

Original Article

Community Participation in Qanun Formulation in Gayo Lues Regency

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Abstract:

Community participation is a public administration perspective, in the formulation of qanun it is a form of public policy at the regional level which includes the regulation of various aspects of local life with all the benefits needed in the process of administering government. The aim of this research is to analysed and determine strategies for community participation in the formulation of qanun in Gayo Lues Regency. The research method used in this research is a qualitative approach. Primary data in this research was obtained directly through interviews about the research theme. Data collection techniques were carried out using Library Research (library research) and Field Research (field research). Data analysis uses qualitative analysis which is presented and explained in the discussion. The results of this research are that the process of formulating qanuns should not be carried out by one party alone, but requires the involvement of all parties both within the state structure and outside the state structure as a form of community participation in the development process. Participating in the formulation of qanuns is a community right that can be exercised both in the preparation and discussion stages, so that every community member needs their presence, both physical and conceptual, to provide substantial input into each qanun that is formed. Strategies to increase community participation in the formulation of qanuns in Gayo Lues Regency and what forms of participation the community can take in the process of forming qanuns. Several conclusions can be made, including, Qanun is the highest policy at the regional level, therefore community and stakeholder participation is absolutely necessary to ensure that the qanun is in Favor of the community, as well as guaranteeing the possibility of the qanun being enforced. A policy is needed to increase public participation in the formation of qanuns, namely, the government must provide education about the step by step process of forming qanuns, and there needs to be a clear and firm mechanism regarding the urgency of the intended participation. Forms of participation that can be carried out by the community include, taking part in public hearings either in the council building or going directly to the location of the relevant community or through seminars or workshops, attending trials at the DPRK building, conducting opinion polls, contacting the public through the mass media.

Keywords: Qanun Formulation and Community Participation.



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Introduction

The formulation of Qanun as community participation in Gayo Lues Regency is democratic law enforcement, as an order of national and state life based on the laws of the Republic of Indonesia as stated in Article 1 paragraph (3) of the Constitution of the Republic of Indonesia that the State of Indonesia is a State of Law . In its implementation, as a democratic rule of law, Indonesia places laws legally established by authorized institutions as the basic foundation in the process of administering

government which is carried out democratically based on the will of the people. In a rule of law, all forms of state action and its equipment must be guided by applicable laws and regulations to prevent abuse of authority and power. The principle of forced monopoly, which means the use of state power and the monopoly of the use of force to make people obey the decisions of state authorities is only in the hands of state authorities who are authorized and obliged to do so. The principle of popular consent, which means that citizens are only obliged to submit and can be forced to submit to regulations created legally with the direct or indirect approval of the People's Representative Council. The principle of legal partnership, which means that the people and state authorities together constitute a legal alliance, so that state government officials, in carrying out their duties and functions and using state power, are subject to the same laws as citizens. [Sunarso \(2023\)](#).

Indonesia, a symposium on the rule of law was held in Jakarta in 1996, in this symposium it was decided on the characteristics of the rule of law, namely the recognition and protection of human rights which contain equality in the political, legal, social, economic and cultural fields. A judiciary that is free and impartial and is not influenced by any power or force as well as legality with the meaning of law in all its forms. The presence of law in the life of the nation and state is very important, considering that law is regulatory, and on the other hand, law has coercive power over the objects it regulates. The presence of law is necessary to legitimize and legalize every government action that can play a role in providing benefits in various aspects, including: providing legal certainty for citizens; protect and protect the rights of citizens, provide a sense of justice for citizens and create order and tranquillity. [Zein, Yahya Ahmad. \(2022\)](#)

