



Legal Review of the Role of Village Government in Village Development under Law Number 3 of 2024 on the Second Amendment to Law Number 6 of 2014 on Villages

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ABSTRACT

This research is motivated by the fact that Molona Village remains categorized as an underdeveloped village. This situation illustrates that development in Molona Village, South Buton Regency, still faces numerous challenges and obstacles. Therefore, this research can be formulated as follows: 1. What is the role of the village government in village development in Molona Village, from the perspective of Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages? 2. What are the factors hindering the role of the village government in village development in Molona Village, South Buton Regency? This study aims to determine the role of the Molona Village Government, South Buton Regency, in village development, and the factors that hinder the Molona Village Government, South Buton Regency, in carrying out village development. This study uses empirical legal research, with data collection consisting of observation, interviews, and documentation. The resource person for this study was Mr. La Ode Mustafa, the Head of Molona Village, South Buton Regency. Data analysis used qualitative analysis techniques, namely the interpretation of data by providing explanations and descriptions. The results of the study indicate that the Molona Village Government, South Buton Regency, plays a crucial role in supporting village development. The Molona Village Government's role in village development begins with its role as a development planner, its role as an implementer, and its role as a monitor and supervisor of every program or activity aimed at developing Molona Village. This study also found that the main inhibiting factors for the Molona Village Government in carrying out village development are the low level of education of the village community and the lack of participation of the village community in the village development process.

Keywords: Village development, Government's role, Factors inhibiting village development

1. Introduction

The village is the level of government closest to citizens and, at the same time, a foundation for development that is grounded in local needs. Within the framework of the Unitary State of the Republic of Indonesia, recognition of the village is not merely administrative; it is also juridical recognition of a legal community unit with territorial boundaries, original authority, and living traditional rights that are acknowledged by the state. Law Number 6 of 2014 on Villages affirms this position by defining the village as a legal community unit authorized to regulate and manage governmental affairs, community interests, and development based on community initiative. This regulatory framework serves as the normative basis for villages to perform governance and development functions independently, participatively, and responsibly (Andi Ariadi, 2019).

Regulatory reform through Law Number 3 of 2024, as the second amendment to Law Number 6 of 2014, further reinforces the agenda of strengthening villages within the constitutional system. In essence, this amendment positions villages as

subjects of development who not only implement top-down policies but also design, execute, and control development according to local socio-cultural contexts. This strengthening is aligned with the objectives of village regulation, which emphasize respect for village existence, preservation of local culture, reinforcement of community participation, and the development of transparent and accountable village governance. (Debora Sanur, 2023) Strengthening villages is also consistent with decentralization, because local autonomy is expected to shorten bureaucratic chains in public services, enhance policy responsiveness, and strengthen accountability in development outcomes. (Amtai Alaslan. 2020)

Village development fundamentally comprises two interrelated dimensions. The first is physical development, including roads, bridges, educational facilities, places of worship, and other basic infrastructure that supports mobility and access to services (Fauziah Lubis. 2018). The second is human development and empowerment, encompassing education, training, strengthening of the local economy, social guidance, and improvement of institutional capacity. These dimensions indicate that village development should not be assessed solely by infrastructure outputs; it must also be linked to improved quality of life, expanded opportunities, and strengthened community capacity to participate in development processes. In line with this understanding, Minister of Villages, Development of Disadvantaged Regions, and Transmigration Regulation Number 21 of 2020 defines village development as efforts to improve the quality of life and livelihood for the greatest prosperity of village communities (Galih Orlando. 2022).

The village holds a strategic position in national development. Villages constitute the living space of the majority of Indonesia's population; therefore, the quality of village development is closely related to national development achievements. Data from Statistics Indonesia (BPS) through the 2024 Village Potential Census (Podes) indicates that the number of villages across Indonesia reached 75,753. This figure underscores the vast scope of village-level governance that must be managed through effective governance approaches. Trends in village status also show progress, reflected in the decline in the number of underdeveloped villages from 33,592 in 2015 to 6,100 in 2024. However, data still records the existence of very underdeveloped villages totaling 4,363 in 2024. This condition suggests that village development challenges are uneven: while some villages progress rapidly toward independence, others still require more targeted policy intervention. (Jauhariah & Syamsudin. 2023)

This disparity in development outcomes highlights the role of the village government as a critical issue. Normatively, the village government is mandated to manage the village development cycle from planning and budgeting to implementation and supervision. This role requires institutional capacity, local leadership, and constructive partnerships with the Village Consultative Body and the community. The performance of village development is also strongly influenced by the village government's ability to align programs with community needs and to ensure the integrity of governance, including transparency, participation, and accountability in resource management (Muhammad Fadli & Fatmawati Rahmat, 2016).

