



Village Regulation as a Participation-Based Development Instrument in Indonesia (Field Study in Ngroto Village, Malang Regency, East Java)

Abdul Madjid; Triya Indra Rahmawan; Galieh Damayanti

Faculty of Law, Universitas Brawijaya, Malang, Indonesia

Email: majid@ub.ac.id

<http://dx.doi.org/10.47814/ijssrr.v5i1.146>

Abstract

The implementation of village government in Indonesia cannot be separated from the existence of village regulations. The Village Regulation is a legal and policy framework in the administration of Village Government and Village Development. The contents of a village regulation are an elaboration of the various authorities possessed by the village referring to the provisions of higher laws and regulations. However, at the practical level, village administration is often carried out as it is without any standard and clear provisions. Village regulations have a strategic role in participatory village development efforts, including synergizing village development with central and local government programs. Therefore, by using this type of sociological legal research, this study describes the reality of the obstacles faced in forming village regulations, factors that affect the effectiveness of village regulations, and proposes how to conceptualize effective village regulations as participatory village development instruments. Meanwhile, the village area that is the object of this research is Ngroto Village, Pujon District, Malang Regency, East Java Province, Republic of Indonesia. The results of the study indicate that there are still obstacles in the effort to form village regulations, namely the lack of optimal identification of the urgency of the substance to be regulated in the draft village regulations, the lack of community involvement in providing direct input to the draft village regulations, and the lack of information related to the draft village regulations that will be drafted. In addition, it turns out that there are still obstacles in socializing the village regulations that have been ratified. To overcome these obstacles, an effective village regulation concept is needed, namely by optimizing community participation in the formation of statutory regulation, because legislation based on community participation can have effective performance and effectiveness.

Keywords: *The Village; Village Regulations; Participation; Development*

Introduction

The enactment of Law Number 6 of 2014 concerning Villages (hereinafter referred to as the Village Law) has become a new chapter for village regulation in Indonesia. The Village Law is the foundation of the village's hope to be able to determine its position, role, and authority (Jafar, M. 2016). The Village Law affirms that the implementation of Village Government, implementation of development, community development, and community empowerment is based on Pancasila, the 1945

Constitution of the Republic of Indonesia, the Unitary State of the Republic of Indonesia, and *Bhinneka Tunggal Ika*. With the Village Law, it is hoped that the implementation of Village Government is expected to be more accountable which is supported by a system of supervision and balance between the Village Government and Village institutions.

In the history of the constitutional development of the Republic of Indonesia, the Village, or what is called by another name existed before the Republic of Indonesia was formed. As proof of its existence, the Elucidation of Article 18 of the 1945 Constitution of the Republic of Indonesia (before the amendment) states that "In the territory of the State of Indonesia there are approximately 250 *"Zelfbesturende landschappen"* and *"Volksgemeenschappen"*, such as villages in Java and Bali, Nagari in Minangkabau, hamlets, and clans in Palembang. Although it is realized that in a unitary state there needs to be homogeneity, the Unitary State of the Republic of Indonesia still provides recognition and guarantees for the existence of legal community units and customary law community units and their traditional rights.

Through the amendment to the 1945 Constitution of the Republic of Indonesia, the recognition of customary law community units is emphasized through the provisions in Article 18B paragraph (2) which reads "The state recognizes and respects customary law community units and their traditional rights as long as they are alive and well. By the development of society and the principles of the Unitary State of the Republic of Indonesia, which are regulated by law". In this case, the history of village regulation in Indonesia shows that various laws seek to regulate the existence of villages, namely Law Number 22 of 1948 concerning Principles of Regional Government, Law Number 1 of 1957 concerning Principles of Regional Government, Law - Law Number 18 of 1965 concerning Principles of Regional Government, Law Number 19 of 1965 concerning Village Praja as a Transitional Form to Accelerate the Realization of Level III Regions throughout the Territory of the Republic of Indonesia, Law Number 5 of 1974 concerning Principles of Government in the Regions, Law Number 5 of 1979 concerning Village Administration, Law Number 22 of 1999 concerning Regional Government, and finally Law Number 32 of 2004 concerning Regional Government, most recently Law Number 6 of 2014 concerning Villages.

