

**INTEGRATION OF DEVELOPMENT PROGRAMS BASED ON  
COLLABORATIVE GOVERNANCE ON REGIONAL  
POLICIES AND VILLAGE**

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*Received: 3 April 2021, Revised: 8 April 2021, Accepted: 19 April 2021*

**ABSTRACT**

*The disharmony of the relationship between the local government and the village government has been felt since the enactment of Law no. 6 of 2014. The excessive and often misunderstood spirit of village autonomy for most village governments seems to have resulted in a disharmony relationship with the local government above it. Therefore, it is necessary to integrate authority in order to produce strategic policy outputs that are needed to advance and improve people's welfare. The integration of the implementation of village development between local and village governments needs to be addressed. Integration can be built in two ways, namely: communication and coordination. There are 3 ways of integration that must be done by local governments, among others; integrated in the field of authority, integrated in the financial sector, and integrated in the field of public services-SDA. To realize the integration of the authority of the local government and village government, Collaborative governance is an alternative as an interactive process that involves a group of people autonomously who utilizes shared rules with norms and organizational structures to solve problems, reach agreements to take joint actions, and share resources such as information, funds, or staff.*

**Keywords:** *Integration of Regional Policies, Village Development, Collaborative governance*

## **INTRODUCTION**

Since the implementation of the Village Law no. 6 of 2014, the central government consistently carries out the mandate, one of which is to ensure the realization of village funds. From year to year, the Village Fund channeled to village accounts continues to increase. In 2015 the government disbursed Rp 20.67 trillion, then in 2016 it increased to Rp 46.98 trillion, increased again in 2017 and 2018 to Rp 60 trillion each, then in 2019 it increased to Rp 70 trillion. In 2020, a budget of Rp. 71.19 trillion and has been channeled to village accounts of Rp 55.45 trillion. It is planned that in 2021 the village fund will be IDR 72 trillion.

Based on the identification and evaluation carried out by researchers from the Postgraduate Program in Administration Science, Faculty of Social and Political Sciences, Padjadjaran University, namely, Yanhar Jamaluddin, Asep Sumaryana, Budiman Rusli and Rd. Ahmad Buchari, found the impact in the management and use of Village Funds that the Village in exercising its authority tends to "stand alone" which makes it difficult for regions to integrate Village programs with Regional Policies. Whereas the Village RPJM is prepared by taking into account the direction of district/city development policies, or in other words the Village RPJM refers to the Regency/City RPJM. However, in reality this is not implemented so that village development does not encourage the realization of regional development growth. Another impact of the use of village funds, such as in Garut Regency, which is the location of their research, namely, overall economic growth is still small or does not have a significant impact on regional development and does not support the Regional Spatial Plan. The reason is that the Village while using the Village Fund is still thinking partially (thinking only about the village) so that the impact of the Village Fund has not met expectations. The hope is that there will be program integration, policy integration, and regional integration between the Village and the Region, so that the results are significant for regional development.

Therefore, it is very important to integrate regional policies and village programs, so that the results can be significant for the development of the area. This policy integration can be understood as a product of regional integration policies, namely an agreement to unify policies into a single policy. This means that the two policies and priorities of the Village and Regional development programs are harmonized into one agreement in a joint policy frame. Alignment can be done so that the results will be more significant for the progress of regional development. It must be admitted that until now since the implementation of the 2014 Village Law, in some areas there has been no concept/model of village development that can be an optimal solution in efforts to alleviate poverty in the village. Village development in many places is still carried out on a sectoral basis, which will only provide solutions partially and with a temporary nature, so there is no guarantee of the continuity of the regional

development program. Whereas human resources in the village, both officials and the community can make a major contribution to various efforts to implement village development itself.

The planning that was prepared, even though it had gone through a long process in the village, still did not show a clear streamline and did not show its integration with regional policies. In fact, in most planning cases, proposals from the village from the beginning of the discussion at the Musrenbangcam have been elemented. From the point of view of all parties towards village development efforts, the mindset is still the same as before, namely placing the village as an object with a low classification, so that it is not a priority and is only necessary, so that by formulating a program that is charity, it is considered to have provided something benefit.

