



Village Development Policy and Community Welfare in the Framework of National Development

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Abstract

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Village development is a fundamental foundation in realizing inclusive and sustainable national development. Villages serve as the basis of food security, centers of local economic growth, buffers of urban economies, as well as preservers of culture and local wisdom. However, the village–city gap, limited infrastructure, weak human resources, and obstacles in village government administration remain major challenges. Law Number 6 of 2014 concerning Villages grants authority for villages to regulate and manage the interests of their communities, including development, governance, and empowerment. In practice, the implementation of village policies is inseparable from the support of the central government through village fund allocation, regulatory guidance, and synergy with national development. This study applies a normative juridical method to analyze the relationship between government policy and village development. The findings indicate that the success of village development is largely determined by the consistency of policy, the capacity of village apparatus, and the active participation of the community in managing local potential to enhance shared welfare.



1. Introduction

Village development is an essential part of national development because of its strategic position in strengthening national resilience. The village functions not only as a center for local community life but also as the main pillar supporting the national economy through the provision of food, labor, and natural resources. Thus, village development is seen as an effective means to reduce inter-regional disparities, improve community welfare, and realize social justice for all Indonesians. The concept of development rooted in the village also reflects the constitutional mandate in an effort to bring equitable prosperity throughout the country.

The legal basis for implementing village development is contained in Law Number 6 of 2014 concerning Villages, which positions the village as a governmental entity with original authority to regulate and manage the interests of the community. This regulation asserts that the village is not merely an object of central government policy but also a subject of development that possesses autonomy. With this authority, villages are given the responsibility to carry out development, empowerment, and community guidance according to local potential and needs. The implementation of this village authority is reinforced by the direct transfer of village funds from the central government, aimed at increasing village independence.¹

However, the dynamics of village development in Indonesia still face quite complex challenges. The issue of village-city disparity is a major concern, evident from the limited access of rural communities to infrastructure, public services, and

¹ Uly Faoziyah and Wilmar Salim. "Seeking prosperity through village proliferation: An evidence of the implementation of village funds (Dana Desa) in Indonesia." *Journal of Regional and City Planning* 31, no. 2 (2020): 97-121.

economic opportunities. This condition is often exacerbated by the low human resource capacity of village officials and weak governmental administrative governance. Consequently, even though policies and funds are available, the implementation of village development often does not yield optimal results for the community's welfare. As stated by Ginting et al.² managerial weaknesses and administrative constraints often hinder the effectiveness of village program implementation, even when regulatory support is strong enough.

To address these issues, the government has established several affirmative policies, including the optimization of village fund management, capacity building for officials, and increasing community participation in development planning. These policy measures are expected to strengthen the effectiveness of village development while fostering synergy between local development and the national development agenda. This aligns with the findings of Wisnumurti et al.³ who emphasize the importance of collaboration among the central government, regional governments, and village governments in sustainably managing local potential.

Besides having an economic dimension, village development also includes crucial social and cultural aspects. The village is the living space for communities with distinct values, traditions, and local wisdom, meaning development should not be solely oriented toward economic growth. Attention must be given to preserving

² Arwanto Harimas Ginting, Ida Widianingsih, Rahman Mulyawan, and Heru Nurasa. "Village government's risk management and village fund administration in Indonesia." *Sustainability* 15, no. 24 (2023): 16706.

³ Candranegara Wisnumurti, A. G. O., I. M. W., Suryawan, D. K., & Wijaya, I. G. N. (2020, November). Collaborative Governance: Synergy Among the Local Government, Higher Education, and Community in Empowerment of Communities and Management of Potential Tourism Village. In *2nd Annual International Conference on Business and Public Administration (AICoBPA 2019)* (pp. 112-115). Atlantis Press.

the nation's cultural identity through village development based on local wisdom. Palisuri et al.⁴ asserts that strengthening development based on local wisdom can reinforce social cohesion and become essential capital in maintaining national unity amidst the strong currents of globalization.

