

## The Urgency of Supervision in Improving the Performance of Village Apparatus in Village Government as The Embodiment of Good Governance

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### Abstract

Supervision is the government's most important task in the implementation of various government affairs to improve their performance. Supervision that often occurs is not effective. As a result, it becomes a legal problem. This study aims to: (1) How is the urgency of supervision in village government; (2) Analyzing how effective supervision is in improving village performance in government as a good embodiment. The research method used is qualitative with a normative juridical approach. The results of the study indicate that the urgency of Supervision in Village Administration is to realize and improve efficiency, effectiveness, rationality and implementation in the objectives and implementation of the duties of the village apparatus. Supervisors in the village government must consist of internal supervisors and external supervisors both preventively and repressively. Internal or external supervisors must be objective, should not be influenced by the village apparatus. With effective supervision, it will improve the performance of village government to construct a good governance.

**Keywords:** Supervision in village government; improved performance of village apparatus; good governance.

### Abstrak

*Pengawasan adalah tugas pemerintah yang paling penting dalam pelaksanaan berbagai urusan pemerintahan untuk meningkatkan kinerja mereka. Pengawasan yang sering terjadi tidak efektif. Akibatnya, itu menjadi masalah hukum. Penelitian ini bertujuan untuk: (1) Bagaimana urgensi pengawasan di pemerintahan desa; (2) Menganalisis seberapa efektif pengawasan dalam meningkatkan kinerja desa dalam pemerintahan sebagai perwujudan yang baik. Metode penelitian yang digunakan bersifat kualitatif dengan pendekatan yuridis normatif. Hasil penelitian menunjukkan bahwa urgensi Pengawasan Pada Pemerintahan Desa adalah mewujudkan dan meningkatkan efisiensi, efektivitas, rasionalitas dan pelaksanaan dalam tujuan dan pelaksanaan tugas aparatur desa. Pengawas di pemerintahan desa harus terdiri dari pengawas internal dan pengawas eksternal baik secara preventif maupun represif. Pengawas internal atau eksternal harus objektif, tidak boleh dipengaruhi oleh aparatur desa. Dengan pengawasan yang efektif, maka akan meningkatkan kinerja pemerintah desa untuk membangun tata kelola pemerintahan yang baik.*

**Kata kunci:** *Pengawasan di pemerintahan desa; peningkatan kinerja aparatur desa; tata kelola pemerintahan yang baik.*

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## Introduction

In light of the Constitution of the Republic of Indonesia, a lawful state, where the state perceives and regards exceptional or unique local government units that are managed by law, perceives and regards standard law local area units and their privileges. Their conventional rights as long as they are as yet alive and under the advancement of

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society and the standards of the Unitary Condition of the Republic of Indonesia as controlled in law. The laws being referred to are Law Number 23 of 2014 concerning Provincial Government and Law Number 6 of 2014 concerning Towns.

Following the mandate of the 1945 Constitution of the Republic of Indonesia, in Law Number 23 of 2014 concerning Regional Government, it is determined that the composition of autonomous regions in Indonesia consists of Provinces, Regencies, and Cities. Provinces are autonomous regions whose entire community and territory include several regencies and cities. A district is an autonomous region whose total or most of the people and its territory are rural, while a city is an autonomous region that is total or the largest part of the community and its territory is urban. The community and its territory are rural, called villages.

The village is a unitary area inhabited by some families that have their government system (headed by a village head) or the village is a group of houses outside the city which is a unit. It was formed on the initiative of several family heads who have settled permanently by taking into account the origins of the region and the language, customs, economy and socio-cultural conditions of the local people, which in the end formed a village (Sugiman, 2018).

Based on Law Number 6 of 2014 concerning Villages, 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 (Marota and Alipudin, 2019). Basically, as a minor form of government in the Unitary State of the Republic of Indonesia that directly deals with the community, the village has several objectives. One of the aims of the village is to frame a village government (Malawat and Octaviani, 2019).

Following to the Village Law Number 6 of 2014 Article 1 Paragraph 2, the village government is the organizer of government affairs and the interests of the local community in the government system of the Unitary State of the Republic of Indonesia. The village government consists of the head and authorities. The village government has the following main tasks: 1. Carry out village household affairs, general government affairs, development, and community development. Carry out co-administration tasks from the government, provincial government, district government. The village government is the village head or what is called by another name assisted by village officials as an element of village government.

Village apparatus as village elements are village secretaries, regional executives, and technical implementers and are assisted by the Village Consultative Body. Those elements are selected by the Town Head after a conference with the sub-area head in the interest of the official/civic chairman. According to Law Number 6 of 2014 concerning Villages, the Village Consultative Body or what is called by another name is an institution that carries out government functions whose members are representatives of the village population-

based on regional representation and are determined democratically. The Village Consultative Body has 3 main functions, namely:

1. The function of legislation, namely the making of village regulations with the village head. The village regulations are made based on the interests, needs, expectations, and involvement of all community members both in planning and implementation.
2. The budget function, namely the preparation of the village government's annual financial plan which is discussed and agreed upon by the village government and the Village Consultative Body, is determined by village regulations.
3. The supervisory function, namely the Village Consultative Body conducts observations and supervision of the implementation of village regulations and village head regulations as well as the implementation of various other legal regulations/stipulations.