Indonesia, which adheres to the continental European legal system, views law as a set of statutory regulations that apply at a certain time and in a certain place, although in essence law is not limited to statutory regulations, but statutory regulations are only one part of the law itself. . Legislative regulations in law are a perfect form of evolution from positive legal positivism through a text in order to obtain legal certainty. From a public administration perspective, legislation is a form of public policy which, with all its benefits, is necessary in the process of administering government. The highest policy in a country is the Constitution which is a long-term and permanent policy. The policies under the constitution are laws, the policies brought in again are government regulations and then presidential regulations. Technical policies are implementation instructions, technical instructions, regulations and ministerial decisions as well as policies at the regional government level in the form of regional regulations and their derivatives. The perspective of understanding public policy can be interpreted as meaning that public policy can only be determined by the government, while other parties or better known as actors in public policy can only influence the public policy process within the limits of their respective authorities. of the view, there are 3 things that underlie why public policy determination is only owned by the government, namely the government has the power and ability to implement public policy universally to the target parties. A government that has the power and ability to legitimize or legalize public policy, so that it can be applied universally to the target public and a government that has the power and ability to implement public policy by force on the target party. [Suwitri, Sri. \(2008\)](#)

Regional regulations made by legislative bodies at the regional level, such as the Regional People's Representative Council (DPRD), are policies at the regional level covering the regulation of various aspects of local life, such as spatial planning, the environment and public services. It is a legal tool that serves as the basis for regional governance and grants certain authorities to local governments to regulate their territory in accordance with local needs and characteristics. In accordance with Article 18 paragraph (6) of the 1945 Constitution, regional governments are given the right to establish regional regulations and their derivatives to carry out regional autonomy and assistance tasks. This legitimacy provides sufficient space for regional government bodies and officials to formulate policies to achieve development goals.

However, so that development goals can be achieved in accordance with the aspirations and needs of the community, participation from public policy actors is required in formulating policies, including policies in the form of regional regulations, which have a very strategic position in efforts to advance the region, including having greater capacity than representatives of central administration. which concentrates on dealing with regional issues, regional governments are more efficient in stimulating coordination of community action. Regional governments have multi-functions so they have greater potential to connect different issues in society (participation). Participation or involvement of public policy actors is needed in policy formulation, so that there are no conflicts and obstacles in implementing the policy itself. That participation is at the end giving birth to transparency which can be a manifestation of good regional governance based on broad, real and responsible principles in accordance with the principles of regional autonomy. [Azlan. \(2019\).](#)

Regional regulations as a policy have an important meaning in the administration of government at the regional level to direct development movements and government governance in the region. Meanwhile, community involvement in the formulation of regional regulations (qanun) is necessary so that the development process in the region runs in accordance with the will of the people, aspirations and characteristics of the regional community concerned. A public policy at the regional government level which is then delegitimized through regional regulations has a formal position in the national legal order. This statement refers to the provisions of Article 7 paragraph (1) of Law Number 12 of 2011 concerning the Formation of Legislative Regulations, where regional regulations are formed based on the granting of authority both attributively and by delegation from higher statutory regulations to regional governments as efforts to realize participatory development. Thus, the benchmark for the success of government administration at the regional level cannot be separated from the active participation of community members both as individuals and as a system unit, because it is a very important integral part of the regional government system which is aimed at realizing community welfare. Participation itself is aimed at ensuring that the general public, especially interested groups, are able to provide meaningful influence in policy formulation, policy making, policy implementation and evaluation.

The involvement of public policy actors in the development process is a new direction of modern development which contains a strategy to combine growth with equality. The new direction of participatory development is realized in the form of building efforts, realized in the form of efforts to support the weak and empower communities, strengthen autonomy and decentralization. Modernization through

sharpening the direction of change in the socio-economic structure of society. The principle of participatory development, which is now applied as development management at all levels of government, has developed a people-based development model which includes development planning, namely through bottom-line planning which is then manifested in regional level policies. This participatory development policy aims to determine the direction and form of development that truly touches the interests and needs of the people. [Chalid \(2017\)](#).

