

Analyzing the Implementation of Village Regulations in Ulak Pandan Village, West Merapi Subdistrict, Lahat Regency: A Descriptive Study

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ARTICLE INFORMATION

Article history :
submit :
03-02-2025
First Revision :
09-06-2025
Accept Submission :
29-06-2025

Keywords :

*Law No. 6 of 2014 on Villages;
Village Governance;
Village Regulations.*

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ABSTRACT

With the enactment of Law No. 6 of 2014, a new era of empowering rural communities began, enabling them to define their roles, set priorities, and exercise authority. The objective was to promote economic prosperity and cultural recognition for villages, as they function as the backbone of village democracy, reflecting independence and local community growth. This aspiration is embodied in the fundamental principles of the regulation, which emphasize a blend of recognition and subsidiarity concepts. Consequently, understanding the policies adopted by Village Leaders in community development and the process of formulating village regulations in line with Law No. 6/2014 became essential. The research problem was formulated within the framework of the Village Law, supported by Presidential Regulation No. 43 of 2014, focusing on the implementation of Law No. 6/2014 regarding villages and examining the process of village regulation development. The theoretical framework of Inu Kencana Syafii's Coordination Theory served as a lens through which this descriptive-analytical study explored the challenges faced by rural communities. The authors employed field research to examine how the formulation of village regulations in West Merapi Subdistrict, specifically in Ulak Pandan Village, Lahat Regency, aligns with the provisions of Law No. 6/2014 on village governance.

A. INTRODUCTION

Law No. 6 of 2014 concerning Villages represents a significant step in empowering rural communities in Indonesia by providing a normative framework that encourages village autonomy, individuality, and innovation. Supported by Presidential Regulation No. 43 of 2014 and regulations concerning village funds, this law grants villages authority to manage development, govern local resources, and formulate their own regulations.

The underlying principles of recognition and subsidiarity emphasize local self-governance, aiming to promote economic prosperity and cultural preservation within villages. Despite the strong legal foundation, many villages encounter practical challenges in formulating regulations that effectively reflect local needs while complying with higher-level laws. The process requires careful coordination between Village Leaders, village officials, and the Village Consultative Body (BPD), who collectively hold responsibility for drafting, discussing, and implementing village regulations. However, obstacles such as limited technical capacity, inadequate stakeholder coordination, and conflicts between local autonomy and national legal frameworks often hinder the successful formulation and enforcement of these regulations.

This research focuses on Ulak Pandan Village in West Merapi Subdistrict, Lahat Regency, as a case study to investigate these challenges. The village governance structure places the Village Head at the center, supported by officials and the BPD, tasked with balancing community development goals and legal compliance. A key issue lies in how these actors manage the tension between upholding community interests and adhering to statutory requirements outlined in Law No. 6 of 2014 and related regulations. The problem statement of this study is how Village Leaders and the BPD in Ulak Pandan navigate the formulation of village regulations amid these practical difficulties. Through a descriptive-analytical approach, this research explores the policy formulation process, focusing on the extent to which local regulations align with legal mandates and effectively support rural governance and community development. The study aims to provide insights that can help bridge the gap between the legal framework and its practical implementation in village governance.

The nature, meaning, purpose, and objectives of the implementation of development and general welfare regulated in legislation are not fully realized in the implementation of many village regulations because they have been annulled or are not in line with higher-level legislation (Hery and Rahman 2023; Ichwan 2019). This article examines the policies used by the Village Leader of Ulak Pandan in West Merapi Regency in making village regulations. Local regulations have been established by the Lahat village community. Based on the success of the Village Leader's policy in formulating rules in Ulak Pandan Village that issued Village Regulation No. 4 of 2016 regarding Drug Abuse, this article will examine violations committed by the Village Leader in the process of making Village Regulations or Leader of the Village Regulations. Law No. 6 of 2014 concerning villages governance is also considered important for the sake of its impact on the village development. The framework above allows the formulation of the main research problem or topic. Therefore, the research challenges can be stated as follows: Based on the findings of the study in Ulak Pandan Village in Lahat Regency, West Merapi Sub-District (Law No. 6/2014 Village Regulation), this article analyzes the policies carried out by the village leader in making regional regulations. The practice of coordination in regulation-making is recognized as crucial to be implemented in village (Yuventus 2016), and it serves as a primary focus in supporting better and more effective governance of the village administration (Lembong, Lopian, and Kalangie 2017; Mahardika and Suseno 2018).

This is following Regional Law No. 6 of 2014. To examine the theoretical perspective of Inu Kencana Syafii (Syafii 2014), one can refer to his book on Government Management, Forms of Coordination:

a. Horizontal Coordination

Horizontal coordination occurs when coordinators occupy different levels of hierarchical structure. Both are part of the same hierarchical structure (chain of command), hence the term "hierarchical coordination" can also be used. It involves grouping similar organizations to work towards a common goal; an example is the Muspika District.

b. Vertical Coordination

Vertical coordination is the process of coordinating the actions of more powerful institutions with less powerful ones to ensure that all institutions work together efficiently and according to schedule. For instance, the Leader in one unit with the Sub-Leader in another unit, Section, and the Leader of another Subsection.

c. Functional Coordination

Functional coordination is the coordination and synchronization of efforts among entities whose employees perform similar tasks (e.g., director of public relations).

