

THE IMPLEMENTATION OF LAW NUMBER 6/2014 ON VILLAGES IN THE VILLAGE GOVERNMENT IN SLEMAN REGENCY

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ABSTRACT

Villages in Indonesia are governed by a village government, as defined in Article 2 of Law No. 6/2014, which states that the village government handles local affairs within Indonesia's government structure. Villages are required to perform government tasks following legal provisions, including planning, implementation, administration, supervision, and evaluation. While villages are not part of the territorial hierarchy in the decentralization system, they have the authority to create village regulations, which are considered part of the legal framework in Indonesia. However, villages face constraints due to higher-level regulations that limit their autonomy and are often seen as lacking the capacity to manage their own governance. The research focuses on the mismatch between village policies and the conditions in Sleman Regency. It addresses issues such as the impact of Law No. 6/2014 on village independence and public services, as well as effective public service models in the region. Using qualitative research with an analytical descriptive approach, the study finds that the policy implementation has not been optimal. One major issue is the lack of flexibility in the policy content to meet the needs of the village government, leading to obstacles in providing efficient public services at the village level. The study identifies key findings, including limited village independence due to supra-village regulations, resource constraints, and communication barriers between policy makers and implementers. It highlights positive outcomes such as improved administrative order and innovation in revenue generation by village governments. The research concludes with recommendations for enhancing flexibility in policy content, strengthening resources, and fostering innovation to better align public services with community needs.

Keywords: digital transformation; implementation; information technology; rural development; village government; policy

INTRODUCTION

The implementation of village governance in Indonesia, as outlined in Law No. 6/2014, is carried out by the Village Head and assisted by village officials, with the village head sometimes being called by different names (Farikhah, 2020; Junaedi, 2022, 2023; Lindqvist, 2019). Villages existed long before the modern era, even before the rise of kingdoms like Sriwijaya, Majapahit, Demak, and Islamic Mataram, and were independent communities led by respected figures rather than royal hierarchies (Triwahyuningsih, 2022). Historically, Villages have had the authority to regulate and manage their affairs through rules developed by the government and the community (Amin & Marta, 2021; Steenberg, 2016; Vel et al., 2017). This autonomy, based on customs and community values, reflects the village's ability to provide public services and carry out governance functions. However, Risanty & Kesuma (2019) notes that in modern governance, village autonomy is often directed towards tasks from supra-village authorities, focusing on assistance rather than the village's own affairs. According to Law No. 6/2014, village authority now emphasizes strengthening village independence and shifting from a past model of decentralization to one of recognition, where village affairs are no longer a mere delegation of power from higher authorities (Azikin, 2018; Mahardika & Firdaus, 2022; Wisadnya, 2020).

According to the Village Law, the village is a hybrid organizational system between a self-governing community and local self-government. With this system, the village government is also in the form of a community or community-based government system with all its authorities (Fitriani & Nurhadi, 2022). The village is no longer seen as a village and village government alone but a village government as well as a community government that forms a legal entity. This means that the community has the authority to regulate the village as a village government. Law No. 6/2014 on Villages,

Article 18 states that Village Authority includes authority in the field of Village Administration, Village Development implementation, Village community development, and Village community empowerment based on community initiatives, origin rights, and Village customs (Fanani et al., 2019). Furthermore, Article 19 states that Village Authority includes: a. authority based on the right of origin; b. local authority on a village scale; c. authority assigned by the Government, Provincial Government, or Regency / City Government; and d. Other authorities are assigned by the government, provincial government, or regency/city government in accordance with statutory provisions. The spirit of decentralization implied by the article substantially directs village governance to the village itself. Meanwhile, the central and regional governments tend to take the position and role of facilitator, providing financial assistance, guidance, and supervision. Village development programs should be more bottom-up in nature (Azikin, 2018; Mahardika & Firdaus, 2022; Wisadnya, 2020).

Nevertheless, the above-mentioned village authority in the implementation of village governance, including the determination of its organizational structure, still receives intervention from the regency. For example, in Sleman Regency, through Regent Regulation No. 29/2020 on the Organisational Structure of the Kalurahan Administration, the regency government issued a guideline on the structure of village administration, which includes regulations on village officials. The guideline states that the village consists of the Kalurahan Government structure up to the Regional Executive (Munir et al., 2020a, 2020b; Triwahyuningsih, 2022).

