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## THE IMPLEMENTATION OF SIMULTANEOUS VILLAGE HEAD ELECTION IMPLEMENTATION POLICY IN REALIZING PARTICIPATORY, TRANSPARENT, AND ACCOUNTABLE ELECTION PROCESS IN LOCAL GOVERNMENT IN INDONESIA

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### ABSTRACT

The purpose of this research is to Analyze the implementation of the simultaneous Village Head election policy in realizing a participatory, transparent and accountable election process in Bogor Regency and Arrange a new model of implementing the Village Head Election policy simultaneously in realizing a participatory, transparent and accountable election process in Bogor Regency. This study uses a qualitative research approach with 21 (twenty-one) informants as a snowball technique. Secondary data collection using literature study techniques, and primary data using interview and observation techniques. Implementation of Pilkades policy simultaneously in realizing the process of participatory selection, transparency, and accountability. The implementation of the village head election policy simultaneously in realizing the participatory, transparent and accountable election process in Bogor Regency is not optimal because there are still many problems found. The new model arranged is called the Sultaa Model, this model consists of elements of participation, transparency, and accountability. The model can be applicable if it meets several requirements, namely qualified human resources, adequate facilitation, adequate funding, and effective supervision.

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## INTRODUCTION

According to Shofwan (2006: 27) that "the village was historically the forerunner to the formation of a legal society and government in Indonesia long before the Unitary State in the form of the Republic was formed". Furthermore, Shofwan (2006: 27) revealed that "social structures, indigenous peoples, customary laws, developed local values have become social institutions that are very important in building a shared life among its citizens". Thus the village had already existed before the establishment Unitary State of the Republic of Indonesia so that the names for villages in each region are different but have the same purpose. In

addition, the mention of the position of Village Head in each region is sometimes not the same as a manifestation of the State's recognition of the original rights of a village, for example Kuwu is a call/mention of the Village Head in the Cirebon area of West Java Province, the Head of the Village or the Head of the Village calls the Village Head in East Kalimantan Region, Klebun calls the Village Head in the Madura area, Pambakal calls the Village Head in the South Kalimantan Region, the Old Law Calls for the Village Head in the North Sulawesi area, and other mentions for the Village Head in several different regions. Even though the mission is the same, as Sutoro Eko (2014: 1) argues that "Law

Number 6 of 2014 concerning Villages contains a noble mission of protecting and empowering to be strong, advanced, independent, and democratic".

According to Amanullah (2015: 9) that "Village Democratization is a separate phrase that represents the spirit of the Village Law". Democratic activities that occur at the grassroots (village) are local political activities carried out through the village head election process. The Election of Village Head is a party of village community democracy that took place since ancient times. Historically the pilkades have been running for a long time and are direct, general, free, secret, honest and fair and have been understood as recognition of the diversity of political attitudes of community participation in democratization at the village level. The implementation of village head elections is held simultaneously, meaning simultaneously is held on the same day throughout the Regency / City, besides the village head election can also be held in waves. With these rules, it further strengthens the spirit to implement democratization in all regions in Indonesia and also the spirit in perfecting regional autonomy. This is indeed inseparable from the spirit of regional autonomy through the holding of Provincial, Regency and City Regional Head Elections. According to Tricahyono in Labolo (2017: 50) explained that "the election is an instrument to realize the sovereignty of the people who intend to form a valid government and a means of articulating people's aspirations and interests". Meanwhile, according to Ramlan (1992: 181) that "the election as a mechanism of selection and delegation or the transfer of sovereignty". As a means of realizing popular sovereignty, elections are held on the basis of direct, public, free, secret, honest and fair for the sake of the

realization of democracy that upholds freedom and equality before the law.