In addition to these functions, the Village Consultative Body has the authority or rights to hold the village head accountable, as well as propose the appointment and dismissal of the village head, the Village Consultative Body can play a role in realizing effective village community development.

The Village Consultative Body is an institution that carries out government functions to produce general and abstract legal products such as Village Regulations and Village Head Regulations. Village government institutions have the capacity of supervising material and juridical activities as choices as individual and concrete legal norms. The material actions in question are in the form of development and services, including supervision in the implementation of various village government affairs. The Village Consultative Body has the function of discussing and agreeing on draft village regulations with the village head, accommodating and channeling the aspirations of the village community, and supervising the performance of the village head.

The role of the Village Consultative Body as an element of village administration has an essential position in responding to community needs following the circumstance and states of the local village community. The Village Consultative Body has the right to supervise and request information regarding the administration of village governance to the village government, express opinions on the implementation of village governance, implementation of village development, village community development, and village community empowerment and obtain operational costs for the implementation of tasks and functions from the village income and expenditure budget. They should have the option to turn into the establishment as a channel for community aspirations to the village government (Roza and Arliman, 2017).

However, Law Number 6 of 2014 concerning Villages eliminates the position of the Village Consultative Body as an element of village government. It is only an independent institution outside the village government. The exclusion of this institution as part of the village administration is a form of fundamental change. Bearing in mind that in the previous period's arrangements, this institution had consistently been put as an element of village administration.

Although the Village Consultative Body is an independent institution outside the village government that still has a government function, it does not have a strong position in the village government. Therefore, it is necessary to strengthen the position of the Village Consultative Body. This strengthening is realized by returning the Village Consultative Body as an element of village administration. The placement of the Village Consultative Body as an element of village administration encourages intensive supervision of the village head. This avoids the existence of an authoritarian and corrupt village government by the village head, creates a balanced or parallel relationship pattern between the village head and the Village Consultative Body, has the same position, namely as village supervisors parallel in structural terms. Moreover, to strengthen the relationship pattern, it is also based on the principle of Checks and Balances.

Supervision is the most important government task in the implementation of various government affairs to improve performance, both at the local government and village government levels. The target of supervision is to realize and improve efficiency, effectiveness, rationale, and order in achieving goals in carrying out the duties of various government affairs in the village. The purpose of the results of government supervision is to be used as input, recommendations, and leadership decisions, including:

1. Eliminating errors, irregularities, irregularities, waste, obstacles, and disorder
2. Preventing the reoccurrence of irregularities, fraud, waste, obstacles, and disorder
3. Looking for great ways or encourage great ones to achieve goals and do hierarchical assignments.

New supervision is useful when it is followed by real and appropriate follow-up steps, because without the follow-up as intended, supervision is completely meaningless and must be followed by changes in the performance of the village apparatus for the better. Ineffective and efficient supervision often occurs, because there are still many invalid reports which eventually become findings by the public so that they are unsatisfactory and even lead to legal problems. If the supervision is no longer effective, the performance of the village apparatus will also not increase.

Supervision must also apply the principles or General Principles of Good Governance (Afandi, 2019). The implementation of duties and performance will be fulfilled properly if government officials through officials with full awareness and dedication understand and implement the principles or General Principles of Good Governance in their duties and authorities. The Supervision function, which is one of the functions of the Village Consultative Body and the Regional Government, in view of involvement with the field during field practice, numerous things should be tended to, especially supervision in the village is practically non-existent, both internal and external supervision carried out by the Village Consultative Body and the Regional Government do not carry out Guidance and supervision have not been effective. Moreover, supervision from community social institutions is not carried out, because the village community has a low level of education and does not know how to carry out supervision.

The position of the Village Consultative Body ought to be in balance with the Village Head. Nonetheless, in practice, the village regulations are made generally only made by the Village Head and do not involve the role of the Village Consultative Body. As a result, the Village Consultative Body can not complete its authority optimally and is inadequate in doing its duties and functions. They should be able to accommodate the aspirations of the community by realizing it in a participatory village regulation for the welfare of the village community by maximizing village funds to empower the community economically, not just physical development at the village level.

In the act of executing direction and supervising in the village, there are still issues that result in the system of implementing village government affairs being adopted and the performance of the village apparatus being less effective and efficient. The “central person” in the supervision practice in the village however considers not only efficiency but also equity, to improve the performance of the village apparatus. In light of this background, it is necessary to conduct research on the urgency of supervision in village government and how to implement effective supervision. The focus of this research is "The Urgency of Supervision in Improving the Performance of Village Apparatus in Village Government as the embodiment of Good Governance".

## **Research Problems**

Based on this background, the problem identifications of this research are: 1) to explain how the urgency of supervision in village government; and 2) to analyze how powerful supervision is in improving the performance of the village apparatus in the village government as the embodiment of good governance.

## **Research Methods**

The research method used in this research proposal is qualitative with a normative juridical approach. The main characteristic of normative legal research in conducting legal studies lies in the source of the data. The data sources in this study consist of primary legal materials, secondary legal materials, and tertiary legal materials. The primary legal material is statutory regulations. Secondary legal materials are literature in the form of books and articles, journals, papers, and related data, while tertiary legal materials are accessing the internet related to research. The focus of the study is positive law, namely the law that applies at a certain time and place, namely written rules or norms that are officially formed and promulgated by the authorities. In addition to the written law, there are norms in society that do not effectively regulate the behavior of community members (Jaya, 2020).