Based on this background, this study focuses on analyzing the relationship between government policy and village development in the context of national development. By using the normative juridical method, this research examines the applicable regulations and policies, as well as the implementation of the Village Law as a legal instrument that provides legitimacy for village development. This study is expected to enrich the academic literature on village development and simultaneously provide policy recommendations that can strengthen the village's position as one of the main pillars of inclusive and equitable national development.

2. Literature Review

Studies on village development in Indonesia widely discuss the close relationship between government policy, institutional capacity, and the involvement of village communities in every stage of development. Since the enactment of Law Number 6 of 2014 concerning Villages, the role of the village has strengthened as it is given broader authority to manage community interests, execute development, and regulate government affairs independently. Normatively, this regulation positions the village as a subject of development with legal legitimacy. Nevertheless,

⁴ Palipada Palisuri, Abdul Karim, and Wayan Agus Sunarya. "Effectiveness of Village Fund Policy to Improve Economic Development and Rural Infrastructure in East Luwu Regency, Indonesia." *Nanotechnology Perceptions* 20, no. 3 (2024): 183-194.

various literature confirms that the implementation of this authority still faces a number of obstacles, especially those that are structural and administrative.

According to Faoziyah and Salim⁵ regulation through village law indeed provides a clear legal foundation, but its application is often constrained by limited human resources and weak administrative governance at the village level. This problem shows that good regulation is not necessarily effective if it is not balanced by institutional readiness. In practice, village officials still face difficulties translating legal provisions into concrete development actions, thus limiting the maximum effectiveness of the policy.

The study by Ginting et al.⁶ reinforces this argument by asserting that the weakness of village officials in understanding the contents of regulations often causes development stagnation. Untrained officials are unable to optimize development programs, resulting in achievements that do not meet targets. Therefore, according to Wahyudi et al.⁷ continuous coaching and training programs from both regional and central governments are needed so that the quality of village human resources can improve in line with the complexity of development.

A similar view is expressed by Nurman et al.⁸ who emphasize that village development through the infrastructure sector requires not only the allocation of

⁵ Uly Faoziyah and Wilmar Salim. "Seeking prosperity through village proliferation: An evidence of the implementation of village funds (Dana Desa) in Indonesia." *Journal of Regional and City Planning* 31, no. 2 (2020): 97-121.

⁶ Arwanto Harimas Ginting, Ida Widianingsih, Rahman Mulyawan, and Heru Nurasa. "Village government's risk management and village fund administration in Indonesia." *Sustainability* 15, no. 24 (2023): 16706.

⁷ Andi Wahyudi, Dewi Sartika, Fani Heru Wismono, Lany Erinda Ramdhani, Lia Rosliana, Mayahayati Kusumaningrum, and Siti Zakiyah. "Investigating organizational and human resource capacity of village government: A case study in Kutai Kartanegara Regency." *Policy & Governance Review* 4, no. 2 (2020): 99-115.

⁸ Nurman Nurman, Sujianto Sujianto, Trio Saputra, and Rendi Prayuda. "Participatory Village Development Planning Model." *PalArch's Journal of Archaeology of Egypt/Egyptology* 17, no. 5 (2020): 324-336.

village funds but also technical capacity and active participation from the local community. Without community support, infrastructure projects have the potential to fail in providing long-term benefits. This indicates that village development is multidimensional, because in addition to financing, social factors and public participation also determine the sustainability of development outcomes.

From the perspective of fiscal policy, Palisuri et al.⁹ affirms that village funds are an important instrument in strengthening local development. Nevertheless, the success of village funds is largely determined by the level of management accountability and transparency. Without good governance, village funds can actually create new problems, such as misuse of budget or programs that miss their targets. Therefore, transparency is an absolute prerequisite in village financial management so that the goal of improving welfare can be achieved equitably.

