the District Government including Vertical Agencies and District-Level Branch Offices who were present. The above explanation is supported and justified by Manopi Community Leaders, who say as follows: Every year there is always a preparation of development plans / programs at the village level and we as community leaders and even community members are always present in these activities. In its implementation, various aspirations or demands of our needs are conveyed freely and it turns out that all aspirations conveyed after going through discussion are then used as development plan proposals and submitted for discussion again at the district level. The implementation of this activity was also attended by district officials who always asked the community to convey what were their aspirations.

The same thing was also conveyed by the Head of Wasior District said that: Indeed, the community has been aware of participating in development, but the main problem that often makes the community apathetic is the non-response of community proposals by the district government in determining the program, and according to the development planning mechanism, we as officials who directly deal with the community have made maximum efforts to explore and convey all aspirations and demands the needs of the community through various development forums. Please note, although the distance to the villages within this district area is very far apart and there is no adequate transportation facility, but at the village level Musbang we definitely try to get to the villages to capture the aspirations of the community. But the main problem that often arises in relation to development planning is the non-accommodation of all community aspirations by the district and even provincial governments. So far, the community will find it strange if the program derived from above is not in accordance with what was proposed

Community Involvement in Implementation

The implementation of development programs in the Wasior District Area in the last 5 (five) years as shown in table 9, shows that development in the physical and infrastructure fields as many as 9 projects are prioritized on improving the transportation sector in order to break through regional isolation for service delivery. While the socio-cultural sector as many as 15 projects are more directed at developing the quality of human resources, namely in the health and education sectors and the economic sector as many as 12 projects whose aim is to increase the income level of the community in the Wasior District Area. In line with the implementation of development during the 5 (five) year time bracket, according to the Head of Wasior District, that: almost 99% are projects programmed from the top-level government, while programs that have been planned and proposed by the community have received less attention from the government.

Ironically, a number of projects that go down are not known by the District Head, even to the point that their implementation is not reported by the Agency responsible for project implementation, but if there are obstacles in implementation, they are reported to the District Head to secure the project. Such conditions cause jealousy and disappointment among the community which has an impact on various demands that hinder the implementation of the work. This fact according to the Head of Iriati Village who said that: The community is very disappointed because almost all projects implemented in this village do not involve the community in their implementation. As the village head, I repeatedly asked project implementers to hire community members in these projects. But always the implementing agency says that project implementation activities have been handled by contractors. Yes, people are only spectators even though people have the skills to make houses. This has led to disappointment that causes community residents to often ask for unreasonable location compensation costs

Community Involvement in Surveillance

Community participation in a process of monitoring the implementation of development, as part of a system that is closely related to the achievement of development goals according to a predetermined plan. Because of the importance of these activities, the supervision process is an activity carried out since the process of planning activities based on data and potential, which is carried out carefully and accurately so as to achieve optimal efficiency and results for the benefit and fulfillment of community needs. Based on the results of an interview with a Community Leader, sdr. Thomas on June 5, 2018, stated that: Development activities carried out in the village are a hope for the community, so that from the beginning of planning always thought about the various negative impacts that arise if a development program is implemented, it is intended that the results of development can benefit the community. In addition, it was also stated that in the preparation of a plan for a development activity, the benefits of the program are always considered, The results of the interview show that the community has a good understanding of the benefits of development for their lives so that from the stage of the planning process there is community involvement to convey their aspirations and proposals to be accommodated as development plans. This means that people are selective in choosing alternatives and priorities for development plans that are expected to directly or indirectly meet their needs. In this regard, there is also public awareness to early carry out supervision so that the activities to be carried out can really be carried out and the results are also as expected.

Community Involvement in Maintenance

The process of maintaining a development result is an inseparable part of a series of development activities related to the supervision of development results carried out consciously by the community as a beneficiary of the development. The maintenance process is a form of community responsibility in a sense of having development results that are beneficial to the interests of the community, so they are willing to treat and repair, if there is damage. Based on the results of an interview with sdr. Richard Adi and Daudi (management of LKMD) on June 11, 2018, stated that the results of the development that have been carried out always receive the attention of the community, namely if it is damaged it will be repaired, in line with this. Albert Raiki (community member) revealed that the community always works together to improve development results that are beneficial to the interests of all community members such as bridges, roads and other infrastructure.