The manifestation of people-based regional development is the involvement of the community or public policy actors in the formulation of regional regulations so that the policies produced can truly answer the hopes, needs and demands of the community as the main goal of development itself. Participation society is a prerequisite and representation for the realization of democratic government, without participation, democracy in the state government system will not be realized. For this reason, in a good government, efforts need to be made to increase the balanced flow of information, accountability, protection and democratic space for the parties most interested in the public policies being implemented.

The formulation of statutory regulations may not be carried out by just one party, in essence all parties, both within the state structure and outside the state structure, can initiate the idea of forming statutory regulations. Departing from the opinion above, to absorb the aspirations of the public, the House of Representatives, which is currently discussing legislation, can carry out various activities to obtain input from the public in the form of Public Hearing Meetings (RDPU), seminars or similar activities, as well as visits. This statement explains that even though the Indonesian state adheres to a representative system which considers the will of the people to be represented by the people's representatives with the argument that they act in the interests of the people. However, when the people's representatives cannot feel, think and act according to the will of the people, then in the context of realizing participatory democracy, the involvement of the community outside parliament and the government in the process of formulating legislation is very important and decisive. Participating in the formulation of legislative regulations is a community right that can be exercised both in the preparation and discussion stages, so that every community member is required to be present both physically and in ideas to participate in providing substantial input into every legal regulation that is formed, so that the regulations that are produced more responsive, accommodating and has a tendency to be realized. [Soeprapto \(2017\)](#)

Gayo Lues Regency, which is one of the administrative regions in Aceh Province, highlights a unique approach in implementing community participation. In this research, the author will further explore local and cultural dynamics at the level of participation in the qanun formation process. The parties who should be involved in the formulation of qanun such as legal experts, community representatives and local governments are actively involved to ensure that the qanun meets the needs and principles of the community. This process involves a lot of discussion and consideration. This scientific work shows a tendency towards suboptimal participation in the formulation of qanun in Gayo Lues Regency. The data collected shows that the community is less involved in this process, where the concept of participation has not been a priority with all its dynamics, even though the community's space to participate has been guaranteed by law and various other

regulations. This condition encourages the author to explore further how the Gayo Lues community is involved in the formulation of qanun. [Ali Geno. \(2016\).](#)

Methods

This research is a type of qualitative research. The approach used in this research is to focus on an in-depth understanding of the context and significance of the phenomena being studied by collecting non-numerical data such as opinions, perceptions, experiences as well as reviewing statutory regulations and other literature documents as well as directly observing the reality situation related to community participation and analyze it descriptively with the aim and purpose of finding facts and problems in the field so that solutions can be found.

Data collection techniques in this research include observation, documentation, interviews and audiovisual.

a. Observation

Observation means making observations or looking carefully at a particular thing, activity or situation with the aim of obtaining data that will become knowledge about that thing. In the context of this research, the author will observe community participation in the formulation of qanuns in Gayo Lues Regency to obtain data about community participation so far in the process of making regional legal products.

b. Documentation

Document study for legal research includes the study of all publications or printed data produced by a person or agency which is secondary data consisting of primary legal materials, secondary legal materials and tertiary legal materials. The steps taken to carry out the document study in question start from document study of primary legal materials, then secondary and tertiary legal materials. Each material must be rechecked for validation and rehabilitation because this really determines the results of a study. distinguish documents into two groups, namely public documents such as papers or newspapers; and private documents such as diaries or letters. [Hamdi & Ismaryati, 2019\)](#)

c. Interview

Interviews are an interactive data collection technique, so that the author will deal directly with the respondent in a meeting to carry out a communication process between two people regarding the exchange of information and ideas through a process of asking and responding to obtain primary data. Creswell (in Hamdi & Ismaryati, 2019:7.21)

differentiate interviews into four groups, namely:

- 1) Face to face- the researcher conducts individual interviews.
- 2) Telephone-researchers interviewed participants by telephone.
- 3) Group Focus - the researcher interviews participants in a group.
- 4) Internet interviews with email or other online tools.