Meanwhile, Wisnumurti et al.¹⁰ remind us that village development should not stop at mere physical or administrative development, but must be integrated with the development of the productive economic sector. One strategy they highlight is the development of villages based on MSMEs (Micro, Small, and Medium Enterprises), which can strengthen local economic independence while supporting the national development agenda. Thus, village development can drive inclusive

⁹ Palipada Palisuri, Abdul Karim, and Wayan Agus Sunarya. "Effectiveness of Village Fund Policy to Improve Economic Development and Rural Infrastructure in East Luwu Regency, Indonesia." *Nanotechnology Perceptions* 20, no. 3 (2024): 183-194.

¹⁰ Candranegara Wisnumurti, A. G. O., I. M. W., Suryawan, D. K., & Wijaya, I. G. N. (2020, November). Collaborative Governance: Synergy Among the Local Government, Higher Education, and Community in Empowerment of Communities and Management of Potential Tourism Village. In *2nd Annual International Conference on Business and Public Administration (AICoBPA 2019)* (pp. 112-115). Atlantis Press.

economic growth that is not only felt at the village level but also makes a significant contribution to national development.

Overall, the recent literature indicates that village development in Indonesia cannot rely solely on regulation or village funds. The success of village development requires synergy between government policy, the capacity of officials, and community participation. Academic studies affirm the need for a multidimensional and holistic approach, covering legal, social, economic, and institutional aspects, so that village development can function optimally as an integral part of national development.

3. Method

This research uses the normative juridical method, which is an approach that relies on the analysis of legislation, legal doctrines, and literature related to village development and government policy. This method was chosen because the research focus lies on the correlation between legal regulation and the implementation of village development, specifically within the framework of Law Number 6 of 2014 concerning Villages. Through the normative approach, this research analyzes the consistency of legal rules with practices in the field, and examines the extent to which government policy can strengthen village development as an integral part of national development.

The normative juridical approach is carried out with two main stages: legal inventory and legal interpretation. Legal inventory is conducted by tracing legislation related to villages, such as the Village Law, Government Regulations, and affirmative

policies regarding village funds. Legal interpretation is then performed by interpreting the existing legal provisions, both systematically and teleologically, to understand the intent and purpose of the regulation in the context of village development.¹¹

In addition to the analysis of written legal norms, this research also utilizes library research by referring to the results of previous studies that discuss the implementation of village policy. For instance, research by Faoziyah and Salim¹² shows that village development after Law Number 6 of 2014 still faces institutional constraints, while the study by Wisnumurti et al.¹³ emphasizes the importance of strengthening the local economy as a development strategy. Thus, the normative method in this research is not only dogmatic but also contextual, considering social, economic, and institutional dynamics.

The main data source for this research is secondary data, including primary legal materials in the form of legislation, secondary legal materials in the form of academic literature, scientific journals, and legal books, and tertiary legal materials in the form of legal dictionaries and encyclopedias. The obtained data is analyzed qualitatively, emphasizing the relationship between legal norms and the reality of

¹¹Made Wiryani and Ni Made Jaya Senastri. "The Function of Legal Theory in the Establishment of Regional Regulation of Sustainable Spatial Based on Local Wisdom." *Journal Equity of Law and Governance* 2, no. 1 (2022): 58-68.

¹²Uly Faoziyah and Wilmar Salim. "Seeking prosperity through village proliferation: An evidence of the implementation of village funds (Dana Desa) in Indonesia." *Journal of Regional and City Planning* 31, no. 2 (2020): 97-121.

¹³Candranegara Wisnumurti, A. G. O., I. M. W., Suryawan, D. K., & Wijaya, I. G. N. (2020, November). Collaborative Governance: Synergy Among the Local Government, Higher Education, and Community in Empowerment of Communities and Management of Potential Tourism Village. In *2nd Annual International Conference on Business and Public Administration (AICoBPA 2019)* (pp. 112-115). Atlantis Press.

village development implementation. Qualitative analysis is chosen to produce an in-depth understanding of the effectiveness of village policies in the context of national development. With this method, the research seeks to provide a comprehensive picture of the suitability between the legal framework and the execution of village development. The results of the analysis are expected to contribute to the development of administrative law theory, while also offering relevant policy recommendations to strengthen the village's position as a pillar of national development.

