



Villages in the Legal Paradigm (A Phenomenological Study of the Implementation of Law No. 6 of 2014 Related to Village Efforts to Realize Improved Community Welfare)

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ARTICLE INFO

Keywords: Village, Law, Paradigm, Law No. 6 Year 2014

Received : 21 December

Revised : 23 January

Accepted: 23 February

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ABSTRACT

This study examines the implementation of Law No. 6/2014 on villages, focusing on the performance of village officials, the application of the principles of participation, transparency, and accountability in the management of village funds in Blitar District, and the impact of this law on the responsiveness of village governments in improving community welfare. Using qualitative methods, data was collected through observation, in-depth interviews, and document analysis from various related parties. The results show that legal norms, administrative practices, and social dynamics influence the performance of village officials. Still, there are barriers to community participation, especially in planning and decision-making. The implementation of the principles of participation, transparency, and accountability still faces challenges, such as the low involvement of marginalized groups and community access to information. Despite progress in the management of village funds, improvements in various aspects are still needed. In addition, the implementation of the Village Law strengthens local autonomy, independence, and innovation, although challenges in community engagement remain an obstacle to creating programs that suit local needs. This research generates theories of Collaborative Performance, Critical Participation, and Legal Responsiveness

INTRODUCTION

Village governments in Indonesia have a strategic role as the spearhead of public services and street-level bureaucrats that directly interact with the community. As the lowest unit of government, villages are not only responsible for formal affairs, but also for the customary, cultural, religious, and traditional rights of local communities. Village governance reflects the face of Indonesian governance as a whole, as it is at this level that various community affairs are consolidated, communicated, and resolved (Mansyur, 2020).

Since the implementation of Law No. 6/2014 on Villages, villages have been given greater authority to manage government affairs and community interests based on local initiatives and traditional rights. This law changes the role of villages from being an extension of the central government to an entity with local self-government. This reflects the government's vision to develop Indonesia from the periphery by strengthening regions and villages in accordance with the Nawa Cita concept (Halimah, 2017).

The history of village governance in Indonesia has experienced various dynamics, starting from the colonial era to the reform era. Prior to the enactment of Law No. 6/2014, villages tended to function as implementers of development projects designed by district/city governments, often without taking into account the needs of local communities (Gwijangge et al., 2022). Law No. 6/2014 brought significant changes, creating "New Villages" with greater regulation and autonomy. Villages are now authorized to manage Village Funds (Dana Desa) and Village Fund Allocations (ADD) to support infrastructure development, education, health, and local economic development.

The Village Fund's budget has increased significantly in the last nine years. This budget allocation is expected to leverage the village economy and support sustainable development in villages across Indonesia (Noviyanti et al., 2024).

However, although Law No. 6/2014 brought many positive changes, its implementation still faces various challenges. One of the main challenges is the limited capacity of human resources (HR) at the village level, particularly in financial management and the implementation of development projects. Research shows that HR competencies and community participation have a significant influence on the financial accountability of the Village Fund. The higher the competence of human resources and community participation, the more accountable the management of the Village Fund (Fajri & Julita, 2021).

In addition, supervision by the Village Consultative Body (BPD) of the village head's accountability is also considered ineffective, which increases the risk of abuse of authority. These weaknesses in governance can affect the effective use of the Village Fund and potentially lead to corruption at the village level (Nurhikmah et al., 2024). Although various programs have been implemented, there are still gaps between planning at the village and district levels that hinder the optimization of village development.

LITERATURE REVIEW

This study aims to evaluate the policy implementation of Law No. 6/2014 on Villages in relation to governance, particularly in the aspects of financial management, infrastructure development, and community welfare improvement. In addition, this study will also assess the role of human resources and community participation in strengthening the accountability and effectiveness of Village Fund management. Thus, this research is expected to make an important contribution to efforts to improve village governance that is more effective, accountable and transparent.

METHODOLOGY

This research uses a qualitative method with a phenomenological approach, which aims to explore subjective experiences, meanings, and interpretations formed by actors in the field. This approach was chosen because phenomenology allows researchers to understand how individuals view their experiences in a specific context. Data were collected through in-depth interviews with various related parties (Creswell & Creswell, 2017). Interviews were conducted with village heads, village officials, community leaders, and villagers who were directly or indirectly involved in the implementation of village development programs. These interviews focused on understanding individuals' perspectives on the dynamics of village development, the challenges faced, and their expectations for the sustainability of these development programs.

In addition, a document study analyzing village medium-term development plans (RPJMDes), village financial reports, and local policies related to development was also conducted. This document study complements the interviews by providing a policy framework that serves as the basis for planning and implementation (Miles & Huberman, 1994). By combining these two data sources, this research was able to provide a more comprehensive understanding of the implementation of village development policies and their impact on the lives of local communities.