Based on the provisions of the Village Law, the Village is a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs, the interests of the local community based on community initiatives, origin rights, and/or traditional rights that are recognized and respected in the government system of the Unitary State of the Republic of Indonesia. Indonesia. The authority to regulate and administer is the substance of autonomy (Hoessein, B., 2002). With autonomy, the village can be able to regulate and manage its household to increase the efficiency and results for the administration of government in the context of serving the community and implementing development (Salam, D.S., 2002).

Thus, the village has a strategic position and role in regulating and managing the community in the village. Villages can be an "arena" for implementing development programs from the government, unlike in the past which was only limited to being "locations" for development programs. The village will be the subject of development, not as an object of development. Villages can organize government, development, community empowerment independently.

In carrying out its administration, the village needs to get legal support in the form of a set of rules, one of which is a village regulation. The Village Regulation is an elaboration of the various authorities possessed by the Village referring to the provisions of higher laws and regulations. Village regulations set by the Village Head after being discussed and agreed with the Village Consultative Body are a legal and policy framework in the administration of Village Government and Village Development.

As a legal product, Village Regulations must not conflict with higher regulations and must not harm the public interest, namely the disruption of harmony between members of the community; disruption of access to public services; disturbance of peace and public order; disruption of economic activities to improve the welfare of the Village community; and discrimination against ethnicity, religion and belief, race, intergroup, and gender. As a political product, Village Regulations are processed in a democratic and participatory manner, i.e. the drafting process includes the participation of the Village community. The Village Community has the right to propose or provide input to the Village Head and the Village Consultative Body in the process of drafting Village Regulations.

Village regulations regulate Village authority based on origin rights and local-scale authority of the Village whose implementation is supervised by the Village community and the Village Consultative Body. This is intended so that the implementation of the Village Regulations can always be monitored on an ongoing basis by the local Village community members considering that the Village Regulations are stipulated for the benefit of the Village community. If there is a violation of the implementation of the Village Regulation that has been determined, the Village Consultative Body is obliged to remind and follow up on the violation by the authority it has. Village Communities also have the right to conduct participatory monitoring and evaluation of the implementation of Village Regulations.

However, the problem that often arises is the assumption that village regulations are not important in administering government and public services in the village. The government's duties are carried out flowing as is without any standard and clear provisions (Mulyadi, 2017). Village regulations have a strategic role in participatory village development efforts. Village regulations also have an important position in the context of synergizing the development and empowerment of rural communities with government and local government programs.

Therefore, this study seeks to describe the reality of the obstacles faced in forming village regulations, factors that affect the effectiveness of village regulations, and proposes how to conceptualize effective village regulations as participatory village development instruments. Meanwhile, the village area that is the object of this research is Ngroto Village, Pujon District, Malang Regency, East Java Province, Republic of Indonesia.

Methods

The type of research carried out is Sociological Legal Research (Soekanto, S., 1986), using a qualitative approach method as a research process that produces descriptive data in the form of written or spoken words from people or observed behavior. Sources of data in this study include primary data and secondary data. Primary data were collected by observation, interviews (interviews), and document studies. The secondary data is obtained through legal materials that have binding power, including laws and regulations governing villages and village regulations.

Research Result and Discussion

1. Profile of Ngroto Village

Ngroto Village is one of the villages in the Malang Regency area which is in the West Malang region and is on one of the tourist routes between Batu City and Kediri Regency. Ngroto Village is characterized by cool and beautiful natural conditions, supported by the village's very dominant potential in the fields of agriculture, animal husbandry, and tourism. The location of Ngroto Village, which is in the middle of Pujon District, makes it the main center of education and trade activities. In addition, the social

life of the Ngroto village community is still very much maintaining traditions and customs, so that often arts and cultural activities that still uphold the values of customs and religion are centered in this village. The Vision and Mission of the Ngroto Village Government in 2013-2019 is the MANDATORY, namely Fair, Prosperous, Independent, Safe, Nationalist, Reliable, Transparent and Accountable in the implementation of governance and development.