4. Results

4.1. Implementation of Government Policy in Village Development

The implementation of government policy in village development is a strategic step that affirms the village's position as the frontline of national development. Since the enactment of Law Number 6 of 2014 concerning Villages, the state has granted broader authority to villages to regulate, manage, and fulfill the interests of the community within their territory. This authority is realized through various policies, one of which is the allocation of village funds disbursed routinely every year by the central government. Village funds are directed toward several priority areas: infrastructure development, local economic empowerment, institutional capacity building, and strengthening public services.¹⁴

¹⁴ Harun Harun, Peter Graham, Haryono P. Kamase, and Monir Mir. "A critical analysis of the impacts of financial literacy and NPM on Village Funds Initiative in Indonesia." *International Journal of Public Administration* 44, no. 4 (2021): 336-345.

The village fund policy is one of the important fiscal instruments for encouraging community-based development. With village funds, the village government has greater flexibility in determining the direction of development according to local needs and potential. According to Ramlan et al.¹⁵ village development policy after the enactment of Law Number 6 of 2014 shows a positive impact on village independence. This is clearly visible in the increase in basic infrastructure development such as roads, sanitation, and educational facilities, which provide better access for rural communities. This development not only improves the quality of public services but also expands economic opportunities for the rural population.

Besides the infrastructure aspect, village development policy is also directed at improving human resource capacity, especially for village government officials. Both the central and regional governments actively provide training, technical guidance, and assistance programs for village officials. The goal is to strengthen the officials' ability to prepare planning documents, both Village Medium-Term Development Plan RPJMDes (*Rencana Pembangunan Jangka Menengah Desa/ RPJMDes*) and Village Government Work Plan RKPDes (*Rencana Kerja Pemerintah Daerah/ RKPDes*). Suyatno and Surani¹⁶ assert that strengthening the capacity of village officials does not only focus on administrative aspects but is also directed at fostering development innovation based on local potential, such as the development

¹⁵ R., L. Khairani Ramlan and E. N. A. M. Sihombing. "Establishment of Village-Owned Enterprises Legality Process in North Sumatera." *Utopía y praxis latinoamericana: revista internacional de filosofía iberoamericana y teoría social* 1 (2021): 33-45.

¹⁶ Suyatno Suyatno and Dewi Amanatun Suryani. "Intervention of Local Resource-Based MSME Human Resource's Competency Development." *Jurnal Administrasi Publik (Public Administration Journal)* 14, no. 1 (2024): 40-53.

of village MSMEs (Micro, Small, and Medium Enterprises) that can support the people's economy.

Furthermore, village development policy also encourages active community participation in development planning and implementation. The village deliberation mechanism (Musdes) is designed to involve the community directly in formulating development priorities. This participation is considered very important in creating development that is both inclusive and sustainable. Nurman et al.¹⁷ explain that community participation in every stage of village development can strengthen the sense of ownership towards development outcomes. Thus, the implemented programs are better maintained for sustainability because the community is directly involved from the planning stage.

Nevertheless, the implementation of village development policy does not always run smoothly. One obstacle that frequently arises is the low quality of human resources among village officials, particularly in financial management and development program planning. Wahyudi et al.¹⁸ states that administrative weaknesses at the village level often lead to issues of accountability and transparency in village fund management. This condition has the potential to reduce the effectiveness of development and generate public distrust toward the village government. Although there are various challenges, generally the execution of village development policy through the Village Law provides a quite positive impact.

¹⁷ Nurman Nurman, Sujianto Sujianto, Trio Saputra, and Rendi Prayuda. "Participatory Village Development Planning Model." *PalArch's Journal of Archaeology of Egypt/Egyptology* 17, no. 5 (2020): 324-336.