RESULTS AND DISCUSSION

Community Participation and Village Apparatus Performance in Implementing Law No. 6 of 2014

1. Community Participation

Maron Village attempted to make good use of the Village Fund despite the constraints posed by the village's unformed economic institutions. Physical activities such as drainage construction and paving block installation have had a positive impact. Community participation is visible, but not yet inclusive, especially from marginalized residents. Decision-making through village consultative meetings is not yet optimal, and there is a gap between regulation and practice. This is in line with the findings of (Cleaver, 2001) which state that marginalized residents are often not involved in the decision-making process, which causes development programs to not fully reflect their needs.

In Minggirsari Village, community participation is still minimal, especially in the planning and implementation of the Village Fund program.

Villages often do not have enough time for deliberation, so decisions are mostly based on guidance from the district government. According to (Antlöv et al., 2016), the gap between central policy and realization on the ground is a common problem in many villages in Indonesia. This causes the implemented programs not always to match the needs of the local community.

Modangan Village also faces similar challenges. Residents who mostly work as farmers or employees have limited time to be involved in village meetings. Although physical development projects, such as drainage construction, are appreciated by the community, the involvement of residents in program planning is still low. (Mansuri & Rao, 2012) Mentioned that residents' busy schedules, especially in agricultural villages, are often a barrier to active participation. This corroborates the findings in Modangan, where residents face limited time for deliberation.

In Kemloko Village, community participation in deliberations was also limited due to time and people's busy schedules. Nonetheless, the community benefits from physical development programs such as road and drainage improvements, which improve the condition of the village environment. As stated (RIDWAN, 2013), physical development projects are often well received by the community due to their direct impact, even though participation in their planning is still low.

2. Village Apparatus Performance

The performance of the village apparatus is also a focus of this study. In Maron Village, the apparatus tried hard to implement Law No. 6/2014 by utilizing the Village Fund for infrastructure development. However, limited human resources (HR) and technical capacity are major constraints. The village apparatus had difficulty in preparing the budget plan (RAB) and understanding the regulations that often changed. Research (Akmal et al., 2023) shows that limited human resources and technical capacity are common problems in Village Fund management, hampering the planning and reporting process. Despite training efforts, skills limitations are still evident.

Minggirsari Village also experienced similar difficulties. Village officials do not have sufficient knowledge to understand complex regulations and procedures. The limited time to prepare the RAB and reporting became a problem that slowed down program implementation. Village officials often had to consult with the district to ensure compliance with the regulations. This is in line with the findings of (Tatibi et al., 2017), which state that many village officials have difficulty understanding regulations that often change, so they often have to rely on the district to carry out administrative tasks.

In Modangan Village, the performance of the village apparatus also faces the challenge of frequently changing regulations. Village officials must work with the help of external parties, such as village facilitators, due to technical limitations in preparing RAB and project planning. (Eryana, 2018) Such technical limitations are a common obstacle faced by villages in Indonesia, especially in relation to RAB preparation and reporting, which requires an in-depth understanding of regulations.

Kemloko Village experienced major challenges in managing the Village Fund. The limited technical skills of the apparatus meant that reporting and program planning did not run optimally. Delays in funding and changes in regulations add to the workload of village officials (Ardhi, 2016). These limitations mirror those found by (Maliki et al., 2024) on how a lack of training and technical capacity building affects the performance of village officials in running development programs funded by the Village Fund.

This research illustrates that despite the efforts of community participation and improved performance of village officials in implementing Law No. 6/2014, many challenges remain. Limited human resources, changing regulations, and a lack of community participation are the main obstacles that hinder the optimization of Village Fund utilization in the four villages studied. Village governments are trying to be responsive to community needs, but regulatory challenges and technical limitations continue to be obstacles that must be overcome so that the Village Fund indeed provides maximum benefits for the development and welfare of village communities.

Implementation of Transparency and Accountability Principles in Village Fund Management in Blitar Regency

1. Principles of Transparency

Transparency in the management of the Village Fund aims to enable the community to understand and monitor the use of these funds. However, the implementation of transparency in the field faces various obstacles in each village, which is the object of research. In Maron Village, the implementation of transparency is still hampered by limited access to and understanding of information technology. The delivery of information is often not detailed, making it difficult for the community to monitor the use of funds. According to (Sulistiyowati et al., 2024) information technology has an important role in supporting transparency, but many villages still experience technical challenges and limited resources.

In Minggirsari Village, the main obstacle faced is the difficulty of village officials in understanding the rules that often change. In addition, reporting on the use of village funds is often done in a hurry due to time pressure, causing the information conveyed to the community to be less transparent. Fikra's research (Fikra et al., 2024) also found that reporting discrepancies and delays in delivering information to the community were often caused by village officials' lack of understanding of the rules and administrative pressure.

