

Implementation Strategy of Village Fund Distribution Policy: Development of Rural in Serang District

Thomas Bustomi^{1(*)}, Didi Turmudzi², John Chaidir³

¹ Universitas Pasundan, Bandung, Indonesia

² Universitas Pasundan, Bandung, Indonesia

³ Universitas Pasundan, Bandung, Indonesia

(*)✉ (e-mail) thomas.bustomi@unpas.ac.id

Abstract

The distribution of village funds generalized in each region, as well as the implementation of the use of village funds that are still not effective, are still a problem faced in the implementation of village fund distribution policies. The Village Fund Policy is a financial flow from the Central Government and is carried out annually; since 2005, based on existing legal norms. The research method used in this study is a qualitative approach. This research data is based on Primary Data obtained from informants through in-depth interviews, with Focus Group Discussion, with Key informants from this study consisting of Regent of Serang, leading sector and supporting the sector in Serang District Government, and operational sector activities of the Village Fund such as the Village Head and Village Facilitators. This research was carried out in Teluk Terate Village, Kramatwatu District, Serang Regency. This study also used the Secondary data with references from various literature that are complemented by a review of subjective researchers on the topics presented. The research instrument was the researcher himself who was assisted with interview guidelines, recording devices and observation guidelines. Data collection techniques used were interviews, observation, and documentation. The results of the study obtained several obstacles in the management of the Village Fund in general such as the existence of sectoral egos three ministries that handle the Village Government, the paradox of the Village Fund regulation policy, too many rules issued, the unprofessionalism of Village Facilitators, and several other obstacles. So it is necessary to model the ideal and implementation strategy of Government policy in the handling of the Serang Regency Village Fund which should be reviewed carefully.

Keywords: *Serang Regency Government, strategy, policy implementation, village funds, Village Government apparatus*

Introduction

Development is an activity carried out by the Government, the community and the private sector, and takes place continuously and continuously intending to improve the welfare of the people, both in the material and spiritual aspects. Development needs to be planned, implemented, and controlled through various public policy implementations to ensure that the national development process can be directed by the vision, mission, and goals set by the state. Public policies are policies made by the Government as a policy-making authority to achieve certain goals in a society where the preparation is done through various stages. There are stages in a problem that the Government has finally scheduled for its policy. There are also public policies taken by the Government because they relate to the needs of broad-based economic growth such as economic growth in rural communities through the Village Fund program.

The preparation of this paper is done with the main reference sources from various literature and from the results of interviews that are supplemented with a review of the topics presented. UU no. 6 of 2014 concerning Villages,[1] the Government recognizes that Villages also have the opportunity to develop the community's economy, through training and marketing of community crafts, the

development of livestock and fisheries businesses, and the development of tourist areas through BUMDes (Village-Owned Enterprises).[2] In 2015, the Village Fund was budgeted at Rp. 20.7 trillion, with an average of each village receiving an allocation of Rp. 280 million. In 2016, the Village Fund increased to IDR 46.98 trillion with an average of IDR 628 million per village and in 2017 it increased again to IDR 60 trillion with an average of IDR 800 million per village each. The following is a breakdown of the Village Funds Per Regency in the Banten Region as of 2018.

Based on the evaluation results of its implementation (2017 Ministry of Finance Data), the Village Fund (for the period 2015-2016) has produced facilities/infrastructure that is beneficial to the community, including the construction of more than 95.2 thousand kilometers of Village Roads; 914 thousand meters of the bridge; 22,616 clean water connection units; 2,201 boat mooring units; 14,957 PAUD units; 4,004 units of Polindes; 19,485 well units; 3,106 Village Markets; 103,405 drainage and irrigation units; 10,964 Posyandu units; and 1,338 units of reservoir (*water retention basin*).[3]

This is among others by decreasing the rural inequality ratio from 0,34 in 2014 to 0.32 in 2017. Then, the number of the rural poor population decreased from 17.7 million in 2014 to 17.1 million in 2017 and there was a decrease in the percentage of the population rural poor from 14.09% in 2015 to 10.12% (26.58 million inhabitants) per September 2017. the Director-General of Fiscal Balance further revealed that there is four new policy in 2018 in the management of the Village Fund that must be socialized, namely distribution, distribution, method of use, and implementation of activities. Because, the Village Fund aims to alleviate poverty, alleviate the status of the Village from being left behind to develop and be independent. He said the amount divided was based on a population-based formula of 60 percent and 40 percent region. Meanwhile, the Serang Regent said that initially the Serang Regency Government also questioned the declining allocation of the 2017 Village Fund.[4]