¹⁸ Andi Wahyudi, Dewi Sartika, Fani Heru Wismono, Lany Erinda Ramdhani, Lia Rosliana, Mayahayati Kusumaningrum, and Siti Zakiyah. "Investigating organizational and human resource capacity of village government: A case study in Kutai Kartanegara Regency." *Policy & Governance Review* 4, no. 2 (2020): 99-115.

Villages that are able to implement policies well show significant improvement in terms of public services, community economic empowerment, and institutional strengthening. This finding proves that government policy-based village development has great potential to strengthen national development. The key to successful village development lies in the consistency of policy implementation, the readiness of officials, and community participation. If these three elements can work in harmony, village development will be not just a local agenda but also an important pillar for the success of sustainable and inclusive national development.

4.2. Challenges and Strategies for Village Development

Although government policy has provided a strong legal basis and substantial financial support, village development in Indonesia still presents quite complex challenges. One fundamental problem is the village-city disparity that has not been completely resolved to date. Rural communities still face limited access to modern infrastructure, healthcare facilities, and adequate education services. These limitations often cause the quality of life for rural communities to lag far behind that of residents living in urban areas.¹⁹ Besides the issue of structural disparity, the limitation of human resources is also a serious obstacle affecting the effectiveness of village development. It is not uncommon for village officials to lack adequate skills in governmental management, development planning preparation, and village financial management. This weakness is compounded by the minimal support for facilities, especially those related to the utilization of information technology and

¹⁹ Yang Yu, Desmond Appiah, Bernard Zulu, and Kofi Asamoah Adu-Poku. "Integrating rural development, education, and management: Challenges and strategies." *Sustainability* 16, no. 15 (2024): 6474.

digital-based administrative systems. Increasing the capacity of village officials through various education programs, management training, and governance digitalization is a crucial strategy in overcoming the human resource limitations at the village level.

Furthermore, weak coordination among levels of government is also a distinct challenge. The relationship between the central government, regional governments, and village governments is often not synchronized. Policies formulated at the central level are sometimes not aligned with local needs, making their implementation at the village level less effective. Layered bureaucratic procedures also slow down the distribution of village funds and the mechanism for monitoring their use. Ramlan et al.²⁰ asserts that this policy non-synchronicity often leads to program implementation that is partial and unsustainable, so the goals of village development are not optimally achieved.

In response to these challenges, several strategic steps are starting to be implemented. First, improving the quality of village development planning by involving broader community participation. With this mechanism, development priorities can truly reflect the actual needs of the rural community. Second, strengthening the capacity of village officials through continuous education, training programs, and the utilization of digital technology that can support modern governance. Third, developing the productive economy based on local potential, such as modern agriculture, village tourism, and micro, small, and medium

²⁰ R., L. Khairani Ramlan and E. N. A. M. Sihombing. "Establishment of Village-Owned Enterprises Legality Process in North Sumatera." *Utopía y praxis latinoamericana: revista internacional de filosofía iberoamericana y teoría social* 1 (2021): 33-45.

enterprises (MSMEs). Harun et al.²¹ emphasizes that the management of village funds focused on productive activities can not only strengthen the village's economic independence but also reduce excessive dependence on fund transfers from the central government. Besides internal strategies at the village level, cross-governmental policy synergy is an important factor determining the success of village development. The central government is required to ensure that the affirmative policies rolled out are truly aligned with local needs.

Meanwhile, the regional government functions as a facilitator that bridges national policy with implementation reality in the field. With good coordination, village development will be more effective, inclusive, and oriented towards long-term sustainability. The various challenges in village development should not be viewed merely as obstacles. Instead, these conditions can be used as opportunities to strengthen institutions, improve the capacity of village officials, and foster active community participation. Through consistent policy synergy, improving the quality of human resources, and managing development based on local potential, villages can play a greater role in supporting national development. Thus, village development contributes directly to the realization of the goal of more just, equitable, and sustainable development in Indonesia.

