

**SEWINDU VILLAGE LAW: GUESSING THE NEEDS OF THE
PRESENT AND FUTURE LAWS**

**SEWINDU UNDANG-UNDANG DESA: MENERKA
KETERBUTUHAN HUKUM MASA KINI DAN AKAN DATANG**

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Received: June 20, 2023 Accepted: June 28, 2023 Online Published: September 30, 2023.

ABSTRACT

This study aims to understand how the political direction of law and the background of the formation of village laws, as well as understand how the development of villages and their needs when viewed from the aspect of laws and regulations. This research uses a statutory and conceptual approach, with this approach it can be concluded that the presence of village laws has created independence for villages in Indonesia, villages as the smallest government unit have received juridical recognition with the presence of village laws, but even so it is recorded that during the sewindu enactment, village laws still have some shortcomings. It is known the substance of the village law that gives local government authority. However, the many regulatory clauses relating to the village superstructure have implications for the village development authority that is given to be not entirely the right of the village. Thus, it is necessary to conduct normative and conceptual studies to be able to build issues and ideas related to the needs of today's law for government and rural communities.

Keywords: Village Law, Village Government, Legal Politics.

ABSTRAK

Penelitian ini bertujuan untuk memahami bagaimana arah politik hukum dan latar belakang dibentuknya undang-undang desa, serta memahami bagaimana perkembangan desa dan keterbutuhannya jika ditinjau dari aspek peraturan perundang-undangan. Penelitian ini menggunakan pendekatan peraturan perundang-undangan dan konseptual, dengan pendekatan tersebut maka dapat disimpulkan hadirnya undang-undang desa telah menciptakan kemandirian bagi desa-desa di Indonesia, desa sebagai unit pemerintahan

terkecil mendapat pengakuan secara yuridis dengan hadirnya undang-undang desa, namun meskipun demikian tercatat selama sewindu diberlakukan, undang-undang desa masih memiliki beberapa kekurangan. Diketahui substansi undang-undang desa yang memberikan kewenangan pemerintah daerah. Namun banyaknya klausul pengaturan yang berkaitan dengan suprastruktur desa berimplikasi kepada kewenangan pembangunan desa yang diberikan menjadi tidak sepenuhnya menjadi hak desa. Dengan demikian, perlu dilakukan kajian normative dan konseptual untuk dapat membangun isu dan gagasan terkait keterbutuhan hukum masa kini bagi pemerintahan dan masyarakat desa.

Keywords: Undang-Undang Desa, Pemerintahan Desa, Politik Hukum.

I. INTRODUCTION

Historically the originality of the village's presence in the archipelago can be seen from Van Vollenhoven's writings in his book "Staatsrecht Overzee". That the republic or village republic government existed before the Dutch entered the archipelago. The word Republikeken in the book is interpreted by Van Vollehnhoven as a democratic government that attaches importance to the welfare of the people that is native and autonomous based on the customs and cultural value system of the local people. So it can be concluded that the concept of village government is an original thing born from the Indonesian nation and open including adoption from outside.¹

Before the Indonesian nation became independent, the stretches of territory in Indonesia were first units of legal society that had certain territorial boundaries and were authorized to organize their own households. This is evidenced by the existence of legal community units in Indonesia that have lived before the invaders came, such as the hamlet, gamong and nagari law community units. These units are referred to as legal societies because they have their own territory, population and government. The legal community unit was called the village, and it was the village government that was by the Dutch colonial government and later by the Indonesian government and later by the Indonesian government was recognized as the lowest unit of government. Historically, according to Mashuri Maschab's account, village government has existed for a long time even before the emergence of kingdoms in the archipelago, so it can be said that village government is one of the oldest government systems in Indonesia. Even after the kingdoms disappeared, the villages still survived and ruled in their respective regions.²

It can be understood that one is the smallest unit of territory in the government system in Indonesia that has a strategic role in the implementation of national development. Various regulations on villages have been made to support the village development process since the republic was

¹ Mohamad Rifan dan Liavita Rahmawati, (2021), Konstitusi Desa dan Eksistensinya Dalam Regulasi di Indonesia, *Jurnal Konstitusi*, Vol. 18, No. 1, Pp. 23, DOI: <https://doi.org/10.31078/jk1812>