Community Involvement in Development

Involvement In Development Planning

The development process in the Wasior District Area can be carried out well, if it is preceded by a solid planning by taking into account various needs and aspirations as well as the integration of government programs with the needs of the community. Where the planning process must be carried out by involving all components of society as subjects of development. Through community participation in the activities and process of preparing a development plan, so that development is a shared responsibility between the community and the government. As stated by Fitriah (2010), that people's participation in development is cooperation between the people and the government in planning, implementing and financing development. This shows that development activities in order to prosper the community can be achieved, if there is integration in the development planning process between the government and the community, where all aspirations and needs of the community are absorbed and combined with government programs in community development. So as to increase the ability and potentiality of community members and mobilize the desire of the community to participate actively in the decision-making process that concerns the community itself. This is in line with the objectives

of Village Community Development in Ndraha (2003), quoted by Zikargae et al. (2022), namely ..."elevating the standard of livelihood of rural communities by implementing integral development of rural communities, based on the principle of own strength from the village community and the principle of mutual agreement between members of the village community with the guidance and assistance of government tools that act as a whole (roundness) in the same framework of common wisdom".

Thus, in the preparation of development planning programs, the community must be more empowered so that it has the ability to make choices according to needs and aspirations, so as to increase bargaining position and confidence in building themselves. Related to the implementation of development in the Wasior District Area, through Village Development Deliberation and Discussion, UDKP has been institutionalized as a forum for channeling community aspirations about the implementation of development that

Community Involvement in Implementation

The success of the implementation of development in an area, is an inseparable unity with planning, therefore an accurate planning will determine the success of the implementation of development programs. The implementation of development in the Wasiors District Area has been ongoing since it was formed into a District / District in 1997, where there has been a change in opening the isolation of the area and opening communication between the government and the community. The implementation of development so far has been more project-based, which involves more labor from contractors, thus making the community apathetic and less active in every implementation of development activities. This indicates that the government's willingness to foster the community is very lacking, because it does not provide opportunities for the community to play an active role in the implementation of development activities in its own environment. Normatively, village development is development carried out by the government and the community, so there is an element of guidance and responsibility for development programs.

This is as stated by Arintoko et al. (2020) that direct community involvement in every phase of the development process of a project is the main characteristic of village development. Community involvement in every phase of development proves the high level of community concern in development and development has become the joints of people's lives, especially in developing themselves and improving their welfare. In line with this, Cooke & Kothari (2001) said that development must benefit the people, meaning that development is carried out by involving the people, according to the purpose, goals, honestly and openly and can be accounted for. In order for the implementation of development to be directed and orderly and accountable, the role of the government is needed as a coach in the implementation of various development activities in its territory. Where the government and the community are involved together in carrying out development. As stated by Buratti et al. (2022) that the role of the government in development is as *entrepreneur* or encouraging community renewal and development initiatives. This condition refers to the role of the government as a development coordinator and at the same time as a provider of facilities (sources of funds) in the context of implementing development. This is in line with Siagian's opinion (2002) that the government has the right and authority to allocate funds and available resources to carry out various types of activities building. So the role of the government is in order to direct and finance various development projects that have been planned.

From the results of data interpretation and interviews in the field, it shows that the implementation of development activities in the Wasiors District Area is generally more project in nature, and involves the business world more than the community, so that in its

implementation the contractor and government (technical agencies at the district level) play a more important role, while the District Head only gets reports and there are even development activities carried out without the knowledge of the District Head. The implementation of various development activities within the Wasior District area that have been project in nature and carried out by contractors determined by the top-level government definitely does not involve the community to participate in the implementation of development. At the same time, the spirit of mutual assistance that has been embedded in the community in advancing their quality of life has been further eroded by the development implementation system that tends to implement and is project-oriented.

Community Involvement in Supervision

planning, implementation and until The purpose of development is to create welfare for the community, and to achieve these goals, in the implementation of development, it must be in line with the plan that has been set so that supervision is needed to be carried out early, in order to avoid various deviations that arise. As said by Siagian (2002) that supervision means observation and measurement of the implementation of a job and the results achieved are compared with previously set goals and standards. With the aim that all activities are carried out in accordance with predetermined work plans and programs. Affirmed by Cooke & Kothari (2001) which states that without supervision (and control), what is planned and lassed can go in a direction that is contrary to the goals that have been outlined. For this reason, supervision must be carried out continuously and is continuous since the process is on an ongoing basis.