However, the ministry has explained the cause of the decline. On the one hand, Serang Regency received appreciation, on the other hand, the Village Fund decreased because there was a poverty rate that also declined. According to the Regent of Serang, actually, in Serang District there are still many villages left behind. Of the 326 villages, there are around 200 villages that are still lagging, while only 23 villages are independent. The receipt of Village Funds in 2017 for the Serang Regency is Rp201,570,728,000, while Teluk Terate Village (as a research locus) receives a Village Fund budget of Rp601,092,000.

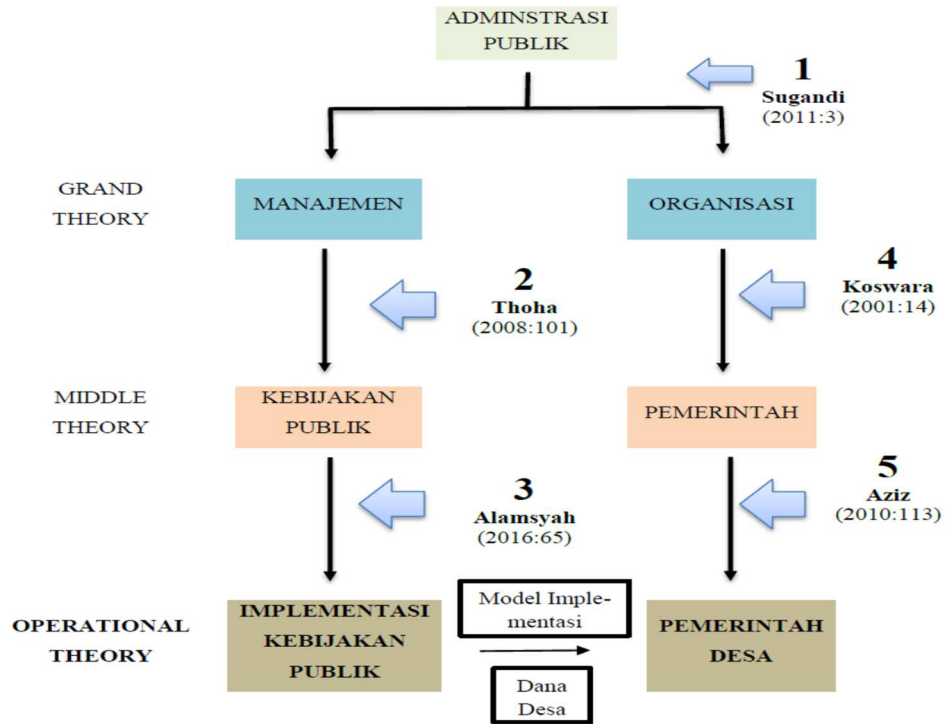
The purpose of the research is to explain the condition of *existing* the policy implementation is a right public in Serang District in the program of the Village Fund that currently funds keen to be launched by the Central Government through Regency Governments throughout Indonesia. We will explore issues of the Village Fund disbursed in Serang District and check constraints -an obstacle that exists in the implementation of village development through the Fund so that eventually researchers will create policy implementation strategies right of the public ideal in Serang District in terms of distribution and use of the Village Fund.

Literature Review

In researching the general concept of Public Policy implementation, the researcher gives an overview of the root of the theory that the researcher makes as shown in Figure 2.1 below, where:

1. states that the scope of the Science of State Administration is following the activities of the state relating to the lives of its people, the activities of the people in a democratic state system affect the development of the concept of the decision-making process. In the early 70s, the concept of Public Policy began to develop in the science of public administration.[5]
2. states that the outline of public policy can be summarized into three main activities, including the formulation of policies, implementation of policies, as well as supervision and evaluation (results) of public policy implementation.[6]

3. *local government* as part of the National Government and means Government carried out by the local Government.[7]



Source: 2018 Research Results and opinions from various expert sources above

Figure 1. The Root of Research Theory

Following the opinion of Leksono (2013: 145-146), theory in literature study has an understanding as a system of reasoning or a way of thinking in the form of a concept, postulate, understanding limit, or proposition, with a systematic formula.[8] In this thesis, the theory also has meaning as a certain understanding or new truth-finding, which is obtained from deductive thinking and or the process of inductive acceptance. On the other hand, the theory also means a concept map that is temporary but sometimes approaches absolute truth. In this thesis, researchers will elaborate theories about:

- a. Management.
- b. Organization.
- c. Public policy.
- d. Public Policy Implementation.
- e. Village government.
- f. Village Funds, and
- g. Model.