Another problem that arises is the position of the village, which has received demands from supra-village governments that the village government must be able to serve the community by prioritizing local wisdom, distinctiveness, and flexibility. This, of course, creates a dilemma between being subservient to the supra-village (kabupaten) or truly serving the community in the context of the village community. Rules issued by the regency government certainly have an impact on the erosion of village independence in a bureaucratic manner and contradict the village's self-governing position. The aforementioned issues put the village in a position where supra-village regulations shackle it because they provide a way to position it as it is today. In addition, villages are not considered to have the ability to organize and manage their own governance.

According to (Syukri, 2024), policy implementation is the implementation of controlling policy actions within a certain period of time. Based on the above understanding, policy implementation is the implementation of controlling policy actions within a certain period of time. The Public Policy Implementation Model proposed states that the success of the policy implementation process to achieve results depends on the program activities that have been designed and sufficient funding, in addition to being influenced by the content of the policy and the context of implementation.

The implementation of Law No. 6/2014 on Villages has been the subject of various studies focusing on different aspects of village governance. Previous research by Antlöv et al. (2016) examined villages as cultural heritage and communal governance structures beyond mere geographical locations. Salim et al. (2017) conducted a sentinel villages study tracking the implementation progress, focusing on participation, transparency, and accountability principles in village governance processes. Jingga et al. (2019) investigated the distribution of resources and opportunities across Indonesia's diverse geographic landscape following the law's implementation. While these studies have contributed significantly to understanding the law's impact on village governance structures and community participation, there remains a gap in examining how the implementation specifically affects village independence and public service delivery in Sleman Regency.

Recent studies highlight ongoing issues with the implementation of the Village Law, such as uneven governance quality across Indonesia's 75,000 villages, limited technical skills among village officials, and frequent regulatory changes that create confusion at the local level. Additionally, concerns about corruption and accountability have surfaced, with reports of misuse of village funds and elite capture undermining community-driven development principles. These findings underscore the need for updated research to address emerging challenges and refine policy frameworks to better support village governance. Incorporating insights from recent studies would provide a more comprehensive understanding of current obstacles and opportunities in implementing Law No. 6/2014.

This research aims to fill this gap by analyzing the implementation challenges of Law No. 6/2014 in Sleman Regency through a top-down policy approach, with particular attention to communication barriers, resource limitations, and organizational structure constraints that affect village autonomy and service delivery. The novelty of this research lies in its comprehensive assessment of the law's implementation from both village independence and public service perspectives, offering an alternative

policy implementation scheme that addresses the identified shortcomings of the current top-down approach.

METHOD

The study employed qualitative methods, including in-depth interviews, field observations, and documentation, to gather primary data. In-depth interviews were conducted using the snowball sampling technique, starting with informants with limited information and expanding to those with broader insights into the implementation of Law No. 6/2014 in Sleman Regency. Informants were purposively selected based on their knowledge of the research topic. Semi-structured interviews utilized open-ended questions and follow-up queries to extract detailed information, guided by an interview framework that was adapted during the process to ensure comprehensive data collection.

Secondary data was obtained through literature reviews of relevant books, articles, and official documents. For data analysis, thematic analysis was applied to identify recurring patterns and themes across the collected data. This involved coding transcripts systematically and categorizing information to uncover key insights about policy implementation challenges and impacts.

The sample size was determined based on the saturation principle, ensuring no new themes emerged from additional interviews. While the exact number of participants is not specified, justification for the sample size aligns with qualitative research standards emphasizing depth over breadth. Future iterations of this methodology could benefit from explicitly stating the sample size and detailing how saturation was assessed to strengthen the study's credibility.

Primary data collection was conducted in two ways: in-depth interviews, field observations, and documentation. In-depth interviews were conducted using the snowball method, departing from informants with very limited information to informants with broader and deeper information about the problems to be studied. This was done purposively with informants, namely people who were considered to know about the implementation of Law No. 6/2014 on Villages in Sleman Regency. The semi-structured interview method used open-ended questions followed by follow-up questions to extract more information. An interview guide was used, a record of the outline of the interview material to explore information in the field, which was then developed by the researcher during the interview so that as much accurate information as possible was obtained. Secondary data were also collected through a literature review and written sources such as books, articles, documents, and others that are still relevant to the field of research.

RESULT AND DISCUSSION

Impact on Village Independence

In the research locations, the impact of the implementation of the Law on Villages can be seen in the inability of villages to manage the authority mandated by the law, which involves the authority over the right of the origin, namely the utilization of village treasury land, which is often hampered by licensing, so that village treasury land becomes a slower source of village income.

Another impact on village independence is the limited ability of the kalurahan to determine the types of infrastructure and facilities needed by the village community that village funds can finance. This limitation makes it difficult for the Kalurahan to realize the facilities and infrastructure needs of the village because the rules set by the village law provide certain limitations. Facilities and infrastructure that village funds cannot finance must then be financed by the village itself by taking from other sources of income. This can be quite burdensome for the kalurahan, whose income sources are not high.