In fact, the integration of regional policies with village programs in the implementation of development that has dimensions of empowerment provides a great opportunity for the community and institutional actors in the village to discuss with each other in determining the priority scale and development strategies that will run. Therefore, collaborative governance is the right answer in the development process in the village because it has a transparent mission and involves many parties. Collaborative governance is a series of arrangements in which one or more public institutions directly involve non-state stakeholders in a formal, concession-oriented and deliberative policy-making process that aims to make or implement public policies or regulate public programs or assets (Ansell and Gash, 2003). 2007).

Based on the background of thought above, the authors are interested in knowing the extent to which the formulation of the model, the prerequisites, and the definition of the role of each party in realizing the integration of regional policies in collaborative governance-based village development in accordance with local potential. The results of this paper are expected to form an integrated model of regional policy for collaborative governance-based village development in accordance with local potential as a material for consideration by local governments and village governments in carrying out village development.

## **LITERATURE REVIEW**

### **Local Government Policy**

Policy is a direction of action that has an intention set by an actor or a number of actors in overcoming a problem or a change (legal dictionary, 2008). The definition of policy according to Friedrich (1969) in Agustino (2008:7) is as follows:

Public policy is a series of actions/activities proposed by a person, group or government in a certain environment where there are obstacles (difficulties) and

possibilities (opportunities) where the policy is proposed to be useful in overcoming them to achieve the stated goals. meant.

In connection with the policy of Anderson (1984) in Agustino (2008:7) defines the policy as follows:

A series of activities that have a specific purpose that is followed and carried out by an actor or group of actors related to a problem or a matter of concern.

The term policy or some people term wisdom is often confused with policy. This is probably because until now there is no known exact translation of the term policy into Indonesian. According to Hoogerwerf in Sjahrir, essentially the notion of policy is a kind of answer to a problem, is an effort to solve, reduce, prevent a problem in a certain way, namely by directed action (Hoogerwerf in Sjahrir 1988: 66).

Policy implementation is a process in public policy that leads to policy implementation. In practice, policy implementation is a process of intervention from various interests. That policy implementation involves at least three things, namely, the existence of policy goals or objectives, the existence of activities or activities to achieve goals, and the results of activities. Policy implementation can simply be interpreted as implementation or implementation. Nurdin and Usman (2004:7) argue that "implementation is the expansion of activities that adjust to each other". Implementation involves the efforts of policy makers to influence what Lipsky calls street level bureaucrats to provide services or regulate the behavior of the target group.

Policies that are made will definitely have an impact. The impact of the policy according to Agustino (2008: 191) is as follows:

- a. Its influence on community issues that relate and involve the community. Furthermore, policies can have expected or unintended consequences.
- b. Policies can have an impact on other situations and groups.
- c. Policies can have an effect in the future as well as their effect on current conditions.
- d. Policies can have an indirect impact which is the experience of a community or some of its members.

Regional government is the administrator of regional government according to the principle of Autonomy and co-administration with the principle of Autonomy to the fullest within the system and principles of the Unitary State of the Republic of Indonesia as referred to in the 1945 Constitution (UU No.32 of 2004). Regional autonomy is a manifestation of the implementation of government affairs based on the principle of decentralization, namely the handing over of government affairs to the regions to take care of their households.

In line with the implementation of regional autonomy in the country, each Regency and City Government has made various improvements towards the implementation of autonomy in each Regency and City area. What is very important in

answering various issues in the implementation of regional autonomy is the availability of systems and working mechanisms of regional apparatus organizations.

### **Regional Policy Integration**

The shift in regional governance from its initial form which was very centralized to decentralized and emphasized in the context of regional autonomy has brought about substantial changes. The authority, responsibility and flexibility to integrate regional policies in village development for the development of local potentials are fully in the public arena to develop towards a promising regional development model.

The touch of regional policy in developing the potential of the region that does not consider the concept of integration, then the regional policy will fail (unsustainable) and even do not provide socio-economic benefits (intangible benefits of social and economy). Because, fundamentally, regional policies in developing the local potential of rural communities are based on the understanding that the internal entity of a system is nothing but seeing the district community as a socio-cultural unit which means the relationship between elements of local knowledge (local knowledge), natural resources, natural resources, human resources and institutions

### **Village Development Program According to Law Number 6 Year 2014**

January 15, 2014 was a historic milestone for the Village Government, with the enactment of Law Number 6 of 2014 concerning Villages. With the new Village Law, it is hoped that the village will be the owner, not the government above it (supradesa). Because as the owner there is the authority to set the direction and goals to be achieved. Even by observers and observers of village development, it is seen as a new hope for the rise of villages which have been experiencing powerlessness. Recognition of traditional villages and villages, customary village authority, authority based on origin rights and village-scale local authority is an entry point in the development of village development programs according to community needs.