The data analysis method in this research uses qualitative juridical analysis, namely that one law does not conflict with another, pays attention to the legal hierarchy and looks for living laws. Juridical because this research starts from existing regulations as positive law. Qualitative because it is an analysis of data originating from information from interviews. Thus, it is data analysis without using mathematical formulas and numbers.

Results

Gayo Lues Regency is a district that was formed through Law Number 4 of 2002 concerning the Establishment of Southwest Aceh Regency, Gayo Lues Regency, Aceh Jaya Regency, Nagan Raya Regency, and Aceh Tamiang Regency, in Nanggroe Aceh Darussalam Province on April 10 2002. Gayo Lues Regency is located at $03^{\circ} 40' 26''$ - $04^{\circ} 16' 55''$ N latitude and $96^{\circ} 43' 24''$ - $97^{\circ} 55' 24''$ E longitude, with an area of 5,789.67 km². However, the final area according to corrections in digitization in 011 was 5,549.91 km².

Administratively, this district, which is nicknamed the Land of a Thousand Hills, has the following administrative boundaries:

- To the east it borders Aceh Tamiang Regency and Langkat Regency, North Sumatra Province;
- To the west it is bordered by Southwest Aceh Regency, Nagan Raya Regency and South Aceh Regency
- To the north it borders Central Aceh Regency, Aceh Tamiang Regency and East Aceh Regency;
- To the south it is bordered by Southeast Aceh Regency, South Aceh and Southwest Aceh Regency;

Gayo Lues Regency is located at an altitude of 100 - 3000 meters above sea level (MASL). The most dominant altitude is at an altitude of 1,000-1,500 meters above sea level, namely 175,944.16 hectares or 31.70%, while the smallest area is at an altitude of > 3,000, namely 13 3,387.44 hectares or around 0.61%. The highest points were recorded at three triangulation points at 3,425 MASL (unnamed peak), 3,404 MASL (Puncak Leuser) and 3,114 MASL (Puncak Leuser). If you look closely at the position of Gayo Lues Regency, it is a very strategic area for economic development in the upstream part of Aceh and is strategic in supporting the economic development of Aceh in the eastern and western regions. Gayo Lues Regency, from its inception until 2006, consisted of 5 sub-districts, 12 mukims and 69 villages. However, changes occurred in accordance with Qanun Number 3 of 2007 concerning the Expansion and Merger of Villages and Districts, so that Gayo Lues Regency consists of 11 sub-districts, 25 mukim and 144 villages. (BPS 2005 and 2012).

For more administrative details, Gayo Lues Regency can be seen in the following table:

Table 1. Gayo Lues Regency Administrative Area

No	District name	Name of District Capital	An area	
			Ha	%
1	Blangjerango	Buntul Gemuyang	38.241,70	6,89
2	Blangkejeren	Blangkejeren	116.605,63	2,99
3	Blangpegayon	Cinta Maju	27.218,09	4,90
4	Dabun Gelang	Burjumpe	44.471,13	8,01
5	Kutapanjang	Kutapanjang	26.952,72	4,86
6	Pantan Cuaca	Kenyaran	29.506,51	5,32
7	Pining	Pining	135.008,35	24,33
8	Putri Betung	Gumpang	99.686,09	17,96
9	Rikit Gaib	Ampa Kolak	26.407,84	4,67
10	Terangun	Terangun	67.180,27	12,10

11	Tripe Jaya	Rerebe	43.722,73	7.88
Amount			554.991,06	100,00

(Source: Gayo Lues Regency RTRW 2012-2032)

a. Land Potential in Gayo Lues Regency

The Gayo Lues Regency area, which has an area of 554,991.06 Ha, has potential that can be used to improve welfare. Land is one of the basic capital for carrying out an activity. As basic capital, land use needs special attention. The static availability of land causes competition between activities to obtain land so that at some point there will be changes in land use. Land use that has not varied much indicates that the ratio of people to land is still low or the number of people is still relatively small compared to the available land area. Based on spot image analysis of 5 Gayo Lues Regency in 2009, land use in the planning area is dominated by use for forest areas, reaching an area of 478,053 Ha, or around 86.13% of the total area of the district. Agriculture and plantations are the second largest land use, reaching an area of 56,889.14 ha, or around 10.25 percent. For more details, see the following table:

Table 2. Land Use (Existing) Gayo Lues Regency

No	Land Use	Area (Ha)	Percentage (%)
1	Gunung Leuser National Park	201,550.53	36.32
2	Protected forest	220,917.62	39.81
3	Production forest	29,907.27	5.39
4	Conversion Production Forest	651.88	0.12
5	Limited production forest	25,026.15	4.51
6	People's Plantations	30,837.46	5.56
7	Dryland farming	20,286.63	3.66
8	Ricefield	5,765.05	1.04
9	River	3,142.71	0.57
10	Lake	30.13	0.01
11	Farm	3,879.59	0.70
12	Settlement	5,352.46	0.96
13	Transmigration	6,943.41	1.25
14	Airport Area	228.87	0.04
15	Tourist Area	349.12	0.06
16	Defense and Security Area	62.50	0.01
17	Cultural heritage	1.03	0.00
18	Green open space	58.65	0.01
19	Defense and Security Area	62.50	0.01
Amount		554,991.06	100,00

(Source: RPJPD Gayo Lues Regency 2005-2025)

Implementation of Participation and Obstacles Faced

The results of the observations from the various aspects observed are as follows:

1. Implementation of community participation is supported by internal and external factors. With support from various stakeholders, the concept of

participation is difficult to realize. One factor that is very supportive is the awareness of the community to use their rights and obligations to play an active role in all directions of development, and conversely, a strong commitment from the government is needed to facilitate strengthening the role of the community by providing space for participation for the community. To determine the policy formulation taken by the government, including the formulation of statutory regulations as an important aspect in government administration. As an expert and experienced in the field of public policy, Ibnu Hasim, who served as Regent of Gayo Lues for the 2007-2012 and 2012-2017 periods, is currently also one of the community representatives who sits as a member of the Gayo Lues DPRK. In his capacity as a public official, he has contributed a lot to the formulation of regional policies, including as the main initiator of policy formulation, policy maker and is currently actively providing criticism, suggestions and input on policy making plans.

2. In-depth analysis of participation practices in the process of forming qanuns in Gayo Lues Regency, in general the interviewee explained that the Gayo Lues community was rarely involved in the process of forming qanun drafts, due to the lack of draft qanuns formed in Gayo Lues Regency as a regional initiative but more of them were derivatives. from higher laws and regulations. From the presentation given, information was obtained that during his reign the qanuns that were formed were mostly derivatives of higher levels of legislation, where the substance components that needed to be regulated were already mentioned in them, so that community involvement was not considered urgent. Obstacles that have been faced in implementing community participation include identifying problems that are developing and not being socialized to the community, Gayo Lues district is still a developing area, so the community is less concerned about the regulations that will be formed and the characteristics of the Gayo Lues community are still homogeneous and traditional. The customs are still strong so they care more about customary law than the regulations that have been established.

2. His capacity as a bureaucratic official who has duties and functions in the field of facilitating the preparation of regional legal products, of course has in-depth knowledge and experience regarding the process of forming qanuns, and can even facilitate the realization of participation in the formulation of draft qanuns. The process of forming qanuns, however, the involvement of the community as a group with an interest in policy making is not optimal, including the involvement of Non-Governmental Organizations (NGOs) both local and non-local. From the explanation of the informant concerned, information was obtained that there had been socialization of the pre-determination draft qanun as a form of effort to solicit input from the community, but the intensity was still minimal. In addition, NGOs and interested groups had not been optimally involved in the discussion of the draft qanun either at the stage preparation, harmonization and in meetings at the council building.

