



## DETERMINATION OF THE PRIORITY SCALE FOR THE LOCATION OF THE LABOR INTENSIVE PROGRAM AT THE MANPOWER AND TRANSMIGRATION OFFICE OF MALAKA REGENCY

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**ABSTRACT:** Decision making is an activity that can be carried out by anyone in his position as what and for what. Decisions are very important when it comes to the life or interests of many people. This was also experienced by the Malacca Regency Manpower and Transmigration Office in determining the location of the Labor Intensive Program. The Infrastructure Labor Intensive Activity is a community empowerment activity aimed at: reducing the number of unemployed, underemployed and the poor; fostering a sense of community and community cooperation; increasing community accessibility to basic social service centers; and increase the quality and quantity of community development towards a better direction. So far, the determination of labor-intensive locations has not had a standard standard so that it often creates jealousy between villages and the emergence of a public perception that the location of labor-intensive programs is based on the subjective assessment of officials from the Manpower and Transmigration Office. This study aims to determine what criteria are used in determining the priority scale of labor-intensive program locations in Malacca Regency; What types of infrastructure development programs will be carried out in Malacca Regency; and Determining the priority scale for the location of labor-intensive infrastructure programs in Malacca District. This research consisted of 15 informants and was carried out for 1 month at the Manpower and Transmigration Office of Malacca Regency. The research found that there were several criteria in determining the priority scale for labor-intensive locations in Malacca Regency, including: Number of beneficiaries (unemployed, underemployed, full PMI, victims of layoffs, the poor, CMPI who failed to leave due to COVID-19, and PMI who returned home. because the country is placing a lockdown); potential for community economic improvement; and support for natural resources and labor resources). Types of infrastructure labor-intensive programs in Malacca District include: Clean Water Network Development; Environmental Road (Pavement Construction); Environmental Road Construction (Construction Rebates); Farming Business Road Development; Polindes Development; Irrigation Development; and Drainage Development.

**Keywords:** *Determination, priority scale, program location, labor intensive and infrastructure.*

### INTRODUCTION

Decision making is an activity that can be carried out by anyone in his position as and for what. Decisions become very important when the decision-making process is faced with a number of alternatives. Someone in his position as the leader of the organization's decision-making process is certainly more careful because the impact of the decision involves the lives or interests of many people.

Each alternative considered needs to be done carefully because it carries various consequences. The choice made on one alternative must be able to give happiness or satisfaction because this is one of the most important aspects in the decision. Of course, there will be no single decision that satisfies a group or the majority of people, because it is always the group or party who feels disadvantaged by the decision. Groups that feel aggrieved by the decision will react negatively to the decision. Since every decision has consequences for the target group

of the decision, it is necessary to carry out careful analysis in selecting the identified alternatives.

The center-periphery development model by prioritizing the center resulted in the peripheral areas getting left behind and the center area getting more developed. This kind of development model has given birth to two faces in a country that is very different between night and day, between east and west. If this condition is left unchecked, then the sovereignty of the state from the side of the region, border communities will be threatened. In some cases the borders in the Republic of Indonesia have been felt, such as Aceh and Papua, which feel they are not being treated fairly in national development policies, so they want to separate themselves from the Unitary State of the Republic of Indonesia (NKRI).

Over the past few decades, the border issue has not received enough attention from the government. This is reflected in development policies that pay less attention to border areas and focus more on areas with dense population, easy access, and

potential, while development policies for remote, isolated and underdeveloped areas such as border areas have not been prioritized.

Since 1999, the 1999–2004 GBHN has mandated the policy direction for developing border areas, namely "increasing development in all regions, especially in Eastern Indonesia, border areas and other underdeveloped areas based on the principles of decentralization and regional autonomy". Similarly, in the National Development Program (Propenas) 2000–2004 it was stated "the border area development program aims to improve the living standards and welfare of the community, increase the capacity for managing the potential of border areas, and establish order and security in areas bordering other countries". The target is the realization of increasing socio-economic life and social resilience of the community, managing regional potential, and order and security in border areas.

The condition of the border areas in NTT Province which is located in Belu Regency, Malacca Regency, North Central Timor Regency and Kupang Regency has not shown an ideal picture. The basic problems faced by the community in the NTT border area include: (1) The low level of community welfare in the border area, (2) Inadequate facilities and infrastructure for education, health, transportation, information and communication, causing residents in the border area to be isolated. , (3) Environmental damage as a result of the conversion of forest functions to agricultural land, (4) Order and border security still show high dynamics. There are still disputed land issues related to the unfinished state boundary line, as well as the non-compliance with cross-border regulations that cause illegal border crossings to occur, (5) Problem solving in the NTT border area seems ineffective. This is due to the variety of development actors, including the government, non-governmental organizations (NGOs), and the business world, which have different priorities, are ego-sectoral, and are not supported by a good coordination system. Then also because of the inadequate capacity of the apparatus at the sub-district and village levels as the main development actors on the front line of the border, the limited authority of local governments in dealing with the border, and the limited budget allocation for the development of border areas.(Partnership Policy Paper No. 2/2011 – [www.kemitraan.or.id](http://www.kemitraan.or.id)).

Malacca Regency is one of the regencies located in the border area of the Unitary State of the Republic of Indonesia (NKRI) with the Democratic Republic of Timor Leste (RDTL). The border area

has a very important meaning both economically, geo-politically, and defense and security because it deals directly with the territory of the state. People's incomes vary, some are classified as capable, some are classified as poor, and some are still classified as very poor. The distribution of the population is not even. Malacca Regency until 2018 consisted of 12 sub-districts, 127 villages/kelurahan, with a population in 2017 of 190,561 people. Malacca has an area of 1,160.63 km<sup>2</sup>, with a population distribution of 164 people/km<sup>2</sup>.

In other dimensions of life such as the social dimension (education, health, housing) there are still many problems. These problems are spread evenly in every sub-district, and village/kelurahan.

Infrastructure-intensive activities are community empowerment activities that aim to: 1) reduce unemployment, underemployment and the poor; 2) fostering a sense of community and mutual cooperation; 3) improve community accessibility to basic social service centers; 4) improve the quality and quantity of community development towards a better direction.

Concrete programs in the form of expanding job opportunities for the unemployed, underemployed and the poor in the form of job creation through labor-intensive development activities for labor-intensive infrastructure are very strategic because the benefits to the community include: 1) creation of temporary workers who can increase people's income; 2) development of rural infrastructure facilities and infrastructure that support the growth and development of regional economic activities; 3) the establishment of a high sense of solidarity in the community; 4) increase people's purchasing power and create financial circulation in the regions; 5) prevent rural communities from urbanizing to big cities.

Implementation in Malacca Regency is still focused on building clean water networks and building environmental roads, to open isolated villages and facilitate socio-economic traffic in the village. Infrastructure labor-intensive activities in Malacca Regency in 2017-2020 involved 880 workers for one month, and each worker received supplies and incentives for work money.

The budget allocation for the Intensive Work Program each year is very limited (maximum 3 packages). Fiscal year 2017 to fiscal year 2020, the Department of Manpower and Transmigration of Malacca Regency received a total labor-intensive budget of Rp. 1,450,750,000 (one billion, four hundred and fifty million seven hundred and fifty thousand rupiah) with 11 activities spread over 10 villages in Malacca Regency. The amount per

allocation of the Infrastructure Work Intensive expenditure experienced a downward trend from 2017 to 2020.

Determination of labor-intensive locations does not yet have a standardized standard so that it often creates jealousy between villages and the emergence of public perception that determining the location of labor-intensive programs is based on the subjective assessment of the Manpower and Transmigration Service apparatus. Minimize the intervention of various parties, both internal and external in determining the location of labor-intensive programs.

Based on these considerations, it is necessary to analyze the location of labor-intensive locations at the Malacca District Manpower and Transmigration Office, the results of which can be used as a standard for determining labor-intensive locations in the future.

## **THEORY**

### **Decision-making**

The study of decision making is faced with a number of issues such as understanding, processes, techniques, approaches, methods, and theories of decision making. The study of a number of decision-making issues is expected to help researchers reduce them in order to determine the focus of research.

Decision (decision) means a choice (choice) is a choice of two or more possibilities. However, it is hardly a choice between right and wrong, but what often happens is a choice between what is "almost right" and what is "maybe wrong" (Drucker in Salusu, 2006:51). Decision making is the process of choosing an alternative way of acting with an efficient method according to the situation. The process is to find and solve organizational problems. This statement asserts that making a decision requires a series of actions, requiring several steps (Salusu, 2006:47).