This research adopts a theoretical strategy based on the Forms of Coordination to understand the role of the village leader in Policy Analysis during the Making of Village Regulations following Law No. 6 of 2014 Concerning Villages (A Case Study in Ulak Pandan Village, Lahat Regency, West Merapi District), starting from the perspective of Inu Kencana Syafiie (Syafiie 2014). The author will present a summary using the author's Framework of Thought diagram to coordinate Inu Kencana Syafiie 's views(Syafiie 2011, 2014).

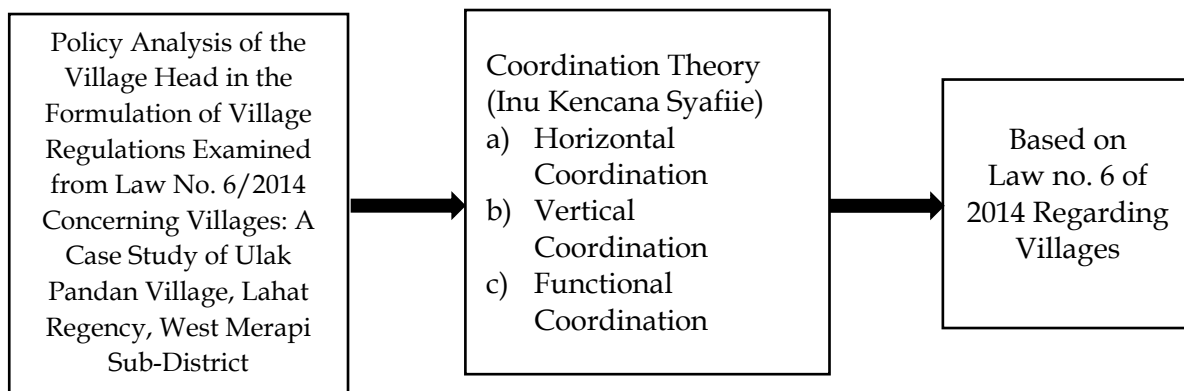


Figure 1. Research Framework
Source: Developed for this study.

B. METHOD

This research employs a descriptive analytical method to thoroughly examine the implementation of village regulations in West Merapi Subdistrict, Lahat Regency. The study aims to provide a comprehensive understanding of how village governance functions in practice, particularly focusing on the formulation and application of village regulations. The key informants for this study consist of village officials, members of the Village Consultative Body (BPD), community leaders, and other relevant stakeholders directly involved in the governance and regulation processes at the village level.

Data collection in this research is conducted through multiple complementary methods to ensure depth and validity. First, a detailed literature review is undertaken to establish the theoretical background, explore prior research findings, and contextualize the study within existing legal frameworks and governance theories. Second, semi-structured interviews are carried out with selected informants to gather rich qualitative data regarding their experiences, challenges, and perspectives on the formulation and enforcement of village regulations. Third, surveys are distributed among community members to quantitatively assess perceptions and the impact of regulations on local development and governance. Fourth, document analysis is performed by reviewing official village records, including village regulations, meeting minutes, and policy drafts, to understand the formal regulatory processes and their compliance with higher-level laws. Lastly, field observations allow the researchers to witness firsthand the practical implementation of regulations and community interactions, adding further insight into the lived realities of village governance.

For data analysis, qualitative data from interviews and observations are systematically coded and categorized to identify emerging themes, patterns, and issues related to policy formulation and implementation. Quantitative data obtained from surveys and document reviews are analyzed using descriptive statistics to measure the effectiveness, reach, and community reception of the village regulations.

By combining these analytical techniques, the research provides a holistic view of both the procedural and practical dimensions of village governance.

The findings from this study will be compiled into a detailed report that highlights the successes, gaps, and challenges in the formulation and execution of village regulations. Recommendations will be proposed to improve the process, enhance stakeholder coordination, and ensure that village governance aligns effectively with legal mandates while addressing the unique needs of rural communities. This structured methodological approach is expected to contribute valuable knowledge to the field of rural governance and policy implementation in Indonesia. In a normative juridical stance, this research examines legal aspects by scrutinizing a normative legal concept present in legislative regulations. It combines field research with the supplementation of relevant library resources or secondary data related to the creation of village regulations. Specifically, it delves into the legal framework, focusing on the provisions of Law No. 6/2014 concerning Villages.

C. RESEARCH FINDING AND DISCUSSION

This study comprehensively investigates the formulation and implementation of village regulations in Ulak Pandan Village, West Merapi Subdistrict, Lahat Regency. Guided by Inu Kencana Syafii's Coordination Theory, the research aims to uncover the practical realities of rural governance and the interplay between legal frameworks and local capacities.