The existence of the Village Law has provided a lot of progress for Ngroto Village, both in its authority to manage the village and in the implementation of improving services to the community, so that the community's economic activities are increasingly developing in the fields of education, health, economy, and socio-culture. The visible development results can be enjoyed and felt by the community directly or indirectly, such as:

- a. Easy access to population mobility, both within hamlets and between hamlets;
- b. Fulfillment of facilities and infrastructure in the field of education, especially Early Childhood Education;
- c. Fulfillment of basic public health facilities;
- d. The establishment of Village-Owned Enterprises as a driving force for community economic activities through the provision of business capital loan facilities for business actors; and
- e. The increasing human resources, so that existing institutions in the village, both government institutions, economic institutions, community institutions, and other institutions can develop.

The good development of village development has made Ngroto Village successful in getting an award from the central government in 2018. With the achievements made, Ngroto Village was able to achieve the highest National Development Village Index (IDM). This is certainly inseparable from the role of the Village Government, the Village Consultative Body (BPD), and the participation of the Ngroto Village community in initiating the formation of village regulations needed to support the village planning and development process. The data obtained explains that in the last 6 (six) years several Village Regulations have been established in Ngroto Village, namely as follows:

Table of Number of Village Regulations that have been established in Ngroto Village in the Last 6 (six) years

Year	Amount
2016	12 Village Regulation
2017	9 Village Regulation
2018	9 Village Regulation
2019	6 Village Regulation
2020	6 Village Regulation
2021	6 Village Regulation

(Source: Primary data, the results of an interview with the Village Secretary, Mr. Heri Purnomo on August 4, 2021)

2. Obstacles Faced by Ngroto Village in Forming Village Regulations

Village regulations are legal products at the village level that must have a foundation in their formation, namely: first, a philosophical basis, meaning that every regulation made must be based on truth and a sense of justice aimed at community welfare, ecosystem sustainability, and the rule of law. Second, the juridical basis, which means that the regulations made uphold the supremacy and certainty of the law and do not conflict with the laws and regulations. Third, the sociological basis, which means that every regulation made must originate from the hopes, aspirations, and social needs of the community.

The number of village regulations that have been formed in Ngroto Village does not fully mean that the formation of village regulations in Ngroto Village runs without problems. Based on the data from the research survey of 30 (thirty) selected respondents, it was found that the obstacles in the formation of village regulations in Ngroto Village were in the stages of forming village regulations as follows (Primary Data from Interviews with Selected Respondents):

a. Planning Stage for Formation of Village Regulations

The planning stage for the formation of a draft village regulation is the most fundamental stage. The planning stage serves as the stage that determines the direction and scope of the formation of the draft village regulation. Therefore, in its preparation it requires an in-depth study by the Village Government, BPD, and the Ngroto Village community. Constraints encountered at this planning stage are:

- 1) There is still a lack of identification of potentials and problems that will be regulated in the draft village regulations in an accurate, detailed, and complete manner. This causes the village regulations that have been formed have not fully accommodated the needs of the community; and
- 2) There is still a lack of involvement of community elements in providing direct input to the draft village regulations. This problem is certainly very important in the process of forming village regulations, because the regulatory products formed based on community participation are expected to have a long validity and effective effectiveness, so as to solve problems that occur in the community.

b. Discussion Stage

In the discussion stage, the draft village regulations both from the Village Head and from the BPD will be discussed jointly by the Village Government and BPD. The process of discussing the draft village regulation in Ngroto Village is carried out by means of deliberation and consensus, as is the tradition of the village community in general, which still adheres to solidarity and mutual cooperation. But there are times when the discussion does not go smoothly, for example the discussion of the Draft Village Regulation on Waste Management in 2016 which requires three to four discussions between the Village Government and the BPD due to differences of opinion regarding the collection of waste management activities (Primary Data from Interview with the Village Secretary Ngroto).