According to Brinckloe, et al., 1977 in Salusu (2006:49) there are two views in the process of achieving an organizational decision, namely optimization and satisficing. Optimal decisions (optimization) are made by an executive by compiling alternatives, taking into account the pros and cons of each alternative to the goals of the organization, estimating the possibilities of the occurrence of various events in the future, considering the impact of these events on alternatives. Alternatives that have been formulated, and then arrange the sequences systematically according to priority and sometimes taste. A satisficing process in which an executive simply takes a satisfactory solution rather than pursuing the

best solution. This research refers to the optimization process and ignores the satisficing process.

Decision-making techniques in various literatures are quite varied but in general they can be grouped into two types, namely traditional techniques and modern techniques applied to programmed decisions and non-programmed decisions.

In the approach to decision making, there are two models, namely the Brinckloe model and the McGrew model (in Salusu, 1996). According to Brinckloe, an executive can make decisions using one or more approaches (1) facts, (2) experience, (3) intuition, (4) logic, and (5) systems analysis. McGrew sees three approaches, namely (1) the rational decision-making process, (2) the organizational process model, and (3) the political bargaining model.

### **Development Planning**

For developing countries such as Indonesia, development planning has a very large role, namely as a tool for guiding or guiding, controlling, and also as a tool to measure the success of development. There are three reasons why development planning is still widely used in developing countries, namely: (1) The market mechanism has not worked perfectly (market failure). and established; (2) There is uncertainty in the future, so it is necessary to develop a development plan to anticipate possible bad situations that may arise in the future as well as preventive actions and policies that need to be taken beforehand; (3) To be able to provide better direction and coordination to development actors, both in the government, private sector and society as a whole so that in the long term an integrated, synergized and mutually supportive development process will be realized (Sjafrizal, 2014 : 6).

The concept of planning is defined by experts from various points of view. Mahi and Trigunarso (2017:1) from the point of view of rational choice, planning is defined as a process of determining appropriate future actions through a selection stage. Abe in Eko and Rozaki (2005: 78) also explains the same thing, namely as an alternative selection and determination of resource allocation, planning has at least two important meanings: (1) formulating steps to ensure goals (things to be achieved); and (2) make a prediction about things that can reasonably be expected to hinder the process, and this means that planning is part of an action to anticipate the future. Planning is actually an arena of participation, which actually plays an important role in showing what will be done in the future with limited resources. In this context, planning will be used as a starting point

for providing an assessment of the model of power relations between the government and the people that is built in a country. Planning prepared by an elite (oligarchic) who does not care about the people is an illustration of the manipulation of power, which makes the state instrument not as a vehicle to improve people's welfare, but is used as a vehicle for the political elite to gain quick profits. Planning that is made into rigid treatises, which cannot dialogue with the dynamics of community development, is a reflection of authoritarian rule. Planning exists to provide a vehicle for bringing together the interests of the community with the policies formulated by the government. Therefore, planning must be managed democratically, that is, starting from community participation. Minimum participation should be given to groups of people who are directly at risk of a planned political decision.

In the preparation of development plans, whether long-term, medium-term or short-term or annual, every planner is always faced with so many proposals from various parties (stakeholders) to be set out in plans to be implemented in order to meet the needs of the community. The problem faced is that on the one hand there are so many proposals, while on the other hand the government has limited resources, especially the budget that is available every year. Therefore, the crucial point in implementing development is to determine the priority scale so that it can be accounted for.

### **Analytical Hierarchy Process (AHP)**

When a person makes choices and makes decisions, he is faced with a number of alternatives. The step taken is to make a comparison between the alternatives based on a criterion. The comparison certainly makes one alternative more than the other. Comparison of course based on human perception. If the alternatives being compared are more numerous or complex, while the human brain has a limit, then the ratio scale also has certain limits that are not too large but sufficient to accommodate human perception. In the AHP model, a limit of 1 to 9 is used which is considered sufficient to represent human perception.

There are certain standards in the priority scale based on a number of reasons; first: differences in qualitative matters will have meaning and accuracy can be guaranteed when compared in the same and clear scale; second: in general one can state the difference in qualitative things in five terms namely equal, weak, strong, very strong, and absolute. In addition, it is also said that a person's attitude towards a qualitative problem is broadly divided into three, namely accepting, equal, and rejecting. Each

classification is further divided into three to determine a clearer classification, namely low, medium, and high. Two people who are faced with a problem, may give a reaction of rejection, but not necessarily the same degree of rejection. One may refuse strongly (high), while the other refuses mediocre (moderate) so that they know exactly how each person's perception is in dealing with problems. Thus in total there are nine levels of human perception; third: humans cannot simultaneously compare more than seven objects. If more, people will start to lose their consistency in making comparisons and even tend to get confused. Therefore, the use of a scale of 1 to 9 that has been tested for accuracy can be used to measure respondents' perceptions of the comparison of two or more elements (Permadi, 1992: 7-8).

The AHP analysis method is an analytical tool in the process of making a decision. Through AHP the problem is broken down into its component parts and arranged in a hierarchical manner, giving a numerical value for subjective considerations of the importance of each part and setting priorities (saaty, 1993:3).

The Analytic Hierarchy Process (AHP) method was developed by Thomas L. Saaty around 1970 when he was at the Warston school. The AHP method processes complex multi-criteria problems into a hierarchical model. According to Saaty, hierarchy is defined as a representation of a complex problem in a multi-level structure where the first level is the goal, followed by the criteria level, sub-criteria, and so on down to the last level, namely the alternative level. With a hierarchy, a complex problem can be described so that the problem will appear more structured and systematic.

The stages of the process in the AHP method (Apriyanto, 2008) are: (a) Defining the problem and determining the desired goal; (b) Create a hierarchical structure starting with general goals, followed by criteria and alternative choices; (c) Forming a pairwise comparison matrix that describes the effect of each element on each criterion; (d) Test the consistency of the hierarchy. If the resulting consistency ratio value does not meet the established standard, namely Consistency Ratio (CR) < 0.1, the assessment must be repeated.

### **METHOD**

The approach used in this study is a qualitative approach. This approach was chosen by considering the use of analytical procedures using the analytical hierarchical process (AHP) technique which uses more participant perceptions. The type of research used is a case study type by taking into account the

perceptions of participants who are seen as experts in determining labor-intensive programs and the location of the implementation of labor-intensive programs.

The location of this research is the district of Malacca which is mapped through the village area and the sub-district area. The determination of village and sub-district areas will be carried out during the FGD, because this is the purpose of this research.

For the purposes of collecting data using FGD techniques and in-depth interviews. From the FGD results found criteria that can be used to determine the priority scale. These criteria are needed to answer the first research question. Interview technique was used to obtain data in the form of various alternative development programs which would later be compared and processed with analytical hierarchical process (AHP) analysis tools to prepare a scale of priorities. The data obtained through this technique were used to answer the first research question. Data on various alternative development programs are determined according to the potential of the area/village potential of the location of the activity. An analysis of the urgency of infrastructure development has been determined by the Nakertration Service and then disseminated. After that, all villages submitted proposals to be selected according to the established criteria. The Focus Group Discussion (FGD) technique is used to determine priority locations for clean water infrastructure development activities.

Data were obtained from a number of data sources, namely: (a) primary data: obtained from field research sourced from informants. This informant was determined using a purposive technique from the regional apparatus organization (OPD) responsible for the implementation of the labor-intensive program, namely the Head of the Malacca District Manpower and Transmigration Service, and the Head of the Training and Placement of Manpower in charge of infrastructure development. Community (executive members) of labor-intensive activities in Malacca Regency. The considerations used to determine informants include informants from the OPD who are considered experts in the field of labor-intensive affairs. Meanwhile, informants who come from the implementing members (community) are those who are considered experts in managing labor-intensive programs in the village and sub-district areas in Malacca Regency. FGD participants as mentioned in attachment 2 of this thesis.

Secondary data is data taken from a number of documents in the OPD, such as a map of the

Malacca Regency area according to the distribution of natural resource potential, economic resource potential, social and cultural resource potential, political resource potential, defense and security resource potential. The map of the area can be obtained at the Bappelitbangda of Malacca Regency, or in each OPD that develops the potential of the said resource. The determination of the OPD will be carried out in the field after studying the main tasks and functions (tupoksi) of each existing OPD.