To implement the new Village Law, it is very much determined that there are institutions that have the authority to develop villages from the center to the regions. The existence of this tiered institution aims to formulate and implement policies, programs and activities in governance, implementation of development, community development and empowerment of rural communities. With regard to the institution in question, if viewed at the central level, there are 2 (two) Ministries that have authority over village development, namely the Ministry of Home Affairs (Kemendagri) and the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (Kemendes, PDT and Transmigration).

To end the disagreements between the two Ministries, President Joko Widodo issued Presidential Regulation No. 11 of 2015 concerning the Ministry of Home Affairs

on January 23, 2015. The Presidential Regulation contains the Organizational Structure and Work Procedures of the Ministry of Home Affairs as a whole to new agencies or Directorate Generals. to be formed. With regard to villages, the Ministry of Home Affairs still has one field in the Directorate General of Village Government Development, with the main task and function of carrying out the formulation and implementation of policies in the field of village government development. With this Presidential Regulation, the Government divides the authority of village affairs, namely Village Government affairs under the authority of the Ministry of Home Affairs and development and empowerment of rural communities under the authority of the Ministry of Villages, Development of Disadvantaged Regions and Transmigration. To create cohesiveness in setting policies and implementing programs in regions and villages, the coordination factor becomes very important so that there is no overlapping of village affairs authorities. It is realized that the problem of coordination is indeed not something that is easy to implement, given the large influence of sectoral egoism which has been one of the obstacles in development. Even the phenomenon of sectoral egoism is often seen as pathological in village development.

### **Integration of Regional Policies and Village Development Programs**

Village authority in accordance with the situation, conditions, and needs according to Law 6 of 2014 concerning Villages in Article 18 village authority includes authority in the field of village administration, implementation of village development, village community development, and empowerment of village communities based on community initiatives, original rights proposals, and village customs. In Article 19 the Village Authority includes: a) authority based on origin rights; b) village-scale local authority; c) authority assigned by the government, provincial regional government, or regency/city regional government, and d) other authorities assigned by regency/city Government, Provincial Government. Or the government. in letters a and b are regulated and managed by the village.

In its implementation, many village authorities based on Origin and Local Rights are still contradictory. The results of observations made by Gunawan Di (West Nusa Tenggara, Bali, West Sumatra, stated that the authority of villages experiencing disputes with agencies or conflicts between villages with district governments and with private agencies were mapped into 4 main problems:

1. Structuring the Organizational System and Institutions of Indigenous Peoples.
2. Community Institutional Development and Village Community Role Development.
3. Institutional Development and Customary Law.
4. Village Treasury Land Management.

In the same study, while in the implementation of village authority, local authority disputes were village-scale in the three research locations (West Sumatra, Bali

and West Nusa Tenggara). 5 (five) types of village authority disputes were found, which were relatively dominant. namely:

1. Boat Mooring Management.
2. Village Market Management..
3. Management of Village-Scale Tourism Areas.
4. Construction of Inter-residential Village Roads to Agricultural Areas.

The findings of the problem of implementing village autonomy above are a small part of the various contradictions between regional authority and village authority. Although the relationship between local and village government authorities has been regulated in Law No. 22 of 1999, Law No. 32 of 2004, Law No. 23 of 2014, and the last relationship is regulated in Law No. 6 of 2014 concerning Villages. However, in fact, the disharmony of the relationship between the local government and the village government has been felt since the enactment of Law no. 6 of 2014.

The excessive and often misunderstood spirit of village autonomy for most village governments seems to have resulted in a disharmony relationship with the local government above it. The freedom and authority of the village government to formulate various village regulations is only based on local needs and interests, without considering regional interests, eventually producing many village regulations that are legally flawed and on the other hand the behavior of the village government which tends to be arrogant has triggered the widening gap in government relations. village and local government itself.

The existence of village autonomy should be considered as a process, even though the way of life and state of mind are based on the principles of freedom, respect and participation. However, the principle of decentralization recognizes and believes in the need to approach the gaps and differences between all levels of government through interactions and various powers. This means that village autonomy includes interwoven responsibilities from the village to the district. One of the duties and responsibilities of the village government is to prepare planning documents at the district level. Documents that are interrelated between the interests of the village and the district/city are the RPJMDesa Planning and RKPDesa planning documents.