In relation to efforts to achieve success in the context of effective and efficient development, it is necessary to supervise in an integrated manner between the government and the community responsibly. In line with that Ndraha (2003), supervision is a process whose input is the operation / production process with the product, and the output is positive and negative feedback for replanning. Supervision is an element of control carried out over all activities and results achieved in efforts to improve. In line with this understanding, Siagian (2002) suggests that the more complete a plan and the clearer its formulation, the easier the supervisory tasks will be carried out. With supervision, it is hoped that activities that deviate from the plan set as early as possible can be known so that they are immediately corrected. So through supervision, it can prevent deviations and errors in the implementation of development and if there are deviations or errors, they are immediately corrected to ensure the achievement of successful development. With regard to the implementation of development in the Wasior District Area, the form of community participation in preventive supervision provided includes the placement of project locations related to safety factors, with the intention of avoiding the impact of natural disasters, on the other hand the purpose of the development results can be beneficial to the community and can last a long time, and does not bring disaster to the community.

This is as stated by Ndraha (2003), that supervision will run effectively if it meets clear requirements, one of which is the existence of norms, rules and standards. With the fulfillment of clear norms, rules and standards, the development supervision process can ensure the fulfillment of quality standards for the planned work. In this regard, in practice, the implementation of supervision by the community in the context of implementing village development in the Wasior District area is still very lacking. In other words, it is difficult for the community to supervise the various development activities carried out. In that case, of course, only the community apparatus has difficulty in supervising the implementation of development caused by the lack of understanding of the development plan comprehensively as a result of the non-transparency of implementing agencies in disseminating development plans to the community. Thus, of course, the community by itself does not understand the norms,

rules and especially standards in conducting supervision. Some of the results of physical development in Wanggar District that are redundant and/or do not provide benefits to the local community are evidence when the community is not included in the supervision.

The perspective of low community involvement in supervising the implementation of various development activities in the Wasior District area means that those who carry out supervision are the bureaucratic apparatus itself. The government through its apparatus that oversees various development activities with measures of success of a development activity determined by the government. This fact gives rise to some development activities despite irregularities, they are easily engineered by implementing agencies administratively. Weak community supervision in turn provides opportunities for implementing officials to benefit from any existing development activities. This is in line with the thinking of Zikargae et al. (2022) who expresses that "... In the development bureaucracy..., procedures become very rigid and slow. What's worse, this suffocating procedure is ridden by self-interest and made into a commodity traded for personal and group gain." The most important obstacle is the increasingly sustainable routineization of development tasks and excessive emphasis on accountability to superior officials and assessors of work performance of implementing officers on the basis of success in achieving targets rather than benefits (Zikargae et al., 2022). Thus, it can be stated that the low involvement of the community in supervising various development activities in the Wasior District area is essentially conditioned by the implementing apparatus so that it makes it easier for the implementing apparatus to achieve the set targets because its accountability to superiors is a benchmark in assessing its work performance. Meanwhile, regarding the aspect of real benefits for the benefit of meeting the needs of the community from the results of development activities, there is less attention from the implementing apparatus.

Community Involvement in Maintenance

Community participation in the development process is a continuous series of planning, implementation, and supervision stages that require a sense of responsibility from the community as beneficiaries, because development results can benefit the community if properly cared for by the community when damage occurs. In the maintenance stage, it contains the value of responsibility from the community in general, as consumers who feel obliged to make repairs to the damage that occurs in the results of development. As Milhaud said (in Ndraha, 2003) that village development aims to build a responsible community. This gives meaning to the responsibility in the maintenance and utilization of development results so that they can be enjoyed by the people.

In this regard, development needs to be directed at the realization of an independent society with a high enthusiasm to build itself. As stated by Zikargae et al. (2022), that an independent village, namely its residents, has a high spirit to develop, who has the ability to identify village problems, formulate plans to solve problems, and implement these plans as efficiently and effectively as possible, by first relying on resources and funds derived from village communities, and able to maintain the continuity of the development process. In that regard, Quinn et al. (2020) also suggests that participation is an active participation, which means that the person or group concerned, takes the initiative and uses their freedom to do so. From some of these opinions, it can be concluded that community participation in the process of maintaining development results can be carried out, if the community has high responsibility, serTA has the ability and independence, so that it has freedom in carrying out development.