Data analysis used the Analytic Hierarchy Process (AHP) method. AHP is basically structured to capture people's perceptions that are very closely related to the problems of labor-intensive programs and the location of the implementation of labor-intensive programs. The analysis procedure using the AHP method is as described in the AHP special literature review chapter.

## RESULT AND DISCUSSION

### General Overview of Malaka Regency Governance Area

Malacca Regency is entirely a land area with an area of 1160.63 Km<sup>2</sup>. The area is then organized into 12 sub-districts, namely Wewilku District (97.90 km), West Malacca District (87.41 km), Weliman District (88.25 km), Rinhat District (151.72 km), Io Kufeu District. (67.79 km), Sasita Mean District (65.48 km), Central Malacca District (168.69 km), Botin Leobele District (39.03 km), Laen Manen District (94.02 km), East Malacca District (83.28km), Kobalima District (120.95 km), East Kobalima District (96.11 km).

Malacca district has 12 sub-districts, 127 villages, of which 30 villages are located in coastal areas and 97 other villages have non-coastal areas. Coastal/seaside villages are villages/kelurahan including nagari or others that have areas directly adjacent to the coastline/sea (or are island villages) where the livelihoods of the people depend largely on the potential of the sea. A non-coastal village is a village/kelurahan including nagari or others that do not directly border the sea or have no coast.

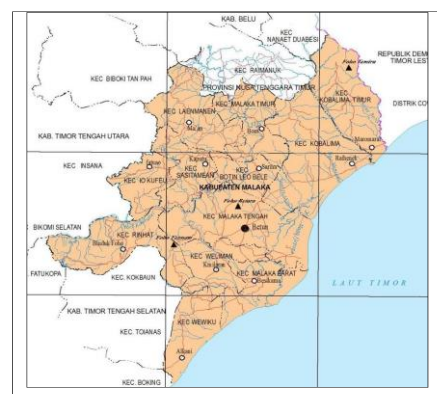


Figure 1. Map of Malacca Regency by District and Boundary.

There are 5 (five) sub-districts that have coastal areas, namely Wewiku sub-district (5 villages), West Malaka sub-district (10 villages), Central Malaka sub-district (9 villages), Kobalima sub-district (5 villages), and East Kobalima sub-district (1 village). In addition, all sub-districts (12 sub-districts) have villages that are not coastal areas. The details of the coastal and non-coastal villages can be seen in the following table.

Tabel 1. Number of Coastal Villages and Non-Coastal Villages by District in Malacca Regency, 2019 Circumstances.

No	Sub-district	Coastal Village	Non-Coastal Village
1.	Wewiku	5	7
2.	Malaka Barat	1	6
3.	Weliman	-	14
4.	Rinhah	-	20
5.	Io Kufeu	-	7
6.	Sasita Mean	-	9
7.	Malaka Tengah	9	8
8.	Botin Leobebe	-	5
9.	Laen Manen	-	9
10.	Malaka Timur	-	6
11.	Kobalima	5	3
12.	Kobalima Timur	1	3
Total		30	97

Source: Kabupaten Malaka Dalam Angka Tahun 2019.

In general, the government's attention to each sub-district and village area is influenced by considerations of areas that are close to the center of power (centra) and areas that are far from the center of power (periphery). Therefore, the factor of distance from the district capital to the sub-district capital or from the center of government to the sub-district area is also considered.

The sub-districts with the number of villages above 10 start from the most sequentially, namely the sub-districts of Rinhah, Central Malacca, West Malacca, Weliman, and Wewiku. The sub-district with the lowest number of villages is the Kobalima Timur sub-district, which is 4 (four) villages, even though its area is wider (96.11 km<sup>2</sup> or 8.29% of the district area) than the Botin Leobebe sub-district which only covers 3.36% of the district. but has 5 (five) villages.

#### Malacca Regency Population Condition

The arrangement of sub-districts into villages is also determined by the number and distribution of the population or the number of heads of families in each village within the sub-district concerned. If the population reaches more than 2,000 people or the number of family heads exceeds 400, then the village in the sub-district area can be expanded

because it has met the requirements for village expansion.

Central Malacca District has the highest population compared to the population in 11 other sub-districts, because this sub-district contains a city center (the capital of Malacca Regency is Betun). This sub-district also has a higher population density (41%) than the other 11 sub-districts.

Rinhah is the sub-district with the largest number of villages, but the population is under 10,000 people along with four other sub-districts, namely Botin Leobebe sub-district, Sasitamean sub-district, Io Kufeu sub-district, and East Malaka sub-district. The number of residents in five sub-districts is less than 10,000 according to 2018 data from the Malacca Regency in Figures, when confirmed with sub-district data in Figures, it is necessary to pay attention again.

If the distribution of population and household heads according to village is juxtaposed with the requirements for the establishment of a definitive village, namely a minimum of 1,000 people or a minimum of 200 families, only 10 villages out of 20 existing villages meet the requirements.

Meanwhile, 10 villages that actually do not meet the formal requirements, namely the minimum population of 1,000 people or the number of families of at least 200 families.

The population density in the 12 sub-districts also varies. The highest population density level is in the district of Central Malacca. Meanwhile, the lowest population density is in Rinhah and Sasitamean sub-districts. Population density by district can be seen in the following figure.

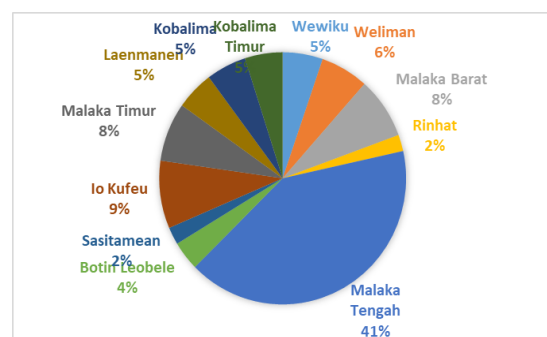


Figure 2. Percentage Level of Population Density by District in Malacca Regency, 2018.

The natural data in the picture above shows that the distribution of the population in Malacca Regency is still centered on the central area or the center of government and economic center, namely in the district of Central Malacca. Central Malacca District in which there is the capital of the district of Malacca, namely the City of Betun. The development of facilities and infrastructure and infrastructure of roads and bridges also seems to still

be centered in urban areas when compared to peripheral or periphery areas. The distribution of the population with varying densities like this, if used as a prerequisite for setting priorities for infrastructure development and equitable development, certainly requires wise considerations.

**Water Resources Potential**

Water is one of the basic human needs. Besides being needed for drinking, it is also needed for the development of food crop farming, horticultural crop farming, plantations and various other needs. The water used can be sourced from surface water, rivers, or underground water in the form of wells, either ordinary dug wells, drilled wells, or bottled water, tap water and so on.

The largest percentage of households is in the group of users of protected wells and protected springs. Only a few households use refilled water (6.75%). Other sources of drinking water, such as branded bottled water and piped water, no household or family utilizes this water source. However, the data in the table does not indicate that any household uses unprotected wells, unprotected springs, rivers or rainwater.

The potential of water used as a source of drinking water in Malacca Regency is also quite a lot. There are a number of rivers whose water flows all the time as can be seen in the following table.

Table 2. River Names and Lengths by District in Malacca Regency, 2018

No	Sub-district	River	Length (Km)
1	Malaka Barat	Benanaen	100
		Delek	15
2	Malaka Tengah	Baen	30
		Wadik	10
3	Malaka Timur	Talimetan	8
		Motahoar	7

Source: Kabupaten Malaka Dalam Angka 2019.

The availability of water sources from rivers is what makes 30.36% of households still use water from protected springs. Of course, it is hoped that in the future this water source can be managed by PDAM for the benefit of clean water services in Malacca Regency.

Water sourced from rivers, apart from being used for drinking water needs, is also used for irrigation needs in irrigated rice fields. Of the 12 sub-districts in Malacca district, irrigation water has reached seven sub-districts with varying rice fields. The widest irrigation area is in the district of Central Malacca, reaching 3,305 ha, while in the other six sub-districts it is under 1000 ha. The data on the

distribution of irrigated and rainfed rice fields are as set out in table 3.

Table 3. Area of Rice Fields in Malacca Regency by District (Ha) 2018.