The limitations of this research material are about supervision, the performance of Village Government apparatus, and the principles/General Principles of Good Governance as the basis and guidelines for the administration of government affairs since it is legitimate rules that have restricting force. In addition, it should be agreed with by the

State Administration Agency/Official, reviewed based on various applicable laws and regulations, and based on empirical conditions in the implementation of supervision in the village government. The material of this research is also limited by the formulation of the problem which aims to determine the good supervision arrangements carried out by the village government. In this case, the Village Consultative Body as a village apparatus with internal control authority and the local government both have supervisory authority in the implementation of various village government affairs in the region and examine legal issues regarding the supervisory system implemented by the regional government.

The data obtained from the literature studies are primary, secondary, and other supporting data such as sourced from the mass media (print, online, books, research reports, and other documented reports). The data is then processed and described so that it can describe what the purpose of this research is. The analysis that will be used in the study of the urgency of supervision in improving the performance of village apparatus in village government as an embodiment of good governance is analyzed as follows:

1. Analysis of various laws and regulations governing the supervision system, both internal and external supervision of a local government
2. The impact of changes in the results of internal and external supervision of local government on the performance of village government officials.
3. Specific analysis/specific targets regarding the authority of internal supervision of the village government and external supervision of local governments linked to the general principles/principles of good governance, as an analytical tool to provide a proper illustration for the implementation of various village government affairs.

## Discussion

### **1. The urgency of supervision in improving the performance of village apparatus in village government as the embodiment of good governance**

The granting of authority in this era of autonomy is based on the demands of public accountability which brings forth a performance dimension, namely performance accountability, namely the government's responsibility to the community that should be served. Genuine indications and responsibilities are planned as execution, including the performance of government institutions and apparatus. The performance of government agencies is a description of the level of achievement of the goals or objectives of government agencies as an elaboration of the vision, mission, and strategy of government agencies that indicate the level of success and failure of implementing activities under established programs and policies (Irfiani, 2018).

In general, Employee performance can be seen by a person or a process related to the assigned work task (Amir, 2015). Performance is a description of the level of achievement of the implementation of an activity/program/policy in realizing the goals, objectives, vision, and mission of the organization contained in the strategic planning of an organization (Rosalina, 2013). Performance is carrying out an activity and perfecting it with

responsibility and with the expected results (Rochani, 2020). According to Mangkunegara (Nurtikasari, 2015), performance is the result of work in quality and quantity achieved by an employee in carrying out his duties following the responsibilities given to him. According to Rivai, performance is a real behavior that is displayed by everyone as work performance. It is produced by employees according to their role in the company (Nurtikasari, 2015).

Based on some of the opinions of the experts above, it can be concluded that the meaning of performance is the result achieved by a person in carrying out his duties or responsibilities according to the size or standards that apply to each organization. To find out the high and low of a person's performance, performance measurement is needed. Performance measurement is a management tool to improve the quality of decision-making and accountability. In this case, of course, requires a measure of the success or failure of a village apparatus performance (Atika, Umi, and Hayat, 2018). According to Dharma, performance measurement should consider the following (Dharma, 2004):

- a. Quantity, that is the amount that must be achieved;
- b. Quality, the characteristic that must be produced (good or bad);
- c. Punctuality, whether it is following the planned time or not.

Based on the explanation above, the performance indicator is a goal to provide evidence or results, whether the expectation has been achieved or not, is good or not, and is following what was planned or not. Performance appraisal is beneficial for the village apparatus to determine the need for proper job training. In addition, it gives appropriate responsibilities to the village apparatus so that the village apparatus can improve its performance in the future. The performance of the village apparatus must also be under the guidelines, namely the constitution or laws that have been made to manage and handle village affairs.

To ensure performance improvement and performance implementation under the law, one of the factors that influence performance is supervision. Supervision plays an important role in improving good performance. One of the most important things in creating good governance is that it requires participation from all parties, one of which is to be able to oversee the running of an organization and also supervision of course has a very significant impact on the results of work in a government.

Doctrinally, experts provide different understandings of supervision, including according to Sondang Siagian, interpreting supervision as the process of observing the implementation of all organizational activities to ensure that all work carried out goes according to a predetermined plan (Nurdiati, 2019). According to Guntur (Sari, 2015), supervision is the overall activity of comparing, measuring what is being or has been implemented with a predetermined plan with criteria, norms and standards. The Institute of State Administration of the Republic of Indonesia in the State Administration System of the Republic of Indonesia defines supervision as one of the organic functions of management, which is a process of leadership activities to ensure and guarantee that the goals and objectives as well as the tasks of the organization will and have been carried out properly

following the plans, policies, instructions, and provisions that have been set and applicable. George R. Terry, said supervision is to determine what has been achieved, evaluate it and take corrective actions, if necessary to ensure that the results are under the plan. According to Bagir Manan, supervision is a binder of unity so that the pendulum of freedom of autonomy does not move so far that it reduces and even threatens unity (Yarni, 2019).

