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Community Participation in Village Fund Management within Palakka District, Bone Regency of South Sulawesi, Indonesia.

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ABSTRACT

A village as the smallest legal community unit has territorial boundaries that are authorized to regulate and manage the interests of its community based on local origins and customs which are recognized and respected by the state. This study aims to analyze the form and level of community participation in the management of Village Funds in Palakka District, Bone Regency, and to analyze community participation in the management of Village Funds in Palakka District with participatory criteria. This research will use a descriptive method with a qualitative approach. The location of this research will be carried out in Palakka District, Bone Regency. The instruments that will be used in this research are observation, interview, and documentation. Two data collection techniques will be used in this study, namely observation, and interviews. Determination of informants in this study using purposive sampling. The stages of this research consisted of 5 stages, namely the preliminary stage, preparation, implementation, testing, and data analysis stages. Based on the results of the study, it was found that community participation in the process of allocating village funds in Palakka Subdistrict, Bone Regency was high at the stage of assessing the condition of the village at the hamlet level with the participation of attendance, ideas, energy, and funds. However, it is low at the stage of drafting the village plan, village workshops, and the implementation of the village level *Musrembang* in the form of brainstorming, personnel participation, and social participation.

Keywords: Village Fund; Participation; Community.

INTRODUCTION

In the era of democratization as it is currently running in this country, society has a central role in determining policy choices that are by their needs and aspirations. (Arhas & Suprianto, 2020; Niswaty & Arhas, 2019; Syaekhu, 2017). The community has broad enough sovereignty to determine the orientation and direction of development policies desired. The values of sovereignty should be built as a collective need of society and free from individual and/or group interests.

The village as the smallest legal community unit has territorial boundaries that are authorized to regulate and manage the interests of its community based on local origins and customs which are recognized and respected by the State (Nasila & Akib, 2014; Rakib & Syam, 2016). Rural development should lead to an increase in the welfare of rural communities. Rural development can also be seen as an effort to accelerate rural development through the provision of facilities and infrastructure to empower communities, and efforts to accelerate effective and strong regional economic development. Rural development is multi-faceted (Ogar & Edor 2020), therefore it is necessary to link with sectors and aspects outside the village so that it can become a solid foundation for national development.

The village as one of the lowest government entities is the most appropriate arena for the community to actualize their interests to answer the collective needs of the community. Refers to (Law No. 32 of 2004 on Regional Government, 2004), Article 206 of the law states that the authority of the village includes: (1) existing governmental affairs based on the right of village origin; (2) Governmental Affairs which become the Authority of a Regency / City Regulatory Submitted to the Village; (3) Government Affairs which become the Authority of Regencies / Cities that are submitted to the Village as Government Affairs which can directly improve community services and empowerment; (4) assistance task from the government, provincial government, and/or district/city government, assistance task from the government, provincial government, and/or government, regency/municipality to the head of laws and regulations is left to the village.

The village has a fairly broad authority (Darby, 2006; Li et al., 2016; Meng et al., 2000). The village head obeyed (Law No. 32 of 2004 on Regional Government, 2004) directly elected by the people has sufficient authority and legitimacy to take the village in the direction it wants it to. However, there are still few village people who are aware that the clarity of this potential authority must be fought for to the local government to become a more detailed authority and is protected by sufficiently binding local government policies. (Lamangida et al., 2017; Niswaty et al., 2019). This needs to be done so that the village is not only a shelter for matters that cannot be resolved by the local government (Daraba, 2015; Kadji, 2015; Riskasari, 2016; Wijaya & Sari, 2020).

Village development has a very important and strategic role (Ayu et al., 2019; Nasrullah et al., 2020) in the framework of National Development and Regional Development because it contains elements of equitable development and its results and directly touches the interests of the majority of people who live in rural areas in the context of efforts to improve their welfare. (Arena et al., 2009; Willower, 2001). In village development, the village government is

positioned as a subsystem of the government administration system in Indonesia, so that the village has the authority, duty, and obligation to regulate and manage the interests of its community. In carrying out the authority, duties, and responsibilities of the village in the administration of government and development, village sources of income are needed.