Management. Management is the effective management of the organization of resources through planning, organizing, leading, and controlling, to achieve the success of the organization's strategy and common goals ". Therefore management per-use in all types of organizations to achieve its objectives, both the organization *profit* (company) or organization *non-profit* (government, social agencies, or community organizations).

Organization. An organization is a group of people who each have rights and obligations; aims to achieve common goals that have been determined through organized activities. Most organizations today have a structure similar to what we find at Google Corporation, with flexible work arrangements,

project-based task forces, open communication systems, and close relationships with the suppliers of the organization (*supplier alliances*).

Public Policy. Public Policy is a norm made by the Government as the owner of authority to solve problems in the state and to achieve certain desired goals and objectives. In the context of well-being, of the public policy of the Government is to achieve the goals and objectives in the public welfare, the welfare indicators predetermined pitch first. Meanwhile, the characteristics of Public Policy are as follows:

1. Public policy is more an action that leads to a goal.
2. The public policy essentially consists of interrelated and patterned actions that lead to specific goals.
3. Public policy has to do with what the Government does in certain fields.
4. Public policy may take the positive or the negative.

In the implementation of implementing the 1954 Constitution as a welfare state, the Government has issued various laws and regulations so that *the target set* to be achieved can be implemented by the Government with the bureaucracy and the involvement of the entire community.

Implementation of Public Policy. Public Policy Implementation is the process of implementing decisions resulting from guidelines (norms or programs) into policy actions and is the activities carried out by various actors who follow certain directions to achieve the desired goals and results.

Village Government. According to Government Regulation Number 72 of 2005 stated that the Village is a legal community unit that has territorial boundaries and has the authority to regulate and manage the interests of local communities based on local origins and customs that are recognized and respected in the system of the Government of the Unitary State of the Republic of Indonesia. Originally (based on Law No. 5 of 1979 on Village Government) stated that the village administration is a unit of Government of the lowest at the bottom of the sub-district and referred to the nomenclature as the Village. Throughout Indonesia, the nomenclature is the same, namely the Village. Even not only the nomenclature is uniform, but also the organizational structure and mechanism of action. This was intended to create an efficient Village Government so that it could accept development tasks that were the Government's priority at that time.

Village Funds. Following Law No . 6 of 2014 concerning Villages, Village Finance can be interpreted as all village rights and obligations that can be valued in money. This includes everything in the form of money and goods related to the implementation of village rights and obligations. Meanwhile, Article 72 Paragraph (1) states that Village income is sourced from the Village's original income, APBN allocation, part of the revenue from regional taxes and district levies. Then, from the Village Fund Allocation (ADD) which is part of the balanced fund and financial assistance for the provincial and district/city APBD. There are also non-binding grants and donations from third parties.

Village Funds are APBN funds intended for villages that are transferred through district/city APBDs and are prioritized for the implementation of development and empowerment of village communities. The purpose of the Village Fund is to finance development, community empowerment, governance, community development, and :

- a. Improve public services in the village.
- b. Alleviate poverty.
- c. Promote the village economy.
- d. Overcoming development gaps between villages .
- e. Strengthening village communities as the subject of development.
- f. Implementation of *good governance*.

Model. A model according to Rachmat et al is a simple way to clarify what will be studied, identify variables, and show the possible relationship between these variables. The ambiguity of the research problem, the unclear purpose of the research, even the darkness of the problem under study, stems from the absence of a model. [9]

From the description above, the research propositions that researchers can convey are as follows:

1. Implementation of Local Government Policies in Serang Regency in carrying out local village development through the Village Fund is not ideal.
2. There is a need for a model of policy implementation by the Serang District Government in implementing village development through the Village Fund.
3. There is a need for an implementation strategy by the Serang District Government in implementing village development through the Village Fund.