1. Formulation of Village Regulations

The data reveal that the formulation process of village regulations is formally led by the Village Head in collaboration with the Village Consultative Body (BPD). Official procedures mandate community consultations, public hearings, and transparency in drafting regulations. However, the actual community participation is limited. Several factors contribute to this limited engagement, including low awareness among villagers regarding the importance of regulations, insufficient dissemination of information, and a lack of technical expertise to facilitate effective involvement. The village administration tends to dominate the drafting process, leading to regulations that may not fully reflect the community's aspirations or address specific local issues.

2. Challenges in Policy Formulation and Coordination

A core finding relates to coordination challenges among stakeholders involved in village governance. Although formal mechanisms exist—such as meetings between village officials, BPD members, and community representatives—these are often infrequent or lack depth. Communication gaps and unclear delineation of roles contribute to misunderstandings and delays in the regulatory process. The limited capacity of local officials to manage complex policy formulation, compounded by resource constraints, exacerbates coordination difficulties. These issues align with the predictions of Inu Kencana Syafii's Coordination Theory, which underscores the necessity of active, clear, and continuous coordination to ensure effective governance.

3. Implementation Barriers

The enforcement of village regulations faces multiple practical obstacles. Financial limitations restrict the capacity to conduct monitoring, enforcement, and community education about the regulations. Moreover, discrepancies between formal regulations and entrenched local customs sometimes lead to resistance or selective compliance among villagers. The lack of trained personnel further hampers consistent implementation, as does the limited support from higher government levels in capacity building and supervision. These barriers illustrate the gap between the regulatory intentions of Law No. 6 of 2014 and the realities on the ground.

4. Legal Compliance and Hierarchical Alignment

Village regulations in Ulak Pandan are generally aligned with national and regional legislation, specifically Law No. 6 of 2014 and Presidential Regulation No. 43 of 2014. However, the study identifies ambiguities and inconsistencies within some village regulations, which create challenges in interpretation and enforcement. The regulatory hierarchy, as outlined in Law No. 12 of 2011, requires lower-level regulations to conform to higher laws, but limited legal literacy among village officials sometimes results in non-compliance or incomplete adherence. This misalignment calls for enhanced legal education and technical assistance to ensure village regulations fully comply with statutory requirements.

5. Insights from Coordination Theory

Applying Inu Kencana Syafii's Coordination Theory sheds light on the centrality of multi-stakeholder cooperation in effective village governance. The theory posits that successful policy formulation and implementation depend on well-structured communication channels, clear roles, and shared goals among actors. In Ulak Pandan, the coordination mechanisms are present in form but often ineffective in practice due to the factors mentioned above. Strengthening coordination is therefore crucial to bridge gaps between policy and practice, improve stakeholder engagement, and foster more inclusive decision-making.

6. Broader Implications for Rural Governance

This study's findings have broader relevance beyond Ulak Pandan Village, highlighting common challenges in rural governance across Indonesia. Legal frameworks like Law No. 6 of 2014 provide essential authority to villages, but realizing this potential requires addressing systemic issues such as capacity building, resource allocation, and participatory governance. Ensuring that village regulations are not only compliant but also contextually appropriate and widely supported by the community is vital for sustainable rural development. Moreover, enhanced coordination between village and higher government levels can facilitate knowledge transfer, oversight, and resource support.

The formulation and implementation of village regulations in Ulak Pandan Village face significant challenges related to limited community participation, coordination gaps, resource constraints, and legal literacy. Although the legal framework empowers villages, actualizing effective governance demands improved technical capacity, strengthened stakeholder coordination, and greater community involvement. Addressing these issues will enhance regulatory effectiveness, promote local autonomy, and support the socio-economic development of rural communities. Future policies should emphasize capacity building and institutional support to close the gap between village governance ideals and practice. Study of Ulak Pandan Village, Lahat Regency, in the West Merapi District to Analyze the Village Leader's Approach in Policy-making for the Formulation of Local Regulations Based on Law No. 6 of 2014 Concerning Villages. The discussion in this research is limited to the analysis of the village leader's policy-making authority in creating regulations in Ulak Pandan Village, Lahat Regency, West Merapi District, based on Law No. 6 of 2014 concerning Villages. The Forms of Coordination, as elucidated by Inu Kencana Syafii in his book on Government Management (Syafii 2011), include horizontal, vertical, and functional coordination.

As per the political study under Law No. 6 of 2014 concerning Villages, Village Regulations are established through the policies and authority of the village leadership, in this case, the village leader, assisted by a body like the Village Consultative Board (Badan Permusyawaratan Desa or BPD). This forms the legal basis for village governance policies for the well-being of the community (Mahardika and Suseno 2018). The process of creating village regulations is public and participatory, with input from the entire community. Article 5 of Law No. 12 of 2011 concerning the Formation of Legislation emphasizes openness in the legislative process to ensure the involvement of all layers of society. The Ministry of Home Affairs, through Regulation No. 111 of 2014, further clarifies Article 26, paragraph 2, letter d, of Law No. 6 of 2014 concerning Villages, stating, "The village leader has the authority to establish Village Regulations." The crucial stage of norm-setting for the community is addressed in the Implementation Regulations of Law No. 6 of 2014 concerning Villages:

- 1) **Planning**
The village leader and the Village Consultative Board (BPD) formulate rules for Village Governance that include the schedule for drafting Village Regulations. The timeframe for Village Planning, also known as the Village Government Work Plan, has no set limit, while the timeframe for Regional Regulations (Propemperda) is one year. Recommendations can be provided to the village leader and/or BPD by community institutions, village institutions, and other community organizations. BPD can propose regulations during the Initiation Phase, involving input from both the government and the village itself, as stipulated in Article 5.
- 2) **Formulation**
During the planning process, the Village Government is allowed to meet with the district leader and is obligated to interact with the community, especially regarding matters directly related to the content of the Regional Regulation Planning. BPD is only authorized to draft and propose Regional Regulation Plans, including village rules and medium-term development plans, village budget allocations, and accountability reports for village budget realization. Steps for creating Regional Regulation Plans are outlined in Articles 6 and 7.
- 3) **Discussion**
The village leader is invited to participate in discussions with the Village Consultative Board (BPD) at mutually agreed-upon times. Hence, the terms "With Joint Approval" in Village Regulations and "With Mutual Agreement" align with the definitions provided in Village Regulations. According to the Indonesian Dictionary, "setuju" means "to approve or accept the terms of an agreement," while "keepakatan" indicates "unanimity on certain matters." Therefore, the village leader and BPD must have an equal negotiating foundation and reach an agreement acceptable to both parties (Syahbudin, Herman, and Syukur 2018). This discussion framework is regulated in Articles 8-10.
- 4) **Determination**
After receiving input from all relevant stakeholders, the village leader signs the applicable Draft Village Regulation. Even if the village leader does not sign it, the Village Regulation remains binding and will be announced in the Village Gazette. In the context of legal analysis, this aligns with Lord Acton's aphorism that "power tends to corrupt, and absolute power corrupts absolutely." Village Regulations may originate from regional regulations that have undergone a lengthy planning, formulation, and discussion process, limiting the village leader's arbitrary actions (Putri 2016). This is regulated in Article 11.
- 5) **Promulgation**
Village Regulations, Joint Village Leader Regulations, and Village Leader Regulations are all issued by the Village Secretary, who is also responsible for promulgation. In this regard, it is recommended that the Regency/City Government provides guidelines for the village's use in establishing regulations. Promulgation is subject to the provisions of Section 12.
- 6) **Dissemination**
The final stage involves interaction with others. According to Article 166 of the Minister of Home Affairs Regulation, Article 354 of Law No. 23/2014 concerning Regional Governance, Article 188 of Presidential Regulation No. 87/2014 concerning the Implementation of Law No. 12 of 2011 in the Formation of Legislation, and Article 96 of Law No. 12 of 2011 concerning the Formation of Legislation, all emphasize that socialization begins in the planning phase and is tied to the local community. Article 13 outlines rules to be followed in each community.

Several elements within Law No. 6 of 2014 concerning Villages aim to encourage and facilitate community involvement in various aspects related to the village. Law No. 6 of 2014 concerning Villages

recognizes the importance of the role of the village community in preserving and developing the local environment. Understanding the dual nature of regulations created by village governments as both legal and political products is crucial for the Village Leader, Village Consultative Board (BPD), and the community, as regulations play an integral role in the framework of village autonomy (Ridwan, Pinori, and Palilingan 2023). To achieve regional autonomy, these stakeholders must be familiar with the legal standing of village regulations, hone their skills in drafting regulations in line with Law No. 12 of 2011 concerning the Formation of Legislation, and be proficient in the formulation of such regulations, aligning them with Law No. 6 of 2014 and Government Regulation No. 111/2014.

In other words, reaching an agreement is crucial in the process of drafting regulations and laws. Additionally, there are several steps involved in the process of writing legal rules, including research, planning, decision-making, determination, evaluation, and re-adoption. Every member of the parliament must continuously follow cultural, economic, and social developments, as well as the concerns of local governments. The process of formulating legislation requires extensive knowledge and expertise in the inherent processes and procedures of the relevant governance system. It becomes more problematic because many existing laws and regulations do not align with the realities of modern society. Ulak Pandan Village is located in the West Merapi District of Lahat Regency. The author conducted interviews and observations with the village leader, the Village Consultative Board (BPD), and other community figures to determine whether the regulations issued by the village leader comply with the requirements of Law No. 6 of 2014 concerning Villages and its derivative regulations. Leaders of Ulak Pandan Village stated that :

"The Village Regulation No. 4 of 2016 concerning Narcotics Abuse, which was jointly ratified by me as the Village Leader of Ulak Pandan and the Village Consultative Board, and accepted by the Ulak Pandan community, was established on April 9, 2016. We created it according to legal procedures, referring to the applicable law. The legal basis we used in issuing this village regulation came from the villagers' request for a village regulation on narcotics. They wanted Ulak Pandan to be free from drug use and distribution."