On the other hand, the impacts above also led to positive impacts. The most prominent positive impact is the increased ability of village officials to adjust to the limitations set by the law. In addition, village governments are forced to become more orderly in administration, deadlines, and reporting. Furthermore, villages are forced to be more active in creativity and innovation so as to increase the village's own revenue, such as promoting Bumdes, leasing village treasury land, self-help, etc.

Impact on Public Services

Some of the visible impacts of this research on public services in the village government are that there are obstacles in providing services to the community related to the administrative burden of village officials, which takes up most of the time, so public services are not maximized. Another impact is that the workload of certain positions in the Kalurahan organizational structure is not balanced, so

people who need services from the village are often served outside the working hours of village officials. In the author's observations, this happened in Sinduadi Kalurahan, especially in the position of Jagabaya, who had to receive the public even after working hours. The lack of a balanced organizational structure in the village government means that public services are not optimal.

Another impact is on utilizing village treasury land, which the community should use through a rental system. However, the permit has not been granted; even in the Sinduadi sub-district, the permit has not been approved for 5 (five) years. This makes the community less than optimal in receiving benefits from the village treasury land. In addition, related food security, which requires the management of village funds for agriculture and livestock in the Condongcatur sub-district, cannot be implemented properly due to limited agricultural and livestock land. So that the community does not get the benefits of services from the village in this field. On the other hand, there is a positive impact of these impacts. The village government must be able to adjust to the tasks according to the organizational structure, positions, and duties that have been determined in the regulations. Furthermore, the village government is required to work around the limitations in the Kalurahan by utilizing existing potentials so that public services are still carried out in accordance with the law's mandate.

This research uses a top-down policy model analysis where the government makes the policy model and must be followed by the community. This model uses a prescriptive approach, which interprets policy as input and implementation as output. The top-down public policy implementation model focuses on four variables: communication, resources, disposition, and bureaucratic structure. This is in accordance with the theory and policy model used in this research. Aspects of communication, resources, disposition, and bureaucratic structure play an important role in the policy implementation of Law No. 6/2014 on Villages. Due to the law, the village accepts several policy derivatives, which must be implemented accordingly. The top-down model is seen to have shortcomings, especially when focusing on the realization of village government policy implementation.

Table 1. Shortcomings of the top-down implementation model in village government policy implementation in Sleman Regency

Aspects	Disadvantages
Communication	Multiple interpretations of policy content, differences in perceptions between supra-village and village governments, and between village officials can cause policy implementation to be ambiguous, not as intended by the policy.
Resources	It is as if the government is only present in the form of policies but lacks assistance in the provision of resources.
Lack of flexibility	Lack of flexibility in adapting policies to local needs
Slow response to local problems	Because the village government is considered capable of exercising its authority, a government that is not directly present in village government affairs will respond slowly to any local problems that arise.
Lack of innovation	Village governments tend to lack innovation because all restrictions have been set through regulations.
Organisational structure	The format of the organisational structure has already been determined, so village governments tend to find it difficult to adjust to the needs of their village apparatus.

Source: processed by researchers

The table provides an overview of the realization of the top-down model of implementation of village government policy in Sleman Regency. From the analysis above, it can be seen that the implementation of Law No. 6/2014 on Villages in the village government in Sleman Regency is still not in accordance with the expectations of the policy itself.

Implementation of the Top-Down Approach Model

In the Sleman Regency Kalurahan government, a top-down approach has been implemented where policies originate from the central government, then go down to the Provincial Government and continue with policies at the Regency Government. Judging from the flow, this is appropriate, but in the Kalurahan government, this is seen as too complicated and ineffective because the policy becomes less

flexible. The limitations resulting from supra-village policies make the policies less flexible in implementing village government.

Modeling Implementation with a Top-down Approach

Considering the top-down approach model in policy implementation in the Sleman Regency village government, there are still some shortcomings related to the implementation. These shortcomings are seen from the following aspects:

1. Lack of communication between policymakers and policy implementers (Kalurahan) in interpreting policy content and implementing policies.
2. Lack of flexibility in the policy content has led to suboptimal village independence and the implementation of the authorities listed in the policy content.
3. Not maximizing the strengthening of human and budgetary resources in the village government.
4. The central government's slow response to local problems faced by the village government.
5. The lack of innovation in village governance.
6. Lack of resources and unsupportive organizational structures.
7. Too many supra-village regulations limit the village's movement in running the village administration.