Method

This research method is a qualitative study which means that the primary data from this study were obtained by relying on interviews with several key informants and exploring expert opinions and not analyzing data obtained through statistical tools. Approach tools qualitative is the way to see, treat, and to gather information that emphasizes the target study or research problems, as a series of relationships goals or symptoms that are related to each other directly or indirectly, which is a unit that rounded (systemic) or holistic (holistic) by understanding and not by measuring.

The focus of this research specifically was only carried out in Teluk Terate Village, Kramatwatu District so this research was inductive. The selection of the Teluk Terate Village conducted by the researcher is based on information from the results of the Public Administration seminar in the Banten Governor's Hall on February 12, 2018, which states that the Terate Bay Village can be communicative for scientific research.

Results And Discussion

Public Policy in Serang District

The main focus of the Serang Regency Government for five years through the 2016-2021 RPJMD is matters relating to the improvement of the Human Development Index (HDI), the cumulative index of educational development, health problems, and people's purchasing power. In the aspect of health, the problems faced are related to the condition of health facilities and infrastructure, the number of health workers who are still less than the ratio of the population, the number of slums, inadequate sanitation and the low culture of clean and healthy living. [10]

This has an impact on the low life expectancy. Based on BPS data, the life expectancy of Serang Regency residents in 2016 amounted to 63.81 years ago which increased in 2017 to 64.02 years. The increase of 0.21 years is the second-largest increase in the Banten Province after Pandeglang Regency. They will continue to improve their life expectancy by bringing health services closer to the community, starting in 2019. [11]

Various programs and concrete activities of public policy that have been carried out by the Serang District Government and will continue to be carried out, including through:

1. Development and improvement of the quality of facilities and infrastructure of environmental sanitation settlement.
2. Construction of clean water service facilities.
3. Empowerment of the poor through the Joint Business Group (KUBE).
4. Empowerment of socio-economic vulnerable women (PRSE) through productive economic endeavors.
5. Assistance to the regional welfare rice program (Rastrada).

6. Development of food reserves.
7. Development of 3R management groups (*recycle, reduce, reuse*) waste.
8. Handling of social assistance for orphans.
9. The handling of elderly social assistance is neglected.
10. UEP assistance (productive economic endeavors) for families with disabilities and former people with mental disabilities (ODGJ).
11. Empowerment of former people with social ailments.
12. Improving the quality of service facilities and infrastructure for social welfare rehabilitation for Persons with Social Welfare Problems (PMKS).
13. Legal social services and protection for victims of exploitation of trafficking in persons, women, and children, as well as migrant workers with social problems.
14. Skills training for persons with disabilities.
15. Handling of abandoned children.

From these various programs the relative poverty rate has decreased; in the year 2015 the population is very poor and the vulnerable poor in Serang district is at 20 %, declined in 2017 to 18.7%. The Regent of Serang further told researchers that the unemployment rate has decreased from 14.82 % in August 2015 to 13 % percent in August 2017.

Research Proposition 1: Implementation of Local Government Policy in Serang Regency in Implementing Local Dese Development Through Village Funds is Not Yet Ideal.

1) Imperfections of Central Government Policy.

According to the Head of the Serang Regency Community and Village Empowerment Office, it was mentioned that there was a sectoral ego in the Ministry that handled the Village Government. As we know, three ministries are directly build up and oversee the implementation of village administration at the central level, namely the Ministry of Interior, Rural Development and Transmigration ", as well as the Ministry of Finance. There are paradoxical regulatory policies and too many rules are published. Meanwhile, one of the Village Professional Assistance (Community Empowerment Experts) said that the Village Facilitator at the District level should be minimal consisting of two Village Facilitators namely one empowerment facilitator and one technical assistant.

2) Imperfections On Implementation Policy of the Village Fund.

According to the Secretary of the Serang Regency Community and Village Empowerment Office, the problems that occur in the implementation of Village Funds at the Regional and Village level are: Village Apparatus does not yet have the standard capability to compile various documents such as the five-year plan policy (RPJMDesa), annual development plan policy (RKPDesa), the annual budget policy (APBDesa), Village Government implementation report (LPPDesa) five-yearly and annual reports, as well as reports of Village Government accountability statement (LKPJDesa) five-year and annual. The implementation of the Village Government has not been supported by the active participation of all Village Institutions such as BPD, LPM, PKK Mobilization Team, Youth Organization, RT / RW, BUMDesa, and other social institutions.