The author means that supervision is all efforts made by organizational leaders to evaluate programs that have been planned. Then it is assessed based on reality to ensure and guarantee the goals, objectives of supervision based on the tasks assigned by the leadership. Supervision as a full management function is the responsibility of every leader at any level. The essence of supervision is to prevent as early as possible the occurrence of irregularities, waste, fraud, obstacles, errors, and failures in achieving goals and objectives as well as carrying out organizational tasks. The goals of supervision are to realize and improve efficiency, effectiveness, rationality, and order in achieving goals and carrying out organizational tasks.

Supervision does not only look at things carefully and report the results of supervising activities but also implies correcting and rectifying them to achieve goals that are following what they want. Supervision is very necessary to keep the implementation of government activities running according to planning and under the provisions of applicable regulations (Pondaag, 2017). The urgency of Supervision in Village Administration is to realize and improve efficiency, effectiveness, rationality, and order in achieving the goals and carrying out the duties of the village apparatus. Supervision is considered important because, in the sense of managerial supervision, it is an activity to ensure that implementation is following the plan. Supervision is one of the functions in the management process which includes the interpretation and development of implementation standards, measurement of actual implementation, assessment of implementation, and corrective actions if the implementation is different from the plan (Sunarti, 2018).

The results of supervision will be effective if it is used as input by the leadership in decision making, to stop and prevent or eliminate errors, irregularities, fraud, waste, obstacles, and disorder, as well as find the best way out or develop a better one to achieve the aim. Nawawi stated that supervision will be helpful if: 1) In carrying out the task of monitoring, checking, and evaluating, the apparatus is not affected by the person being assessed, so that the results are truly objective; 2) The apparatus in conveying the results of their supervision to each official must be fast, to determine the speed of action to be followed up; 3) The apparatus is given sufficient authority to carry out their duties, and conversely, the party being evaluated must be able to accept that authority as a matter of course (Sunarti, 2018).

If the supervision is not effective then the performance of the village apparatus will also not increase. Vice versa, if the supervision is carried out beneficially with the results and recommendations regarding the evaluation of the performance of the village apparatus so that performance will increase. Supervision will also function to monitor



employee performance based on standards to measure performance, ensure the quality of performance appraisals and retrieve information that can be used as feedback on achieving good results as the embodiment of the General Principles of Good Governance). The general principles/principles of Good Governance, derived from the Dutch language, *Algemene Beginselen van Behoorlijk Bestuur*, are essential for the implementation or realization of State administrative law and are an important part of the realization of state government in a broad sense. According to Wiarda, the general principles of good governance are ethical tendencies, which form the basis of state administrative law, both written and unwritten, including government practice, and it can be seen that some of these principles can be derived from practicing law. While for some the evidence directly urges us (Nugraha, 2007).

Wiarda's opinion gave rise to different interpretations. The First Interpretation is to understand the General Principles of Good Governance as an ethical tendency in the same sense as the moral tendency of the general government. The second interpretation, the General Principles of Good Governance as an ethical trend that is different from the moral tendency of the general government. Based on the above thoughts, ethical and moral substances are actions that are inherent in humans both as individuals and also attached to positions held by state administration officials. Therefore, the General Principles of Good Governance are legal principles that have binding power and must be obeyed by the State Administration Agency/Official. As in terms of legal norms (*rechtregel*) and legal rules (*rechtsnorm*) (Nugraha, 2007).

According to legal doctrine, the General Principles of Good Governance principles are divided into two. They are procedural and substantial principles. Procedural principles relate to the policy-making process, such as the obligation of government administrators to act; obligation of impartiality in making policies, recognition of the right to self-defense, and obligation of policymakers to provide reasons. Meanwhile, the substantial principle relates to the material or content of the policy. The material or content of the policies made should pay attention to the principle of equality, legal certainty, prohibition of abuse of authority or known as '*machtsafwending*', the duty of care, principle of reasonableness.

In the Netherlands, the application of the General Principles of Good Governance principle is influenced by the concept of the welfare state which places government administrators as the party responsible for achieving the general welfare of the community (Soehartono, 2012). Seeing the idea of the government assistance state law adopted in the administration of the state in Indonesia, the government plays a role in the government assistance of the local area. Governments ranging from the president, ministers, governors to village officials carry out the task of providing government assistance to the people (Gunawan, 2019).

To make this happen, the Government is given the authority to intervene in all matters concerning people's lives. This authority does not only come from legal guidelines. However, in specific conditions, the Government may exercise discretionary autho-

ity. Nevertheless, sometimes violations are still carried out by the Government in carrying out statutory orders. Moreover, if the authority is based on their initiative. Often lead to abuse of authority resulting in a conflict of interest between citizens and the government (Solechan, 2019).

This is the thing that raises concern among citizens because the potential for conflicts of interest between the government and the people is getting higher. Various forms of deviation from government actions such as *onrechtmatige overheidsdaad* (lawful acts committed by the government), *detournement de pouvoir* (abuse of power), or *willekeur* (arbitrariness). These can occur and cause the rights of citizens to be violated or neglected. Therefore, it is not surprising that the Netherlands and several other European countries guarantee and recognize the right to the application of the principles of good governance, as part of fundamental human rights.