3. The realization of coordination and regulatory functions in the regions means that they have extensive knowledge regarding the needs and regulatory processes that are being formed. Community involvement in drafting qanuns is still very low, especially in terms of proposing policy concepts that could possibly be submitted as draft proposals for legal products to be created. As has happened so far, there are only proposals or draft qanuns initiated by Regency Work Units, or initiatives from regional heads, while initiatives from elements of society such as NGOs or from village governments have never been submitted to regional governments as draft policy formulations that can accommodate in a draft qanun. The opinions expressed by the resource person provide extensive knowledge about participation in the formation of qanuns, where the draft policy formulation may come from elements of society which can be submitted to the regional government to become material for consideration of the substance regulated in the draft qanun prepared by the regional government. Suggestions in a meeting with local government, but more than that, can be the initiator of policy formulation in accordance with the real needs of society.
4. Draft qanun, legislator discusses and approves draft qanun, provides input on draft qanun as well as facilitator in forming Gayo Lues Regency qanun. Throughout his tenure in the DPRK legislative body, he has made many contributions to the qanun formation program, he even initiated a draft qanun regarding the management of traditional markets. In this interview, the community's response to the process of forming qanuns in Gayo Lues Regency is still low, this is due to the lack of public knowledge regarding the process of forming qanuns, causing the government not to consider this aspect of participation. Providing a clear picture of the condition of the community which is still apathetic about qanuns, so that their level of participation is low, one of the obstacles that causes this participation to not be optimal is because the community does not yet have full awareness of the importance of providing opinions in drafting qanuns, while the government does not yet have a strong commitment to involving all levels of society in the process of formulating the draft Qanun, because the condition of the community is still small, so the government has not considered such participation, and in terms of budget availability is minimal to carry out public testing.
5. Developments in the policy making process in Gayo Lues Regency even play an active role in providing criticism of government policies which are deemed not to have a positive impact on quality.development. The government does not provide information to the public regarding the importance of their involvement in the process of forming qanuns. The government should be open to the public, providing information and understanding to the public regarding the process of forming qanuns so that there are no discrepancies and difficulties in implementation as a result of non-participation. On this occasion, Ricky shared his opinion that the absence of regulations confirming that participation is a formal requirement in establishing a qanun could be an obstacle in the intended participation practice. On the other hand, as

chairman of APDESI, the informant contributed a lot in providing advocacy and assistance to other village heads regarding village development policy planning. In this interview, the informant firmly stated that the community was never involved in the formation of the draft qanun, because the government did not trust input or opinions from the community, as a result the community did not understand what they had to do to participate in the process of forming the draft qanun.

6. Informants described the low level of community participation in the policy making process, including policies that relate to the environment. At the end of the interview, Ningsih was of the view that in fact there were no significant obstacles in the practice of participation in question, only that there was no sincere intention (political will) from the Regency Government and the Council to support community welfare, and the availability of policies in the information disclosure mechanism for regency government activities, budget and public discussions related to strategic issues in the development of Gayo Lues. Apart from that, what is no less important is that the result of the absence of regulations that confirm that participation is a formal requirement in establishing a qanun can be an obstacle in itself in the practice of participation. What is meant by making district qanuns are elements of academics, practitioners or the community who will be directly affected by the policies regulated in qanun.
7. In this research, the author also explored information regarding the process of forming active qanuns providing input to regional heads when appointed as special staff for the Regent. Apart from that, in his capacity as a member of the MPU, the informant is very relevant in providing views on the theme of this research, considering that qanun in Aceh must be based on Islamic principles. In detail, the resource person has extensive knowledge and experience regarding the stages of making a qanun. He detailed that the draft was first prepared by the initiating SKPK and submitted to the Legal Department of the regional government for harmonization. The draft was discussed among local governments together with stakeholders, then submitted to the council for joint discussion and approval. However, to date, he has never been invited to discuss a draft qanun in his capacity as part of the community. If there is a possibility of low community participation, then this condition is very worrying in the democratic world, because it is clear that development does not only belong to the government and other stakeholders such as the community, journalists and non-governmental organizations. Some of the obstacles to this problem include the behavior of the government which is in a hurry and wants everything to be done quickly. This informant's opinion confirms that this should not be the case, because qanuns are binding on all elements, the process must be really studied, and the public must really understand the meaning of a qanun that is passed. So the qanun cannot be ratified before there is a hearing with the community.