3) Imperfections in the Implementation of Village Funds in Teluk Terate Village - Kramatwatu District

The Head of the Serang District Community and Village Empowerment Office mentioned the village government's human resources unpreparedness. According to him, the distribution of Village Funds from 2015 until now seemed rushed. The Village Government Apparatus should be strengthened and capacity building first, then the Village Fund distribution will be conducted after the Village Government Apparatus is deemed sufficiently prepared to manage the Village Fund. It takes a lot of time between five and ten years to prepare the capacity of the Village Apparatus. They should be given more opportunities to learn and try before the Village Fund policy is implemented. At least the Central Government must adopt policies in stages to enable the Village Apparatus. Policies to carry out

development activities should be more robust and constantly needs to be done than just merely strengthen the supervision aspect alone. Imperfections implementation of the Village Fund in Teluk Terate District of Kramatwatu according to one of the Professional Assistants (Village Community Empowerment Expert) among others are :

- a) The village apparatus does not yet have a uniform ability in all its elements. That has begun works well is the village chief, village treasurer, and chairman BUMDesa. But others have not seen their activities and abilities as expected. So that only a few people are actively involved in the administration of the Village Government.
- b) The program of activities as outlined in the village medium-term development plan and village budget plan does not reflect all the needs of the village community. What just appeared was the desire of a few groups of people. So that not all people have appreciated the program activities that have been implemented through the Village Fund.
- c) The program of activities carried out by the Village Government in the use of Village Funds has not fully utilized the potential and existing human resources so that its benefits have not been felt by all village communities.

4) Corruption Case.

According to one inspector at the Serang Regency Inspectorate it was stated that from 2015 to 2018, the Village Fund corruption case had ensnared six Villages from 326 Villages in Serang District. Meanwhile, the Indonesian Corruption Watch (ICW) in 2017 explained the findings that there were more than 900 village heads from all over Indonesia who were jailed for misusing Village Funds between 2015 and the end of 2017.

One inspector at the Serang Regency Inspectorate further said that only 40% of the overall village heads were able to translate the use of Village Finance. Most Village Heads are unable to make monthly schedule details on the Village Fund program so that the money that goes into their Village account is used for consumptive matters and cannot be accounted for later.

5) Specific Constraints on Distribution of Village Funds.

In the opinion of Kramatwatu Sub- District Head, the distribution of Village Funds from year to year is divided into the following three stages:

Table 1. Percentage Schedule for Distribution of Village Funds

Fase	Month	2015	2016	2017	2018
1	March	40%	30%	20%	60%
2	July	40%	30%	40%	-
3	September	20%	40%	40%	40%

Source: 2018 research results.

The distribution of Village Funds is sometimes not timely. For example, the third tranche which should have fallen in September 2018 was only realized on December 13, 2018, while the final report on Village Fund absorption was December 20, 2018. This was because the Village Fund had only been transferred to the account of the Regency/City Government by the Ministry of Indonesian Finance in November 2018. Often the Ministry of Finance of the Republic of Indonesia will send a Village Fund if the report from the Village in the previous stage (from a Regency) has reached at least 75% of the total number of villages in the Regency. This will hamper Villages that have finished making or are accountable for their financial use but must wait for a 75% quota for villages that have finished making financial reports on the use of Village Funds in the previous stage.

Proposition Research Results 2: The Serang District Government is required to Implement a Policy Model in Implementing Village Development Through the Village Fund.

The Policy Implementation Model presented by the following researchers (in Figure 4.1 and Figure 4.3) is the Network Model. This model understands that the process of policy implementation is a *complex of interaction processes* among a large number of actors in a network (*network*) over independent actors. It is the interaction between the actors in the network that will determine how implementation must be carried out, the problems that must be put forward, and the expected discretions become an important part of it (Sugandi, 2011: 93). The following is the Model for Implementing Village Financial Management Policies that use the Network Model presented by researchers in Figure 2.



Source: 2018 research results.