The principle adopted by the Dutch is a moral and ethical basis that must be obeyed by central and local government officials (Kusdarini, 2017). The application of the Indonesian General Principles of Good Governance used in the Regional Government System is contained in several laws and regulations (Gandaria, 2015). Among them are the principles of administration according to Law Number 23 of 2014 concerning Regional Government based on the principles of administering state government, which consist of: a) Legal certainty; b) Orderly state administration; c) Public interest; d) Openness; e) Proportionality; f) Professionalism; g) accountability; h) efficiency; i) effectiveness and j) justice, and according to Article 10 of Law 30 of 2014 concerning Regional Government Administration, general principles of good governance, which consist of the following principles: legal certainty, expediency, impartiality, accuracy, not abusing authority, openness, public interest, and good service (Kusdarini, 2018). These principles mean the following (Solechan, 2019):

a. Legal certainty

The principle of legal certainty is a principle in a state of law that prioritizes the basis of the provisions of laws and regulations, propriety, constancy, and justice in every government administration policy.

b. Practicality

The rule of convenience implies that advantages should be considered in a balanced way between; 1) the interests of one individual and the interests of other individuals; 2) the interests of individuals with the community; 3) the interests of citizens and foreign communities; 4) the interests of one community group and the interests of other community groups; 5) the interests of the government with the citizens of the community; 6) the interests of the present generation and the interests of future generations; 7) the interests of humans and their ecosystems; 8) the interests of men and women

c. Impartiality

The principle of impartiality is the principle that requires Government Agencies and/or Officials in determining and/or carrying out Decisions and/or Actions taking into account the interests of the parties as a whole and not discriminatory.

d. Accuracy

It is intended as a principle which implies that a decision and/or action must be based on complete information and documents to support the legality of the determination and/or implementation of the Decision and/or Action so that the relevant Decision and/or Action is carefully prepared before the Decision and/or Action. /or the Action is defined and/or performed.

e. Do not abuse authority

The principle of not abusing authority is the principle that requires every Agency and/or Government Official not to use their authority for personal or other interests and not following the purpose of granting such authority, not exceeding, not abusing, and/or not mixing authority.

f. Openness

The principle of openness is a principle that serves the community to gain access and obtain correct, honest and non-discriminatory information in the administration of government while still paying attention to the protection of personal rights, groups, and state secrets.

g. Public interest

The principle of public interest prioritizes welfare and public benefit in an aspirational, accommodative, selective, and non-discriminatory manner.

h. Good service

It provides timely services, clear procedures, and costs, following service standards, and the provisions of laws and regulations.

The principles of good governance according to Law Number 6 of 2014 concerning Villages, are guided by the principles of state administration, which consist of: a) legal certainty; b) orderly administration of government; c) orderly public interest; d) openness; e) proportionality; f) professionalism; g) accountability; h) effectiveness and efficiency; i) local wisdom; j) diversity; k) participation.

Furthermore, the arrangement of village administration is based on: a) recognition; b) subsidiarity; c) diversity; d) togetherness; e) cooperation; f) kinship; g) discussion; h) democracy; i) independence; j) participation; k) equality; l) empowerment; and m) continuity. This is the basis for recognition and respect, providing clarity of status and legal certainty to realize justice for the recognition and respect for the village, so that the implementation of village government runs professionally, efficiently and effectively, openly and responsibly to create a prosperous village community and able to maintain social unity as a national goal.

This is where it is important to know the General Principles of Good Governance as part of the discipline of Public Administration. This idea underlies the substance of law enforcement and legal protection for justice seekers within the framework of

administrative law, and at the same time becomes a guide and guidance for government officials in carrying out their duties and performance (Nugraha et al, 2007). Even in local governments, general principles of good governance can be used as the basis for the formation of good Regional Regulations. The implementation of duties and performance will be fulfilled properly if government officials through officials with full awareness and dedication understand and implement the principles or General Principles of Good Governance in their duties and authorities.

While noticing the advancement of the comprehension of the principles of good governance developed by the results of research by state institutions and by experts, even the qualities of the standards/rules that exist in each legal guideline, mention some elements. According to the State Administration Institute, some elements, principles, and principles have been mentioned, as follows:

- a. Participation, every citizen has a voice in decision-making, either directly or through the intermediation of legitimate institutions that represent their interests. Such participation is built on freedom of association and speech and constructive participation.
- b. Rule of Law, the legal framework must be fair and implemented indiscriminately, especially the law for human rights.
- c. Transparency, Transparency is built based on the free flow of information. Processes, institutions, and information directly accessible to those who need the information must be understood and can be monitored.
- d. Responsiveness, Institutions and processes should try to serve every "stakeholder"
- e. Consensus Orientation, Good Governance mediates different interests to obtain the best choices for the wider interest both in terms of policies and procedures.
- f. Equity, All citizens, both men and women, have the opportunity to improve or maintain their welfare.
- g. Effectiveness and efficiency, the best possible processes and institutions produce following what is outlined by using the available resources.
- h. Accountability. Decision-makers in government, the private sector, and civil society are accountable to the public and "stakeholder" institutions. this accountability depends on the organization and the nature of the decisions made, whether those decisions are for the benefit of internal or external to the organization;
- i. Strategic vision, Leaders and the public must have a broad and far-reaching perspective of Good Governance and human development in line with what is needed for this kind of development.