Democratization in the context of village head election (Pilkades) can be understood as recognition of diversity and participatory political attitudes of the community which are carried out simultaneously to elect Village Heads in accordance with the aspirations of the community on the same day in the Regency and City areas and can be in waves according to the ability of the Revenue Budget and Regional Expenditure (APBD). This marked the beginning of a new era towards village independence, both in the implementation of village governance, the implementation of village development and in the management of village finances. Concerning the implementation of the Pilkades simultaneously in the Undip journal stated that "the fundamental consideration is the simultaneous election of village heads which is related to aspects of efficiency and effectiveness". ([Http: www.ejournal-s1.undip.ac.id](http://www.ejournal-s1.undip.ac.id)). The final result in the holding of the simultaneous Village Head election was the election of a Village Head according to the aspirations of the community. The elected village head has a very important and strategic task in carrying out the administration of the village government, the implementation of village development, the village has authority based on the origin rights; village-scale local authority; authority assigned by the Government, Provincial Government, or Regency / City Government; and other authorities assigned by the Government, Provincial Government, or Regency / City Government in accordance with statutory provisions.

To carry out this authority, the village is given budget funding from the central and regional governments as well

as other sources. This is as stipulated in Law Number 6 of 2014 concerning Villages in article 72 that village finances include: Original Village Revenues, Budget Allocation of State Revenues and Expenditures, part of the results of regional taxes and levies Regency / City, Village Fund Allocation and others. Thus the Village will have a Village Budget (APBDes) sourced from 7 (seven) incomes. However, not all villages will have all the sources of income as mentioned above, but villages will at least have a Village Budget (APBDes) sourced from the Village Fund Allocation (ADD) and Village Funds from the State Budget (APBN). So it is natural that in the village head election contestation, someone advances to nominate as the Village Head because they feel interested in seeing the Village Fund being managed at this time is quite large when compared before the existence of Law Number 6 governing the Village. In line with the case of a forward nominating as a Village Head as on the website <https://pasundanekspres.co> that "The amount of Village Funds disbursed by the Central Government annually becomes one of the attractions to register as a candidate for the Village Head". In this context, the Village Fund becomes the main attraction for nominating as Village Head, it may be that in their minds the existence of the Village Fund can open opportunities to minimize the isolation/isolation of the Village through planned development whose funds are sourced from the Village Fund.

As stipulated in Regulation of the Minister of Home Affairs Number 112 of 2014 concerning Election of Village Heads, it is stated that "the election of Village Heads is the exercise of people's sovereignty in the village in order to elect village heads that are direct, general, free, secret, honest, and fair". This is as

anticipation in avoiding things that are not desirable in the implementation of the Village Head Election. Even though it has been well regulated through various regulations such as Government Regulation Laws, Minister of Home Affairs Regulations, Provincial Regulations, Regency / City Regulations, but in implementing the policy of Election of Simultaneous Village Head Elections in various Regencies and Cities in Indonesia, various problems and violations are still found. These problems and violations include 1) Money Politics, The holding of village head elections (Pilkades) that have been carried out in several Regencies / Cities in Indonesia are considered to be very deviant and pollute the democratic process, starting from the money politics carried out by the candidates themselves, the success team, and the community itself. Weak regulation and law enforcement in Indonesia, is one of the causes of the practice as well as not providing a deterrent effect for money politicians; 2) Intimidation, The practice of intimidation is usually carried out by the village head of Incamben, such as by mobilizing the community and/or employees of private companies in the village, to support certain village head candidates in the Pilkades simultaneously. Intimidation is possible for all village head candidates with the aim of putting pressure on the community or the village head election committee and the parties involved in the village head election. As a result, many people are restless, and there can also be friction between supporters to lead to physical clashes; 3) Black Campaign, Black campaign in village head election (Pilkades) with the aim to bring down one candidate or opponent of the village head candidate in Jember Regency, East Java Province, as stated on the website <http://www.majalah-gempur.com>