Although planning documents must be provided by the village in a series and integrative manner, often the planning document materials are not integrative and synchronous. It is very possible that the dissynchronization of planning documents between the village and the district is due to the disharmony of the relationship that occurs, so that coordination and communication between the government strata is not optimal. Seeing this reality, often the planning documents between the village government and the district seem to be two separate things. In particular, understanding the preparation of the Village RPJMD very rarely refers to the Regency RPJMD.

Therefore, it is necessary to integrate authority in order to produce strategic policy outputs that are needed to advance and improve people's welfare. The integration of the implementation of village development between local and village governments needs to be addressed. The main hope is from the creation of this integrated authority so that the welfare of the community can be improved. Stephen R. Covey in his book *Principles Centered Leadership* (1993) says that the results of the integration that is done together is better than the work itself, besides that a combination of several elements will produce a superior product.

Najiyati and Rahmat (2011), define integration as a combination or alloy of elements or parts that can produce better and greater output. So integration can be understood as a combined operation or a combination of elements to produce a better output. Integration can be built in two ways, namely:

a. Communication

Sofyandi and Garniwa (2007), the notion of communication can be divided into two parts, namely:

1. Understanding source-oriented communication states that, communication is an activity by which a person (source) actually moves stimuli in order to get a response.

2. Understanding of receiver-oriented communication views that, communication as all activities in which a person (receiver) responds to a stimulus or stimuli

b. Coordination

Besides the existence of communication in creating cohesion also requires coordination. Communication cannot stand alone without coordination as stated by Hasan that coordination is needed in communication (2005, p.18).

## **RESULT/ DISCUSSION**

### **Integrated in the Field of Authority**

The relationship of authority between local government and village government can actually be found in No. 32 of 2004, Law No. 23 of 2014 and Law No. 6 of 2014. The source of authority for mandatory affairs for local governments and village governments which are considered twins or similar has indeed given birth to two different views. On the one hand, seeing with the broadness of obligatory affairs, will facilitate coordination, communication and synergies, but on the other hand seeing and viewing the existing twins of authority will actually reduce or eliminate coordination.

If we look at it from a theoretical perspective using functional structural glasses, where each structure will be followed by a function, and each hierarchical structure will provide different functions, then the mandatory twin functions between village government levels will automatically give birth to overlapping, conflict of authority,

overlapping. overlap and waste. In order to break this deadlock, smart and strategic ways need to be done, especially to build a more harmonious relationship of authority between districts and villages, namely:

1. it is necessary to restructure or re-functionalize the sources of authority and functions in each of the mandatory affairs between the regional government and the village government,

2. It is necessary to draw up a description or explain the main duties and functions of the respective obligatory affairs between the region and the village in a more clear, detailed and straightforward manner.

3. Local governments must have the initiative to encourage the implementation of coordination meetings between levels of government that are more intensive, programmed, directed and have clear targets.

### **Integrated in Finance**

Observing the financial relationship between local governments and village governments is often trapped in a view that financial relations are more directed at planned, strategic and tactical efforts, but are not humanistic to accumulate village revenues as a reflection of the sustainability of village autonomy in the future. Although this view is logically and rationally agreed upon by the government elite, in the long run this view is actually a trap and less profitable. However, the financial relationship that is actually more essential must be able to answer the long-term problem, namely how and with what villages are able to finance government affairs more efficiently and effectively.

If we are careful and observant, where the regional government and the village government have the same obligatory functions, then actually the inter-village financing cooperation efforts in financing these affairs can be carried out and maximized. If this is the case, then the preservation and continuity of village autonomy actually lies in efforts to establish relationships between levels of government in the financing of joint affairs so that the sources of expenditure of each village can be more efficient and effective.

Seeing this reality, what role should the local government play in integrating the relationship of financial authority with the village government. There are actually several things the area can do, namely:

1. The local government must be able to change the mindset of the village elites that financing cooperation is something important, especially aimed at easing the burden of financing local government development,

2. Local governments must be able to be used as sources of information and references for village governments, especially in the field of developing efficient and effective financial management.