8. The process of forming a qanun begins with the preparation of the relevant SKPK internally, specifically the tourism qanun, the tourism office together with the team formed prepares a draft to be submitted to the regional head through the legal department, then discussed together with the relevant SKPK, and submitted to the council for joint discussion and approval. In the interview, the informant stated that the formation of the draft tourism qanun had gone through market review activities, by looking at the needs of tourist attractions and legally reviewing whether they were in accordance with higher regulations. Responding to questions about the involvement of various stakeholders in the formation of tourism qanuns, Maharami emphasized that formally stakeholder involvement is still limited to internal actors, such as the Tourism Office itself, the Trade Service, the Licensing Service, the Legal Department and other related SKPKs, while external actors such as community groups who interested parties, NGOs, business actors and tourism awareness groups have not been formally involved to the maximum extent. The opinions shared by the informants provide a clear picture regarding the process of forming tourism qanuns, that at the planning stage it has gone through studies and research, but at the formal discussion stage it has not involved external actors who are actually elements of society.

Strategies for Increasing Participation

After conducting interviews with several informants, the author obtained extensive and in-depth information about strategies that can be implemented to increase community participation in the formation of qanuns as follows:

1. Policies that are needed so that community participation in the qanun making process can increase and run well, include the Gayo Lues district government must apply the principle of openness of information and avoid a closed attitude in accepting community aspirations, especially from community leaders or intellectuals in order to build a better Gayo Lues . Avoiding conspiracies that regulations are formed that only benefit certain groups and allocating adequate funds for workshop activities involving people who have knowledge and understanding of qanun. Efforts need to be made to improve the quality of human resources in the Gayo Lues community by providing education about the process of forming a qanun.
2. Efforts that can be made to increase community participation in the process of forming qanuns include, among other things, the government must identify problems that are currently or will develop and socialize them to the community so that people are aware of the problems that are currently occurring. He further explained that the qanun that was drafted was pro-people as long as it did not conflict with other provisions, the regulations to be formed had to be socialized to the public, the regulations had to be fair, with the aim that the public could really feel the positive impact of the qanun that had been formed.
3. Community involvement in drafting qanuns requires socialization from the government through the legal department regarding the community's right to

be involved in every drafting of qanuns in the regions, because the need for qanuns themselves is necessary for the comfort and orderliness of government, community and development life. The government must also provide technical guidance on how the public conveys proposals, opinions and suggestions in each drafting of a qanun. Strategies to increase community participation in the formation of qanuns include the need for leaders who have broad insight into legislation, therefore choosing leaders who understand the importance of suggestions/input from the community in the formation of qanuns. Another strategy is that the government must allocate a budget starting from the lowest government units, villages, sub-districts, districts, which includes allocations for preparing academic texts (NA), drafting, public testing, validation, to socialization, in this way optimal community participation will be achieved. that matter.

4. Strategies that can be taken to increase participation are, conducting socialization about the importance of participation, ways to increase community participation in the process of drafting qanuns, the aim of which is to provide information and understanding to the public about the importance of community participation in drafting qanuns so that community human resources increase so that people understand the contents and objectives of the draft qanuns. The opinion of the Chairman of APDESI strengthens Ricky's opinion that outreach needs to be carried out involving religious, traditional and women leaders. Apart from that, local governments need to provide sufficient budget for these socialization activities. Increasing participation, namely complying with the stages in accordance with the legislation. Apart from that, there needs to be notification to the village government, leaflets, radio, billboards and other public spaces about the need for community participation in preparing a draft qanun.

Society participation.