Sub-district	Irigation	Rainfed	Ups and down	Others	Total
Wewiku	32	588	-	-	620
Malaka Barat	878	400	-	-	1.278
Weliman	943	255	-	-	1.198
Rinhat	-	125	-	-	125
Io Kufeu	800	-	-	-	800
Sasita Mean	-	-	-	-	0
Malaka Tengah	3.305	545	-	-	3.850
Botin Leobebe	-	-	-	-	0
Laen Manen	165	253	-	-	418
Malaka Timur	-	2	-	-	2
Kobalima	719	841	-	-	1.560
Kobalima Timur	-	50	-	-	50
Malaka	6.842	3.059	0	0	9.901

Source: Dinas Tanaman Pangan, Hortikultura, dan Perkebunan Kabupaten Malaka, 2018.

Based on the distribution of the data in the table above, it appears that in Rinhat sub-district there are no irrigated rice fields, only rain fed rice fields. In the district of Central Malacca, apart from having extensive irrigated rice fields, there are also rainfed rice fields. Likewise in Kobalima sub-district, there are irrigated rice fields as well as rainfed rice fields, although the area of rainfed rice fields is wider than irrigated rice fields. If there are rainfed rice fields, it means that there is a river flowing into the sub-district area. The sub-districts that do not have irrigated and rainfed rice fields are Sasitamean and Botin Leobebe sub-districts. The condition of these two sub-districts indicates that the area lacks clean water.

If you pay attention to the location of the rivers flowing in the Central Malacca sub-district, West Malacca sub-district and East Malacca sub-district, there are two rivers each. With the description of the flow of the river, it is hoped that there will be irrigation areas in the three sub-districts. However, it seems that the East Malacca sub-district where the Talimetan river flows for 8 km and the Motahoar river with a length of 7 km is not used by the people in the area for irrigation rice fields. This is due to the land structure in the sub-district which cannot be processed into irrigated rice fields.

**Agricultural and Plantation Production**

The condition of agriculture and plantations in Malacca Regency is described in the general description section as supporting data for labor-intensive infrastructure development which is more directed at developing clean water infrastructure. For three years, the infrastructure development budget which was completed in a labor-intensive manner was directed to clean water infrastructure,

indicating that the need for clean water is a priority requirement. It is therefore very relevant if the use of water for various needs is described in this section.

The area of rice fields in Malacca Regency is recorded at 9,901 Ha, consisting of 6,842 Ha of irrigated land and 3,059 Ha of rainfed land. Irrigated land is located in seven sub-districts and rainfed land is in nine sub-districts. There are sub-districts that in addition to having irrigated land also have rainfed

land. There are sub-districts that only have irrigated land and only rainfed land.

The hope of farmers and also the government is that the area of rice fields harvested is the same as the area of rice fields planted. This means that all rice fields, both irrigated and rainfed rice fields that are cultivated are all productive. The results of these efforts can be explained in the following table.

Tabel 4. Rice Fields and Rice Fields by District, Harvest Area, Production and Land Productivity in Malacca Regency.

Sub-district	Paddy Rice			Field Rice		
	Harvest Vol. (Ha)	Production (Ton)	Productivity (Kwh/Ha)	Harvest Area (Ha)	Production (Ton)	Productivity (Kwh/Ha)
1. Wewiku	23,9	65,25	27,3	-	-	-
2. Malaka Barat	2.315	9.306,3	40,2	150	525	35
3. Weliman	2.092,6	9.898	47,3	-	-	-
4. Rinhat	-	-	-	-	-	-
5. Io Kufeu	728,9	3.491,3	47,9	-	-	-
6. Sasita Mean	-	-	-	-	-	-
7. Malaka Tengah	2.175	9.961,5	45,8	93	279	30
8. Botin Leobebe	-	-	-	-	-	-
9. Laen Manen	338,9	1.548,77	45,7	-	-	-
10. Malaka Timur	2	11,02	55,1	-	-	-
11. Kobalima	1.206,8	6.679,74	55,5	-	-	-
12. Kobalima Timur	-	-	-	12	30	25
Total	8.883,1	40.962,01	364,8	255	834	90

Source: Kabupaten Malaka Dalam Angka, 2018

The table above shows that not all sub-districts have irrigated rice fields, such as Rinhat sub-district, Sasi Tamean sub-district, Botin Leobebe sub-district, and Kobalima Timur sub-district. The harvested rice fields reached 8,883.1 hectares with a production of 40,962.01 tons. When calculated, 1 ha of paddy fields produces 4.61 tons of lowland rice. Water support for irrigated rice fields in Malacca Regency is considered to be still quite good. The data is dubious, in the sub-district of Rinhat, Sasi Tamean sub-district, Botin Leobebe sub-district, and Kobalima Timur sub-district in 2018 there were no people (farmers) who planted either irrigated rice fields, rainfed rice fields, or upland rice. It is feared that the Central Statistics Agency does not have data on agricultural businesses, especially rice in the four sub-districts.

Table 5. Harvested Area, Productivity and Rice Production in Malacca Regency, 2018 Situation.

Sub-district	Area (Ha)	Productivity (Kw/Ha)	Production (Ton)
1. Wewiku	23,9	27,3	65,25
2. Malaka Barat	2.465	39,88	9.831,3
3. Weliman	2.092,6	47,3	9.898,0
4. Rinhat	-	-	-
5. Io Kufeu	728,9	47,9	3.491,43
6. Sasita Mean	-	-	-
7. Malaka Tengah	2.268	45,15	10.240,5
8. Botin Leobebe	-	-	-
9. Laen Manen	338,9	45,7	1.548,77
10. Malaka Timur	2	55,1	11,02

11. Kobalima	1.206,8	55,5	6.697,74
12. Kobalima Timur	12	25	30
Total	9.138,1	388,83	41.814,01

Source: Kabupaten Malaka Dalam Angka, 2018

Apart from rice, other types of crops are also grown in Malacca district, such as corn, cassava, sweet potato, ground coral, soybeans, and green beans.

Table 6. Development of Food Crops Production in Malacca Regency, 2013 – 2018.

Plants	Production Year					
	2013	2014	2015	2016	2017	2018
Rice	16,666,20	16,974	27,910	8,315	34,610,8	4,1814,01
Corn	40,591,00	52,414	51,370	50,523	73,868,0	8,4340,37
Cassava	7,836,00	27,511	33,865	40,300	49,720,0	5,9428,55
Sweet potato	489,00	2,671	3,102	2,290	1,185,0	944
Peanuts	233,60	189	235	1,896	95,21	150,3
Mung Beans	1,946,00	1,533	2,292	75	1,989,9	2,962,57

Source: Kabupaten Malaka Dalam Angka 2019.

If sorted, the dominant food crop productions are corn, rice, green beans, cassava, sweet potatoes and peanuts.

Determining the Priority Scale for the Location of the Work-Intensive Infrastructure Development Program in Malacca Regency.

The district of Malacca is divided into 12 sub-districts. From each sub-district, it was reorganized into a number of villages. The arrangement of sub-district areas into village areas varies quite a bit from 5 (five) villages to 20 villages (see table 9) so that the total reaches 127 villages. Of the 12 districts



in the district of Malacca. Such arrangement of government areas when there is a government program such as a labor-intensive development program to be implemented with a limited budget ceiling, of course every organizer or person in charge of the program is faced with the problem of determining the location, such as in the sub-district and village where the location for infrastructure development is determined. The Department of Manpower and Transmigration also faced the same problem in determining the location of activities. For this determination, the following are the results of an interview with the Head of the Training and Placement of Manpower in charge of Infrastructure development.

How to determine the location of labor-intensive programs in Malacca Regency in 2017, 2019, and 2020?

Labor-intensive programs are determined by the Ministry which determines its location in the Regency through co-administration tasks. The name of the program that is determined to be financed with this source of funds is determined by the District Manpower and Transmigration Office, such as the construction of clean water facilities, catfish farming production and the construction of trails determined by the agency according to the purpose of using the funds.

The program is determined from the center by the ministry but the activities and location of the activities are determined by the district. Through the placement program and workforce empowerment. Its activities are infrastructure labor intensive. These activities are determined through a proposal from the village but not through the musrenbang. through its own mechanism. However, information or socialization is conveyed through the sub-district musrenbang (September, 2020).

The program for infrastructure development for clean water facilities, catfish farming and road construction, is determined through a mechanism as described by the head of the following field.

