
Community Participation in Preparing the Village Government Working Plan

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ABSTRACT

This study aims to determine the level of community participation in the preparation of the Village Government Work Plan (RKPDes) in Krangkong Village, Kepohbaru District, Bojonegoro Regency. This study uses a qualitative approach with data collection techniques through in-depth interviews, participatory observation, and documentation studies. This research involved the local community, village officials, and related parties in the process of preparing the RKPDes. The research focus uses eight steps of community participation according to Sherry Arnstein, namely: 1) Manipulation; 2) Therapy; 3) Provision of Information; 4) Consultation; 5) Appeasement; 6) Partnership; 7) Delegated power of attorney; and 8) Community Control. Data analysis was performed using the Miles and Huberman Data Analysis interactive model, which involved grouping and interpreting the data obtained. The results of this study indicate that community participation in the preparation of the RKPDes in Krangkong Village is still limited. Even though there are efforts from the village government to involve the community in the decision-making process, the level of participation is still low. This research recommends several steps to increase community participation in preparing the RKPDes in Krangkong Village. It is hoped that this research can provide a better understanding of increasing community participation in the preparation of the RKPDes in Krangkong Village.

Keywords: Community Participation, Preparation of RKPDes, Village Government

Article history


Received: 2024-03-16
date

Revised: 2024-04-10
date

Accepted: 2024-06-09
date

Published: 2024-06-28
date

How to Cite: Suci Megawati, Andy Cahya Pratama, Rania Hanin Sajida, Rahmah, L. A., Samad, M. A., & Syamsul, M. R. (2024). Community Participation In Preparing The Village Government Working Plan. *Journal of Social Dynamics and Governance*, 1(1), 37–50. <https://doi.org/10.26740/jsdg.v1i1.35640>

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INTRODUCTION

The success of a development program is not only based on the government's ability, but is also greatly influenced by community participation in its implementation. Community participation can encourage the implementation of development programs that are more sustainable and have a long-term positive impact. Community participation can also help monitor and supervise the implementation of development programs. The community becomes a partner in overseeing the use of the budget, the fulfillment of targets, and the achievement of development results. In this case, community participation can enhance accountability and transparency in the implementation of national development

programs. Community participation can encourage the implementation of development programs that are more sustainable and have a long-term positive impact.

At the kabupaten/kota level, community participation in preparing the RKPDes is carried out through consultation and coordination among the kabupaten/kota, village, and community governments. Community participation at this level involves various actors, including community empowerment organizations, youth groups, women, community leaders, and other community members. Through this participation, the kabupaten/kota government can obtain input and perspectives from the community to formulate a regional development plan that is more accurate and in line with the needs and expectations of the community, which is then channeled through the Government Work Plan Proposal List (DU-RKP) mechanism which includes proposals for village development priorities that are not funded by the Village Budget (APBDes) to be proposed to the Bojonegoro Regency Government through the Regional Financial Assistance scheme in the form of Special Financial Assistance to Villages (BKKD) Bojonegoro Regency.

In this context, the RKPDes is part of the implementation of the RKP for Bojonegoro Regency. The RKPDes is prepared by the village government as an operational work plan that aligns with the development priorities and directions outlined in the Bojonegoro Regency RKP 2023. The RKPDes must be in accordance with the district government's policies and programs set out in the RKP. Thus, the preparation of the RKPDes at the village level must align with the development policies outlined in the Bojonegoro Regency RKP 2023.

Research by Rahayu, Syafrullah, and Winarno (2019) examines the effect of community participation in preparing the Village Government Work Plan (RKPDes) on the quality of regional development. The results showed that community participation has a significant positive influence on the quality of regional development. Communities that are actively involved in preparing the RKPDes have a better understanding of local needs, so that the resulting development programs are more relevant and have a positive impact on development in their area.

Research by Suyanto and Harjanti (2016) examined the effect of community participation in preparing RKPDes on the welfare of village communities. The results showed that community participation has a significant positive influence on improving the welfare of village communities. Community involvement in planning and implementing development in the village can improve access to resources, infrastructure, and public services, thereby enhancing rural communities' quality of life and contributing to overall national development.