Modangan Village faced challenges in adjusting its planning as it received less funding than expected. Village government efforts to be transparent are often hampered by a limited understanding of information technology, which also has an impact on village fund reporting. This is supported by (Syachbrani, 2024), who asserts that a lack of understanding of information technology hampers transparency and accountability in the management of village funds, so that the community does not get adequate information to conduct supervision.

Meanwhile, in Kemloko Village, although the principle of transparency has been pursued, the community does not always know who is planning certain projects. Technical limitations in village administration often prevent the delivery of optimal information to the community. (Liani et al., 2024) asserts that

participatory and transparent village fund management can only be achieved if the community has access to sufficient information and is actively involved in the monitoring process.

2. Accountability Principle

Accountability is an important element in ensuring that the Village Fund is managed transparently, efficiently, and in accordance with its allocation. This is in line with the findings of (Mada et al., 2017), which show that accountability can be improved through active community participation. However, in reality, many villages face technical and human resource (HR) challenges, which hinder the process of planning, implementing and reporting on the Village Fund. These limitations negatively impact the quality of accountability at the village level.

In Maron Village, the technical skills of village officials remain inadequate, particularly in reporting on the use of funds. Village officials often feel pressured by media and NGO scrutiny of fund management. (Henvianto & Widowati, 2024) revealed that the lack of technical skills of village officials contributed to the low quality of reporting, which compromised transparency and accountability.

A similar situation occurred in Minggirsari Village, where limited human resources were a major obstacle in planning and reporting. Cost Budget Plan (RAB) development is often rushed to meet deadlines, which can impact project quality. (JJurnal, 2019) notes that time constraints and human resource capacity in villages greatly affect the quality of Village Fund management, making accountability difficult to maintain.

Limited human resources and time are also major problems in maintaining accountability in Modangan Village and Kemloko Village. (Hutami, 2017) highlighted that delays in fund disbursement often forced village officials to rush reporting, resulting in less accountability. Despite external assistance, such as in Kemloko Village, (Anisa et al., 2024) emphasized that technical guidance is not enough without strengthening human resources. These limitations continue to challenge villages in managing the Village Fund accountably.

Implementation of the Village Law Encourages Village Governments to be More Responsive to Priority Needs to Improve Community Welfare

This study discusses the implementation of the Village Law and its influence on improving community welfare through the use of the Village Fund in several villages, namely Maron, Minggirsari, Modangan, and Kemloko. Each village used the Village Fund for different infrastructure projects, such as drainage construction, paving block installation, and village office rehabilitation. Visible outcomes of these projects include improved quality of the village environment, better accessibility, as well as improved public services through improved village office facilities. Communities in the villages experienced direct benefits from the infrastructure projects undertaken, particularly in terms of improved mobility and reduced flooding. For example, the construction of drainage in several villages helped reduce waterlogging, which is often the cause of environmental damage and public health. In addition, the rehabilitation of the village office in Maron created a more comfortable and representative environment to serve the community.

In line with this research, (Hulu et al., 2018) revealed that Village Fund management focused on infrastructure development has been shown to improve the quality of life and mobility of village communities. This is also supported by (Chasanah et al., 2017), who found that the Village Fund is able to accelerate rural development, although it often faces various challenges in its implementation.

Challenges in Village Law Implementation

Despite the obvious benefits of these programs, implementation is still faced with a number of major challenges. The first challenge is the lack of human resources at the village level with sufficient technical skills to manage the Village Fund. Village officials often lack familiarity with complex administrative procedures and financial reporting rules, slowing down program implementation. This is in line with the findings of Suhaimi & Zulfikar (2018), which show that the lack of human resource capacity in villages is a major obstacle to managing the village fund. The second challenge is unstable regulations. Frequent rule changes make it difficult for village governments to adjust planned programs, causing many projects to be delayed or even canceled. According to (Henriyani, 2019), the challenge of changing regulations is one of the main causes of delays in the implementation of Village Fund projects in various regions. Another challenge is the lack of community participation in the planning process, which has led to some programs not matching the real needs of the community. (Sigalingging & Warjio, 2014) also emphasized that low community participation in village development planning often leads to proposed projects not fully reflecting the needs of villagers.