The following are findings from interviews with members of the Ulak Pandan Village Consultative Board that reinforce this information:

"As a member of the Ulak Panda Village Consultative Board, I strongly agree with the issuance of Village Regulation No. 4 of 2016 concerning Narcotics Abuse. With this regulation, we can safeguard the safety of our residents from the spread of narcotics. The birth of this regulation comes from the desire of the people here because they are worried about their children falling into drug abuse. Therefore, the Village Leader of Ulak Pandan, together with us, the Consultative Board, and in consultation with religious and community leaders, planned and formulated the village leader's regulation on narcotics."

The author spoke with local religious figures in Ulak Pandan Village to summarize the research. Village Regulation No. 4 of 2016 concerning Narcotics Abuse was developed based on input from these figures and issued according to the decision of the Village Leader of Ulak Pandan and existing legislation.

"I believe that Village Regulation No. 4 of 2016 concerning Narcotics Abuse, issued with the decision of the Village Leader of Ulak Pandan on April 9, 2016, was created because I participated in the planning, drafting, and formulation process. The issuance of this decision was also driven by the community's request in Ulak Pandan because they were concerned about their children falling into drug abuse."

Village Regulation No. 4 of 2016 concerning Narcotics Abuse is considered not contradictory to legal regulations after consulting with the Village Leader, members of the Village Consultative Board, and religious figures in Ulak Pandan Village, West Merapi District, Lahat Regency. The regulation governs the authority of the Village Leader. The capacity to create and enforce policies and regulations independently is an example of regional autonomy. Article 18 of the 1945 Constitution guarantees regional authority based on regional autonomy. Acknowledged and legally authorized to manage and govern local affairs and interests on their initiative, regional autonomy (referred to as the region) is a territorial unit within Indonesian society, embodying collective hopes and dreams. In the West Merapi District of Lahat Regency, in Ulak Pandan Village, based on Law No. 6/2014 concerning Villages, the Village Leader issued Village Regulation No. 4 in

2016 addressing the issue of drug abuse among the community. This regulation has been widely accepted by the village residents, the Village Consultative Board (BPD), community leaders, and residents. The success of the Ulak Pandan Village Leader in establishing village regulations is inseparable from the quality of coordination and consensus discussions among the villagers. Without these elements, it would be impossible for the villagers to agree on a set of rules.

Therefore, several elements within the regulations stipulated in Law No. 6 of 2014 concerning Villages aim to encourage and facilitate the involvement of the community in various matters related to the village. Law No. 6 of 2014 concerning Villages recognizes the importance of the role of the village community in preserving and developing the local environment. Understanding the dual nature of village regulations as both legal and political products is crucial for the Village Leader, BPD, and the community because regulations play an integral role in the framework of village autonomy. To achieve regional autonomy, the stakeholders mentioned must be familiar with the legal standing of village regulations, hone their skills in the formulation of village regulations following Law No. 12 of 2011 concerning the Formation of Legislation, and be adept in the drafting of such regulations to align with Law No. 6 of 2014 and Government Regulation No. 111 of 2014.

Therefore, in this article, the author will analyze the effectiveness of the authority of the village leader in making village regulations in Ulak Pandan Village, specifically focusing on Village Regulation No. 4 of 2016 concerning Narcotics Abuse in the West Merapi District of Lahat Regency, viewed through the lens of Law No. 6/2014 concerning Villages. The aim is to ensure there is no contradiction in the creation and implementation of regulations established by the village leader. Given that mutual coordination and consensus discussions are crucial and inseparable elements in the rule-making process of the Village Leader, the author will delve into this topic through an understanding of Inu Kencana Syafii's theory of coordination forms (Syafii 2011). Coordination can be categorized in several different ways, including horizontally, vertically, and functionally. Explanations for each of these coordination patterns are elaborated as follows:

1) Horizontal Coordination

Horizontal coordination occurs when coordinators occupy different hierarchical levels. Since both are in the same chain of command (command line), we can also call it hierarchical coordination. Cooperation between equivalent institutions is synchronized and time-bound, such as between Muspika (Regent), Muspida (Regent), and Muspida Province (Governor, Pangdam, Kapolda) at the local, regional, and provincial levels. Using interviews and archival materials, this study on Horizontal Coordination will examine the role of the village leader in coordinating Ulak Pandan Village.

Furthermore, it explores how the Village Leader of Ulak Pandan in Lahat Regency, West Merapi Sub-District, coordinates with high-ranking officials in his region regarding strategic planning, policy formulation, and the issuance of regulations for the local community. Therefore, the author observes and interviews the Sub-District Leader of West Merapi to gather data related to Horizontal Coordination:

"The leader of Ulak Pandan Village always coordinates every activity in their village, including when they make Village Regulations. The coordination of the Ulak Pandan Village Leader with the Sub-District Leader involves seeking advice and input in the drafting of village regulations before they are enforced. In the process of drafting policies and making Village Regulations, the Ulak Pandan Village Leader has adhered to legal regulations outlined in Articles 5 to 15 of the Ministry of Home Affairs Regulation No. 111 of 2014, which is an implementation derivative of Village Law No. 6 of 2014. This includes Planning, Formulation of Village Regulations by the Village Leader together with the BPD, Discussion, Determination, Publication, and Dissemination."