that "The consequences of the campaign black action by certain candidates makes people nervous and worried that there will be friction between supporters to the point of physical clashes ". The black campaign also took place in the election of the Head of Batukaraeng Village, Pajukukang District, Bantaeng Regency, South Sulawesi Province; 4) Inadequate of Village Election Fund, Even though the Kapuas Regency Regional Regulation (Perda) on the Procedures for Election of Village Heads (Kades) has been ratified, the simultaneous election of 161 Village Heads in that area cannot yet be carried out, because it is still hampered by funding problems. The Head of the Village Community Empowerment Agency (BPMD) of Kapuas Yansen Regency revealed, for simultaneous Pilkades funding there are two sources namely from the Kapuas Regional Budget and the Regional Budget. But what is still an obstacle is the funding sourced from the Regional Budget. "Funds for the Pilkades in the 2015 Regional Budget are not budgeted,". According to Yansen, the sub-district heads were actually ready to carry out the simultaneous village head elections, even they had signed a statement of readiness. But because funding from the APBD is not ready, the Village Community Empowerment Agency did not dare to reschedule the implementation of the Pilkades through the website <http://www.optimaintermedia.com>. The last is Social Conflict, One of the excesses of the different choices in the Election of Village Heads causes family conflicts, conflicts that can occur include husband and wife, parents and children, between in-laws and in-laws, between supporters and between neighbors. The above shows that socialization about democratic life is still needed. "Even family conflicts have led to the desire to divorce because of

differences in the election or in choosing the Village Head" as in the site <http://lib.umpo.ac.id/index.php> ".

Important values as mentioned above, are manifestations of several principles in the holding of elections, such as the overflow and honest and equal principles. The principle applies to the implementation of voting and counting of votes, while for the implementation and implementation of elections applies the principle of legal certainty, orderliness, public interest, openness, accountability, efficiency, and effectiveness. Based on this explanation, there are a number of principles that apply to the implementation and implementation of elections and there are principles that specifically apply to vote and vote to count, but there is 1 (one) more forgotten but very important principle and applies to vote, vote counting, the implementation, and implementation of elections, namely the participatory principle in an effort to create good governance. Very logical hope from the results of the simultaneous village head election in a village in one of the autonomous regions will be able to produce leaders who can guarantee the implementation of a good village government, ongoing development, avoidance of corrupt practices, collusion and nepotism as well as minority opinions considered, the voices of the powerless in society are heard when making decisions and are responsive to the needs and changes of the community. One of the autonomous regions in Indonesia that have held simultaneous village head elections in West Java Province, Bogor Regency.

In fact, the final result of the Village Head election process is to produce a village government leader who can truly bring change and progress and has an important role in mobilizing all available resources to achieve the objectives as

stated in the vision and mission of the Village Head or RPJMdes. Responsive leadership is needed to create conditions that are conducive to organizational performance and mobilize subordinates, as according to Salam (in Tjahya Supriatna 2010: 33) that leadership is a process of influencing others to take steps or actions towards a goal (goal) together. However, according to Tjahjo Kumolo, even though the authority possessed by the Village Head was so extensive, the reality was that there were still many obstacles encountered including "the low institutional effectiveness, village governance, the still low capacity and quality of service of the village administration and the limited access of the community to inform the administration of village governance "as in <http://www.zonalima.com>.

## RESEARCH METHOD

The research methodology for implementing the implementation of village head election policies simultaneously in realizing a participatory, transparent and accountable selection process in Bogor Regency, West Java Province uses a qualitative approach that is conceptually descriptive. This type of research uses the method of examining the status of a group of people, an object, a condition, a system of thought or an event that is happening right now. Thereby will be able to get a description, picture or painting systematically, factually and accurately about the facts, nature, and relationship between the phenomena investigated related to the implementation of the simultaneous Village Head election policy in realizing a participatory, transparent and accountable administration process in Bogor Regency West Java.