The determination is preceded by identification of potential locations and program socialization in the village carried out by Nakertrans service officers, so if the village really needs it, you are welcome to propose programs that can be financed to the office. The proposal relates to the type of activity, its location and the names of the participants in the activity. Not all villages in the 12 sub-districts have their potential identified. This was not done because the agency or program has limited funds for identification in all sub-districts and villages. However, for the socialization of this program, it is usually delivered at the sub-district musrenbang. In the

sub-district musrenbang, all regional apparatuses are involved and at that time each agency is asked to present the program and activities of the office. In 2017 there were about 10 villages, in Rinhat, Central Malacca, there were Cobalima. Not all villages in the 12 sub-districts proposed. From the villages that proposed it, they were considered with the criteria to determine. Determining certain villages to receive such as in Central Malaka sub-district there are 6 villages out of 17 villages that are designated as program recipient locations. Apart from the village, there are other villages in the sub-district of Central Malacca that also propose activities on infrastructure works, only the types of activities are different. This type of activity has already been determined, namely clean water infrastructure, so if a village proposes another type of activity, it is rejected. So those who are accepted are those who propose the construction of clean water facilities.

To determine the location and type of activity proposed so far, frankly, we did not make it, but we used the considerations as stated in the criteria previously stated. Like in Kletek, there is indeed a water source, but the water source that was previously built as a reservoir is only drinkable, while the other wells are not suitable for drinking because the water is yellow in color. With these considerations, the Kletek had the opportunity to build the clean water facility several times and of course it was also adjusted to the potential of the water source in that place and the number of residents there because so far they had only taken water from that one well. So with considerations in accordance with the criteria that were installed, then we determined the location of the activity for the labor-intensive program, not scoring all alternatives to find out which locations deserved the program and which could not.

In Renhat and Cobalima. In the renhat there are several villages that have been proposed, only we will gradually provide services. Because Renhat is on a mountain, there is a spring, but the spring is lower than the residential area. Residential places are higher than the position of the water source. Therefore, efforts have been made to develop an infrastructure there by drawing water from the source with machines and the help of electric power, and the village has made a reservoir for it so that it flows into the residents' homes. The residents of Nabutaek who enjoy the water for their daily needs reach more than 190 households from more than 200 households in the village.

Informant: Maria S. Luruk Seran, Head of Training and Manpower Placement in charge of Infrastructure development activities, September 2020.

More or less the same explanation was put forward by the Head of the Malacca Manpower and Transmigration Service, including the following.

Determination of the location using a number of considerations, namely because the population is dense, the potential of natural resources that exist in that location. This labor-intensive program is more focused on clean water facilities. The location is on the coastline by identifying old wells that are there being reorganized for the needs of the local community. The water potential to be considered is a source of water that since 50-100 years ago until now has never dried up. In that place, shelters are made which are then distributed to areas or areas that still desperately need water.

This determination is actually practicing a priority scale, but technically the calculations for the weighting or scoring are not carried out.

Are there political considerations in determining the location of a labor-intensive program? So far, the determination is made based on location conditions and community needs. For example, in the District of Central Malacca, about 60% of the population lives in coastal areas where the wells in the area taste salty when drunk. Second, the community's need for clean water in these villages is very large. The three infrastructure development programs stipulated the construction of clean water facilities in the form of making reservoirs in wells whose water was fresh water to be distributed to the community. Why choose several sub-districts (Central Malacca, Renhat and Kobalima), first choosing Central Malacca because it has the largest population when compared to all districts in Malacca. Second, 60% of the population lives on the coast. Second, the community's need for clean water is very high. Is it because Central Malacca is prioritized because it is a district city center? No, it was done solely because of the condition of the area and the needs of the local community. Can it be said that the determination of the location does not use a priority scale and technically, weighting and scoring of the areas that are considered? This determination may look at the funding ceiling, returning to the funds that are used temporarily from the APBN, while from the APBD we are also fighting to get it, only because of budget constraints so we cannot reach all sub-districts (Informant: Head of Nakertrans, Malacca Regency, September 2020).

Initially, the development of clean water facilities had limited funds from the ministry. This is explained by the following informants.

In 2017 the source of funds was from the USR, so the location determination was not from the Nakertrans Service but was determined directly by the ministry. They and a team from the ILO after them went around looking at the potential conditions, the environment and the distribution of the population, indeed they determined that there were six villages in the sub-district of Central Malaka and one village in the sub-district of Kobalima. So once again it is said that the determination of the location was after conducting a team survey from the ministry together with officers from the ILO. After the survey and determined several locations, but at that time the availability of the budget from the APBN was limited so they looked for other sources of funds and got it in CSR. So that in 2017 it was funded from CSR funds. In 2019 it was only from the State Budget through co-administration. It is recognized that there are sub-districts that have potential, but the determination made is adjusted to the available funding ceiling. Because of the limited funding limit, we use a priority scale, but it's done, how is it? In addition to using the priority of potential, population, we also pay attention to the attention of the central government or other ministries in the region. If there is already development in the area, we will transfer it to another area that has not received the government's attention, so that there is no overlap. For example, there is also a program from PUPR, there is Pamsimas, so if it has been executed by Pamsimas, we are no longer there. We choose the zero at all and the needy. Other considerations used are poverty enclaves and areas where there are full-time Indonesian migrant workers. Determining the location of the sub-district and village uses the same considerations. The distance factor is not a measure in determining this location.

Informant: Maria S. Luruk Seran, Head of Training and Manpower Placement in charge of Infrastructure development activities, September 2020.

Meanwhile, the determination of labor-intensive locations according to informants from the community (executive members) is explained as follows.

How to determine a labor-intensive location in Malacca Regency?

In 2017 we received a program allocation for works in the form of clean water facilities development activities. We feel the benefits of this program. In determining the location for labor intensive work in the following years, we want the Manpower and Transmigration Office of Malacca Regency to have definite criteria so that there is no jealousy between villages that have received labor intensive allocations and villages that have not.

Informant: Remigius Seran, Member of the Intensive Work Group in Bakiruk Village, Central Malacca District, Malacca Regency, September 2020.

The same thing was conveyed by other informants from community groups (executive members) which are explained as follows.

How to determine a labor-intensive location in Malacca Regency?

In 2020 our village (Suai Village) received a program allocation for work in the form of clean water facilities development activities in Sorunama Hamlet, Suai Village. The needs of the residents of Sorunama Hamlet for clean water are answered in 2020. We benefit from this program. To determine the location of labor intensive work in the following years, we want the Department of Manpower and Transmigration of Malacca Regency to use the criteria for the number of poor people, the availability of natural resources and the distance traveled.

Informant: Melkianus Tahu, Member of the Intensive Work Group in Suai Village, Central Malacca District, Malacca Regency, September 2020.

Based on the descriptions presented, it can be understood that the determination of the location of the labor-intensive program in 3 (three) sub-districts has been carried out through a number of considerations. Of course, determining three of the 12 sub-districts, the program organizers have a number of criteria or considerations for that. The following is a summary of the criteria or considerations used.

Table 7. Criteria or considerations used to ignore 9 (nine) sub-districts in determining the location of labor-intensive infrastructure development programs

No	Criteria or requirements used as the basis for determining the location of the sub-district
1	The potential of natural resources related to the infrastructure to be built.
2	Number of people who need the infrastructure development (benefits aspect)
3	Areas that have not been touched by development from other ministries for basic needs services.

Source: Current Research, September 2020.

The three sub-districts are Central Malaka District, Rinhat District, and Kobalima District. In the three sub-districts, there are 46 villages, each in Central Malaka sub-district 17 villages, Kobalima sub-district 8 (eight) villages and Renhat sub-district 21 villages with varying distances from the center (capital) of the sub-district and the center (capital) of the district.

Table 8. Distance from Villages in Central Malacca District to the Capital of Sub-districts and Districts in 2018

Village	Distance to capital city (Km)	
	Malaka Tengah Sub-district	Malaka Regency
1. Barene	23	91
2. Kakaniuk	12	80
3. Bakiruk	3	71
4. Wehali	13	91
5. Umanenlawalu	1	69
6. Bereliku	2	70
7. Naimana	1	69
8. Fahiluka	8	76
9. Lawalu	11	79
10. Railor Tahak	9	77
11. Suai	5	73
12. Kletek	2	66
13. Umakatahan	2	70
14. Harekaka	16	84
15. Kamanasa	5	77
16. Barada	10	78
17. Kateri	3	75

Source: Kecamatan Malaka Tengah Dalam Angka 2019.

People's access from the village to the capital of the sub-district of Central Malacca is the furthest from Barene village, Harekake village, Wehali village, Kakaniuk village, Lawalu village, Barada village. The rest of the villages are less than 10 km apart.