Several things cause a village to need a source of income, namely: 1) Village has a small Village Income and Expenditure Budget and its source of income are very dependent on very little assistance. 2) The welfare of the village community is low, making it difficult for villages to have high Village Original Income. 3) This problem was followed by low village operational funds to run public services. 4) Many development programs enter the village but are only managed by the Dinas. Such programs gain criticism because the program does not provide access to learning for the village, and the program is top-down so that it is not in line with the needs of the village and its community.

Responding to these problems, the government provides financial support to villages, one of which is derived from a Financial Balance fund between the Central Government and Local Government at least 10% earmarked for villages called Village Fund Allocation. The real purpose of giving Village Fund Allocation is as stimulant assistance or stimulant funds to encourage the financing of village government programs which are supported by self-help community cooperation in carrying out government activities and community empowerment. In the process of managing the Village Fund Allocation in Palakka District, it is faced with the condition of the education level of the community which is still weak. This shows that the education level of the population is still low.

METHODS

This research will use a descriptive method with a qualitative approach. This study aims to provide an overview of how community participation in the management of Village Funds in Palakka District spurring the growth of Bone Regency.

The location of this research will be carried out in Palakka District, Bone Regency. The selection of research locations is based on the consideration that Palakka District is one of the districts that is actively implementing various developments, so it requires a participatory village fund management process from the community. The instruments that will be used in this research are observation, interview, and documentation. Two data collection techniques will be used in this study, namely observation, and interviews.

Determination of informants in this study using purposive sampling, in which the researcher determines the informants based on the assumption that the informants can provide the information the research wants by the research problem. The stages of this research consisted of 5 stages, namely the preliminary stage, preparation, implementation, testing, and data analysis.

RESULT AND DISCUSSION

Community Participation in Village Fund Management

In carrying out the duties and responsibilities for managing village funds, 4 stages or processes have been carried out, namely an assessment of the condition

of the village, the preparation of a draft village plan, a village Mid-Term Development Plan workshop, and a Village Development Planning Conference.

Assessment of village conditions is the process of extracting and collecting data on community conditions, problems and potentials, and various related information that clearly and completely describes the conditions and dynamics of the village community. This activity aims to explore objectively, completely, and care about the potential of the village, the problems faced, and the needs of the community. To achieve this objective, three appropriate assessment instruments were used (Permendagri Nomor 66 Tahun 2007, 2007), namely the Village Social Map, the seasonal calendar, and the relationship chart between institutions. The activity of assessing the condition of the village is intended to absorb the aspirations and capture as many village problems and potentials as possible. The process of identifying problems and potentials is carried out through hamlet deliberations facilitated by the Village Consultative Body and the Village Community Empowerment Institution.

Community participation in the form of attendance at village problem and potential screening activities carried out in each village only ranged from 39.89% to 53.29%. This value is obtained from the comparison of the number of people who are present in problem networking activities with the community of 17 years and over. Based on this percentage, the level of community attendance in problem screening activities is in a low category because the percentage of attendance is less than 75% (it is said to be high if the percentage of attendance is more than 80%, medium category if the percentage of attendance is 75-80%, low category if the percentage of attendance less than 75%). Based on the results of the interview, it was found that most of the people who attended this activity were the heads of families. These activities to identify problems and village potentials are carried out individually at the village head's house. The level of community attendance in the networking activities at the village level is generally low because it is only attended by the head of the family, due to the time it takes place after evening prayer, where most women do not want to leave the house.

This network of village problems was carried out using a discussion method which was guided directly by the village head. Every member of the community is allowed to provide opinions, ideas, ideas, needs, and problems faced with income, welfare, and development. Based on these inputs, a list of needs that are considered the most priority is compiled. The list of needs at the hamlet level was then agreed upon by all the people who came and used it as a hamlet planning and needs document which would then be used as a recommendation for a meeting or meeting to assess the condition of the village at the village level. Village potential is all resources, both in the form of natural resources, human resources, and financial resources that exist and can be utilized for the benefit of improving the welfare of the Village community. Needs are all things that are needed and needed by the Village community to increase the welfare, both in the education, health and other facilities and infrastructure sectors. Meanwhile, the problem is the gap between community needs that must be met immediately with the potential of the village. The list of village needs and potentials generated through the results of joint deliberations between the Village Middle Term Development Plan Development Team and the hamlet head was then legalized to proceed to the next stage, namely the preparation of a draft village plan. Community participation in problem-finding activities at the village level is not only in the form of attendance but also in the form of giving ideas or opinions,