With reference to Article 30, paragraph (2) of the Minister of Home Affairs Regulation No. 144/2014, the preparation of the RKPDesa must take into account the potential of the village, development priorities, community participation, and applicable development policies. This is important to ensure that the RKPDesa is an appropriate instrument in planning and implementing sustainable village

development. In this context, the preparation of the RKPDesa must consider the village's potential and distinctiveness as a basis for formulating development programs that align with the village's characteristics and potential.

In Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency, the RKPDes preparation meeting invited various elements of community institutions, including: Village Community Empowerment Institution (LPMD), Head of RT/RW, Linmas, Community Leaders, Religious Leaders, Women's Representation, such as: PKK Movement Team, Toddler Cadres, Posyandu & Elderly, Educational Institutions in the village, and youth organizations. The Village Consultative Meeting also invited external participants, including Kepohbaru Sub-district staff, Village Facilitators, Babinsa, and Bhabinkamtibmas from Krangkong Village.

The development and work programs of the Krangkong Village Government, Kepohbaru Subdistrict, Bojonegoro Regency refer to the Village Medium-Term Development Plan (RPJMDes) and the Village Government Work Plan (RKPDes). The RPJMDes is prepared for a 6-year period, while the RKPDes is prepared annually. In each preparation, the Krangkong Village Government consistently incorporates the community's aspirations, yet community participation in deliberations remains very low. The mechanism has been regulated and comprises several stages, starting with deliberations at the RT level, dusun deliberations (Musdus), and deliberations at the village level. Each proposal is then evaluated together by the Krangkong Village Government, the Village Consultative Body (BPD), and community leaders. They determine the priority of activities based on the budget availability in the APBDes. This indicates that the Krangkong Village Government's activities are expected to meet the community's needs. Several factors influence the level of community participation, including a lack of understanding of participation's importance, limited awareness of participation rights, limited access to information, and ignorance of the processes and mechanisms for preparing the RKPDes. Such factors as levels of education, community organization, social and economic disparities, and local culture and traditions can influence community participation.

To understand and assess these challenges, research on community participation in the preparation of the RKPDes in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency, is relevant and important. This research can provide a better understanding of the level of community participation, identify existing obstacles, and formulate appropriate strategies to increase community participation in the RKPDes preparation process. Thus, it is hoped that the level of community participation in the preparation of the RKPDesa can be well known and the results can be used as a reference for increasing community participation to be more in line with expectations, so the author wishes to further examine the level of community participation in the preparation of the 2023 Village Government Work Plan (RKPDes) in Krangkong Village, Kepohbaru District, Bojonegoro Regency.

METHOD

This research uses a descriptive, qualitative research method. In descriptive qualitative research, researchers typically use data collection methods such as interviews, observation, and documentation to obtain detailed, contextual information. The data obtained is then thematically analyzed to identify patterns and main themes. Qualitative descriptive research aims to examine and provide a description and explanation of the objective conditions regarding Community Participation in the Preparation of the 2023 Village Government Work Plan (RKPDDes) in Krangkong Village, Kepohbaru District, Bojonegoro Regency.

Research subjects or informants in this study were selected through purposive sampling. The subjects of descriptive qualitative research on community participation in the preparation of the RKPDDes can include various parties related to the village development process and community participation, such as the village community and the village government.

FINDINGS AND DISCUSSION

Krankkong Village is administratively included in the Kepohbaru Subdistrict of Bojonegoro Regency. The distance from the center of Krankkong Village to the capital of Kepohbaru Subdistrict is 7 kilometers; to the capital of Bojonegoro Regency, 42 kilometers; to the capital of East Java Province, 70 kilometers; and to the State Capital, 755 kilometers. Located on Jalan. PUK Gunung Sari - Kepohbaru, Kepohbaru District, Bojonegoro Regency, East Java, Krankkong Village is located in a low-lying, rural area.

Village development must involve all elements of the village, including the Village Government, BPD, village institutions, religious and community leaders, and all stakeholders. The results of all of this are contained in the RPJMDes prepared by the drafting team, which serves as the basic framework for the development process over a period of 6 (six) years and outlines village financial policies, village development strategies, and village work programs. The purpose of the RPJMDes is to realize village development planning in accordance with community needs and local conditions, foster a sense of community ownership and responsibility for village development, maintain and develop the outcomes of village development, and encourage community participation in village development.