Table 9. Distance From Villages in Kobalima District To The Capital Of The District In 2018

Village	Distance to capital city (Km)	
	Kobalima Sub-district	Malaka Regency
01. Lakekun Barat	13	4
02. Lakekun	10	6
03. Lakekun Utara	9	8
04. Litamali	3	12
05. Sisi	7	12
06. Rainawe	2	17
07. Babulu Selatan	15	25
08. Babulu	25	37

This mapping of village areas within the sub-district shows that there are villages that are close to the district and sub-district towns, but there are also villages whose positions are far from the sub-district and district centers. The village farthest from the sub-district and district centers is Babulu village. The village that is close to the sub-district center but far from the district city center is Rainawe village. The village that is close to the district city center but far from the sub-district city center is West Lakekun village. Positions that are far and close to the district

center may influence policy. The habit of paying attention to areas that are near and ignoring areas that are far away can be aborted by a number of other factors such as political considerations, decision-making actors, natural potential factors, economic development, and others. These considerations usually ignore rational considerations and in the end lead to development imbalances between regions.

Table 10. Distance from Village to Capital District of Rinhat and Malacca Regency in 2018

Village	Distance to capital city (Km)	
	Rinhat Sub-district	Malaka
01. Saenama	18	20
02. Raisamane	14	20
03. Wekmidar	12	20
04. Muke	10	25
05. Lotas	8	26
06. Naiusu	5	25
07. Nanin	5	25
08. Webetun	3	28
09. Weain	5	25
10. Biudukfoho	1	32
11. Nabutaek	2	34
12. Niti	3	33
13. Tafuli I	2	35
14. Boen	24	55
15. Wekeke	26	65
16. Tafuli	22	40
17. Naet	1	33
18. Oekmurak	13	45
19. Alala	6	26
20. Nanebot	11	43

Source: Kecamatan Rinhat Dalam Angka, 2019.

Villages in this sub-district are far from the district capital from 20 km and above. There are even villages that are 65 km from the district city center, namely Wekeke village and Boen village (55 km). Apart from being far from the district capital, these two villages are also far from the sub-district capital. If the assumption that the distance factor from the center of power reduces the center of attention is true, it will be illustrated by the condition of the two villages.

Not all villages in the three sub-districts receive consideration when determining site selection priorities. The villages considered from the 6 alternative locations are shown in the following table.

Table 11. Locations to be considered in the determination of the 2016 – 2020 Infrastructure Development Intensive Program in Malacca District

Year	Locations that are considered for implementing labor-intensive programs					
	Location 1	Location 2	Location 3	Location 4	Location 5	Location 6
2016	-	-	-	-	-	-
2017	Suai, Malaka Tengah	Kletek, Malaka Tengah	Railor, Malaka Tengah	Fahiluka, Malaka Tengah	Suai, Malaka Tengah	Ritamali, Malaka Kobalima
2018	-	-	-	-	-	-

2019	Kletek, Malaka Tengah	Nabutaek, Rinhat	Kletek, Malaka Tengah	Suai, Malaka Tengah	Bakiruk, Malaka Tengah	Umanen Lawalu, Malaka Tengah
2020	Kletek, Malaka Tengah	-	-	-	-	-

Source: Data Dokumen Dinas Tenaga Kerja dan Transmigrasi, 2020.

The table data above shows that not all sub-districts and villages are considered as locations for labor-intensive infrastructure development programs. Meanwhile, if you look at the data in table 9, there are 12 sub-districts and 127 villages. After considering six (6) alternative locations, even in 2020 no other location was considered – only one location – namely Kletek Village in Central Malacca District, of course, it has its own reasons.

In 2017, the six locations considered were finally assigned to Suai Village, Central Malacca District and ignored the other five locations. There are a number of reasons used to accept and reject villages proposed as locations for labor-intensive infrastructure development programs in 2017.

Table 12. Villages Designated as Recipients of the Work-Intensive Infrastructure Development Program by District, and the distance traveled to the District and sub-district.

No	Village	Sub-district	Distance to center of...	
			Sub-district	Regency
1	Suai	Malaka Tengah	5	73
2	Kletek,	Malaka Tengah	2	66
3	Railor Tihak	Malaka Tengah	9	77
4	Fahiluka,	Malaka Tengah	8	76
5	Umanen Lawalu	Malaka Tengah	1	69
6	Ritamali,	Malaka Tengah	3	12
7	Nabutaek	Rinhat	2	34

Source: Kabupaten Dalam Angka 2019.

It seems that the calculation of the distance between sub-districts and villages in the sub-district area, especially the Central Malacca sub-district needs to be considered again. From the geographical location and position, Central Malaka sub-district is the sub-district where the district capital, Betun is located. Meanwhile, the location and geographical position of Rinhat and Kobalima sub-districts are sub-districts that are located bordering the district of Central Malacca. Therefore, it makes no sense if the villages in the District of Central Malaka are farther from the district capital than the villages in the sub-districts of Kobalima and Rinhat.

Most villages in the sub-district of Central Malacca received consideration and were designated as locations for implementing the labor-intensive program from the Department of Manpower and Transmigration (Nakertrans). Data for the last three years where the most villages received labor-

intensive programs were villages in the district of Central Malacca. Meanwhile, the villages in Rinhat sub-district and Kobalima sub-district have one village each.

Table 13. Name of the Labor Intensive Program by Location of Sub-districts and Villages in Malacca Regency, Situation in 2017 – 2019.

Year	Name of Infrastructure Labor-Intensive Program	Sub-district	Village
2017	Construction of Clean Water Facilities	Malaka Tengah	Suai
	Construction of Clean Water Facilities	Malaka Tengah	Suai
	Construction of Clean Water Facilities	Malaka Tengah	Kletek
	Construction of Clean Water Facilities	Malaka Tengah	Railor
	Productive Catfish Cultivation	Malaka Tengah	Fahiluka
	Construction of Clean Water Facilities	Kobalima	Ritamali
2019	Construction of Clean Water Facilities	Malaka Tengah	Kletek
	Footpath Construction	Malaka Tengah	Suai
	Construction of Clean Water Facilities	Malaka Tengah	Umanen Lawalu
	Construction of Clean Water Facilities	Malaka Tengah	Kletek
	Construction of Clean Water Facilities	Malaka Tengah	Bakiruk
2020	Construction of Clean Water Facilities	Rinhat	Nabutaek
	Construction of Clean Water Facilities	Malaka Tengah	Kletek

Source: Dinas Tenaga Kerja dan Transmigrasi Kabupaten Malaka, 2020.

If we want to be fair in serving the needs of the village community, 127 villages should be considered the location of the labor-intensive infrastructure development program. However, the following considerations are the reasons for ignoring 120 villages and considering only the conditions for the destination villages in alternative locations.

The determination of the location of the labor-intensive infrastructure development program seems to be focused on the people of Betun city and its surroundings as the district government center and also the administrative center of the Central Malacca sub-district. The general criteria or requirements used in determining the location of the labor-intensive infrastructure development program in Malacca Regency in 2017 are as stated in the following table.

Table 14. Criteria or requirements and priorities used for determining the location of the labor-intensive infrastructure development program in Malacca Regency in 2017.

Labor Intensive Program in 2017			
No	Criteria or Requirements that are under consideration	Priority	Reason used
1	Number of beneficiaries (unemployed, underemployed, retired PMI, layoff victims and the poor)	1	It is expected to be able to reduce the number of unemployed and underemployed while at the same time providing

			a positive impact in order to improve the community's economy.
2	Infrastructure Availability	4	As a support for labor-intensive activities
3	Support of natural resources and labor resources	2	Utilizing the potential of natural resources and human resources at the activity location
4	Potential for socio-economic improvement of the community	3	Has great benefits for the community, especially in carrying out socio-economic activities.

Datasource: Department of Manpower and Transmigration of Malacca Regency, 2020.

Based on the criteria or requirements used to select the development site with the main or first priority for the 2017 fiscal year, it can be. The same criteria were also used to determine the location of the 2019 and 2020 labor-intensive programs.

While the types of labor-intensive programs that can be chosen to be carried out in Malacca Regency are:

Table 15. Types of Labor Intensive Programs in Malacca Regency in 2017 – 2020.

No	Labor Intensive Type
1	Clean Water Network Development
2	Environmental Road Construction (Pavement)
3	Environmental Road Construction (Rabat)
4	Farming Business Road Construction
5	Village Polyclinic Construction
6	Irrigation Construction
7	Drainage Construction

Source: Current Research, October 2020.