² Vita Deliana, (2022), Pengaruh Homogenisasi Pemerintahan Desa di Indonesia, *Jurnal Hukum Peraturan*, Vol. 5, No. 1, p. 5.

founded. The village is the smallest autonomous region that has its own uniqueness, including the condition of community culture which is still thick with traditions. Some villages still uphold customary law, so they need to be maintained and preserved these unique conditions. Government policies on villages must pay attention to and maintain the integrity of the village naturally, so that the socio-cultural values of indigenous peoples in the village are not eroded by changes that occur in the development process, so that the modernization and expected welfare of development do not damage the values of cultural authenticity of the village community.

With the existence of various kinds of traditions and backgrounds from every village in Indonesia, a juridical foundation is needed that can maintain a permanent legal umbrella to regulate and accommodating all provisions related to the life of the village community. Until finally in 2014 the Government together with the DPR formed the Village Law as a legal umbrella which is expected to be an answer to the existing needs. However, what is of note is that until now it has been recorded that Sewindu or eight years of Village Law has been present and whether it has adequately answered the problems and challenges which is in the sector of village community life for now and in the future. Thus, more studies and discussions are needed regarding the existence of the Village Law, which is currently even more old.

Based on the description above, this paper will discuss the problems, namely as follows:

1. What is the background and politics of the law formed by the village law?
2. How is the development of the village and its needs when viewed from the aspect of laws and regulations?

II. METHOD

This research was conducted through a normative juridical methodology with a statutory and conceptual approach. Through normative juridical research, it is hoped that it can understand the legal politics of village law and the development of village development and its needs when viewed from the aspect of laws and regulations. With a statutory and conceptual approach, it is hoped that solutions can be found for the legal development of the community and village government related to existing needs.

III. ANALYSIS AND DISCUSSION

a. Understanding the Background and Legal Politics of the Formation of the Village Law

The regulation of villages in the Village Law has certainly created a new position and formed a relationship between the state and citizens, where through the Village Law the state has recognized the existence of villages in Indonesia. The state gives or establishes mandates for government affairs and the interests of local communities to the village, the state redistributes the state budget and assets, besides that the state is also present to carry out guidance, empowerment, and supervision of the running of village government. Therefore, it can be concluded that the position of the village in the large building of the Indonesian state system, as well as the relationship

between the state, village and citizens is the heart of the discussion in the Village Law.³

It can be seen that in its journey Law Number 6 of 2014 concerning Villages was born with several backgrounds, it is as also stated in the Academic Manuscript of the Village Law which in detail, it has provided an explanation regarding the background of the promulgation of Law Number 6 of 2014, namely as follows:

- 1) Law Number 32 of 2004 concerning Villages, which was in force before, has not clearly regulated the authority between the Government, Regional Governments, and Village Governments. Thus, in the 2004 Village Law, there has not been a complete desentralization system that is intertwined between the central, regional, and village governments.
- 2) The Institutional Design of Village Government as stated in the 2004 Village Law also seems to have not been as comprehensive as a vision and policy to build village independence, democracy, and welfare.
- 3) The design of the rules contained in the 2004 Village Law is considered too general so that in many articles contained in the previous Law, it can only be carried out after the birth of the Regulation of the Government and Regional Regulations. With this tendency, making the implementation of authority to the village depends largely on the speed and capacity of the government and local government in making further derivative regulations.⁴

The legal politics or legal policy of village government from year to year or in each period of government increasingly shows towards the formation of civil society. The legal politics of village government in question is the direction of the legal policy of village government nationally, namely the outlines of legal wisdom adopted by negra organizers in efforts and efforts to maintain, designate, and benefit, regulate, and manage the village and the community as a community that regulates itself.⁵

It can be understood that philosophically conceptually before the governance on it existed, the Village already existed first. Therefore, the village became the cornerstone and part of the governance afterwards. Villages as part of the smallest state system are understood to have the right of origin of *usul* and the traditional right to reconcile and take care of the interests of the local community and participate in realizing the ideals of independence based on the 1945 Constitution of the Republic of Indonesia.