FINDINGS

In realizing the development planned in the RPJMDes, priority activities are broken down in the RKPDDes, which includes the village economic framework, development priorities, work plans, and funding, both implemented directly by the village government and achieved through encouraging community participation by referring to the local government work plan. The purpose of making the RKPDDes which is a program of activities within a period of 1 (one) year is intended so that what has been planned can succeed as expected with the mechanism of preparing

an annual List of Proposed Village Development Activity Plans (DU RKPDes) which are new, rehabilitation, and continued development activities to be reported to the Regent through the Camat as the basic material for the Regency Regional RKP and preparing the annual DU RKPDes to be budgeted in the APBDes, APBDKab, APBD Prov, APBN, third parties and community self-help.

To determine the level of community participation in the preparation of the 2023 Village Government Work Plan (RKPDes) in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency, this research uses the concept of the eight ladders of community participation (A Ladder of Citizen Participation) as outlined by Sherry Arnstein (1969). In her concept, Arnstein explains that "community participation is based on the power of the community to determine an end result, each ladder is distinguished based on the extent of the community's power in determining plans and/or programs".

The author will explain and describe the results of the research using Arnstein's Theory, where Arnstein identifies eight levels of community participation, each of which shows a different level of power and influence for the community, namely: 1) Manipulation; 2) Therapy; 3) Provision of Information; 4) Consultation; 5) Appeasement; 6) Partnership; 7) Delegated power; and 8) Community Control.

Table 1. Levels of Participation according to Arnstein

8	Citizen Control	Degrees of Citizen Power
7	Delegated Power	Degrees of Citizen Power
6	Partnership	Degrees of Citizen Power
5	Placation	Degrees of Tokenism
4	Consultation	Degrees of Tokenism
3	Informing	Degrees of Tokenism
2	Therapy	Non Participation
1	Manipulation	Non Participation

Source: Sherry R Arnstein, A Ladder of Citizen Participation. Journal of the American Institute of Planners 35.1969, pp 216-224 in Bruce Mitchell, Resources and Environmental Management, First Edition. Addison Wesley Longman Limited, 1997.

The following is a detailed explanation of each level of participation according to Arnstein's theory:

1.Manipulation

Manipulation is the lowest level of community participation according to Sherry Arnstein's theory. At this level, the village government views the community as merely an object to be manipulated to achieve its goals. At the level of manipulation, the Krangkong Village Government does not involve the community in the decision-making process for preparing the RKPDes. Instead, they only provide space to fulfill their obligations to the community.

2.Therapy

Therapy, according to Arnstein, relates to the condition of the community, which is only invited to provide their input or opinions on policies that have already been taken. When linked to the level of community participation in the preparation of the RKPDes in Krangkong Village, the purpose of this participation is only to give the impression that the community is involved, with no guarantee that their input or opinions will influence the final decision-making process.

In the context of preparing the RKPDes in Krangkong Village, the level of therapeutic participation includes limited consultation, in which the Krangkong Village Government provides a forum for the community to provide input or suggestions on draft RKPDes prepared by the Krangkong Village Government. Then, limited responses, where the Krangkong Village Government provides limited responses to community input and suggestions in the preparation of the RKPDes, but the final decision remains with the village government.

3.Informing

Information provision, according to Arnstein, involves authorities providing the community with information about policies or programs to be implemented, but there is no opportunity for the community to provide input or share its opinions. If it relates to the preparation of the RKPDes in Krangkong Village, the community is only given information on the results of deliberations, in the form of a list of activities to be carried out, without being invited to deliberate on extracting proposals.

At the information level, the village government provides the community with details on programs or policies to be implemented. However, the community has no influence on the decision-making process and only acts as a recipient of information. Arnstein criticized the information approach as less effective for community participation because it does not provide opportunities for communities to play an active role in decision-making processes that affect their lives.

4.Consultation

Consultation is one level of community participation in the decision-making process. At this level, the Krangkong Village Government invites community input and provides an opportunity to share opinions during the RKPDes preparation meeting. However, decisions are still made by the village government, and the community has no influence on the final decision. Arnstein emphasizes that

consultation is not a true form of participation, as the community is only given the opportunity to give opinions but has no influence on the final decision.

5.Placation

At this level, according to Arnstein, citizen participation is seen as a means of providing comfort to citizens, but without giving them actual power. In the preparation of the RKPDes in Krangkong Village, the village government provides a forum or meeting where residents can convey their problems and complaints. However, the village government usually provides no tangible response or takes no substantial action to address these issues. The level of community participation in preparing program proposals for the RKPDes is high, as evidenced by the number of proposals submitted by the community in the Musdes. This shows that the community is aware of the importance of participation in the planning process and the preparation of the RKPDes, and that the village government is greatly helped by community input.