The types of labor-intensive programs that can be chosen to be carried out in Malacca Regency are still very limited to 3 activities, namely construction of clean water networks, construction of environmental roads (pavement construction) and construction of environmental roads (rebate construction), but can be expanded into 7 types of development, namely road construction, farming, construction of health facilities (Polindes), construction of irrigation and drainage.

Suai Village is one of the villages that during the 2017 and 2019 fiscal years received a labor-intensive program, even in 2017 there were two labor-intensive programs set in the same village location. Likewise, Kletek village received a labor-intensive program in 2017 (one program) while in 2019 it received two clean water infrastructure development programs. Frequently assigning the same location with the same type of activity, it is necessary to get an explanation in order to understand the policy. If you don't explain it well, it will give the impression that the policy-making actors ignore the aspects of equity and justice.

During 2016 – 2019, there were six villages in the district of Central Malacca that received a labor-intensive program. Meanwhile, 11 villages were not included as locations to be considered. Assigning six villages and ignoring 11 of course uses the considerations mentioned earlier.

In Kobalima sub-district and Rinhat sub-district there are eight and 20 villages, but during 2016 – 2019 only one village was designated as the recipient of the labor-intensive program, namely Litamali and Nabutaek villages. Meanwhile, seven villages and 19 other villages did not receive priority for three years to be designated as locations for labour-intensive programs. The eight alternative locations in the Kobalima sub-district are:

Table 16. Scoring Locations for the Intensive Work Program in Kobalima District, Malacca Regency in 2017 – 2020.

Village	Village screening as program location	
	Priority	Consideration
01. Lakekun		Neglected due to potential, benefits, program overlap.
02. Lakekun Utara		
03. Litamali		Using criteria: natural potential, benefits, avoiding program overlap.
04. Lakekun Barat		Neglected due to potential, benefits, overlapping of programs at the same location.
05. Sisi		
06. Rainawe		
07. Babulu Selatan		
08. Babulu		

Source: Current Research, October 2020.

Table 17. Scoring Locations for the Intensive Work Program in Rinhat District, Malacca Regency Year 2017–2020.

Village	Village screening as program location	
	Priority	Considerations
01. Saenama		Neglected due to potential, benefits, program overlap.
02. Raisamane		
03. Wekmidar		
04. Muke		
05. Lotas		
06. Naiusu		
07. Nanin		
08. Webetun		
09. Weain		
10. Biudukfoho		
11. Nabutaek		Using criteria: natural potential, benefits, avoiding program overlap.
12. Niti		Neglected due to potential, benefits, program overlap.
13. Tafuli I		
14. Boen		
15. Wekeke		
16. Tafuli		
17. Naet		
18. Oekmurak		
19. Alala		
20. Nanebot		

Source: Current Research0, October 2020.

These considerations can also be understood if the factors that are considered after being compared with the conditions of other village locations, it is necessary to get the program. Therefore, the considerations used and the screening of alternatives

for determining the location if carried out transparently and involving stakeholders, the location determination policy will be well understood. If the opposite happens, it will be difficult to avoid negative assessments of the determined location determination policy.

The distribution of programs by sub-district and village areas in the 2016 – 2019 budget year can be seen in the following table.

Table 18. Distribution of Infrastructure Development Work-Intensive Programs by District and Village Areas in Malacca Regency for Fiscal Year 2016 – 2020.

Name of Infrastructure Labor-Intensive Program (Year 2016, 2019, 2020)	Location	
	Sub-district	Village
Construction of Clean Water Facilities	Malaka Tengah	Suai
Productive Catfish Cultivation	Malaka Tengah	Suai
Construction of Clean Water Facilities	Malaka Tengah	Suai
Construction of Clean Water Facilities	Malaka Tengah	Kletek
Footpath Construction	Malaka Tengah	Kletek
Construction of Clean Water Facilities	Malaka Tengah	Kletek
Construction of Clean Water Facilities	Malaka Tengah	Kletek
Construction of Clean Water Facilities	Malaka Tengah	Railor
Construction of Clean Water Facilities	Malaka Tengah	Fahiluka
Construction of Clean Water Facilities	Malaka Tengah	Bakiruk
Construction of Clean Water Facilities	Malaka Tengah	Umanen Lawalu
Construction of Clean Water Facilities	Malaka Cobalima	Litamali
Construction of Clean Water Facilities	Rinhat	Nabutaek

Source: Current Research, October 2020.

Of the total labor-intensive programs (13 programs) during the 2016 – 2019 fiscal year, most of them, namely 11 programs (84.62%) were implemented in six villages. The district of Central Malaka has 17 villages, meaning that infrastructure development is only carried out in six villages (35.29%) and 11 villages (64.71%) have not received the implementation of a labor-intensive program.

Two other villages that received labor-intensive programs are located in two sub-districts, namely Litamali village in Kobalima sub-district and Nabutaek village in Rinhat sub-district. The distribution of labor-intensive programs in Kobalima sub-district by village only reached 12.5% of the existing eight villages, and the distribution of labor-intensive programs in Rinhat sub-district by village area only reached 5% of the existing 20 villages in Rinhat sub-district.

The distribution is still very unequal between regions, due to the very limited programs disbursed by the central government. However, when considering the volume of work on the construction of clean water facilities, the value varies quite a bit from one village to another. This can be seen from the amount of budget allocated for each program as read in the following table.

Table 19. Distribution of Labor Intensive Programs by Location and Amount of Budget in Malacca Regency in 2017 – 2020.

Year	Name of Infrastructure Labor-Intensive Program	Village	Budget
2017	Construction of Clean Water Facilities	Suai	153.500.000
	Productive Catfish Cultivation	Suai	182.453.000
	Construction of Clean Water Facilities	Kletek	76.750.000
	Construction of Clean Water Facilities	Railor	153.500.000
	Construction of Clean Water Facilities	Fahiluka	153.500.000
	Construction of Clean Water Facilities	Litamali	153.500.000
2019	Construction of Clean Water Facilities	Kletek	120.000.000
	Construction of Clean Water Facilities	Suai	120.000.000
	Construction of Clean Water Facilities	Nabutaek	120.000.000
	Footpath Construction	Kletek	120.000.000
	Construction of Clean Water Facilities	Bakiruk	120.000.000
	Construction of Clean Water Facilities	Umanen Lawalu	120.000.000
2020	Construction of Clean Water Facilities	Kletek	40.000.000

Source: Current Research, October 2020.

The amount of budget allocated per village depends on the type of work carried out. If the construction of clean water facilities chooses the type of piping work with a large number of households, or the distance from the spring to the settlement, of course it requires a large enough budget. However, if the type of work being financed is drilled wells, of course the distribution by location will be more. It all depends on the considerations used in choosing a program with the type of work to be completed. The considerations in choosing a labor-intensive program for the 2017 fiscal year have been stated previously. The following are a number of considerations used in selecting the labor-intensive program for the 2019 and 2020 fiscal years.

Table 33. Considerations used in determining program priorities and reasons used for Fiscal Year 2019.

Table 20. 2019's Labor Intensive Program

2019's Labor Intensive Program			
No	Criteria or Requirements that are under consideration	Priority	Reason used
1	Number of beneficiaries (unemployed, underemployed, retired PMI, layoff victims and the poor)	1	It is expected to be able to reduce the number of unemployed and underemployed while at the same time providing a positive impact in order to improve the community's economy.
2	Infrastructure Availability	4	As a support for labor-intensive activities
3	Support of natural resources and labor resources	2	Utilizing the potential of natural resources and human resources at the activity location
4	Potential for socio-economic improvement of the community	3	Has great benefits for the community, especially in carrying out socio-economic activities.

Table 21. Considerations used in determining program priorities and reasons used for Fiscal Year 2020.

Labor-Intensive Program of 2020			
No	Criteria or Requirements that are under consideration	Priority	Reason used
1	Number of beneficiaries (unemployed, underemployed, full-time PMI, layoff victims, poor people, CMPI who failed to leave due to COVID-19, and PMI who returned home due to the country's lockdown)	1	It is expected to be able to reduce the number of unemployed and underemployed while at the same time providing a positive impact in order to improve the economy of Public.
2	Support of natural resources and labor resources	2	Utilizing the potential of natural resources and human resources at the activity location
3	Potential for socio-economic improvement of the community	3	Has great benefits for the community, especially in carrying out socio-economic activities.