assistance for the consumption of activity participants either in the form of personnel assistance or in the form of financial assistance and materials for consumption. Community participation in the assessment of village conditions is not only seen from attendance but also in other forms, as stated by Simanjuntak (1996) that community participation in an activity can be divided into five types, namely participation of ideas, the participation of personnel, participation of assets, participation skills and proficiency as well as social participation. Referring to this opinion, the types of participation that exist in the village assessment activities are the participation of ideas, the participation of personnel, and the participation of funds. Participation in the form of ideas or opinions such as the idea of rehabilitating a pathway in hamlet 1, building a riol in hamlet 2, providing elementary school-level distant classes in hamlet 3, and constructing alternative roads in hamlet 4.

In the village plan drafting activity, community involvement was represented by the presence of women's representatives, village community empowerment institutions, and youth leaders who were the previously formed Village Mid-Term Development Plan Formulation Team. The general lack of community involvement was because this activity only sharpened the draft village plan that had been previously agreed in the form of a written report. The method used in this activity is the documentation method, namely by making a report based on the documents that have been produced in the previous stage. Thus, the form of community participation in the activities of drafting the village plan is only in the form of social participation as stated by Simanjuntak (1996) that social participation is shown by a sense of togetherness in supporting and making a joint activity the participation provided by the community, in general, is social participation. , in the form of a spirit of togetherness for the success and sustainability of the Village development program.

The third stage of the village Mid-Term Development Plan formulation process is the Village Medium-Term Development Plan workshop which aims to compile and validate the initial draft Village Medium-Term Development Plan, where the intended Village Medium-Term Development Plan initial draft consists of a draft development policy draft. The method used in the workshop on the Village Medium Term Development Plan was a discussion method that emphasized the Focus Group Discussion (FGD) technique. The workshop was attended by community leaders, youth leaders, and women's representatives who were representatives from the hamlets (Minutes and attendance lists are attached). The workshop was led directly by the Village Head as the Head of the Village Mid-Term Development Plan Preparation Team. In the Village Mid-Term Development Plan workshop activities, community participation takes two forms, namely the participation of ideas and participation of personnel, as stated by Simanjuntak (1996). Meanwhile, participation in the form of labor is the participation provided not in the form of financial finance, but the form of provision of personnel assistance. The absence of the participation of the head of the family in the consumption fund assistance is because this activity has received funding assistance from the village government, so it does not need self-help and community self-financing. As previously described, the gathering of community aspirations in the village has involved community members at the hamlet level. The aspiration collection in the form of an assessment of the condition of the village is carried out 2 weeks before the implementation of the village

development planning meeting. Although the community aspirations/activities to investigate problems and needs of the community are generally carried out at the hamlet level, they do not ignore the aspirations of the community from the lower level. A good relationship between the village head and the community can foster community trust and increase community participation in the development planning process. Based on the research results, it can be concluded that development planning has taken into account the aspirations of the community by fulfilling mutual trust and openness, although formally the meetings were only held through representatives of each RT and RW head.

The Development Plan Deliberation in question is a village Development Plan Deliberation forum which is held specifically once a year in 5 (five) years to discuss the initial draft of the Village Mid-Term Development Plan. The method used in the village deliberation of development plans begins with the lecture method in the form of exposure by the Village Head as the Head of the Village Mid-Term Development Plan Formulation Team, then continued with a discussion method guided by the Village facilitator.