The following table compares the number of proposed programs proposed by the community in the Musdes forum, the number of priority programs, and the realization in the APBDes:

Table 2. Comparison of the Number of Musdes Proposals, Priorities, and Budgeted Proposals in the 2023 Krangkong Village APBDes

No.	Program/Activity	Musdes Result	Priority	Budgeted in APBDes
1	Field of Village Government Implementation	22 Proposals	17	12
2	Village Development Implementation Division	72 Proposal	57	41
3	Community Development Division	29 Proposals	19	11
4	Community Empowerment Division	22 Proposals	12	7
5	Disaster, Emergency and Urgent Management Division	3 Proposal	3	3
Total	Total	148	108	74

Source: RKPDesa document, 2022 (processed by the author)

In Table 4.6 above, it can be seen that the level of realization of programs / activities proposed by the community in the Musdes with the conditions stipulated in the APBDes Fiscal Year 2023 is still very far from the expectations of the community, where, from a total of 148 proposed community aspirations netted in the Musdes forum, only around 50% can be budgeted in the APBDes. The level of

community participation in submitting proposals is reflected in the number of programs proposed during the musrenbangdes process, namely 148 programs/activities. Of the 148 programs proposed by the musrenbangdes participants, 108 were designated as the village government's main priorities for implementation in the next year, although in practice, only 74 proposals were budgeted in the APBDes. With so many proposals that have not been fully realized, residents are reluctant to participate.

6. Partnership

According to Arnstein, partnership involves a collaborative decision-making process between the government and the community. In the preparation of the RKPDes in Krangkong Village, they discuss, negotiate, and reach mutual agreements regarding programs, budgets, and implementation steps. Partnership involves a collaborative decision-making process between the government and the community. Partnerships are expected to foster synergistic cooperation between the village government and the community in formulating village development priorities and identifying problems to be addressed. Based on the research results, the partnership aspect of community participation in the preparation of the 2023 RKPDes in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency appears to have met the partnership indicators well.

7. Delegated Power

At this level, according to Arnstein, power and decision-making responsibility are delegated to groups or individuals who represent the community. At this level of community participation in preparing the RKPDes in Krangkong Village, the community elects representatives to serve on the decision-making forum or council. With the application of the delegated power ladder, the community of Krangkong Village has a more active role in preparing the 2023 RKPDes. They are responsible for decision-making and oversight, ensuring that community interests are directly represented in the village development program.

8. Citizen Control

Community Control, according to Arnstein, is the highest level of participation, in which the community has full control over public decision-making. At this level of community participation in the preparation of the 2023 RKPDes in Krangkong Village, the community is involved in the decision-making process from start to finish, including designing policies and programs and monitoring their implementation. At this level, the community has full power and authority in decision-making and oversight of programs or activities carried out by the village government.

Research by Suyanto and Harjanti (2016) examined the effect of community participation in preparing RKPDes on the welfare of village communities. The results showed that community participation has a significant positive influence on improving the welfare of village communities. Community involvement in planning and implementing development in villages can improve access to resources,

infrastructure, and public services, thereby enhancing rural communities' quality of life and contributing to overall national development. This aligns with community participation in preparing the Krangkong Village RKPDes for Year 2023.

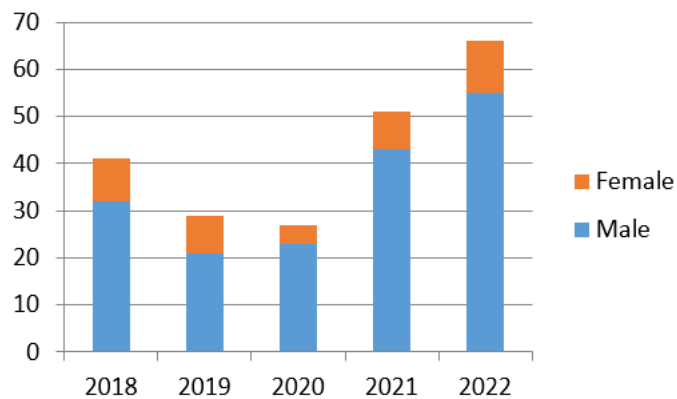
DISCUSSION

Based on previous research, Katili et al. (2015) stated that community participation in village development planning remains low. The village community is still not participating in the preparation and discussion of the RPJMDesa and RKPDesa, either directly through the village deliberation mechanism or indirectly through community leaders and representatives of community groups. The low level of community participation is due to a lack of awareness and concern for village development planning activities, and to limited access and opportunities for village communities to participate in village deliberation forums.