²¹ Harun Harun, Peter Graham, Haryono P. Kamase, and Monir Mir. "A critical analysis of the impacts of financial literacy and NPM on Village Funds Initiative in Indonesia." *International Journal of Public Administration* 44, no. 4 (2021): 336-345.

5. Discussion

The research results show that village development is a strategic element in realizing equitable and just national development. The implementation of policy through Law Number 6 of 2014 concerning Villages has granted significant authority to villages to manage development according to local potential and needs. However, the effectiveness of policy execution is still influenced by institutional capacity, human resource limitations, and the village-city disparity. This confirms that village development requires a multidimensional approach that not only emphasizes the legal aspect but also considers social, economic, and institutional aspects.

One important finding is that the success of village development highly depends on the consistency of government policy in supporting village autonomy. The central government, through the allocation of village funds, has indeed opened up great opportunities for villages to develop. However, without strong supervision and capacity building for officials, village funds actually have the potential to create accountability problems. According to Wahyudi et al.²² weak administrative governance at the village level is often the main cause of development stagnation and declining public trust in the village government. Therefore, village financial management reform is one of the important agendas that needs to be strengthened.

The discussion also highlights the role of community participation in village development. Participation is not merely formal legitimacy but also a substantive instrument to ensure that development truly addresses community needs. Sabet and

²² Andi Wahyudi, Dewi Sartika, Fani Heru Wismono, Lany Erinda Ramdhani, Lia Rosliana, Mayahayati Kusumaningrum, and Siti Zakiyah. "Investigating organizational and human resource capacity of village government: A case study in Kutai Kartanegara Regency." *Policy & Governance Review* 4, no. 2 (2020): 99-115.

Khaksar²³ assert that community involvement from the planning stage to the evaluation of development will strengthen the sense of ownership over development outcomes, thereby increasing program sustainability. In this context, community participation also functions as a social control mechanism that can reduce the practice of misuse of village funds. Furthermore, village development must be viewed as an integral part of national development.

Thus, village development policies must be synchronized with regional and national development agendas. According to Suyatno and Surani²⁴ developing the village economy through MSMEs, tourism, and modern agriculture is a strategy that can bridge local development with national economic growth. This shows that the village not only acts as a policy recipient but also as an active actor in national development. Thus, this discussion emphasizes the need for strengthening regulation, improving official capacity, and community participation as the three main pillars of village development. If these three elements can run in harmony with affirmative government policies, the village will be able to become the basis for the nation's long-term economic and social resilience.

6. Conclusion

Village development is one of the main pillars in strengthening equitable and sustainable national development. The village functions not only as a base for food

²³ Naser Shafiei Sabet and Sogand Khaksar. "The performance of local government, social capital and participation of villagers in sustainable rural development." *The Social Science Journal* 61, no. 1 (2024): 1-29.

²⁴ Suyatno Suyatno and Dewi Amanatun Suryani. "Intervention of Local Resource-Based MSME Human Resource's Competency Development." *Jurnal Administrasi Publik (Public Administration Journal)* 14, no. 1 (2024): 40-53.

security and a support for the local economy but also as a social and cultural space that preserves the nation's identity. Law Number 6 of 2014 concerning Villages has provided a strong legal basis for villages to manage their own interests, both in the areas of development, empowerment, and community guidance. Nevertheless, the study results indicate that village development still faces a number of fundamental challenges.

Village-city disparity, limited infrastructure, weak capacity of village officials, and lack of coordination among levels of government often become the main inhibitors. To address these challenges, a comprehensive strategy is needed, including institutional strengthening, human resource capacity improvement, optimization of village fund utilization, and broader community participation. The success of village development depends on the consistency of government policy, the quality of village governance, and the active involvement of the community in every development process. If all these elements proceed in tandem, the village can become the engine of national development while simultaneously realizing community welfare justly and equitably.

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