Furthermore, during the Covid-19 pandemic, the process of discussing the draft village regulation in Ngroto Village was also affected. The Government's provisions to apply health protocols in all aspects of life cause social activities in Ngroto Village to be limited. The process of discussing draft village regulations, which usually requires direct interaction between village officials, BPD members, and community leaders, certainly cannot be carried out. In the end, this has an impact on the length of time needed to discuss a draft village regulation, and it is not possible to immediately ratify the draft village regulation needed in the village development process.

c. Socialization Stage

Socialization is needed by community members to know the draft village regulations and village regulations that have been promulgated, this is needed so that village regulations can be known and implemented by all community members. Dissemination of draft village regulations is usually carried out in conjunction with RT/RW management meetings at the Village Office, except for draft village regulations whose substance is new, then a separate socialization of draft village regulations is held (Primary Data Interview Results with the Ngroto Village Secretary).

Socialization related to draft village regulations and village regulations that have been ratified, is carried out by the Village Government by inviting all RT/RW in the village, the Village Consultative Body (BPD), Village Community Empowerment Institutions (LPMD), PKK administrators, health cadres, and Dasa Wisma . Constraints at the socialization stage include 2 (two) things, namely (Primary Data Interview Results with the Ngroto Village Secretary):

- 1) There is still a lack of information regarding the draft village regulations that will be formed, so that community participation in providing input is still lacking; and
- 2) There is still a lack of socialization of village regulations that have been passed to the RT/RW level, which causes the community to be late in knowing the existence of the new village regulations.

3. Factors Affecting the Effectiveness of Establishing Village Regulations

Legal effectiveness is a legal ability to create or create conditions or situations that are desired by law or expected by law (Yudho, W. & Tjandrasari, H., 1987). The theory of legal effectiveness according to Soerjono Soekanto is that the effectiveness of a law is determined by 5 (five) factors, namely (Soekanto, S., 2008): the legal factors themselves (laws), law enforcement factors (the parties that form or applying the law, factors or facilities that support law enforcement, community factors, namely the environment in which the law applies or is applied, and cultural factors, namely as a result of work, creativity, and taste based on initiative, because it is the essence of law enforcement, and is also a measure of the effectiveness of law enforcement.

The results of the study indicate that the factors that influence the effectiveness of village regulations as participatory village development instruments in Ngroto Village (Primary Data from Interview with Ngroto Village Secretary):

a. Legal Factor

As one of the products of legislation, the existence of village regulations in Ngroto Village can be said to be quite responsive in following up on the issuance of higher legislation. One example is the formation of a Village Regulation concerning the Organizational Structure and Work Procedure of the Village Government in 2017 which was formed to follow up on Permendagri Number 84 of 2015 concerning the Organizational Structure and Work Procedure of the Village Government. This village regulation was even formed when the Malang Regency Government had not yet regulated the regulations. The formation of the village regulation was still carried out to support the process of government administration and development in Ngroto Village, although in the end the Village Regulation regarding the Organizational Structure and Work Procedure of the Village Government had to be changed because it was contrary to the Malang Regent's Regulation which was issued after the village regulation was ratified.

b. Law Enforcement Factor

Law enforcers, both lawmakers and those who apply the law, both have an important position in the operation of the law. In the formation of village regulations in Ngroto Village, the village regulation makers, namely the Village Head and BPD have a balanced role in initiating the birth of village regulations. The village head as the party representing the Village Government as the proponent of the draft village regulation is very responsive in following up on new higher laws and regulations, as well as BPD members who have been active in carrying out community aspirations through representatives of Dusun, RT/RW, PKK administrators, health cadres, and Dasa Wisma.

c. Factors of Facilities or Facilities that Support Law Enforcement

Village regulations that have been ratified and enforced in the community do not automatically become effective if they are not supported by adequate facilities. The facilities or facilities referred to here include physical facilities such as infrastructure and non-physical facilities such as the quality of human resources. The application of village regulations that have been formed in Ngroto Village from 2016 to 2021 certainly has its dynamics of problems. The Ngroto Village Regulation on Waste Management is a village regulation that can answer the need for environmental sustainability because with good and standardized waste management it is hoped that the village environment will be clean and healthy, but in reality, the village regulations do not necessarily run effectively, because the village has not been able to provide waste management infrastructure.