Community participation is the involvement of community members, together with the village government, directly or indirectly, in the implementation of development in the village. According to Ndraha (in Huraerah, 2011: 110), community participation in development is needed at every stage, from planning through implementation, utilization, and evaluation. The explanation of the importance of community participation in planning is in line with the opinion of Conyers (1994: 154-155), who suggests three main reasons why community participation in planning is very important:

1. Community participation is a tool for obtaining information about the conditions, needs, and attitudes of local communities.
2. Communities will have more trust in development programs if they are involved in their preparation and planning, because they will be more aware of the priorities of the program of activities and will have a sense of ownership of the program of activities.
3. Encouraging community participation in deliberations to create the notion that the community is involved in development is a manifestation of democratic rights.

From archival data from Krangkong Village in 2022, the level of community participation over the last 5 years appears to have decreased and increased, though not significantly, especially in organizing village deliberations for the preparation of the RKPDes. This can be illustrated as in the following graph:



Graph 1. Community Participation in the Preparation of the Krangkong Village RKP 2018-2022

Source: Krangkong Village Archives (2022) processed by the author

Graph 1 above shows that in 2018, 41 people participated in the RKP Des preparation deliberations in Krangkong Village. Consisting of males: 32 people and Women: 9 people. In 2019, community participation decreased to 29 people, including 21 males and 8 females. In 2020, community participation continued to decline, totaling 27 people: 23 men and 4 women. One of the causes of the decline in community attendance or participation in 202 was also due to a Presidential Regulation prohibiting the community from gathering or crowding in conditions during the Covid-19 pandemic, so in 2020, there were restrictions on community mobility, so that for the implementation of the village deliberation for the preparation of the RKPDes, only representatives of each hamlet were allowed to attend the RKPDes preparation meeting. Community participation in village development decision-making and strengthening community awareness of the importance of public planning and oversight. This is evidenced by sufficient women's representation and by data on community participation in village meetings, which are improving year by year. Based on the research results, the aspect of community control in the preparation of the 2023 RKPDes in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency can be said to have achieved a fairly good level of community control, but still requires improvement in the future.

CONCLUSION

Based on the results of the research and discussion. Based on the results of the research and discussion described in the previous chapter of the research on Community Participation in the Preparation of the 2023 RKPDes in Krangkong Village, Kepohbaru District, Bojonegoro Regency, by referring to the Eight Ladders of Community Participation from Sherry Arnstein's Theory. The Manipulation Aspect. At this level, community participation is seen as a formality or a procedure to be carried out without real influence on the decision-making process. Therapeutic Aspects. Community participation in the preparation of the RKPDes in Krangkong

Village remains limited in decision-making and implementation. Although the community is given the opportunity to participate, power is still concentrated in the hands of the Krangkong Village Government. An approach to preparing the RKPDes in Krangkong Village tends to treat the community as passive objects that only need to be given information, without providing opportunities for the community to provide input or share opinions. Aspects of Consultation. During the preparation of the RKPDes in Krangkong Village, consultations were carried out only as a formality or to show that the authorities/village government provided opportunities for community participation, yet decisions were still made by the authorities without seriously considering community opinions. Aspects of Pacification. In preparing the RKPDes in Krangkong Village, efforts should be made to expand participation and increase the community's decision-making power. This can be achieved through approaches such as community empowerment, active involvement in decision-making, and recognition of the local expertise and knowledge held by village communities. Partnership Aspect. The preparation of the RKPDes in Krangkong Village has involved the community's active participation in the decision-making process and in the preparation of the village government's work plan. In this context, the village government, as a local government institution, has a role as a facilitator and manager in mobilizing community participation. Aspects of Delegated Power. Villagers are responsible for decision-making and oversight, ensuring that community interests are directly represented in village development programs. Aspects of Community Control. The village government has given villagers full authority and power in decision-making and oversight of development programs.

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