Molona Village in West Siompu Subdistrict, South Buton Regency, is classified as an underdeveloped village and therefore requires more intensive development attention. Development challenges in Molona Village can be understood through social factors that directly affect program effectiveness, one of which is the community's educational level. Data from the 2024 Village Profile/Condition (PKD) indicates that approximately 40% of residents (653 out of 1,663 people) completed compulsory education, including 109 individuals who pursued higher education. Approximately 60% of residents (1,005 people) did not complete compulsory education. Such an educational structure may affect community participation in development planning and oversight and may also limit access to economic opportunities that require basic skills and adequate literacy (Nova Pridayanti., 2023).

Education plays an instrumental role in village development because it is a prerequisite for improving human resources (Wurara dkk. 2020). Education can strengthen residents' knowledge and skills to improve quality of life, expand participation in development decision-making, and reduce poverty and social inequality by improving access to employment and productive economic activities. The linkage between education, empowerment, and development indicates that development challenges are not limited to budgets or infrastructure; they also involve community social capacity and the capacity of village governance to design appropriately targeted interventions (Purnomo. 2021).

The new legal framework introduced by Law Number 3 of 2024 provides a renewed context for assessing the village government's role in development (Winarno Yudho & Heri Tjandrasari, 2017). Studies on villages often position village governments as program implementers, yet they do not always examine specifically how the latest norms influence mandates, room for action, and accountability particularly in underdeveloped villages. This gap underscores the importance of a juridical study that goes beyond normative description to examine the implications of legal norms in actual village governance practice. Such analysis is relevant for determining whether the regulatory strengthening of villages is reflected in development governance at the village level and for identifying the factors that hinder the optimization of the village government's role (Rahayu & Erika. 2023).

Based on this context, this article examines "A Legal Review of the Role of Village Government in Village Development under Law Number 3 of 2024 on the Second Amendment to Law Number 6 of 2014 on Villages (A Study in Molona Village, South Buton Regency)." The study focuses on two main issues. First, it analyzes the role of the village government in village development in Molona Village from the perspective of Law Number 3 of 2024. Second, it identifies the factors that hinder the village government's role in implementing village development in Molona Village. This study is expected to contribute academically by mapping the legal norms and their implications for village development practice, and to contribute practically by offering input for village governments, Village Consultative Bodies, and communities to maximize local potential and strengthen effective development governance in order to improve shared welfare (Suharto. 2023).

2. Methods

This study adopted an empirical legal research design, which emphasizes social reality in assessing how legal norms are applied and how they operate in everyday governance. Rather than focusing solely on doctrinal interpretation, the study examined the interaction between statutory provisions and village-level administrative practices to understand the implementation of Law Number 3 of 2024 as the second amendment to Law Number 6 of 2014 on Villages. The research was conducted at the Molona Village Government Office, located on Jl. Lalaja, Molona Village, West Siompu Subdistrict, South Buton Regency, Southeast Sulawesi, Indonesia (Sulistyo. 2023).

Data were generated using three complementary instruments. First, non-participant direct observation was carried out in the research site to capture routine administrative processes, development-related activities, and patterns of public service delivery. Observation was guided by a structured checklist developed from the research proposal, and the researcher explicitly informed participants that observation was undertaken for academic research purposes. Second, semi-structured interviews were conducted with selected respondents and key informants to explore their perceptions, experiences, and explanations regarding the village government's role in development, as well as constraints affecting implementation. The semi-structured format enabled consistent coverage of core themes while allowing flexibility to probe emerging issues. Third, documentation was used to collect secondary materials, including village administrative records, archives, meeting notes, relevant correspondence, and legal documents such as statutes, ministerial regulations, and other normative instruments related to village governance and development (Sutrisna. 2023).

3. Findings and Discussions

3.1 The Role of the Molona Village Government in Village Development

The field data indicate that village development in Molona Village, South Buton Regency is strongly shaped by the institutional roles performed by the village government. Consistent with the statutory framework that places village development within the stages of planning, implementation, and supervision, the Molona Village Government performs three principal roles: (1) development planner, (2) development implementer, and (3) monitor and supervisor of development. These roles are not separate in practice; rather, they form a continuous cycle in which decisions made at the planning stage determine implementation priorities, while supervision functions as feedback for future planning.

a. The Village Government as Development Planner

The planning role emerged as the earliest and most decisive stage for organizing village development activities in Molona. Interview data from the Village Head (La Ode Mustafa) emphasize that development initiatives are not executed spontaneously; they require structured preparation, including program identification, institutional coordination, and community consultation. Planning is carried out through village meetings involving the village head and village apparatus, followed by broader participatory forums that allow community members and representative bodies to contribute to deliberation.