The result of the interpretation of data in the field, that the process of maintaining development results carried out voluntarily as part of community participation in development is by improving public infrastructure that is beneficial to the public interest, conveying information

to village and district governments about damage to development results both in the village and within the district area. Community involvement in the maintenance phase, which is carried out with the government and the private sector, is a responsibility that is borne together, if there is damage to public infrastructure that requires tools to repair it. The results of the development that are clearly maintained and repaired by the community in real time such as the bridge connecting the city of Rasiei with Wasiors District which was damaged by the flood. Because the bridge is very useful for the community as a connecting route both in marketing community production products to the city and so on so that when the bridge is damaged, the community immediately works together with the government and private parties to repair it.

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However, it cannot be denied when in reality there are development results that are not enjoyed and beneficial to the community such as buildings (houses) of Transmigration Swakarsa Mandiri residents which are factually not used due to their disaster-prone location in reality have been damaged but these houses are not maintained and or repaired by the community. Even though these buildings (houses) were built with very much funds. To such development results, the community does not pay attention to maintaining and/or improving them.

Factors Inhibiting Community Participation

Shifting Values and Concepts Of Development

Village development that has been going on since the 1980s can be said to have brought significant changes to community behavior, where the community's dependence on the government has become very high. This was felt when the birth of Law Number 5 of 1979, concerning Village Government, where there was centralization of government at the village level which resulted in the village government system with traditional nuances being lost, and the values of togetherness that were once upheld became receding and lost. On the other hand, the government's policy in providing stimulants as an effort to provide stimulation for the community to improve development was not achieved, because it was not accompanied by guidance for the community as a target group, on the other hand there was negative behavior from the bureaucratic apparatus that did not educate as the cause of the emergence of a spirit of apathy among the community. In that time, when the enactment of the Instruction of the Minister of Home Affairs Number 4 of 1981, as a formal basis for the implementation of the development planning mechanism from below through LKMD (Village Community Resilience Institution) as a refinement of the existing LSD (Village Social Institution). This institution did not function optimally as expected, because government intervention was greater, so planning that came from the community did not get a response.

On the other hand, the government's efforts to accelerate development by mobilizing community participation through the provision of stimulant funds, which are formally regulated in the Instruction of the Minister of Home Affairs Number 6 of 1984 and Instruction of the Minister of Home Affairs Number 26 of 1984 aimed at the community to mobilize and

improve self-help and improve the function of institutions in villages for equitable development in all corners of the country. Where there is a centralization of development programs that are coordinated in stages from the central government through bureaucratic apparatus at the lower level. So that the community is powerless in determining program choices according to real needs, as a result of government dominance in determining various development programs, so that the government's attitude is eliminated. This is like Zikargae et al. (2022) statement, that what needs to be eliminated is the *patronizing* attitude that implements the instructions of the Minister of Home Affairs, and the inability of bureaucrats to grow the ability of the community. The community development approach as stated above as an effort to equalize development that is carried out centrally by being dominated by bureaucracy aimed at accelerating development, causing weaknesses in society.

As stated by Korten in Zikargae et al. (2022) that (1) this approach eliminates human value because the beneficiaries rarely have any role except as users of social services and facilities determined unilaterally by the government bureaucracy; (2) Such approaches often undermine people's creative ability to discover their basic needs, and rob themselves of what they have traditionally done for themselves and replace them with government interference and provision of resources. This inevitably removes the self-sufficiency they already have and turns them into being completely dependent on the government; (3) the tendency of this approach to ignore the approach to capacity building and the process of institutional development so that it will jeopardize the ability of the project to grow with its own strength. Regarding the implementation of village development in the Wasior District Area, in accordance with the interpretation of data in the field, it can be said that the implementation of development as a result of community creativity is very limited, because the development programs carried out are always given in the form of projects that are fully financed by the government, so that the community only needs to receive the results of development without participating in the implementation of activities. Such an approach, if viewed from the side of government services, can be accepted as an effort to prosper the community, but such an approach humanly does not educate the people to have abilities, so it tends to create dependence on the government, and the government will play a decisive role. The concept of development as stated above, psychologically educates the people to be helpless and tend to be apathetic towards development in the village. Therefore, human resource development in villages needs to be the government's attention to increase people's participation.