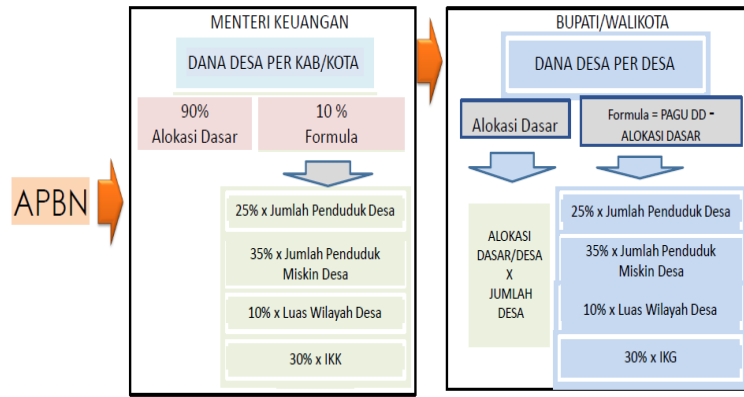
Figure 2. Model of Village Financial Management Policy Implementation

Proposition Research Results 3: The Serang District Government needs an Implementation Strategy in Implementing Village Development through the Village Fund.

According to the Ministry of Finance's statement (2017: 12) and based on Serang District Regulation No. 20 of 2017 in Article 15 states that the use of Village Funds aims to finance development, community empowerment, governance, community development, and :

- a) Improve public services in the village.
- b) Alleviate poverty.
- c) Promote the village economy.
- d) Addressing development gaps between villages .
- e) Strengthening village communities as the subject of development.
- f) Organizing *good governance* in village *governance*.

The Village Fund is based on the opinion of the Chairperson of the Village Consultative Body based on the number of Villages and is allocated directly to the Village by the Central Government based on the following: population, poverty rate, area size, and geographical difficulty lev



Source: Serang Regency Government, 2018

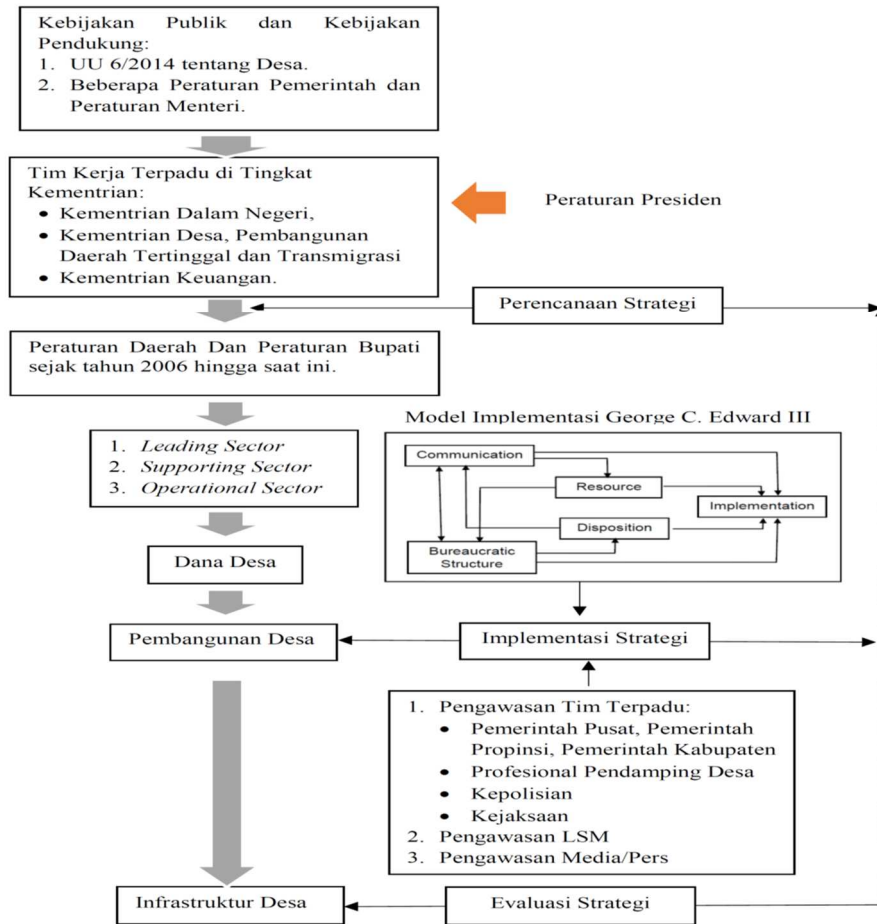
Figure 3. Village Fund Allocation Policy 2015-2018

Based on the observations of researchers, a common obstacle felt by most villages is the limitations in Village Finance or APBDes which are not balanced between revenue and expenditure. This fact is caused by four main factors. **First**, the village has a small APBDes and its source of income is very dependent on very little assistance. **Second**, the welfare of the village community is low. **Third**, the low operational costs of the village to run services. **Fourth**, there are still many village development programs that are only managed by the district/city office and different priorities between the village government and the district/city government. **Fifth**, the village's inability to explore its potential or mismanagement.