## RESULT AND DISCUSSION

### Interest Affected

The parties that have the authority (Interest Affected) and are directly involved in realizing the process of selecting a simultaneous, transparent and accountable Village Head in Bogor Regency are the Regent with the Muspida as the director, the Regional Secretary as the person in charge of the Regency election committee, the Government assistant as the chair of the implementation consists of members of the Polres, District Attorney's Office, District Court, and Regional Apparatus Organization (OPD) in accordance with their main duties and OPD related to leading sectors of the Bogor Regency Regency Community Empowerment and Village Administration (PMPD) Office, Camat together with Muspika who are members of the facilitation team and the selection committee including the Village Consultative Body (BPD) and the Village Head Election Committee. In other words, the party that has the authority (Interests Affected) in realizing the process of electing the Village Head simultaneously starts from the preparatory stage, the nominating stage, the voting stage and the determination stage, the participation and participation of all elements of the Regency, Subdistrict government, Village Head election committee, institutions society and society. the authorized institution and involved in the implementation of the Election of Village Head at the district, subdistrict and village level have been relatively running according to their respective duties and functions in accordance with the rules for implementing the Village Head Election. According to the village-level informant because the village head election committee or committee was formed in stages from the district level up to the village level, it was necessary to optimize



its role in holding the village head election so that the village head election process was simultaneously participatory, transparent and accountable.

### **Type of Benefits**

Based on the analysis of the types of benefits obtained from the implementation of the simultaneous Village Head Election policy in realizing participatory, transparent and accountable Village Head Elections in Bogor Regency, all Regional Apparatuses have taken a good role according to the duties and functions incorporated in the Committee Regional Level Elections or Facilitation Team for Organizing District Head Village Elections. The simultaneous election of the Village Head is a national agenda that must be successful and must obtain support from all Village Officials, the community and other relevant parties. Therefore, the Village Consultative Body (BPD) and the Village Head Election Committee and village institutions have the responsibility to succeed in organizing this Village Head Election as a celebration of democracy in determining village leaders according to the wishes of the local community. The benefit of collaborating in holding Village Head Elections is to know firsthand the democratic intentions of Village Head Elections, a democratic process by and for local village communities to elect Village leaders who are believed to be able to further improve the services and welfare of the Village community itself. The election of Village Heads is believed to be a legal and elegant way to search for, capture and choose candidates for Village Heads who are honest, trustworthy, and who are committed to lifting the village to a better level according to the aspirations of the Village community.

### **The extent of Change Envisioned**

The scope of the predicted change (Extent of Change Envisioned) the implementation of the simultaneous Village Head Election in realizing participatory, transparent and accountable Village Head Election in Bogor Regency that the Implementation of the Election of Village Heads simultaneously runs conducive, smoothly and in an orderly manner in accordance with applicable regulations and there are no obstacles and there was no delay in the simultaneous selection of the village head. In general, the occurrence of protests of prospective village heads who did not win after the election of the village head can be resolved by the District Level Facilitation Team, except for cases that are reported through the State Administrative Court (PTUN) where the complained party follows the State Administrative Court (PTUN) proceedings. The strategy is carried out through coaching at the district level, coaching at the sub-district level and coaching at the village level whose aim is to increase understanding related to the regulation of the Election of Village Heads to the Election Committee for Village Heads / Facilitation Team for Election of Village Head Elections, Village Consultative Body (BPD), Committee Election of Village Heads, participants of Election of Village Heads and Village Communities, and complete socialization related to the rules for Election of Village Heads.

The innovation carried out in the implementation of the Village Head Election in Bogor Regency is that the Regional Government bears the cost of the Village Head Election and there is no nomination fee from the prospective head of village, and the use of e-voting in the village head election in one of the peaceful declaration made by the prospective head

of village. Changes in policies and regulations related to village head elections simultaneously have a good impact on the implementation of village head elections in the field to meet the expectations of the community in realizing a participatory, transparent and accountable election process.

### **Site of Decision Making**

The location of decision making (site of decision making) in the process of implementing the simultaneous Village Head Election policy in realizing participatory, transparent and accountable Village Head Election in Bogor Regency is that it can be concluded that the Regent (Muspida), the Office of Community Empowerment, Government and Village (PMPD) Regency Bogor, the Regional Election Committee Team or the Facilitation Team for the Election of Village Head Elections at the Regency, Camat (Muspika) and the Facilitation Team for the Election of Village Head Elections in the District, BPD, Village Head Election Committee, Village Apparatus, LPM, RT, RW, Community Leaders, Prominent Figures Religion, and Candidates for the candidates.