In principle, the community has the right to determine the methods used to participate in the process of making qanun. Participation can be done directly, namely by taking part in one or all of the formation processes, whether carried out through executive or legislative institutions. Participation can also be done indirectly, namely by carrying out activities that can more or less influence the process of forming qanuns. Local democratic framework, the topic of community participation in the process of forming qanun is important. Various types of community participation are very important. Therefore, findings from interviews with sources who have relevant knowledge and experience are very valuable. It is hoped that the explanation that will be provided can help us understand the role of the community in developing inclusive and sustainable local policies. The following participated in the process of forming qanun, namely:

1. Public consultations are usually carried out by local governments to ask for public opinion on the draft regulations that will be made. This consultation can be carried out through direct meetings, online surveys, or open discussion forums. Local governments can be contacted directly by the public to submit opinions or suggestions regarding the contents of the

qanun being discussed. This can be done using mechanisms established by local governments, such as letters, emails or special online platforms. Participation in the Plenary Session: The plenary session of the regional people's representative council (DPRD) is an important place for making qanun. People can attend these hearings to give their opinions, provide criticism, or provide their input on draft qanuns.

2. Hearings: The public can also request an audience with the People's Representative Council (DPR) or local government to discuss directly the issues they want to be discussed in the draft qanun. NGOs and community organizations play an important role in delivering community interests to local government. They can hold meetings, campaigns or discussions to support certain issues related to the formation of qanuns. Regional governments also involve the community directly in the process of drafting qanun texts. This can be done through holding discussions or working groups consisting of community representatives who can provide direct input into the process.
3. the opinions of the informants, the author also carried out a review of various other data sources, especially expert opinions regarding participation models that can be carried out by the community in forming qanuns. Models of participation that can be implemented include including community members who are considered experts and independent in teams or working groups in drafting qanuns, conducting public hearings through seminars, workshops or inviting interested parties to meetings drafting qanuns, conducting validity tests on qanuns conducting opinion polls, public contact through mass media. Through sub-district community empowerment institutions or forming community forums. Hamidi (2008).

Conclusion

Qanun is the highest regulation of legal products in the region, therefore community and stakeholder participation is absolutely necessary to ensure that the qanun is impartial to the community, as well as guaranteeing the possibility of the qanun being enforced. implementation of community participation in the process of forming qanuns, including: the lack of information and public knowledge about how the process of forming qanuns in Gayo Lues Regency, the government's lack of activity in educating the public about the importance of community participation in the process of forming qanuns, the funding provided by the regional government has not met needs real requirements needed in every qanun preparation, including funding at the lowest level of government such as village and sub-district governments. There is still a weak information technology system that can be accessed by the public to convey aspirations or input regarding the draft qanun.

In this regard, the author concludes that a policy is needed to increase community participation in the formation of qanuns, namely: the government must provide education about the step-by-step process of forming qanuns, and the importance of input, contribution and active role of the community, tokot- traditional leaders, women and non-governmental organizations regarding the qanun that will be formed, so that the qanun issued can be beneficial for the community itself. There are budget allocations starting from the lowest government units, villages, sub-

districts and districts. Budget allocation for preparing Academic Papers (NA), drafting, public testing, validation, socialization, including to village and sub-district government units. Policies that facilitate community participation, in the form of information disclosure, socialization forums for Qanun drafts and accountability to the community that their participation is accommodated in the final results of the Qanun. There is a procedure that guarantees that the public can submit draft policies other than members of the DPRK and regional governments in the form of regulations that make the intended participation a formal requirement that must be fulfilled before the qanun is ratified.

Suggestions

Forms of participation that the community can take in forming qanuns, which are conventional forms of political participation, include:

- a) Holding a public hearing on the material to be adopted either in the council building or going directly to relevant community locations or through seminars or workshops;
- b) Give citizens the opportunity to take part in trials at the DPRK building
- c) Conduct opinion polls, public contact through mass media;
- d) Through sub-district community empowerment institutions or forming community forums. Community Participation in Qanun Formulation In Gayo Lues Regency.
- e)

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