3. Local governments must be able to become initiators, motivators and facilitators of the implementation of financing cooperation between village governments and provide various models of cooperation that can be realized in various government affairs.

### **Integrated in the field of Public Services and Natural Resources**

If we look closely, it seems that the scope of public service relations is almost similar to relations in the field of natural resources. According to Law No. 32 of 2004 article 17 paragraph 1, it is emphasized that the relationship between the use of natural resources and other resources includes: a) authority, responsibility, utilization, maintenance, impact control, cultivation and conservation; b) profit sharing on the use of natural resources; c) environmental and spatial harmonization as well as land rehabilitation. Then related to paragraph 2, it is emphasized that: a) the implementation of the utilization of natural resources and other resources that are under the authority of the region; b) profit sharing cooperation on the utilization of natural resources and other resources between local governments, c) joint licensing management in the utilization of natural resources and other resources.

At a glance, the two relations or relationships in the field of public services and natural resources are very clear and a common thread can be drawn, where the meaning of village autonomy is actually more placed on the reach and breadth of relations or relationships that can be built by the village government and local governments, so that the building of these relationships is able to become a direction for the realization of efficient and effective village governance.

### **Policy Integration Based on collaborative governance**

Collaborative governance may fail to be implemented because the local government still maintains a “top down” approach when establishing collaborative governance with other parties. The mentality of domination from the local government that does not carry out agreements based on cooperation and egalitarianism because participation from interest groups or other stakeholders is often seen as not the main thing and not needed. Collaborative governance can also fail because of co-optation and divisive strategies by accommodating the interests of groups that are pro-government policies and ignoring groups that are anti-government policies (Sudarmo, 2009).

Collaborative governance will fail to be related to institutional factors because there is a tendency for institutions involved in collaboration or collaborative governance (especially from the local government) to tend to apply a hierarchical structure to other institutions that are involved in the collaboration or collaborative governance. Institutions that are still too strict to adopt a vertical structure, thus institutional accountability and policy directions are also vertical, are not suitable for collaborative governance because collaborative governance requires ways of working or organizing

horizontally between government and non-government. Even if a government adopts a democratic government system that is usually "representative democracy" it is not necessarily suitable for collaborative governance because democracy requires a high level of process and degree of formalism compared to horizontal partnerships.

Related to political factors, Collaborative governance can fail due to lack of innovation by leaders in achieving complex and contradictory political goals. Innovative leadership (forward-looking) is a leader who can introduce a variety of values and goals that can form the core of collaborative governance, and inspire the set agenda and can lead to the achievement of positive results. Thus, collaborative governance can be hampered if the leaders of collaborative governance groups are less or not innovative in achieving political goals that tend to be complex and have the potential to cause conflict with each other.

Collaborative governance built by local governments certainly has implications for improving people's welfare, so the paradigm of local government in developing their regions is that the community must be given greater opportunities to participate, both in planning and implementing development.

There are many advantages if local governments run collaborative governance in implementing their development programs, including the following:

1. Collaborative governance is able to increase the community's sense of belonging to a program so as to ensure the sustainability of the program.
2. Collaborative governance can reduce barriers to program innovations, can help disseminate information, or increase the number of citizens involved in program implementation.
3. Collaborative governance can reduce dependence on external factors and increase the community's ability to solve problems.
4. Collaborative governance can emphasize community programs according to community needs.
5. Collaborative governance makes all risks shared between the government, the private sector, and the community.
6. Collaborative governance results in the sharing of funds, so that dependence on the APBD is reduced.
7. Realizing a government based on the principles of good governance and clean government.

## **CONCLUSION**

Based on the explanation above, the integration of authority will produce strategic policy outputs if the integrated implementation of village development between local and village governments has been addressed. Thus, the main hope is that with the creation of this integrated authority, the welfare of the community can be improved. Integration can be built in two ways, namely by communication and coordination. There are 3 ways of integration that must be done by local governments, among others; integrated in the field of authority, integrated in the financial sector, and integrated in the field of public services-SDA.

To realize the integration of the authority of the local government and village government, collaborative governance is an alternative to public policy as an interactive process that involves a group of people autonomously who utilizes shared rules with norms and organizational structures to solve problems, reach agreements to take joint action, and share resources. resources such as information, funds, or staff. Collaborative governance reflects a culture of gotong royong and togetherness in a common interest to strive to meet common goals and mutually benefit in a normative sense.

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