In essence, in our nation, we need an independent and dignified nation, a strong (government) (capacity and power) and democratized state is needed. Efforts to strengthen regional autonomy and village autonomy philosophically support part of these ideals, as well as to build a strong and perfect Indonesian imagination, which transcends (beyond) centralism and localism.

³ Amalia Diamantina, (2016), Undang-Undang No. 6 Tahun 2014 tentang Desa Sebagai Manifestasi Penegakan Pasal 18 B Ayat (2) UUD NRI Tahun 1945, *Jurnal Masalah Hukum*, Jilid 45, No. 1, hlm 39, [10.14710/mmh.45.1.2016.33-40](https://doi.org/10.14710/mmh.45.1.2016.33-40)

⁴ Naskah Akademik Rancangan Undang-Undang tentang Desa Tahun 2014

⁵ Yusnani Hasjimzoem, Dinamika Hukum Pemerintahan Desa, *Jurnal Fiat Justicia Jurnal Ilmu Hukum*, Vol. 8, No. 3, Tahun 2014, Pp 473, <https://doi.org/10.25041/fiatjustisia.v8no3.312>

Thus, the Indonesian nation will be stronger and more stable when supported by the sovereignty of the people and the glory of lokal (regions and villages) who participate in building the nation and its government.

Sociologically, in the constitutional journey of the Republic of Indonesia, villages have developed in various forms so that they need to be protected and empowered to become stronger, developed, independent and democratic in order to realize a strong foundation in carrying out governance and development towards a just, prosperous and prosperous society. Thus, to create a just and prosperous society, the Indonesian nation must start the development paradigm from below (villages) because most of the Indonesian population and all its problems live in rural environments.

To realize the needs that exist in the community, the village and village autonomy arrangements in the future must be oriented to repair the social, cultural, and political damages of the village itself. Then sociologically the regulation on village autonomy should be able to be intended to respond to the process of globalization, which is characterized by a process of information disclosure, economy, technology, and culture. The impact of globalization and exploitation by global capitalists is unlikely to be faced by localities, albeit with adequate autonomy. Thus, a tough challenge is needed to continue to maintain the needs of the village community while still prioritizing the values adopted.

The 1945 NRI Constitution was the first juridical milestone to mandate the recognition of rural communities, although it was not explicitly mentioned in the torso of the 1945 NRI Constitution, but Article 18b requires the unity of indigenous peoples which then became the basis for the implementation of village government arrangements in Indonesia. This is what then becomes a form of state recognition and respect for villages which in the constitution has been explained in the Explanation of Article 18, namely in the territory of the Indonesian state there are approximately 250 *zelfbesturende landchappen* and *volkgetneenshappen*, such as villages in Java and Bali, Minangkabau countries, hamlets and clans in Palembang. Such an area has an original arrangement, therefore it can be regarded as a special area.

Based on the existing explanation, it reiterates that the Indonesian nation must recognize the existence of villages in Indonesia with their diversity. The concept of *zelfbesturende landchappen* identical with an autonomous village or called "desa praja" which became known as a legal community that has the right and authority to regulate and take care of its own household. The existence of Law Number 6 of 2014 is expected to be an answer to the legal needs that exist in the rural community. After its journey there is a lot of history related to the development of village laws in Indonesia.

Based on the political elaboration of the law on the formation of the Law depicted above, it can be drawn which leads to the implementation of regulations regarding villages in Indonesia, it has been stated in the Article 14 Law Number 6 of 2014 concerning Villages, namely:

- 1) give recognition and respect to existing villages with their diversity before and after the formation of the Unitary State of the Republic of Indonesia.

- 2) providing clarity on the status and legal certainty of villages in the constitutional system of the Republic of Indonesia in order to realize justice for all Indonesian people.
- 3) preserving and advancing the customs, traditions, and culture of the Village community.
- 4) encourage initiatives, movements, and participation of village communities for the development of village potentials and assets for mutual welfare.
- 5) establishing a professional, efficient and effective, open, and responsible Village Government.
- 6) improving public services for the villagers to accelerate the realization of general welfare.
- 7) increase the socio-cultural resilience of the village community in order to realize a village community that is able to maintain social unity as part of national resilience.
- 8) advancing the economy of rural communities and addressing national development gaps.
- 9) strengthening village communities as subjects of development.