Empirically, the planning process begins with the village head initiating an internal meeting to coordinate the formation of the Village Government Work Plan (RKPDes) drafting team. This step is crucial because the RKPDes becomes the

formal annual instrument that translates the medium-term development framework into implementable programs. The Village Head explained that the Village Medium-Term Development Plan (RPJMDes), which covers a six-year period, must be aligned with the annual RKPDes so that development priorities remain consistent and do not shift arbitrarily from year to year. This alignment functions as a governance mechanism to ensure continuity, predictability, and administrative accountability.

Field findings also show that the planning stage is accompanied by a policy logic: development must be “directed” through clear village-level policies so that programs are not fragmented. In practical terms, this direction is achieved through village deliberation meetings (*musyawarah desa*) where the RKPDes draft is presented, discussed, and refined. In these forums, multiple stakeholders may be involved, including community groups, the Village Consultative Body (BPD), and representatives of higher-level government institutions. The drafting team plays a facilitative role by organizing deliberation, ensuring that proposals are recorded, and enabling the meeting to reach agreements about which programs will be prioritized in the coming fiscal year and which will be postponed.

The findings further indicate that time-bound legalization of the RKPDes into a village regulation is viewed as an important administrative requirement. The Village Head described a sequence in which the RKPDes draft is finalized around September, jointly reviewed with the BPD, and then submitted through subdistrict channels for evaluation. This procedural structure reflects an attempt to comply with administrative standards while also providing a predictable timeline for development execution from January to December of the following year.

Overall, the planning role in Molona Village demonstrates two central characteristics: procedural compliance (through structured steps and formal documents) and participatory intent (through deliberation forums that involve the community). However, the effectiveness of participation is influenced by social factors discussed later in the inhibiting factors section.

b. The Village Government as Development Implementer

After the planning stage, the village government assumes a central role as the executor of development programs. Implementation is initiated after the relevant village regulation and program decisions have been agreed upon and after the disbursement process of village funds. The data show that the Village Head coordinates implementation through work meetings that function as operational control mechanisms. These meetings address the progress of activities, community complaints or concerns, constraints encountered in the field, targets for subsequent implementation phases, and possible revisions to the work plan.

Implementation in Molona Village also involves attention to infrastructure standards and verification processes. The findings show that the village government carries out inspections of village facilities and infrastructure projects to ensure that the implementation matches technical expectations and community needs. In this regard, the village head may be supported by personnel with relevant competencies, ideally drawn from the local community to maximize local human resources. If local skills are insufficient, support can be drawn from district-level technical units or professionals. This approach indicates that implementation is treated not merely as administrative spending, but as a process requiring technical assurance and quality control.

Interviews also suggest that the village government considers multiple strategic aspects when implementing development policies. These include community empowerment, adequate infrastructure provision, natural resource management, technology-related innovation, inter-village collaboration, and the inclusion of programs that involve women and children. This finding indicates that implementation is conceptualized broadly, extending beyond physical projects to social and institutional dimensions. Nevertheless, implementation remains vulnerable to external disruptions and exceptional events. The data highlight that changes in execution can occur due to price fluctuations, scarcity of materials, or extraordinary events such as natural disasters. These contextual pressures require adaptive responses, including adjustments in procedures or timelines.

A further component of implementation is the management of complaints and problem resolution. Field data describe complaint-handling mechanisms that include maintaining confidentiality of complainants, addressing issues at the activity executor level when possible, providing information and guidance to the community about development conditions, involving community members in problem-solving, and documenting issues and agreements in official village meeting minutes. This structure reflects an accountability orientation: implementation is treated as a public process that must remain open to evaluation, correction, and collective agreement.

Finally, implementation culminates in reporting and accountability forums. The village government prepares implementation reports, which are then discussed in village deliberation meetings. In Molona Village, such deliberations occur twice a year (mid-year and end-year), enabling periodic review of ongoing activities and the presentation of end-year reports. Community members are given opportunities to respond to the reports, and feedback is deliberated jointly among the BPD, village head, activity implementers, and residents. The outcomes are documented and used as a basis for improvement or completion adjustments. This shows that reporting is not purely administrative but is embedded in participatory accountability mechanisms.

In the final phase of implementation, the village government emphasizes the maintenance and utilization of development outputs. Findings show several practices: documenting development results, forming maintenance groups through village head policy, allocating maintenance costs within the village budget, and establishing committees to ensure that development outputs remain functional and beneficial over time. This maintenance orientation is significant because it links implementation to sustainability, ensuring that development outputs do not degrade quickly due to lack of care or institutional responsibility.

c. The Village Government as Monitor and Supervisor

The supervisory role in Molona Village reflects the statutory principle that development must be monitored and supervised not only by the village government but also by the community. Field data show that supervision is understood as a corrective mechanism that prevents deviations and improves program accuracy. The Village Head explicitly emphasized that without supervision, development outcomes are unlikely to reach maximal quality. Community monitoring is therefore positioned as an instrument to detect procedural or technical errors early so that corrections can be made promptly.