The highest decision-maker at the central and regional levels to realize the participative, transparent and accountable village head election process is the Central level is the Ministry of Home Affairs cq the Directorate General of Village Governance, the Provincial level is the Governor, the Regency level is the Regent with the sector leading PMPD Office of Bogor Regency, District level is the Camat and the village level is the BPD and the Village Head Election Committee. Teams / Committees for Village Head Election are formed at each level, namely the Regency level which involves Muspida and related Regional Representatives, the District

level that involves Muspika and the related UPTD and the Village level namely the BPD forms the Village Head Election Committee. Rules for the election of Village Head Election refer to the relevant local regulation concerning Village Head Election.

### **Program Implementer**

Program implementers (implementor program) in the process of implementing the Village Head Election policy simultaneously in realizing participative, transparent and accountable Village Head Elections in Bogor Regency are village head Election committees recruited not yet based on education level but seen from their figures so that intense coaching is needed from both the subdistrict and district level have an impact on the suspicion of non-neutrality of the Village Head Election Committee. The main obstacle is the issue of neutrality of the Village Head Election Committee and the BPD as the Village Head Election Supervision. Socializing Village Head Election to the public at large, ensuring the Village Head Election Committee is neutral and understands its duties and functions, oversees the process of Election of Village Heads is carried out properly at all stages including preparation, nomination, voting and determination by means of socialization, coordination, communication, providing consultation and monitoring directly to the village.

### **Resources Committed**

Resources (resource committed) in the implementation of the Village Head Election policy simultaneously in realizing participatory, transparent and accountable Village Head Election in Bogor Regency, the Regional Government provides the budget for the implementation of the Election of Village Heads to the Village

from the preparation, nomination, voting, and determination of Village Heads the implementation of the election of the Village Head by e-voting (software and hardware) and facilitating the inauguration of the Elected Village Head. There is an initiative to agree on the participation of candidates and the Committee to procure supporting facilities such as public transportation and increase the number of banners. In addition, to provide guidance and debriefing to all parties, namely the relevant Regional Apparatus Organization (OPD), the Village Head, the Chair and Management of the Village Consultative Body (BPD), the Chairperson and members of the Village Head Election Committee simultaneously, conducting monitoring and monitoring before, during and after the implementation of the Election of Village Heads. The Village Committee works together with community leaders, RT, RW, and all elements of the Village institution to invite the community to participate in the Village Head Election and to provide technical assistance to the District, District Team and the committee in the Village.

### **Power, Interest, and Strategies for Actors Involved**

The power, interests, and strategies of the actors involved (power, interests, and strategies of actors involved) in the process of implementing the simultaneous Village Head Election policy in realizing participatory, transparent and accountable Village Head Elections in Bogor Regency is that the Institution that has the highest power in implementation Election of Village Heads at the President's Center level through the Minister of Home Affairs, Governor's Provincial level, Regency level is the Regent and PMPD Office, Subdistrict Head of Subdistrict and Head of Subdistrict Administration and

Village level can be replaced or dismissed by the BPD. The work system for hierarchical and hierarchical Election of Village Heads from the Center (the regulation of Village Head Election) to the regions (Regional Committee Team, District Committee) to the village level (BPD and Village Committee), which mandates the Village Committee to work professionally and independently. PMPD Office as the leading sector facilitates the implementation starting from the preparation, nomination, voting, and determination of the results of the Election of Village Heads. The gradual coaching goes well so that the Election of Village Heads takes place according to the mechanisms and procedures in force. Another step taken by the institution in the context of organizing the Election of Village Heads has a positive impact, namely the synergy of the Regional Committee with the District Committee and Village Committee. Active coordination and monitoring are carried out intensively through the help of the WA group. The existing problems can be directly anticipated with the right and fast solution.