Solutions to Address Challenges

To overcome these challenges, several solutions are proposed so that the implementation of the Village Law can be more effective in improving community welfare. One of the main solutions is to increase the capacity of human resources at the village level through intensive technical training. Village officials need to be trained in budget planning, technology use, and financial reporting in order to manage the Village Fund more efficiently. (Mendrofa et al., 2023) Suggest that continuous training and human resource development will improve the ability of village officials to carry out administrative and technical tasks. In addition, the establishment of village economic institutions, such as Village-Owned Enterprises (BUMDes) or Joint Business Groups (KUBE), is necessary to better utilize economic empowerment funds. This will help communities develop small businesses and increase their income. Another solution is to increase transparency and community participation in the process of planning and monitoring the use of Village Funds. By involving the community more actively in village meetings, the programs will be more relevant to local needs and sustainable, as well as increasing community ownership of the programs. The implementation of these solutions is expected to have a more significant impact on realizing more equitable welfare in these villages.

CONCLUSION AND RECOMMENDATION

This research shows that the implementation of Law No. 6/2014 in Maron Village, Minggirsari Village, Modangan Village, and Kemloko Village faces various challenges, especially in the aspects of community participation, village apparatus performance, and village government responsiveness. Although the community contributed to physical development projects such as drainage and paving blocks, their participation in planning and decision-making was less than optimal. The performance of the village apparatus in the four villages also faces significant obstacles, especially in the aspects of planning, administration, and management of the Village Fund due to limited human resources and frequent changes in regulations. On the other hand, the responsiveness of village governments to community needs is evident from the implementation of useful infrastructure projects, such as the construction of drainage in Modangan and Kemloko villages, and the installation of paving blocks in Maron village. However, not all development programs are based on community aspirations, due to the lack of inclusive deliberation.

From the results of the research on the application of the principles of participation, transparency and accountability in the management of the Village Fund in Blitar District, it can be concluded that although there have been efforts from the village government to apply the three principles, there are still many obstacles in the field. In the aspect of participation, community involvement has not been maximized due to time constraints and residents' understanding of the importance of their role in village deliberations. Musyawarah, which should be the main forum for decision-making, often does not involve all elements of the community, especially marginalized groups. In addition, existing community institutions have not fully played an active role in the management of the Village Fund.

In terms of transparency, the main challenge faced is the lack of public access to information related to the use of the Village Fund. Village governments often find it difficult to convey information in an open and easy-to-understand manner, mainly due to limited technology and public understanding. On the other hand, village officials have also not fully mastered the use of information technology, so financial reporting is often not optimal. The principle of accountability also faces significant problems, especially in terms of financial reporting. The limited human resources in the village make it difficult for village officials to prepare reports in accordance with the regulations, especially with the complex reporting format. In addition, time pressures to complete programs and reporting often lead to hasty planning and implementation processes, reducing the accountability of Village Fund management.

The implementation of the Village Law in villages such as Maron, Minggirsari, Modangan and Kemloko has had a positive impact on community welfare, particularly through infrastructure development financed by the Village Fund. Projects such as drainage construction, road paving, and rehabilitation of village offices have improved mobility, reduced flood risk, and improved access to public facilities. In addition, empowerment programs such as sewing training

have also provided economic opportunities for the community, especially women.

However, the implementation of these programs still faces various challenges, such as a lack of human resource capacity at the village level, limited participatory planning, and changes in regulations that often confuse village officials. Community involvement in program planning is also often lacking, which means that programs are not always relevant to local needs. These challenges mean that Village Fund allocations are not always well-targeted, and implementation is slow and ineffective.

FURTHER STUDY

Further studies are needed to evaluate in more depth the long-term effectiveness of the use of the Village Fund in improving the welfare of village communities. This research could assess whether the results of infrastructure development and economic empowerment programs funded by the Village Fund provide sustainable or temporary benefits. In addition, there needs to be research on how community participation in each stage of program planning, implementation and monitoring can contribute to the success of these programs. Human resource capacity development at the village level is also an important aspect that needs to be further explored, especially in terms of technical training for village officials to be more competent in managing the Village Fund effectively. Research could also focus on the role of village economic institutions, such as BUMDes and KUBE, in supporting local economic empowerment and opening up new employment opportunities for the community. In addition, it is important to assess the impact of regulatory stability on the smooth implementation of programs, as rule changes often hinder timely implementation. Finally, there is also a need to study oversight and transparency in the use of the Village Fund, including the use of technology to improve accountability and prevent irregularities, to ensure that the funds are truly used for the benefit of the community.

ACKNOWLEDGMENT

I thank God Almighty for His blessings and grace so that this research can be completed properly. My deepest gratitude goes to my supervisors who have provided guidance, advice, and support during this research process. I would also like to thank the village government, village officials, and the community in Maron, Minggirsari, Modangan, and Kemloko villages for providing much-needed data and information. I am also grateful to my family and friends who always provided invaluable moral support and motivation during the preparation of this research. Hopefully, the results of this research can provide benefits for the development of science and become a real contribution to improving the welfare of village communities.

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