According to Indroharto (1994), the General Principles of Good Governance is very important in the study of State administration, because: 1. It is part of the applicable positive law; 2. It is the norm for the actions of state administration, in addition to written and unwritten legal norms; 3. It can be used as a reason to file a lawsuit. finally, the General Principles of Good Governance can be used as a "test tool" by administrative judges to assess whether the decision of the State Administration is valid or not.

Indroharto (1994) also stated that the General Principles of Good Governance provides three aspects of legal discovery, among others: 1. In the field of interpretation and application of the provisions of laws and regulations; 2. In the field of forming government regulations where government organs are given freedom of policy by-laws and regulations or there are no provisions that limit the freedom of policy to be carried out; 3. During the implementation of the policy. According to Addink (2017), the development of the General Principles of Good Governance internationally, locally, regionally is very necessary. Since, it is related to the practice of administrative malfunctions in various institutions, the complexity of modern governance that requires higher quality administrative support, the problem of fragmentation of legal norms related to legal certainty and quality. There is an interaction between; rule of law, democracy, good governance in the administration of government. The conclusions presented by Addink (2017), as follows: 1. There is a need for good governance in a modern state and common understanding 2. The concept and the General Principles of Good Governance have been developed on an international and national level in theory and practice 3. Six key principles: properness, transparency, participation, effectiveness, accountability, and human rights. Links with integrity 4. Effectiveness of principles: the Clear model and toolkit 5. In the annex are some publications.

The function of the General Principles of Good Governance in the administration of government is as a guide or guide for the government or state administration officials in the context of good governance. In this connection, Muin Fahmal stated that the general principles of proper governance are signs for state administrators, including village government administrators, in carrying out their duties. These signs are needed so that actions remain following the real legal objectives.

## **2. Effective Supervision in Improving the Performance of Village Apparatus in Village Administration as an Embodiment of Good Governance**

Supervision can be distinguished according to the subject conducting the supervision, how the supervision is carried out, and the time of supervision (Institution of State Administration, 1998):

### **a. Based on the Subject of Supervision**

Based on the subject who supervises, in the system of state administration of the Republic of Indonesia, 4 types of supervision have been developed. *First*, inherent supervision, namely supervision carried out by each leader of the subordinates and work units they lead. *Second*, functional supervision, is supervision carried out by officials whose main task is to supervise. Such as the Inspectorate General and the Supreme Audit Agency. *Third*, legislative supervision is supervision carried out by the House of Representatives institutions, both the Central and Regions as well as in Regional People's Representative Assembly. *Fourth*, Supervision is supervision carried out by the community, as published in the mass media and social media. Judging from the subjects who carry out this supervision, supervision can be distinguished as internal supervision

and external supervision. Internal supervision includes: 1) inherent supervision; and 2) functional supervision, including internal functional supervision of agencies, such as the Inspectorate General and the internal supervisory unit. And the government's internal supervision, as carried out by the regional supervisory inspectorate.

b. Based on the Implementation Method of Supervision

Based on this factor, it can be distinguished between direct supervision and indirect supervision. Direct supervision is supervision carried out at the place where the activity takes place, namely by conducting inspections and inspections. Indirect supervision is supervision carried out by monitoring and reviewing reports from the officials/work units concerned, functional supervisory apparatus, legislative supervision, and community supervision.

c. Based on Monitoring Time

Execution time: 1) Supervision carried out before the activity begins. This supervision is carried out, among others, by examining and approving work plans and budget plans, establishing operational guidelines, approval of draft laws and regulations set by lower officials/agencies. This supervision is preventive to prevent irregularities, fraud, waste, errors, obstacles, and failures. In the financial sector, the pre-audit system is known as examining and approving payments to be made. 2) Supervision is carried out while the work is in progress. This supervision is carried out to compare the results that were achieved with those that should have been and should be achieved next time. 3) Supervision is carried out after the work is completed. This supervision is carried out by comparing plans and results. In the financial sector, it is known as post-audit, namely by examining, among other things, proof of payment. This supervision is repressive.

As indicated by Manullang (2009) supervision can be recognized according to the subject conducting the supervision, the time of supervision, and the object of supervision:

a. Based on the Subject of Supervision

If the supervision is differentiated based on the classification of who conducts the supervision, then the supervision is divided into: 1) internal supervision; and 2) external supervision. Internal control means supervision carried out by the supervisor of the officer concerned. External supervision, which means the people who carry out the supervision are people outside the organization concerned.

b. Based on the object of supervision

Based on the object, supervision can be distinguished in the following fields: 1) production, the supervision is aimed at the quantity and quality of production results as well as organizational liquidity; 2) finance; 3) time, intends to determine whether in producing a product following to the planned time or not; 4) humans with their activities aim to find out whether their activities are in accordance with instructions, work plans or manuals.

c. Based on Monitoring Time

Based on the time of supervision, the types of supervision are distinguished into: (a) preventive supervision, which means that supervision is carried out before a deviation, error or deviation occurs; achieved.

The principle of supervision can be described as follows Irfiani's research (2018): 1) Supervision must take place continuously in conjunction with the implementation of activities or work; 2) Supervision must find, assess, and analyze data about the implementation of work objectively; 3) Supervision is not only to find faults but also to find or find weaknesses in the implementation of work; 4) Supervision must provide guidance and direction to facilitate the implementation of work in achieving goals; 5) Supervision does not hinder the implementation of work but must create efficiency; 6) Supervision must be flexible; 7) Supervision must be oriented to the plans and objectives that have been set; 8) Supervision is carried out especially at strategic places or very decisive activities; 9) Supervision should bring and facilitate corrective action.