The Village development deliberation was attended by the Compilation Team, hamlet representatives, community/youth / female leaders as well as managers of village community organizations. Community participation in activities in the form of attendance has decreased compared to the previous three stages. This indicates that the Musrebang village implementation has not been carried out optimally. This can be seen from the involvement of the community in the Development Plan Deliberation which has not represented all village communities. The form of community participation in the process of drafting the Village Mid-Term Development Plan is in the form of thought and social participation (Simanjuntak, 1996). Reduced community participation at a higher stage shows that forums that involve the community are only in the process of assessing the condition of the village by gathering information in the form of potentials, needs, and problems, but at a higher level, community involvement is decreasing. Therefore, at the stage of the Village development planning process (Development Plan Deliberation), community involvement is expected as much as possible to absorb aspirations by real community problems and needs. Participatory planning in the village has not been implemented optimally because the dominance of village government officials is still visible in determining the priority list of activities, the community/participants of the Development Plan Deliberation are not involved in determining the priority list due to limited time. People are constrained by time in contributing thoughts so that their presence is only as listeners.

The Suitability of Community Participation with the Criteria for Participatory Planning In The Process Of Allocating Village Funds

Community participation is a concept that emphasizes development initially developed based on community values (Yta et al., 2020). This concept reflects a new paradigm that emphasizes the role of a sustainable society as well as a human development focus. The concept of community empowerment as an alternative development has changed the paradigm of the national approach into a more participatory approach. Increasing public participation in the decision-

making process is very important and is closely related to strengthening, civilizing experience, and implementing democracy.

The concept of participation in this study refers to the characteristics of community participation according to Wicaksono and Sigiarto (Wijaya, 2001) who argue that participatory planning is an effort made by the community to solve problems faced to achieve the expected conditions based on their needs and abilities independently. Both of them suggest the characteristics of community participation, namely: first, the focus of planning is based on the problems and needs faced by the community as well as paying attention to the aspirations of the community which mutual trust and openness. Second, participatory, where every society has the same opportunity to contribute ideas without being hindered by the ability to speak, time, and place. Third, dynamic, which means that planning reflects the interests and needs of all parties and takes place sustainably and proactively. Fourth, planning synergy, namely always emphasizing cooperation between administrative and geographic areas and paying attention to interactions among stakeholders. Fifth, the legality of planning where development planning is carried out by referring to all applicable regulations and upholding community ethics and values. Sixth, feasibility, namely planning must be specific, measurable, and executed and take time into account.

One of the characteristics of participatory planning is that it focuses on the interests of the community, which is based on the problems and needs faced by the community. This can be obtained through investigative activities, namely a process to identify, explore, and collect local problems and needs that develop in the community. This activity is ideally carried out once a year because it is part of the development planning process which is carried out once a year. The investigation activity starts from the RT (Rukun Tetangga) level through the following mechanism: The RT head is assisted by his apparatus to gather residents to explore and collect problems and needs of the community so that a comprehensive list of problems and needs is obtained which need to be further selected to choose which problems and needs that are deemed priority to be made priority recommendations in the Development Plan Deliberation stage.

Before selecting problems and needs, a review of the problems and needs that are proposed is conducted first, this is intended to find out the truth and validity of the condition of the community and the RT environment as a whole. The information identified includes various problems, potentials, and needs of the community in the fields of economy, health, education, social and environmental facilities, and infrastructure.

The criteria for problems and needs that can be further processed include: (1) constituting basic needs; (2) problems / needs deemed urgent; (3) felt by the majority of community members; (4) available potential or resources. The party in charge of reviewing is the Head of the RT and its apparatus. Next, determine priorities at the RT level. Prioritization must be carried out based on the assessment/analysis of problems through weighting/ranking and grouping of problems and needs. Community participation in the process of preparing the Village Medium Term Development Plan is still not by the criteria for participatory planning