### **Institution and Regime Characteristics**

The characteristics of the institution implementing policy (Institution and Regime Characteristic) in the process of implementing the simultaneous Village Head Election policy in realizing participatory, transparent and accountable Village Head Election in Bogor Regency is the Organizational Structure of the Bogor Regency PMPD Office that has the task of facilitating the implementation of the Election of Village Heads, each in the field of having 2 (two) Section Heads with task assignments including the task of facilitating the holding of Village Head Elections. The implementation of the



facilitation of the Election of Village Heads was smooth but not yet adequate so that the implementation of the tasks was not optimal. In the future, every field ideally should have 3 (three) Section Heads. The District Organization Structure in the implementation of the Village Head Election task is now adequate. So that the implementation of the Village Head Election is even better by forming a committee with adequate human resource quality, which is neutral and transparent and an effective and independent supervision system.

### **Compliance and Responsiveness**

Respond and compliance (Compliance and Responsiveness) in the process of implementing the simultaneous Village Head Election policy in realizing participatory, transparent and accountable Village Head Election in Bogor Regency that the Bogor District in the simultaneous village head election was supported by careful planning and management through coaching, supervision, periodic monitoring, and evaluation. The number of villages that hold the Village Head Election simultaneously while the personnel in the District are still limited. But the fact is that the simultaneous Village Head election is better. The level of community participation in the simultaneous Election of Village Heads was 79%. Then there are no rules for the Election of Village Heads simultaneously hampering the Election of Village Heads, instead facilitating the implementation of Village Head Elections. Problems with socialization are lacking so that community understanding is incomplete with their village head candidates.

### **Ideal Model of Simultaneous Village Head Election Policy in Realizing the**

### **Transparency, Participation, and Accountable**

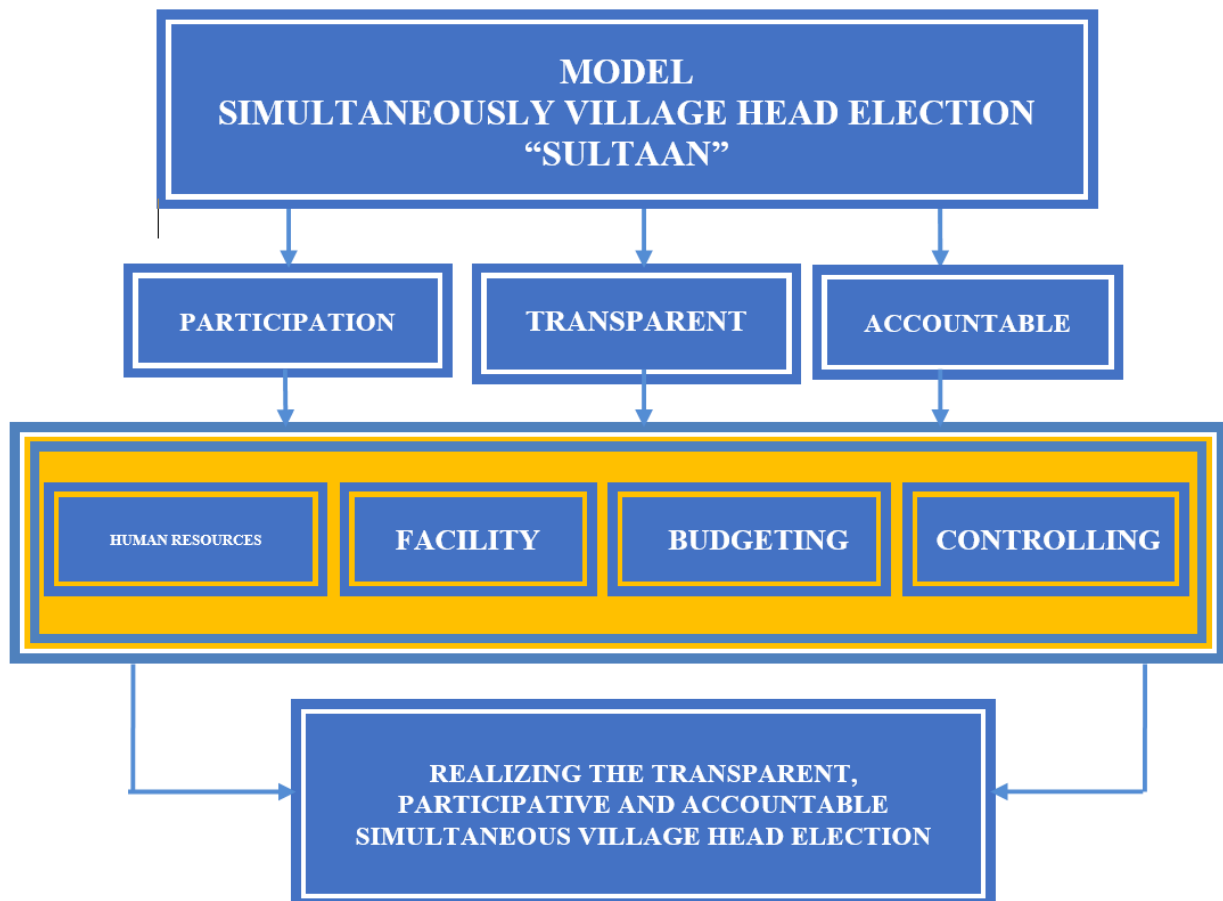
The synergy of command from the Central to the Regions and Villages in the implementation of the Election of Village Heads simultaneously runs effectively. The regulations issued have proven to be effective in the simultaneous village head election. The implementation of the Election of Village Heads in the field went smoothly due to the synergy of the command from the Regent to the District Head to the Village. The pattern of work is clear, communication coordinating monitoring and evaluation run effectively so that the Election of Village Heads is smooth and there is no re-election of Village Heads.