The supervisory function in village administration is a fundamental thing to prevent various obstacles to the implementation of each village administration. The expected effect of the implementation of the supervisory is that there is an increase in the performance of the village apparatus performance (Sari, 2015). Therefore, the supervision must be carried out effectively. For the supervision in the village government to run effectively, the supervisor in the village government must apply these principles.

Supervision in the village government consists of internal supervisors and external supervisors. Internal supervisors are supervision which is carried out by the village community, whether carried out by the community themselves or through an institution in the village whose duties and functions are to supervise village government and development, namely the Village Consultative Body. One of the most important things in creating good village governance is that requiring participation from all parties. One of the important things is to be able to oversee the running of an organization. In addition, supervision has a very significant impact on the work results in a village government. This monitoring and monitoring effort by the village community is aimed at encouraging the realization of the accountability aspect in the management of the village government (Prayudi, 2017).

The existence of the Village Consultative Body in the village government is evidence of community involvement in the field of governance which has the function of protecting the community, accommodating and channeling community aspirations, drafting village regulations, and supervising the implementation of village government performance (Sunarti, 2018). Moreover, Fritantus (2020) describes the function of the Village Consultative Body are accommodating and channeling community aspirations for the sake of creating transparency and participation from the community.

As stated in Law no. 6 of 2014, that the Village Consultative Body has a function, among others, to supervise the village government. In Article 55 of Law Number 6 of 2014 concerning Villages, the Village Consultative Body has the function of discussing and agreeing on draft Village Regulations with the Village Head; Accommodating and

channeling the aspirations of the Village community; Supervise the performance of the Village Head. The tasks of the Village Consultative Body include establishing village regulations with the village head, accommodating and channeling community aspirations, being a control tool for the village government in carrying out government duties in the village where the Village Consultative Body is a representative of the people and besides that, the Village Consultative Body oversees the implementation of village government performance, village regulations and all village government policies. Membership of the Village Consultative Body consists of representatives of the villagers concerned. What is meant by community representatives, in this case, the head of the community unit, customary holders, and community leaders are.

Supervision of the Village Consultative Body in the implementation of village development needs to be effective because it is known that the supervisory function is a management function concerning activities or actions to ensure that the implementation of the plan goes as planned (Sanggar, 2017). If there are deviations or errors it will be known how far the deviation or error is and what the cause is, and then corrective or corrective actions are taken (Usman, 2016). The presence of the Village Consultative Body in the Village Government with its various functions and authorities is expected to be more optimal and able to realize the implementation of Village Government and oversee the wheels of village government led by the village head (Sunarti, 2018).

The role of the Village Consultative Body in supervision is the main task attached by law with the village head in the internal administration of village government affairs. To realize the effectiveness of the supervision of the Village Consultative Body and the village head, it must be supported by external supervision of the village government by involving various stakeholders, namely independent supervision involving legal institutions including the police and the prosecutor's office, to follow up on the results of guidance and supervision of alleged irregularities reported or by society.

Internal Guidance and Supervision of the Village Government as regulated in the Regulation of the Minister of Home Affairs Number 47 of 2016 concerning Village Government Administration, that the Guidance and Supervision within the scope, includes, general administration, Population Administration, Financial Administration, development administration and other Administration. Within the scope of village government administration, which is the main task of village government, the authority for internal guidance and supervision is that the Minister through the Director-General of Village Administration, Governors, Regents/mayors conducts guidance and supervision of the implementation of village administration nationally and regionally. The Governor and the Regent/Mayor shall provide guidance and supervision of the implementation of village administration in their territory. The Regent/Mayor may delegate the authority for guidance and supervision to a district official.

Strengthening external guidance and supervision to support the main tasks of supervision in village government, the central government has made a Memorandum of Understanding with legal institutions including:



- a. Memorandum of Understanding: Between the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, the Minister of Home Affairs and the State Police of the Republic of Indonesia, Number: 05/M.DPDTT/KB/X/2017, Number: 193/7621/SJ and Number: B/ 82/X/2017 concerning Implementation of Prevention, Supervision, and Handling of Village Fund Problems. Those activities are guided by the Work Guidelines between the Ministry of Villages, Development of Underdeveloped Regions and Transmigration, and the Ministry of Home Affairs and the Indonesian National Police. Number: 01/SJ/PK/I/2018, Number: 119/458/BPD, Number: B/6/I/2018 concerning Implementation of Prevention, Supervision, and Handling of Village Fund Problems.
- b. Memorandum of Understanding: Between the Ministry of Villages, Development of Underdeveloped Regions and Transmigration of the Republic of Indonesia and the Prosecutor's Office of the Republic of Indonesia, Number: 122/M/NPDTT/KB/III/2018, Number: KEP-051/A/JA/03/2018 concerning Internal Coordination Implementation of Duties and Functions.