First, the planning focus criteria are not by the criteria for participatory planning because the planning process of problems and needs is not adjusted (not an urgent need of the community) with the problems and needs faced by the community and has not paid attention to community aspirations that fulfill mutual trust between the community and the village government and open between the community and the village government. The implementation of Village participatory planning in Palakka Subdistrict is carried out to compile an annual development plan in the form of a priority list of village activities that will be submitted to a higher process, namely the sub-district level Musreimbang and district level deliberation of development plans. In its implementation in Palakka Subdistrict, Bone Regency, participatory planning starts from the stages of preparation, implementation, and output of development planning. The community is expected to be involved and understand the whole series of the development planning process in Palakka District, Bone Regency. The focus of planning based on the problems and needs of the community can be obtained through investigating problems and needs starting from the RT level which is part of the preparatory stage in the development planning process. Based on the research results, the activities to investigate problems and needs of the community began at the RT level, but at the hamlet level, proposals were discussed at the time of the hamlet deliberation of development plans, rather than being extracted from community groups. The planning that has been prepared has not paid attention to the aspirations of the community which mutual trust and openness. This can be seen from the results of research which show that community involvement is carried out at the hamlet level, which means that only community representatives are involved in the development planning process but are not involved in determining the priority list of hamlet problems and needs which will be conveyed in the development planning process (Development Plan Deliberation). Village

Second, the participatory criteria are not yet appropriate because the community does not fully get the same opportunity in contributing thoughts without being hampered by the ability to speak, time and place, and the community is involved in deciding which activities are considered a priority to be submitted to a higher Development Plan Deliberation.

Third, the criteria for planning synergies are appropriate because they always emphasize cooperation between regions and geographies, as well as interactions between village apparatus work unit such as Bappeda Bone Regency and technical agencies such as the Bone Regency Agriculture Service, Bone Regency Animal Husbandry and Fisheries Service and Bone Regency Public Works Office. In the implementation of participatory planning in the Village development planning process in Palakka District, the formal decision-making process held at the Village and Sub-district levels has been carried out well even though several stages in the development planning process are not implemented. When viewed from the perspective of the participants, they do not represent elements of society, especially in the district planning process, the level of community representation is still low. However, when viewed from the documents as input in the development planning process at the sub-district level, several items are already available, such as a list of priority problems/activities in the village / kelurahan, and a list of priority problems under the village /

kelurahan. Sub-district proposals/activities that are the result of cooperation between administrative and geographic areas and are the result of interactions between stakeholders are generally acceptable to participants of the Development Plan Deliberation in particular and the people of Palakka sub-district in general.

Fourth, the criteria for the legality of planning are appropriate because development planning is carried out by referring to all applicable regulations, upholding community ethics, and values. The implementation of the village-level development planning process is the responsibility of the Village head assisted by village officials. To carry out the development planning process by the Regent Regulation and Village Regulations concerning procedures for the preparation, determination, reporting of the Bone Regency Regional Development Work Plan. Legality here means that development planning carried out in the village is by existing regulations and can be accounted for. Development planning refers to all applicable regulations, namely based on: first, at the national level, the source of law used in development planning is Law No. 25 of 2004 concerning the National Development Planning System, the second at the district level refers to the Regent Regulation concerning the procedures for preparing, stipulating and reporting the Work Plan for the Regional Government of Bone Regency and at the village level (Village Regulation Number 01 of 2020 Concerning the Village Medium-Term Development Plan, 2020)

Community participation in development planning provides many benefits for the community itself (Mayen 2018), including increasing the capacity of the community through the implementation of development programs, so that the living conditions of the community reach the expected level of capacity, giving power or delegating authority to the community so that the community has independence in making decisions to develop themselves and the environment. Thus the effort to involve the community in development planning means enabling and empowering the community.

When viewed from the development planning process in the village, the basic principles above have not been developed, given the limitations of human resources, limited understanding of the community and government officials, both village and sub-district governments.

CONCLUSION

1. Community participation in the process of allocating village funds in Palakka Subdistrict, Bone Regency is high at the stage of assessing the condition of the village at the hamlet level by taking the form of attendance, ideas, personnel, and funds. However, it is low at the stage of drafting the village plan, village workshops, and the implementation of the village level Musrembang in the form of participation in ideas, participation of personnel, and social participation.
2. Community participation in the allocation of village funds in Palakka Subdistrict, Bone Regency has not focused on planning because the development being carried out is not an urgent need and has not been participatory because it does not pay attention to all the aspirations of the community, but synergies with other SKPDs such as Bappeda, the

Department of Agriculture and meets the elements of legality because it is by the applicable laws and regulations, namely Law Number. 25 of 2004.

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