The findings demonstrate that the community's role in supervision includes the right to know development plans and their implementation, the right to monitor implementation, and the right to communicate monitoring results and complaints to the village government and the BPD. In turn, the village government is expected to provide public information regarding planning and budgeting documents and to report supervision outcomes to residents at least once a year through deliberation forums. These arrangements indicate that supervision is not treated as a closed internal audit function; rather, it is a public accountability mechanism linked to transparency norms.

3.2 Inhibiting Factors Affecting the Village Government's Role in Molona

Although the village government performs planning, implementation, and supervision roles, the study identified two principal constraints that limit development effectiveness in Molona Village.

a. Low Human Resource Capacity

The first major constraint concerns the limited quality of human resources, closely tied to educational attainment. Field evidence indicates that a significant portion of the population has not completed primary education, while only a small proportion has accessed higher education. This educational profile has direct implications for development governance. Limited education can reduce residents' ability to interpret program plans, understand budget allocations, or participate meaningfully in deliberation forums. It can also reduce the availability of local technical skills needed for infrastructure projects, administrative reporting, and innovation-oriented programs. As a result, the village government may face difficulties mobilizing competent local teams and may become more dependent on external assistance, which can slow processes and increase implementation complexity.

b. Limited Community Participation

The second major constraint is insufficient community participation across stages of development. Field findings indicate that some residents demonstrate low engagement not only in planning meetings but also in implementation support and supervision activities. When community participation declines, development planning risks becoming less responsive to real needs, implementation becomes harder to monitor socially, and accountability mechanisms weaken. In practical terms, low participation can lead to reduced community ownership of development outputs, which may also affect maintenance and sustainability. The study therefore suggests that strengthening participatory capacity is not merely an ethical or democratic objective but a functional requirement for effective village development governance.

3.3 Discussions

The findings confirm that village development is most effective when it is treated as a collective governance process rather than a purely administrative agenda. In Molona Village, development initiatives such as coastal tourism development illustrate that positive transformation depends on the interaction

between village authorities and community participation across three interconnected stages: planning, implementation, and monitoring/supervision. This aligns with participatory development perspectives, which view local communities not as passive beneficiaries but as co-producers of development outcomes.

At the planning stage, community participation functions as the main channel for articulating needs, local knowledge, and priority proposals. The village government initiates this stage by preparing the Village Medium-Term Development Plan (RPJMDes) as a strategic framework, which is then discussed through deliberative forums. Empirically, the contribution of residents in the form of ideas, arguments, and critiques strengthens decision-making quality because the community is closest to the problems that development intends to address. Planning is therefore not merely technical drafting; it is a decision-making arena where legitimacy is built. When plans are formulated through participatory deliberation, the approved programs tend to be more relevant, socially accepted, and easier to implement.

At the implementation stage, participation shifts from deliberation to contribution. Residents may support development through time, labor, material assistance, and practical ideas for operational adjustments. Such involvement increases operational effectiveness and fosters a sense of ownership, which is critical for sustaining development outputs. In Molona, implementation becomes more manageable when citizens understand the objectives of programs and feel that those programs reflect their agreed priorities.

At the monitoring and supervision stage, the study shows that oversight is shared by the village government, the BPD, activity implementation teams, and community members. This shared supervision serves as a corrective mechanism by comparing planned targets with real execution, identifying deviations, and recommending improvements. Supervision thus acts as an instrument of control and accountability to ensure both smooth activity progress and the quality of physical outputs. Because development conditions may change, supervision also enables adaptive adjustments without abandoning the core goals set during planning.

4. Conclusion

This study concludes that the Molona Village Government plays a decisive role in village development through an integrated cycle of planning, implementation, and supervision, as mandated by the legal framework on village governance. In the planning phase, development priorities are formulated through structured documentation (RPJMDes and RKPDes) and deliberative forums that are intended to accommodate community input. In the implementation phase, the village government coordinates operational activities, manages funding-based work stages, conducts technical checks on infrastructure activities, handles complaints, and prepares accountability reports presented in village meetings. In the supervision phase, monitoring is carried out not only by the village government and the Village Consultative Body (BPD) but also through community oversight, which functions to identify deviations, improve accuracy, and strengthen transparency.

However, the effectiveness of these roles is constrained by two dominant inhibiting factors. First, limited human resource capacity, reflected in low educational attainment, reduces local technical skills and weakens residents' ability to participate substantively in planning and oversight. Second, insufficient community participation across development stages diminishes program responsiveness, weakens accountability, and reduces collective ownership of development outcomes. Therefore, strengthening community capacity and participation is essential to optimize the village government's role and to ensure that development programs such as coastal tourism initiatives produce sustainable and equitable benefits for Molona Village.

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