Coordination

One of the determining factors for the success of development is coordination aimed at aligning development programs that are community needs and development program policies from the government. Where there is a unity of movement in integrating development programs between government agencies with community needs in accordance with objective conditions that are perceived as very urgent needs. That various development programs sourced from the government, need to be carried out in a systematic approach, so that the implementation of various activities requires steady coordination. As stated by Siagian (2002), that this is a *conditio sine quanon* because in the last analysis, the success of the government running the wheels of government is not measured by the success of a particular agency but because of the success of all its ranks. The statement provides firmness for the implementation of various development programs, where coordination is the main key so that there is synchronization in their implementation. Another opinion was expressed by Winardi (2004), that coordination is a process by which the activities of individuals and groups are linked to each other, in order to ensure that common goals are achieved. In relation to the implementation of development in the Wasior District Area, coordination activities are carried out in the form of informal and

formal meetings between the District Head and heads of district-level agencies and village heads scheduled every 3 (three) months, but in reality on the ground it cannot run as expected, this is due to various supporting facilities and infrastructure that are not ready, Such as offices for district-level agencies, housing for agency officials and inadequate operational costs for activities.

On the other hand, structurally there are several agencies that have formally existed in the Wasior District Area, but the officials have never carried out their duties until now, so they are not known by the District Head As a result of the interpretation of data in the field, the condition related to the implementation of village development is that there is a procedural error in the implementation of several development projects, where the person in charge at the district level does not coordinate with the Head District for the implementation of activities, but development projects from the district directly enter the village, without being noticed by the District Head and Village Head. Ironically, the project is a top government program, causing unrest in the community, such as the lantainization project given to some community members, causing conflicts between community members and district and village governments. To avoid various obstacles in the implementation of development, coordination must be carried out since planning, so that at the implementation stage it can be clearly known that the agency responsible for development activities is required to coordinate with other related agencies as well as with the community and even the private sector.

Rights

Customary land ownership for generations is a human right that is upheld and respected by ancestors in the land of Papua. Land in the view of the Papuan people in particular is a gift of God Almighty, as a place for generations of life that has sacred value. As stated by Green (2003) that the tribal land occupied is usually associated with a symbol of magically obtained clues. Therefore, it must be defended against the invasion from outside comes. It is further said that tribal land is land that belongs to a tribe, controlled by a tribe, that is, a group of people who exist or are imagined to exist and are intertwined or have established a geneological relationship. All members of the geneological group have the right or are given the same right to acquire land after the chief is informed and asked for his consent (Green, 2003).

Departing from this understanding, it is known that land ownership is a hereditary inheritance of great value that must be protected and preserved for the benefit of community groups as heirs to land, so that it cannot be handed over to other parties before the mutual consent of the owner represented by the deceased or tribal chief as the holder of customary power that has been recognized because of its hereditary position serves as a regulator of tribal land use. Regarding customary land ownership in the Wasior Disrtik Area, which is fully controlled by the Raiki and Hao clans, at first it did not recognize the sale and purchase of land and compensation which was of high value, but was influenced by the culture of buying and selling land carried out by community members who are not landowners domiciled in the neighborhood, so it must be done. Another cause is as a result of the exploitation of forest products which are unilaterally regulated between HPH owners and the Government, which is considered to damage forests as an environment that is maintained as a hunting ground, especially as a source of livelihood for local communities. Based on the results of the interpretation of data in the field, that related to the implementation of development in the Wasior District Area in general, customary land is one of the inhibiting factors because of claims for compensation from owners which are considered very high, the development is not allocated funds as land compensation costs. This resulted in the government carrying out development activities in this region having to spend funds that had an impact on the quality of work to be reduced, so that it was not in accordance with the expected work standards.

Low Level of Education of the Community

The benchmark for the success of development in an area is determined by the quality of human resources owned, it is related to the mastery of technology and the skills and expertise possessed by the community, so that they have independence and confidence in the implementation of development, because with the abilities possessed, the people can understand the benefits of development and will have an impact on the level of community participation itself. Mastery of technology, skills and expertise can be possessed by the community which will later be applied in the context of development through community participation when the human resources are qualified. Improving the quality of human resources can only be done through directed education.