The following top-down implementation scheme is offered as an alternative policy implementation in village governance that is considered more efficient without involving too many policies that hinder the movement of village governance in the Sleman Regency.

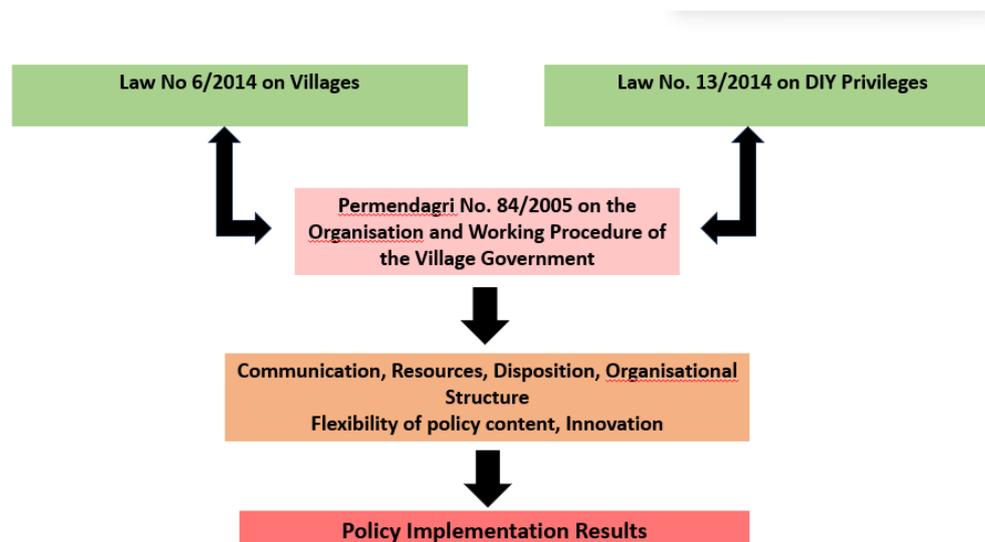


Figure 1. Alternative Scheme of Top-down Village Government Policy Implementation

Source: compiled by the researcher

Based on the results of data interpretation of interviews, observations and documentation that have been carried out, some research findings can be found as follows.

1. Communication constraints from both the policy giver (supra-village) and the policy implementer (village government) cause multiple interpretations of the policy content received by the policy implementer. Communication constraints also occur because the level of ability of policy implementers varies in understanding the content of the policy, and it affects the running of the village government.
2. The limited resources of the policy implementers (village government) in terms of the number of village officials and budget capabilities caused the village administration to experience obstacles.
3. The mismatch of policy orders to the conditions in the village government causes bias as if the village government is reluctant to implement the contents of the policy. However, in the implementation of village governance, policy implementation is still carried out in accordance with village conditions and local wisdom.
4. Lack of flexibility in policy content towards the needs of the village government, resulting in obstacles to the delivery of public services in the village. The flexibility in question is in the

management of authority over the right of the origin and the determination of the organizational structure of the village apparatus.

5. The low level of innovation produced by the village government is due to the restrictions and formats regarding the implementation of village governance that supra-village governments have set as a result of policies at the top level.

These findings illustrated that the application and impact of public policy and policy implementation of Law No. 6/2014 on Villages have not fully aligned with expectations.

CONCLUSION

Implementing Law No. 6/2014 on Villages in Sleman Regency reveals significant challenges in achieving the intended village independence and effective public service delivery. The research demonstrates that the top-down policy approach has created several obstacles that hinder optimal implementation. Communication barriers between policymakers and implementers have led to multiple interpretations of policy content, while human and budgetary resource limitations have constrained village governments' operational capabilities. The study identifies several key issues affecting implementation: inflexible policy content that fails to accommodate local conditions, organizational structures that do not align with village needs, and excessive supra-village regulations that restrict village autonomy. These factors have collectively impeded villages' ability to exercise their mandated authorities, particularly regarding rights of origin and village treasury land management.

Despite these challenges, positive impacts have emerged as villages adapt to constraints by improving administrative processes, enhancing creativity in generating alternative revenue sources, and developing innovative approaches to service delivery within existing limitations. The research proposes an alternative top-down implementation scheme that offers greater efficiency and flexibility while reducing bureaucratic barriers. This study contributes to understanding the gap between policy intent and the reality of implementation in village governance. It highlights the need for more adaptive policy approaches that balance standardization with local autonomy, improved communication channels between governance levels, and strengthened resource allocation to enable villages to fulfill their dual role as self-governing communities and local government entities. Future policy adjustments should prioritize flexibility, innovation, and responsiveness to local conditions to achieve the law's objectives of enhanced village independence and improved public service delivery.

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