Based on the results of the analysis, the new model developed in realizing the participatory, transparent and accountable selection process is the Sultanate model. This Sultanate Model consists of 3 (three) main dimensions, namely participatory, transparent and accountable, this model can be applied if several basic requirements are met, namely qualified Human Resources, adequate facilitation, adequate funding according to need, and effective supervision. Quality Human Resources (HR) with the criteria of people who believe and devote to God Almighty; Virtuous; Have a personality; Disciplined; Work hard; Tough; To be responsible; Mandiri; Smart and skilled; Physically and mentally healthy; Love the motherland; High nationalism; Having a sense of social solidarity; and innovative and creative attitude. Furthermore, adequate facilities are as follows the availability of Software and Hardware; Availability of Technology; Have a Pilkada SOP; Security is available; and Availability of sufficient space. Then sufficient financing in accordance with needs is preparing budget planning according to needs;

Adequate budget availability; Accountability; and Transparency. While the latter is the existence of effective supervision consisting of monitoring of activities not yet implemented (Feed Forward Control); Supervision of activities being carried out (Concurrent Control);

Supervision of activities has been carried out (Feed Back Control); Internal oversight includes internal supervision (functional) and functional supervision, and external (external) governance of the Government, namely supervision by the BPK, legislative and community oversight.

The Sultanate model as mentioned above can be constructed as follows:



## CLOSING

The implementation of the simultaneous Village Head election policy in Bogor Regency, West Java Province is not yet optimal in realizing the participative, transparent and accountable Village Head election process due to the occurrence of various violations and as in the campaign involving elementary school children, the committee is in favor of the candidates. For certain village heads, funding is inadequate, funding from the local government is disbursed late, and

there is a distribution of groceries and distribution of money from certain prospective village heads to the community. This explanation is in line with the results of the discussion in terms of the dimensions of the policy content (Content of Policy), namely the predicted range of change (Extent of charge envisioned); program implementers (Program implementers); resources (Resources committed) and in terms of the dimensions of the policy environment (Content of Implementation), namely the

characteristics of the policy implementing institutions (Institution and regime characteristics), and respond and compliance (Compliance and responsiveness) have not been optimal in realizing participative simultaneous village head elections. transparent and accountable. The new model compiled the results of the research on the implementation of the Village Head election policy simultaneously in realizing the participatory, transparent and accountable election process called the Sultanate Model. This model consists of 3 (three) main dimensions, namely participatory, transparent and accountable. this model can be applied if several basic requirements are met, namely qualified human resources, adequate facilitation, adequate funding as needed, and an effective monitoring system.

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