Model of Village Fund Policy Implementation.

The Village Fund Policy Implementation Model was formed based on the theory of policy implementation and based on the discussion above and the narrative is in Figure 3. below. Some things about the model can be conveyed as follows:

- 1) Adaptive Village Fund management model with Permendagri Number 113 of 2014 concerning Village Financial Management using the Village Finance management application system.[12]
- 2) In the Village Fund management model, it is necessary to improve the quality of the use of the application system from the *offline* system to the *online* system.
- 3) Improving the quality of reporting on the implementation of Village Fund management by changing the *paper list* reporting system to a *digitalized* reporting system.
- 4) Improving the quality of transactions using the Village Fund management by using a non-cash transaction system in the village.
- 5) Improving the quality of implementation and development outcomes-oriented to the quality of *output*, namely improving the quality of the results of rural infrastructure development, improving the quality of basic education services in the village, improving the quality of health services in the village and developing the local economy at the village scale through partnerships, village cooperation and the establishment of owned business entities Village (Usman and Haryanto, 2016).
- 6) In this model, the Edward III theory (communication, resources, disposition, and organizational structure) has a certain interrelated process of relationship



Source: 2018 research results

Figure 4. Village Fund Policy Implementation Model (Researcher Proposal)

Conclusions

The evaluation results of the Dana village during the last two years shows that the Village Fund nationwide have managed to improve the quality of life of rural communities that indicated, among others, by decreasing the ratio of inequality (Gini ratio) rural from 0.34 in 2014 to 0.32 in 2017. The decline in the number of rural poor population from 17.7 million in 2014 to 17.1 million in 2017 and a decrease in the percentage of rural poor population from 14.09% in 2015 to 13.93% in 2017. This achievement will be increased further in the coming years with good Village Fund management. From the results of the study, researchers can conclude the following points regarding the strategy and model of Public Policy implementation within the framework of the Village Fund Program, there are obstacles in the implementation of the Village Fund program such as:

1. Imperfections in the policies of the Central Government for the establishment of sectoral ego three ministries (Ministry of the Interior, Rural Development and Transmigration ', as well as the Ministry of Finance) which is directly assigned to build up and oversee the implementation of the Government village. Each ministry has its main duties and functions. However, after implementing each ministry fighting for power.
2. The number of village assistants is very minimal. Village Facilitators at the Sub-district level should be minimal consisting of two Village Facilitators namely one empowerment facilitator and one technical assistant and can work professionally. In reality, this amount is difficult to fulfill.
3. Excessive simultaneous oversight of the Village Fund program such as Supervision carried out by the Government Internal Supervisory Apparatus (APIP) consisting of District Inspectorates,

- Provincial Inspectorates, Inspectorates General of the Ministry, the State Audit Board (BPK), the State Audit and Development Agency (BPKP).
4. Supervision is carried out by Law Enforcement Officials (APH) consisting of elements of the police from the District, Regency, Province to the Central level as well as the Prosecutor's Office from the Regency, Province, to the Central level. Supervision by Non-Departmental Government institutions such as the Corruption Eradication Commission (KPK), the Village Fund Task Force formed by the Ministry of 'Villages, Disadvantaged Regions and Transmigration' under direct coordination with the secretariat of the Vice President, the Ombudsman Province, and others, as well as.
 5. Imperfections in the implementation of policies in Daerah where Apparatus Village yet have a standard capacity to develop a wide range of documents relating to the Financial village as planning policy five years (RPJMDesa), the policy of an annual development plan (RKPDesa), the annual budget policy (APBDesa), reports the implementation of the five-year and annual village government (LPPDesa), and the five-year and annual village government accountability report (LKPJDesa).
 6. The program of activities carried out by the Village Government in the use of Village Funds has not fully utilized the potential and existing human resources so that its benefits have not been felt by all village communities.

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