

Factors Hindering the Implementation of the Minister of Home Affairs Regulation No. 84 of 2015: A Study of Nendali Village, East Sentani District, Jayapura Regency, Papua Province

Original Article

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Abstract

The implementation of national policies at the village level is crucial for effective local governance and community development. In Indonesia, Minister of Home Affairs Regulation No. 84 of 2015 was established to standardize and professionalize village governance structures and procedures. An analysis is conducted of the factors influencing the implementation of Minister of Home Affairs Regulation No. 84 of 2015 in Nendali Village, East Sentani District, Jayapura Regency. A qualitative approach was employed, wherein data were sourced from observation, interviews, and literature studies. The results of the study show that policy implementation is quite effective thanks to good communication and coordination between village officials and strong local socio-cultural support. Despite limited resources and irregular guidance, the village government has been able to optimize the allocation of funds for training officials and institutional activities. Papuan cultural values, such as kinship and traditional leadership, have proven to strengthen community participation and the legitimacy of village administration. Thus, The confluence of endemic cultural norms and modern governance paradigms functions as a contributory factor to efficacious policy implementation in village settings.

Keywords: Local Culture, Minister of Home Affairs Regulation No. 84/2015, Policy Implementation, Village Administration.

1. Introduction

Functioning as an integral component of the national government system, village administration holds a strategic role in the implementation of local government affairs, development, and public services. Villages are at the forefront of realizing effective, responsive, and participatory governance because they are in direct contact with the needs of the community. Therefore, strengthening the institutions and workings of village administration is essential in order to support the success of sustainable and inclusive national development (Siagian, 2025).

One of the ministries closely related to village administration is the Ministry of Home Affairs, whose efforts include structuring the organizational structure and work procedures of



village administration in order to realize effective and efficient village administration and improve the professionalism of village officials (Suyono & Rismanto, 2019). In this context, the Ministry of Home Affairs issued Minister of Home Affairs Regulation No. 84 of 2015 concerning the Organizational Structure and Work Procedures of Village Governments as a guideline for village governments in structuring their organizations, dividing tasks, and coordinating between village officials. The regulation is directed toward the creation of a more efficient, transparent, and accountable work system in village government. Through its implementation, the goal is to form a village governance system that can support effective governance, development implementation, community development, and community empowerment.

The issuance of Minister of Home Affairs Regulation No. 84 of 2015 as a follow-up to the provisions of Articles 62 and 64 of Government Regulation No. 43 of 2014 concerning the Implementation Regulations of Law No. 6 of 2014 concerning Villages. In the Consideration section, it is stated that in order to implement these provisions, it is necessary to establish regulations concerning the Organizational Structure and Work Procedures of village administration (Ministry of Home Affairs of the Republic of Indonesia, 2015).

The body of research on public policy implementation concludes that success is dependent on factors beyond the policy's content, notably communication, resources, the disposition of the implementers, and the bureaucratic structure (Edward III, 1980). In the context of village administration, these factors interact with each other and can become obstacles if not managed properly. For example, low human resource capacity in village institutions, lack of regulation socialization, weak guidance from local governments, and limited budget support can be major obstacles to effective implementation (Apriyen & Faridah, 2025; Laili & Aminullah, 2025; Zega et al., 2025).

In addition, social, cultural, and political characteristics at the local level also influence the policy implementation process in villages (Sumual et al., 2025). Hierarchical social structures, paternalistic cultures, and the dominance of certain local actors often hinder participatory decision-making processes (Kabuam, 2024; Kolang & Mesra, 2025). On the other hand, the dynamics of the relationship between the village government and village community institutions such as the Village Consultative Body in the implementation of governance (Mantiri et al., 2025). This situation reflects that problems in the implementation of village administration do not only stem from structural aspects, but also from the dynamics of social and institutional relations at the local level.