The purpose of Village Law formed as mentioned above is the answer to the development problems that exist in rural areas. The Village Law is expected to be in effect in line with the legal politics of regional development and regional autonomy which has the ultimate goal of advancing the welfare of rural communities and the highest area.

b. Analysis of Village Development and Its Needs When Viewed from the Aspects of Laws and Regulations

The existence of Law Number 6 of 2014 is present in harmony and harmony with the changes in Law Number 23 of 2014 concerning the Local Government. Article 57 of the Local Government Law states that the Provincial and Regency/City Governments consist of regional heads and the DPRD assisted by the Local Apparatus. Then in the provisions of Article 209 paragraph (1) of the Local Government Law, it is reiterated that the provincial apparatus consists of the regional secretary, the secretary of the DPRD, the inspectorate, the service, and the agency. Meanwhile, in paragraph (2) of the article, it is regulated: The District/City Regional Apparatus consists of: a. regional secretary, secretariat of the DPRD, inspectorate, agencies, agencies, and sub-districts.

Based on the provisions contained in the Local Government Act, it can be said that normatively as in the law, the hierarchy of local government is now affirmed only up to the sub-district level. However, on the other hand, it can be said that today banga Indonesia has recognized and protected the characteristics and locality of villages. In this regard, until now the consequence is that the position of the Village Government should be seen not as part of the local government regime because apart from the Local Government Law, it no longer includes the Village Government as part of the

local government regime, plus the Village Law has confirmed the birth of the Village government regime.⁶

In connection with the above, an of recognition is needed which is a recognition of the origin. This means that in this case the existence of a village that may have been established for a long time with all customs, traditions, and customary laws that have been established for generations from year to year needs to be recognized and maintained its existence and existence for several reasons and backgrounds, namely:

- 1) The village or what is called by another name, as a unit of indigenous peoples is an entity that is different from the unity of the legal community called the region.
- 2) The village or what is called by another name is an entity that existed before the Republic of Indonesia was born in 1945, which already has the original arrangement and carries the right of origin.
- 3) Villages are part of Indonesia's diversity or multiculturalism that cannot necessarily be uniformed.
- 4) The village structurally became an arena for exploitation of land and residents, as well as being treated unfairly from the kingdom, colonial government, to the Republic of Indonesia.
- 5) The Constitution has given a mandate to the state to recognize and respect villages or what is referred to by other names as a unity of indigenous peoples and their traditional rights.⁷

Basically, the recognition of the existence of the village as the smallest unit of government in local government has actually been regulated and alluded to through its own legal products that have a connection with the existence of *desa* itself. In fact, long before Law Number 6 of 2014 came into force, provisions related to the regulation and guarantee of the existence of village government had been regulated and developed through various norms which prevailed in its time. As for the development of village administration itself, it can be seen in the table as follows:

Table 1⁸

Village Development in Indonesia according to Laws and Regulations in Indonesia

No	Time Dimensions	Legal Products	Substance
1	1906-1942 (colonial Netherlands)	Inlandse Gemeente Ordonantee (IGO) Stbl. 83 1906	Villages in Java and Madura

⁶ Enrico Simanjuntak, (2016) "Pengujian Peraturan Daerah dan Peraturan Desa Pasca Perubahan Undang-Undang Pemerintahan Desa dan Undang-Undang Desa", *Jurnal Konstitusi*, Vol. 13, No. 3, Pp. 642

⁷ Lia Sartika Putri, (2016) "Kewenangan Desa dan Penetapan Peraturan Desa, *Jurnal Legislasi Indonesia*", Vol. 13, No. 02, Pp. 163, <https://doi.org/10.54629/jli.v13i2.115>