Hans Kelsen argued that legal norms may play the opposite role as higher standards in inspiring and a basis for lower standards. Because the highest norm (fundamental norm) serves as the basis for lower norms, any changes to the fundamental norm will have a broad impact on the entire norm system. High-level regulations and reciprocal coordination must be considered when creating village regulations to be accepted by other organizations.

As part of their duties, the Village Leader and Village Consultative Body create Village Regulations to help solve problems and improve the quality of life for everyone in the community. To be effective as a social regulator, Village Regulations must carry sufficient weight for the community. The content of regional regulations as legal products can be influenced by political conditions because regional regulations are political products. Positive law (in the abstract) is born through the law-making process, and this process is always influenced by various political configurations, as expressed by M. Solly Lubis. Therefore, it is important to remember that these political products should not cause unrest in the community.

Given that Village Regulations not only need to be included in Village News but also be directly known by the community, consultation and coordination with the community, in this case with the West Merapi Sub-District Government, Lahat Regency, is necessary during the drafting of Village Regulations. In reality, this recognition is even more crucial.

Therefore, organizations with regulatory authority should strive to enhance public understanding of how regional regulations are built. Producing superior legal works following existing rules and ensuring that there are no Regional Regulations that are null and void due to conflicts with Law Number 12 of 2011 concerning the Formation of Laws and Regulations. In every region, the community is asked for input, and community assistance is organized together with the local community. Meetings at the hamlet level are the initial stage in gathering community input. After receiving input from each community, these revisions are revised and submitted for debate at the village level. Assuming consensus among all parties involved in the preliminary village deliberation activity, the proposed village regulations can move on to the next stage: socialization.

The diagram below shows the structure of the discussion of proposed Village Regulations based on community participation and collaboration.

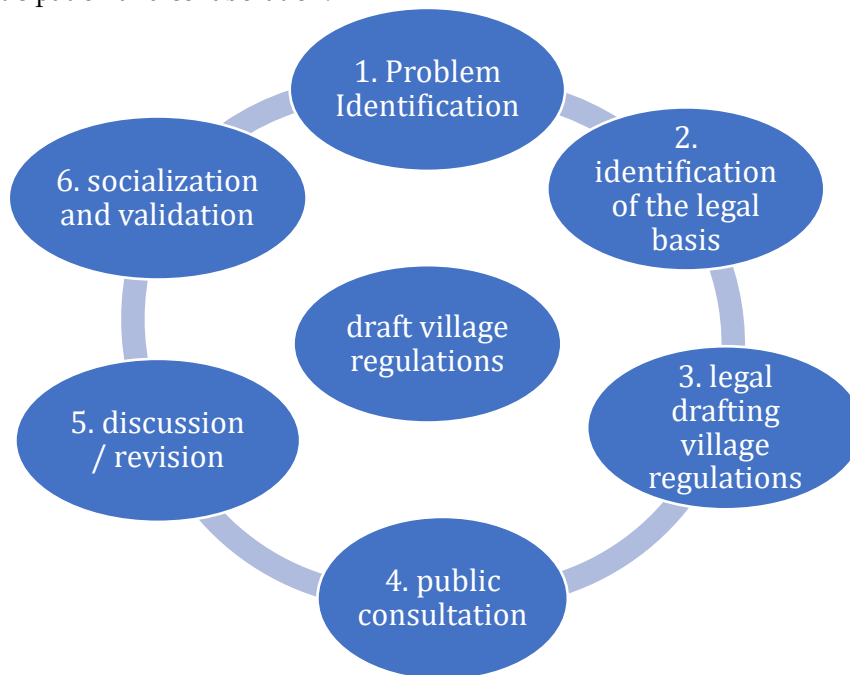


Figure 2. Scheme for discussing the Draft Village Regulations

Source: Developed for this study.

The process above illustrates the inclusivity of involving relevant stakeholders in the formulation or design of village government regulations. In village meetings, every individual is allowed to express their thoughts and ideas, whether through written or verbal means. Through elected officials, citizens can share

their perspectives, ideas, and concerns with the community. Traditional leaders, religious figures, and community leaders have the right to participate in village meetings and contribute to the drafting of village regulations. This is a form of effort to harmonize the various stakeholders in village governance, aimed at supporting the development of better village regulations (Syahbudin et al. 2018).

According to Technical Regulation Number 111 of 2014 issued by the Ministry of Home Affairs of the Republic of Indonesia, village leaders must present their plans to the regent or mayor through the sub-district leader within a maximum of 7 days after deciding to implement village regulations. Proposed village regulations regarding revenue and expenditure budgets, taxation, spatial planning, and government structure must receive approval from the regent/mayor before being enforced. The regent/mayor has 20 working days from receiving the draft regulation to provide feedback, as stipulated in Article 69 of Law Number 6 of 2014 concerning Villages. Local communities must be involved in the regulation-making process, allowing villagers to provide input on proposed regulations. In local magazines and village bulletins, the village secretary will announce new laws and reprint outdated laws. This ensures that the community stays informed about the regulatory landscape and has opportunities to engage in the ongoing governance of the village.