This is in line with the thoughts of Atmaja et al. (2022) who said that :P education can give birth to quality human resources, so as to determine the character of economic and social development, because humans are active actors who accumulate capital, exploit various resources, and carry out various economic, social and political activities. The above thinking provides an understanding that education plays a very important and decisive role for the formation and improvement of the quality of human resources which in turn can carry out various development activities. As stated by Fitria & Suminah (2020) that the role of education is as a carrier or agent of community change. Education is a means of cultural transformation in improving the quality of human resources. The goal is the creation of productivity, work ethic, independence and superior human identity (Agustina et., 2024).

Furthermore, Pata & Samour (2022) state that development as an increase in capacity to influence the future has certain implications: *First*, it means paying attention to "capacity", to what needs to be done to develop the ability and energy to make change. *Second*, it includes "equity," a one-sided concern for a particular group that divides society and reduces its capacity. *Third*, the growth of power and authority, in the sense that only if people have certain powers and authorities will they receive development benefits. *Fourth*, development means serious attention to the interdependence of the world and the need to ensure that the future can be sustained. This understanding gives meaning to the importance of human quality development as an effort to increase community capacity carried out through education as a vehicle to realize community welfare, because human behavior can only change according to the level of knowledge and level of education possessed. The level of community participation in Wasior District is strongly influenced by the level of education where most of the population has very low education, as illustrated in table 3 where 49.3% (7,910) did not finish elementary school and 26.2% (4,200) graduated from elementary school, condition.

This can affect the development process, because the ability of the community is very limited. Based on the results of the interpretation of data in the field, that community participation in the development process does not run properly, because the community does not have adequate capabilities. In that case, according to the results of observations in the field, it turns out that the community has not understood the meaning of development itself, so the involvement given is not optimal, it is revealed from the results of interviews that there is a misunderstanding that development is the responsibility of the government, and has not understood the purpose of development itself. This mindset is strongly influenced by people's low insight as a result of low levels of education. Thus, it can be known that the independence and ability of the community to accept all forms of change can only be supported by a high level of knowledge and understanding, thus forming awareness to be responsible as citizens of the community in carrying the burden of development together with the government. In order to change this, the development of human quality is an effort that must be carried out in a planned manner in increasing the capacity of individuals and communities so that they can determine their future.

To achieve this, the government must always get closer to the community in order to recognize what are the needs, problems, desires and interests and aspirations of the people properly and correctly.

Conclusion

Based on the descriptions that have been put forward in the previous chapters, it is concluded as follows: (1) A development approach that prioritizes *people-centered* development is a development model that makes humans and society the subjects of development. The community is the subject of development that carries out the development itself. Community involvement or participation in every stage or process of development is a must for the success of the development activities. A development activity can achieve the expected results when there is community participation. Community participation in development can be an input to development and at the same time an output of development itself. (2) Although community participation is very necessary in development and even a benchmark for development success, there is a tendency of low community participation in development. (3) Bureaucratic behavior which includes aspects of leadership, communication and education in the implementation of the development process has not been able to increase community participation so that the development process does not run smoothly as expected. Even with the dominance of government officials (bureaucracy) in the framework of the development process in the Wasior District Area, the community tends to apathies and does not support various development activities in the area. (4) Coordination between the District Head and District Level Office Branches and Agencies has not run according to the established work program, so that there is no harmony and unity of action in the implementation of duties, so that there is no unity of program in the implementation of village development, in order to answer the aspirations and needs of the community according to objective conditions. (5) The level of education of the people in Wasior District is generally still low, so that the community is helpless and always in a weak position, so they do not have the ability to determine development program choices according to their own conditions experienced and felt. (6) Development to village government officials and community institutions has not been carried out optimally, so that village government officials and community institutions in the village have not functioned optimally. On the other hand, public awareness about the importance of development is still very low, so apathy towards the implementation of development programs. (7) Development programs that have been going on for the last 5 years are still dominated by development programs handed down from the top-level government, while the aspirations and needs of the community have not been seriously considered by the government. (8) Community customs related to land ownership are significant obstacles in the implementation of development, thus affecting community participation in development.

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