d. Community Factor

The effectiveness of regulation depends on the awareness and compliance of the community with the regulations that have been ratified, if a regulation has been promulgated then legally the regulation applies, and it is assumed that the whole community already knows it. Based on the results of questionnaire data distributed to 30 (thirty) selected respondents, all of the respondents were aware of the existence of village regulations that were formed and stated that existing village regulations had an important role in village development. In general, the residents of Ngroto Village are aware of the existence of village regulations and have the awareness to obey them, it's just that the socialization process related to the newly passed village regulations is expected to be disseminated as soon as possible after they are ratified, and thoroughly up to the RT/RW level.

e. Cultural Factor

Culture has an important function in social life because human culture can determine how he acts, acts, and determines attitudes. Every society has its legal structure and substance, which determines whether the legal substance and structure is obeyed or otherwise. The culture of the Ngroto Village community, which emphasizes the culture of deliberation and cooperation, still dominates the process of forming and implementing village regulations. The culture of deliberation, for example, can be seen in the process of discussing the draft of village regulations which is quite complicated, although at times it is difficult to reach consensus, in the end, the residents still compromise to achieve common goals. As stated by Muhammad Hatta, that the democracy that was developed was not copying western democracy as a whole, but a democracy rooted in the character of the original Indonesian people, namely family democracy based on deliberation (Junaenah, I., & Sungkar L., 2017).

4. Concept of Effective Village Regulation as an Instrument for Participatory Village Development

One of the goals of the state is to realize the welfare of the people by increasing the standard of living of the people. However, often efforts to improve people's welfare are not achieved, especially for people in rural areas. For example, the occurrence of environmental damage due to excessive utilization in pursuing certain development targets and also violations of the norms of community life in rural areas. This is because development planning is top-down planning, where this approach makes the community the target of development (object) not as actors (subject). Therefore, we need an alternative new development paradigm.

The conception of the development paradigm in the village, of course, needs to be contained in a regulatory framework, in this case, the village regulations. However, in the practice of administering government at the village level, village regulations are often ignored. Many of the government and even village communities ignore village regulations as the basis for administering government affairs at the

village level. This has an impact on the lack of attention from the village government in the process of drafting to implementing a village regulation. Village regulations are often drawn up carelessly. Whereas village regulations should be prepared seriously based on the principles of democracy and community participation so that they can be used as a reference for the administration of government at the village level (Abrianto, B.O., 2011).

Law or legislation will be able to apply effectively if it fulfills three behavioral powers at once, namely philosophical, juridical, and sociological. In general, the preparation of village regulations as a legal product that applies at the village level must have a general basis for the formation of a statutory regulation containing philosophical, juridical, and sociological elements as the background for its manufacture. The philosophical element means that every regulation made must be based on truth and a sense of justice and is aimed at the welfare of the community, ecosystem sustainability, and the rule of law. The sociological element means that every regulation that is made must come from the hopes, aspirations, and by the social needs of the community. While the juridical element, it is intended that the regulations made uphold the supremacy and certainty of the law and do not conflict with the laws and regulations (Setiawati, 2018). In line with that, Roscoe Pound stated that the law as an element that lives in society must always advance the public interest.

From Pound's point of view, it can be concluded that there must be normative and empirical elements in a legal regulation; both are equally necessary. That is the law which is symptoms and values in society as an experience is concretized in a legal norm through the hands of legal experts as a result of the ratio which is then legalized or enforced as law by the state. Most importantly, the values of community justice must always be in line with the ideals of state justice which are manifested in a legal product.

In addition, community participation is an important thing in the formation of legislation, because laws and regulations based on community participation are expected to have the long-lasting power and effective effectiveness so that they can solve problems that occur in the community. In a democratic system, the most important thing is how to ensure the widest possible open participation space for every level of society. However, this guarantee is also accompanied by various continuous efforts to encourage the growth of public awareness to be involved in the process of governance (Hidayati, S., 2019). Therefore, in the process of forming Village Regulations, community participation is needed so that the final results of Village Regulations can meet aspects of legal validity and can be implemented according to the purpose of their formation. Community participation, in this case, can be in the form of input and brainstorming in the formulation of the substance of the Village Regulations.