2) Vertical Coordination

The term 'vertical coordination' refers to the collaboration among institutions with various levels of authority to ensure the completion of all tasks in a timely and efficient manner. For instance, this could involve coordination between the Leader of a Unit and the Leader of another Sub-Unit, the Leader of a Section and the Leader of another Sub-Section, as well as the Leader of a Bureau and the Leader of another Sub-Bureau.

In the West Merapi District of Lahat Regency, Ulak Pandan Village issued Village Regulation Number 4 of 2016 concerning Narcotics Abuse, and in the same district, Tanjung Pinang Village enacted Village Regulation Number 2 of 2018 concerning the Organization of Solo Orchestras, Bands, and Entertainment Using Electronic Musical Instruments. The author analyzes the collaborative process of planning and drafting village regulations. The intention is to interview the village secretary and the Village Consultative Body to gather this data, originating from Ulak Pandan and Tanjung Pinang in the West Merapi District of Lahat Regency.

The purpose of gathering information using the Vertical Coordination theory is to examine the organization at various levels to ensure everyone shares the same understanding and adheres to the rules. The term 'vertical coordination' refers to the process of integrating commands and directives from employees or departments at higher levels to lower levels. When superiors unify and instruct subordinates regarding matters within their scope, this is called vertical coordination. According to Inu Kencana Syafii (Syafii 2011, 2014), coordination is crucial because, despite everything being synchronized, and organized for the same goals and interests, we often encounter overlapping activities due to a lack of coordination.

The researcher employs information obtained from interviews with the village secretary and the Village Consultative Body to conclude vertical coordination. Originating from the West Merapi District of Lahat Regency, this study focuses on the communities of Ulak Pandan and Tanjung Pinang. In Ulak Pandan Village, West Merapi Sub-District, Lahat Regency Disagreements arise in vertical (structural) coordination when roles and responsibilities are not clearly defined. Additionally, the lack of clarity in relationships, processes, and working procedures among involved parties contributes to this issue. In hierarchical organizations, there exists a chain of command between those coordinating and those being coordinated, eliminating such hindrances.

The Leader of Ulak Pandan Village collaborates vertically with the Ulak Pandan Village Consultative Body to gather technical data and assess its implementation in the regional regulation drafting process. Ulak Pandan Village is located in West Merapi Sub-District, Lahat Regency. Ministerial Regulation Number 111 of 2014, the Implementation of Village Law Number 6 of 2014 concerning Villages, regulates it in Article 5 Paragraphs 1 and 2. The first set of data is obtained from an interview with the Chairman of the Ulak Pandan Village Consultative Body:

"The Leader of Ulak Pandan Village always coordinates with us in any village activities, especially in the creation of village regulations, such as Village Regulation Number 4 of 2016 regarding Narcotics Abuse.

He directly invites us to collaborate in the planning and enactment of village regulations, especially when proposals for regulations, such as narcotics-related regulations, come from community leaders and other community members."

After discussions with the Chairman of the Village Consultative Body, the author concludes that coordination is an agreement among governing bodies that binds activities or elements of governance. Without it, collaboration would be hindered due to differences in time, place, components, functions, and interests. This coordination is so structured that, on the one hand, everyone's work contributes to the same government goals, while on the other hand, no one feels disadvantaged. The Ulak Pandan Village Consultative Body is well-coordinated with the village leader, and the decisions made are collectively acceptable as they align with the criteria for planning and drafting village regulations as specified in Article 5 Paragraph 1 of Village Law No. 6/2014, implemented indirectly through Ministerial Regulation Number 111 of 2014. Planning for the drafting of Village Regulations is determined by the Village Leader and the Village Consultative Body. The Ulak Pandan Village Leader coordinates actions with the Ulak Pandan Village Consultative Body, ensuring compliance with all relevant laws and regulations.

The author then contacted the Secretary of Ulak Pandan Village to obtain direct information about the vertical coordination procedures between the village leader and the Village Consultative Body. The following conclusion is drawn from the discussion between the author and the Secretary of Ulak Pandan Village:

"The issuance of Village Regulation Number 4 of 2016 regarding Narcotics Abuse by the leader of Ulak Pandan Village, within the legal framework, is following Article 5 Paragraph 1 and 2 of the Ministerial Regulation No. 111 of 2014 as the implementing regulation of Village Law No. 6 of 2014 concerning Villages in the planning and drafting of Village Regulations. This is because the coordination between the leader of Ulak Pandan Village in West Merapi Sub-District, Lahat Regency, and the Ulak Pandan Village Consultative Body is well-executed. I witnessed firsthand how the village leader coordinates with the Village Consultative Body, sitting together at the same table, including representatives of community leaders and the sub-district. This ensures that Village Regulation Number 4 of 2016 regarding Narcotics Abuse is legally and legislatively sound in Indonesia."