The memorandum of understanding is preventive in law enforcement to avoid violations of laws and regulations. Since, supervision from a legal perspective is an assessment of the legality of a government action that has legal consequences. Such oversight is usually exercised by judicial law. Both internal and external supervision in the performance of the village apparatus in the village government must be carried out effectively so that the results of the supervision can be used as evaluation material to improve the performance of the village apparatus in the village government. Effectiveness is the ability to choose the right goals, the right equipment to achieve the goals that have been set, regarding how to do the right job, Nawawi (2007) said that supervision will be effective if:

- a. The apparatus in carrying out the task of monitoring, examining, and evaluating is not affected by the person being assessed. Thus the results are truly objective.
- b. The apparatus in conveying the results of their supervision to each official must be fast, to determine the speed of action to be followed.
- c. The apparatus is given sufficient authority to carry out the duties, and conversely the party being evaluated must be able to accept the authority as a matter of course.

In conveying the results of internal and external supervisors of their supervision to each official must be fast. Hence, they determine how quickly they can be followed up. Furthermore, so that supervision in the village government can run effectively and the village government's goals can be successful, characteristics of great supervisions are:

- a. Accurate, the information about the implementation of activities must be accurate because if it is not accurate then the monitoring system can cause the organization to take wrong corrective actions or even create problems that do not exist.
- b. On time, the information must be collected, equated, and evaluated as soon as possible if corrective activities must be carried out immediately.

- c. Focused on strategic oversight points, the control system should focus on areas where deviations from standards occur most frequently or will result in the most fatal damage.
- d. Objective and comprehensive, the information must be easy to be understood, objective, and complete.
- e. Economically realistic, the cost of implementing the monitoring system should be lower or at least equal to the benefits obtained from the system.
- f. Organizationally realistic, the monitoring system must match or harmonize with the realities of the organization.
- g. Coordinated with the workflow of the organization. This is because each stage of the work process can affect the success or failure of the entire operation, and monitoring information must reach all personnel who need it.
- h. Flexibility, supervision must have the flexibility to respond or react to threats or opportunities from the environment.
- i. Guiding and operational, an effective control system should indicate either detection or deviation from the standard and what corrective action should be taken.
- j. Approved by the members of the organization, the supervisory system must be able to direct the implementation of the work of the members of the organization.

In supporting the characteristics of effective supervision, stages of supervision are needed, specifically preventive and repressive supervision. Supervision is carried out before the occurrence of deviations or while the plan is being executed. Furthermore, supervision is carried out in order to evaluate the plans that have been implemented. In other words, the results achieved are measured. Then, it must be accepted and followed up so that the performance of the village apparatus can continue to improve.

In carrying out supervision, both internal and external supervisors must be objective. That is, should not be influenced by the village apparatus. In practice, there are many indications that the Village Consultative Body as an internal supervisor tends to prioritize the interests and desires of the village government/village head rather than paying attention to the needs and aspirations of the community in the implementation of village development. On the other hand, there are indications that the Village Consultative Body is less powerless in dealing with the power of the village head so that the implementation of the supervisory function of the Village Consultative Body cannot be carried out optimally. The Village Consultative Body tends to just agree to what has been determined by the Village Government in the implementation of village development. In addition, the weak ability of the members of the Village Consultative Body in carrying out their duties and functions also causes the implementation of the supervisory function of the Village Consultative Council in the implementation of village development (Usman, Dengo and Londa, 2016). Likewise, the majority of rural communities have low levels of education and do not know how to carry out supervision.

The Village Consultative Body as an element of the village government must be able to carry out its duties and functions under the mandate of the law so that the village head is not trapped in legal bondage. Village communities are also expected to participate in

supervising and taking an active role through village deliberations so that the implementation of development can be truly effective and on target and is carried out in a transparent and accountable manner. The future of the village will be brighter when the Law on the Village can truly provide an umbrella for the implementation of village development and village officials as the party executing competent and capacity programs. But if the opposite happens, the number of disadvantaged villages will increase and the village community will be disadvantaged.

With powerful supervision, it is expected to optimize the performance of village government officials. Supervision carried out on performance has a positive and significant effect on improving better performance (Adha, 2016). The optimal performance of the village government apparatus and implementing the General Principles of Good Governance will prevent collusion, nepotism, and corruption practices, and special targets for reducing maladministration practices to realize good governance (Widjiastuti, 2017)

## Conclusion

Based on the explanation above, it can be concluded that: *first*, the urgency of Supervision in Village Administration is to realize and improve efficiency, effectiveness, rationality, and order in achieving the goals and carrying out the duties of the village apparatus. Supervision is a process of monitoring employee performance based on standards to measure performance, ensuring the quality of performance appraisals, and retrieval of information that can be used as feedback on achieving good results as the embodiment of the General Principles of Good Governance. *Second*, supervisors must consist of internal supervisors and external supervisors both preventively and repressively. Internal supervisors are carried out by the community itself, as well as through an institution in the village whose duties and functions are to supervise village government and development, called a Village Consultative Body. The results of supervision will be effective if the results of the supervision are used as input by the leadership in decision making. In achieving effective supervision, it must be supported by external supervision of the village government by involving various stakeholders, namely independent supervision involving legal institutions including the police and prosecutors, to follow up on the results of guidance and supervision. In carrying out this task, both internal and external supervisors must be objective, should not be influenced by the village apparatus. Effective supervision will improve the performance of village government officials so that they can realize good governance.

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