## DISCUSSION

The data obtained in this study were analyzed using a quantitative approach. Broadly speaking, the analysis consists of two stages, namely the first stage of finding the weighted value per level on the priority scale hierarchy for determining labor-intensive locations using the Analytic Hierarchy Process (AHP) method which is modified to analyze the criteria used to determine the development priority scale. The second stage is the synthesis calculation using the Analytic Hierarchy Process (AHP) to determine the priority of labor-intensive locations in and types of infrastructure development programs in Malacca Regency.

### Calculation of Weights in the Analytic Hierarchy Process (AHP) Method

The goal or main objective of this hierarchy is to determine the priority scale of labor-intensive locations in Malacca Regency. The criteria used in determining the priority scale of labor-intensive locations in Malacca Regency are:

1. Number of beneficiaries (unemployed, underemployed, full-time PMI, victims of layoffs, poor people, CMPI who failed to leave due to COVID-19, and PMI who returned home due to the country where the lockdown was placed);
2. Support of natural resources and labor resources; and
3. Potential for social and economic improvement of the community.

1) Level two comparison matrix (criteria), made by taking into account its relationship to level one (goal). More details can be seen in table 22 below.

Table 22. Level Two Paired Comparison Matrix (Criteria)

Aim	K1	K2	K3	Priority
K1	1,00	1,90	1,40	<b>0,44</b>
K2	0,53	1,00	0,61	<b>0,22</b>
K3	0,71	1,65	1,00	<b>0,34</b>

Source: Current Research

In the form of a bar graph, it can be seen in Figure 8 below.

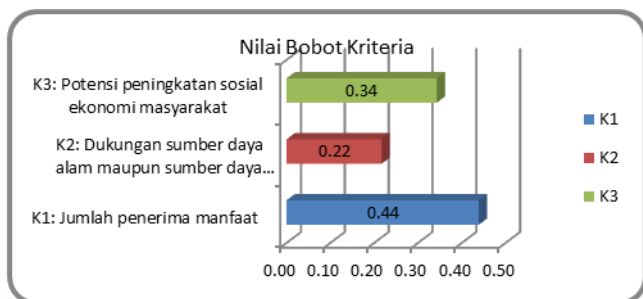


Figure 3. Pairwise Comparison of Level Two (Criteria) in graphic form

Source: Data processing by the author

- Based on the tables and graphs above, it can be seen that the number of beneficiaries is the most considered criterion in determining the priority scale for labor-intensive locations with the highest priority weight of 0.44, followed by the criteria for potential economic improvement of the community with a priority weight of 0.34 and the criteria for natural resource support. and labor resources with a weight of 0.22.
- Based on this weight value, the criteria for the number of beneficiaries becomes the main consideration that must take precedence before other criteria in determining the priority scale for the Intensive Work location in Malacca Regency.
- 2) The comparison matrix for level three (sub-criteria), made by taking into account the relation to level two elements (criteria), can be seen in full in the table below.

Table 23. Level Three Paired Comparison Matrix (Sub-criteria)

Needs	P1	P2	P3	P4	P5	P6	P7	Priority
P1	1,00	2,95	2,52	2,34	1,33	3,57	1,99	<b>0,24</b>
P2	0,34	1,00	1,32	0,70	0,48	3,94	0,65	<b>0,13</b>
P3	0,40	0,76	1,00	0,68	0,40	4,06	0,64	<b>0,12</b>
P4	0,43	1,42	1,47	1,00	0,60	0,84	0,78	<b>0,10</b>
P5	0,75	2,09	2,49	1,65	1,00	1,94	2,44	<b>0,19</b>
P6	0,28	0,25	0,25	1,19	0,51	1,00	0,23	<b>0,06</b>
P7	0,50	1,54	1,55	1,29	0,41	4,39	1,00	<b>0,16</b>

In the form of a bar graph, it can be seen in Figure 9 below.

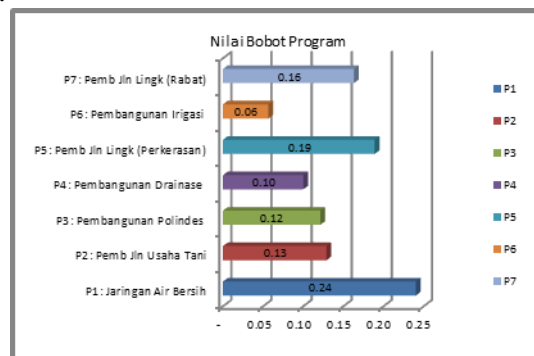


Figure 4. Level 3 Priority

- Based on the comparison matrix table and the graph of priority weights for level three (sub-criteria) above, it can be seen that sub-criteria P1 (clean water network development program) gets the highest weight, which is 0.24, followed by P5 (environmental road construction/pavement construction program) 0.19, P7 (environmental road construction/rebate construction program) 0.16, P2 (farm road construction program) 0.13, P3 (polindes development program) 0.12, P4 (drainage development program) 0.10, and the weight the lowest priority is P6 (irrigation development program) of 0.06.
- Based on the results of the weighting, the clean water network development program is the most prioritized program in the coming years among other infrastructure labor-intensive development programs.
- 5) Consistency check. The last step in implementing the AHP model is to perform a consistency test. The consistency test of a matrix is based on a maximum eigenvalue. With the maximum eigenvalue, the inconsistency that can be produced by the pairwise comparison matrix can be minimized (Permadi, 1992:14,16). The results of the measurement of the consistency ratio (C.R) from the comparison matrix level two (criteria) and level three (sub-criteria) on each criterion as can be seen in the table below.

Table 24. Consistency Ratio (C.R) Comparison Matrix Paired Level Two (Criteria) and Level Three (Sub-criteria)

C. R	Level Two (Criteria)	Level Three (Sub-criteria)	Level Four (Alternative)						
			P1	P2	P3	P4	P5	P6	P7
	0,004	0,07	0,06	0,08	0,09	0,00	0,06	0,00	0,00



The table above shows that for each comparison at all levels, the overall consistency ratio (C.R) value is below 0.10 (10 percent). Thus the inconsistency of opinion of all respondents in this study is acceptable, meaning that it is still within the tolerance limit.

## CONCLUSION AND SUGGESTION

### Conclusion

Based on the results of the analysis and discussion in chapter IV, the following conclusions can be drawn:

1. The most considered criteria in determining the priority scale for determining labor-intensive locations in Malacca Regency are: 1) the number of beneficiaries (unemployed, underemployed, full-time PMI, layoff victims, poor people, CMPI who failed to leave due to COVID-19, and PMI who returned home due to the country where the lockdown was placed); 2) the potential for improving the community's economy; and 3) support of natural resources and labor resources; 4) Linkage to budget availability; and 5) Linkage with community proposals.
2. Types of infrastructure labor-intensive programs in Malacca Regency are: 1) Construction of Clean Water Network; 2) Environmental Road Construction (Pavement Construction); 3) Environmental Road Construction (Rabat Construction); 4) Construction of Farm Business Roads; 5) Construction of Polindes; 6) Irrigation Development; and 7) Drainage Development;
3. The priority scale for determining the location of labor-intensive infrastructure in Malacca Regency, starting with the most priority, is as follows: 1) Based on the criteria used, the criteria for the number of beneficiaries is the most considered criterion in determining the priority scale of infrastructure labor-intensive locations with the highest priority weight of 0.44, followed by the criteria for potential economic improvement of the community with a priority weight of 0.34 and support for natural resources and labor resources with a weight of 0.22.

Based on this weighted value, the criteria for the number of beneficiaries becomes the main consideration that must take precedence before other criteria in determining the priority scale for infrastructure labor-intensive locations in Malacca Regency.

Types of infrastructure development programs that need to be prioritized in implementing infrastructure labor intensive sequentially from the most prioritized are sub-criteria P1 (clean water network development program) which gets the highest weight, which is 0.24, followed by P5

(environmental road construction program/pavement construction) 0.19, P7 (environmental road construction/rebate construction program) 0.16, P2 (farm road construction program) 0.13, P3 (polindes development program) 0.12, P4 (drainage development program) 0.10, and the one with the lowest priority weight is P6 (irrigation development program) of 0.06.

Based on the results of the weighting, the clean water network development program is the most prioritized program in the coming years among other infrastructure labor-intensive development programs.

### Suggestion

Based on the conclusions in this study, some things that are suggested in further research are as follows:

1. Determine the priority scale of infrastructure development for all OPDs implementing infrastructure development programs and other development programs;
2. Determine the scale of development priorities based on the RPJMD period (5 years);
3. Adding complete infrastructure development programs and other development programs;
4. Adding samples that represent all development stakeholder groups, including women leaders, youth leaders and NGOs.

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