Following the meeting with the Secretary of Ulak Pandan Village, the Ulak Pandan Village Leader has the authority to issue Village Regulations, such as Village Regulation on Narcotics Abuse Number 4 of 2016. Therefore, the Ulak Pandan Village Leader, in Lahat Regency, West Merapi Sub-District, coordinates vertically with the Ulak Pandan Village Consultative Body to create village regulations, following the concept of coordination as the arrangement of relationships among joint efforts to achieve common goals. Coordination refers to the efficient and effective management of work distribution among several individuals or bodies.

All village leaders in Indonesia are bound by the same legal foundation or guidelines, as outlined in the author's discussion on the Understanding of Rules in Village Regulation Writing, which falls under the authority of the village leader. Recommendations, ideas, and proposals for the drafting of legislation. In creating regulations in Ulak Pandan Village, Lahat Regency, West Merapi Sub-District, the Ulak Pandan Village Leader relies on Law No. 6/2014, governing Village Administration and its derivatives. Starting from Article 5 (Planning, Preparation, Discussion, Determination, Publication, and Socialization), Ministerial Regulation No. 111/2014 regulates the entire process as the implementing regulation, while PP 43/2014 provides technical details on the creation of regulations in the village. Specifically, in the hierarchy of legislation, attention must be paid to Article 7 of Law No. 12/2011 regarding the Formation of Legislation. Several aspects of the Ulak Pandan Village Regulation receive widespread support from the local community. One of them is about the Policy of the Ulak Pandan Village Leader, Lahat Regency, West Merapi Sub-District. In issuing Village Regulation No. 4 of 2016 regarding Narcotics Abuse, jointly sanctioned by the Ulak Pandan Village Leader and the Village Consultative Body, and accepted by the Ulak Pandan Village community, enacted on April 9, 2016. The reasons for the issuance of Village Regulation Number 4 of 2016 regarding Narcotics Abuse include:

- a. In a prosperous, just, and balanced Indonesian society, based on Pancasila and the 1945 Constitution, the emphasis is on maintaining and improving the quality of Indonesian human resources, including health.
- b. The lack of strict and careful supervision in the production, cultivation, storage, distribution, and use of narcotics can be blamed for various illicit activities.
- c. The circulation, sale, and use of narcotics have disturbed the community and are inconsistent with customs and traditions.
- d. The absence of rigorous and meticulous management and supervision in the import, export, production, cultivation, storage, distribution, and/or use of narcotics.

D. CONCLUSION AND RECOMMENDATION

Conclusion

In summary, the study highlights that all village leaders in Indonesia operate within the same legal framework, guided by the principles discussed in the exploration of the Understanding of Rules in Village Regulation Writing. This authority falls under the jurisdiction of the village leader, who relies on Law No. 6/2014 and its derivatives when formulating regulations in Ulak Pandan Village, Lahat Regency, West Merapi Sub-District. The process, governed by Ministerial Regulation No. 111/2014 and detailed by PP 43/2014, follows the provisions outlined in Article 5 of Law No. 6/2014, covering planning, preparation, discussion, determination, publication, and socialization. Furthermore, attention to Article 7 of Law No. 12/2011 regarding the Formation of Legislation is crucial within the legislative hierarchy. The Ulak Pandan Village Regulation, particularly Village Regulation No. 4 of 2016 on Narcotics Abuse, has garnered widespread support from the local community. Issued collaboratively by the Ulak Pandan Village Leader and the Village Consultative Body, and embraced by the Ulak Pandan Village community on April 9, 2016, the regulation addresses the pressing issues related to narcotics abuse. The reasons behind its issuance emphasize the importance of maintaining and improving the quality of Indonesian human resources, stringent supervision in narcotics-related activities, societal disturbances caused by narcotics, and the need for rigorous management and supervision in narcotics-related processes.

Recommendation

Based on the findings of this study, the author proposes the following recommendations:

- a. Capacity Building for Village Apparatus. Continuous training and assistance are necessary for village heads and the Village Consultative Body (BPD) to enhance their understanding and implementation of applicable laws and regulations, particularly in drafting village regulations in accordance with Law No. 6 of 2014 and its derivatives.
- b. Replication of Effective Local Policies. Village Regulation No. 4 of 2016 from Ulak Pandan Village can serve as a reference or model for other villages in formulating responsive policies to address social issues, such as drug abuse, while adhering to principles of legality and community participation.
- c. Strengthening Inter-Institutional Coordination at the Village Level. Village governments should foster stronger coordination among village officials, BPD, and the community throughout all stages of village regulation formulation, to ensure the production of high-quality and contextually relevant legal instruments.
- d. Regular Evaluation of Village Regulations. It is essential to conduct periodic evaluations and revisions of existing village regulations to ensure their continued relevance in light of evolving social dynamics and to enhance their effectiveness in practice.
- e. Active Role of Regional and Central Governments. Support from regional and central governments – in the form of legal frameworks, human resources, and funding – is vital to empower villages in drafting and implementing effective regulations, particularly in addressing strategic issues such as drug abuse.

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