The participation of the village community in channeling their aspirations in the formulation of village regulations requires the existence of democratic political relations in village governance that are supported by the Village Head, BPD, and village communities in a village meeting. The village meetings held were used as a medium to discuss and agree on strategic matters. Village law products are formulated democratically to create peaceful village resource management to realize social justice.

Decision-making in the implementation of village government is carried out with two kinds of decisions. First, decisions that have a social aspect, which bind the community voluntarily without clear sanctions. Second, decisions are made by formal village institutions that are formed to carry out the decision-making function of laws and regulations. The first form of decision is often found in the social life of village communities, where the decision-making process is carried out through a process of mutual consent, by first explaining the reasons for choosing alternatives by village community leaders or people who are considered to have a certain authority. While in the second form, decisions are based on mutually agreed procedures such as village development consultations.

The decision-making process is carried out by parties who are legally given a function for that which is then the product is called a village regulation (Setiawati, 2018). The existence of community participation in the process of forming village regulations in addition to assisting the village government with initial considerations in drafting regulations also serves to socialize the village regulations first to the community before the village regulations are enacted. The Village Government is the government "unit" closest to the community, so in its implementation, it is imperative to involve all the potential that exists in the community. This is important because the administration of government at the village level is certainly different from the administration of government at the upper level (Timotius, R., 2018).

Participation means the participation of the village community in every village activity and strategic decision-making. The Village Law places a participatory nature as a regulatory principle, including the formation of village regulations, which means that it intends to support the democratization process in the village. The ontological basis of the village government confirms that in regulating village governance, it must pay attention to diversity, democratization, participation, genuine autonomy, and empowerment of village communities (Syafudin, A. & Na'a, S., 2010).

Village communities in the process of forming village regulations have the right to provide input on the draft village regulations. A draft village regulation must be consulted with the village community, regardless of which institution submits the proposed draft village regulation. If not previously consulted, the ratification of a draft village regulation will enter into a regulation that is not by the mechanism established by the legislation. On the other hand, village communities have the right to express their aspirations, suggestions, and oral or written opinions in a responsible manner regarding village administration activities, implementation of village development, village community development, and village community empowerment.

The participation of the village community in village deliberations as well as in the preparation of village regulations is a form of community obligation and service to their village, as well as a form of obligation and community service for the nation and state through voluntary actions. Although it has been determined that the process of forming village regulations is carried out by the Village Head together with the BPD, community participation in the process of forming village regulations should not only be carried out by representatives from the community, without getting input or aspirations from the community directly. Because so far the community, in general, has trusted the Village Head and BPD informing village regulations. This is the main reason for the low participation of rural communities. This condition can occur because there is still a lot of work that must be done by the village community to meet the economic needs of the family, compared to participating in the formation of village regulations.

In addition to the problems mentioned above, the fact that often occurs in terms of accommodating people's aspirations is that the BPD still lacks the trust of the community. This can be seen from the tendency of villagers who prefer to convey their aspirations to people who are considered close in power to the village head or hamlet head, with the hope that that person will convey them directly to the village head. Optimizing the role and function of the BPD is very important in realizing an advanced village government, such as the BPD building as a pillar of the village building, so that the strength and weakness of the village government will more or less depend on the BPD. & S. Arliman, L., 2006). The Village Consultative Body is an institution authorized by statutory regulations to draft village regulations based on the aspirations of the community, the BPD should carry out government functions based on the regional representation that is determined democratically.

Conclusion

Efforts to optimize community participation in the process of forming village regulations are a very important step. Because, with optimal participation, in the end, it can realize an aspirational village regulation to realize the administration of government in the village by the wishes and desires of the village community. As an effort to realize the implementation of village governance which is expected to be able to realize the wishes and desires of the village community, in the process of forming village regulations from the beginning from the planning stage, it must pay attention to the participation of the village community.

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