⁸ Kiki Endang, (2018) "Penyelenggaraan Pemerintahan Desa Menurut Undang-Undang Nomor 6 Tahun 2014 Tentang Desa", *Fakultas Ilmu Sosial dan Ilmu Poitik Universitas Galuh, Jurnal Ilmiah Ilmu Administrasi Negara*, Vol. 5, No. 1, Pp 77 <https://doi.org/10.31078/jk1338>

2.	1938-1942 (colonial Netherlands)	Inlandse Gemeente Ordonantee Buitengewesten (IGOB) Stbl. 83 Year 1906	Villages outside Java and Madura
3.	1942-1945 (Military)	Law No. 1 of 1942 Osamu Seirei	IGO and IGOB are still in effect
4.	1948-1965 (Government of the Republic of Indonesia)	Law No. 22 of 1948	Possible villages as TK III Areas
5.	1965-1979 (Government of the Republic of Indonesia)	Law No. 1 of 1957	-
6.	1979-1999 (Government of the Republic of Indonesia)	Law No. 19 of 1965	Praja Village
7.	1999-2004 (Government of the Republic of Indonesia)	Law No. 5 of 1979	Village (uniform designation)
8.	2014- present (Government of RI)	Law No. 22 of 1999 Law No. 32 of 2004	Villages/referred to by Other names
9.		Law No. 6 of 2014	Village

Based on the table as mentioned above, it can be known if before the existence of Law Number 6 of 2014 concerning Villages the regulation related to the village government system was mentioned in the Law Number 32 of 2004 concerning Local Government. However, because there are separate legal needs related to local government affairs and village government that are always developing, Law Number 32 of 2004 concerning Government The area was repealed and split into Law Number 24 of 2014 concerning Regional Government and Law Number 6 of 2014 concerning Villages. The change is considered necessary because it adapts to the social changes that exist in society.

In this regard, Selo Semardjan gave an opinion that social change is a form of change in the penitentiary in a society that affects its social system, including values, attitudes, behavior patterns among social groups in society, changes that occur then affect other aspects of the structure of the society concerned.⁹ The following is presented a comparison of the existing laws in the Village Government Act 2014 with the Local Government Act of 2004:

⁹ Vita Deliana, *Op. Cit*, Pp. 12

Table 2¹⁰

Comparison of Village Concept Law in Village Law 2004 and 2014

No	Aspects	Law No. 32/2004	Law No. 6/2014
1.	Key Principles	Decentralization-residuality.	Recognition-sub subsidiarity.
2.	Authority Holders	Local Government.	Village (Village Government and Community).
3.	Related concepts	Village-city relations, growth, infrastructure, regional, sectoral and others.	Independence, local wisdom, social capital, democracy, participation, empowerment and others.
4.	Institutional Scheme	The local government conducts planning and implementation supported allocation of funds. The center performs facilitation, supervision, acceleration.	Regulations establish village scale authority, institutionalize village planning, allocation of funds and local control.
5.	The Role of Local Government	Planning, financing and implementing.	Facilitation, supervision and capacity building of the village.
6.	Model Development	<i>Government driven development or community driven development.</i>	<i>Village driven development</i>

Based on the table above, it can be understood that there is a practice that the implementation of Village Government is an element of the general government function which is the main task of village government I in addition to other functions to complete the obligation task. The authority and responsibility of the Village Government concerned refers to various notions of administration in general which reads that administration is a process of activities carried out by one or more in order to achieve goals. Thus, the definition of village administration is a series of activities carried out in the

¹⁰ Dian Herdina, (2019) "Urgensi Revisi Undang-Undang Nomor 6 Tahun 2014 tentang Desa Perihal Pembangunan Desa", *Jurnal Hukum dan Pembangunan*, Vol. 50, No. 1., Pp. 286

context of implementing village government to achieve the goal of village government that is able to move the community in development and the realization of the independence and empowerment of the village community.¹¹

It can be understood that it has been calculated as old as the Village Law of 2014 the Government noted that since the enactment of Law Number 6 of 2014 concerning Villages the government has distributed more than 400 billion for the village. If recorded throughout 2015-2021, village funds have been widely used to support community economic activities, including 308,490 km of village roads, 1,583,215 meters of bridges, 12,244 units of village markets, 42,317 units of BUMDesa, 7,384 units boat moorings, 5,371 units of embung, 80,120 units of irrigation, and 247,686 units of land holding. These data and records are processed data issued by the Coordinating Ministry for Human Development and Culture of the Republic of Indonesia. This is a separate illustration if the Village Law can be present to provide welfare guarantees for the development of village communities.¹²

Based on the data described above, it can be seen if the development and good impact given due to the applicability of Law Number 6 of 2014 concerning Villages. However, it is undeniable that during the time the 2014 Village Law came into force, there was still a lot of homework that turned out to be experienced in rural areas in Indonesia. The following is one of the data that records the presentation of poor people in villages and in underdeveloped areas which from the last 3 years have even always increased.

Tabel 3¹³

Percentage of poor people in disadvantaged areas

Categories	Percentage of poor people in disadvantaged areas (percent)		
	2019	2020	2021
Poor	20,10	26,43	26,68

The presentation of the poor in disadvantaged areas above can be evidence if the journey of the 2014 Village Law is still not perfect to accommodate all existing problems, especially in disadvantaged areas. As can be understood if the main problem of decentralization of development is as an effort to cross villages in an autonomous entity in the management of development. Thus, the lower and upper village planning must also be transformed into village *self-planning*, in accordance with the limits of

¹¹ Ibid Pp. 166

¹² Puput Mutiara, Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan Republik Indonesia, Sewindu UU Desa: Dana Desa Tingkatkan Kualitas SDM dan Ekonomi Rakyat, <https://www.kemenkopmk.go.id/sewindu-uu-desa-dana-desa-tingkatkan-kualitas-sdm-dan-ekonomi-rakyat>

¹³ Badan Pusat Statistia, Persentase Penduduk Miskin Di Daerah Tertinggal (Persen), 2019-2021, <https://www.bps.go.id/indicator/153/1238/1/persentase-penduduk-miskin-di-daerah-tertinggal.html> diakses pada 12 Desember Tahun 2022

authority possessed by the village. Therefore, villages and some underdeveloped areas are expected to have independence in development planning without interruption and “supra desa” government intervention.¹⁴

In the end, it can be said that the nature of the Village Law has two approaches that are put forward, namely villages to build and build villages that did not exist in the previous rules. In the explanation of the Village Law, it is stated that these two approaches are planned and integrated as a direction for village development. As a consequence, the village must always standardize the direction of development and policy with the relevant local governments so that the quality of development in the village and each of the highest areas experiences equalization.¹⁵

IV. CONCLUSION

The presence of Law Number 6 of 2014 concerning Villages has created independence for villages in Indonesia. Villages which are government units recognized by Indonesian law as the smallest autonomous government, based on Law No. 6 of 2014 concerning Villages. Historically the village has existed even since before the kingdom appeared in the archipelago and has survived to this day. So Soepomo as one of the founders of the nation said that Indonesia is the Republic of Villages.

It can be concluded that understanding the political contest of village law certainly has a positive policy direction. Thus becoming a homework for the village government which is significant in managing social processes in the community, the main task that must be carried out is how to create a democratic life, and provide the best service to the citizens of the village. So that it can bring its citizens to a prosperous, peaceful, peaceful, safe and just life. In order to realize this task, the village government is required to make serious changes both in terms of leadership, bureaucratic performance oriented towards quality and meaningful services so that the performance of village government is really increasingly towards good governance.

Although it has been recorded during the passage of Law Number 6 of 2014 concerning Beralaku Village, it must be admitted that there are still some shortcomings that can substantially accommodate various things which relates to the welfare and development of the village itself. The substance of the Village Law has given development authority to villages from what was originally the authority of local governments. However, the many regulatory clauses relating to the village superstructure have implications for the village development authority that is given to be not entirely the right of the village.

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¹⁴ Rudy, dkk, *Hukum Pemerintah Daerah* (Depok: PT Raja Grafindo Persada, 2020), p. 139

¹⁵ Armen Yasir, *Hukum Pemerintahan Desa* (Bandarlampung: Zam Zam Tower, 2017), p. 223

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