These concerns highlight a misalignment between the policy's theoretical construct and its applied implementation. Hence, a thorough investigation into the factors that hinder the execution of Regulation of the Minister of Home Affairs No. 84 of 2015 is necessary to identify appropriate and contextual solutions for the enhancement of village governance performance. This study is designed to identify and analyze the inhibiting factors affecting the implementation of Regulation of the Minister of Home Affairs No. 84 of 2015, with a focus on the variables of human resources, institutions, coordination, and guidance support from local governments. The anticipated outputs include a theoretical contribution to local public policy implementation studies and practical recommendations for stakeholders to augment the effectiveness of village administration.

Although the legal framework through Law Number 6 of 2014 concerning Villages and Regulation of the Minister of Home Affairs Number 84 of 2015 has provided a basis for the implementation of village government governance (good governance), its implementation at the village level often faces obstacles. Research by Anas & Setiyowati (2021); Betan & Nugroho (2021); Masruroh et al. (2024) shows that transparency, accountability, and community

participation theoretically contribute to village performance, but in practice information about village fund allocation is often only shared through deliberations and is not available to all residents. Aji et al. (2023) and Nur & Fitri (2019) confirm that the limited capacity of village apparatus human resources is also a major obstacle in implementing regulations, so that good governance principles are difficult to apply consistently.

Most existing research is partial, only examining certain aspects such as accountability or community participation, and rarely comprehensively assesses how village institutional structures, human resource capacity, coordination with local governments, and socio-cultural contexts simultaneously affect the implementation of regulations. This research gap limits understanding of why formal regulations are not always translated into effective, accountable, and responsive village governance practices (Nurfitri & Ratnawati, 2023; Rijal et al., 2021). Empirical evaluation that integrates all these variables becomes important to provide a comprehensive picture of the inhibiting and supporting factors in the implementation of village institutional regulations.

The urgency of research is increasingly high amid the adoption of village administration digitalization and village fund management that demands higher transparency and accountability. If institutional aspects, coordination, and human resource capacity are not strengthened, the risk of regulatory implementation failure can directly impact public services, public trust, and the effectiveness of village development (Alfajar et al., 2025; Natasya, 2022). Thus, this research is directed to comprehensively evaluate the implementation of village institutional regulations, considering all important variables, so that regulations do not merely become formalities but truly support village governance that is effective, accountable, and responsive to community needs.

2. Literature Review

2.1. Public Policy

Policy is a series of actions to achieve objectives based on proposals from an individual or group of individuals, taking into account available input (Suwitri, 2008). Furthermore, Suwitri (2008) explains that the public can be understood as the state, government, people, society, general public, and public. When the words “policy” and “public” are combined, public policy becomes closely related to the public interest.

Budi Winarno in James Anderson as cited by Choiriyah (2018) defines the term “policy” as referring to the behavior of an actor or a number of actors in a particular field of activity. A special feature of public policy in a political system is the involvement of these actors in policy formulation.

2.2. Public Policy Implementation

In relation to public policy as an objective, policy is intended to be a tool for achieving a goal (Bakry, 2010). In the context of service delivery, not all government agencies are consciously and capable of implementing public services properly for the community (Sitorus, in Sapioper et al., 2021).

Edward III (1980) establishes that the effectiveness of public policy implementation is determined by the interaction of four main variables: communication, resources, implementer disposition, and bureaucratic structure. This implementation stage is defined as the critical process within the policy cycle where formulated decisions and rules are operationalized into concrete actions by implementing actors.

According to Van Meter & Van Horn (1975), policy implementation is influenced by six main variables, namely: (1) the size and objectives of the policy, (2) resources, (3) the characteristics of the implementing agency, (4) inter-organizational communication, (5) social, economic, and political conditions, and (6) the tendencies of the implementers. If one of these variables is not optimally fulfilled, implementation will encounter obstacles.

Grindle (2017) adds that implementation is not merely administrative in nature, but is greatly influenced by the social, political, and cultural contexts that shape the implementation environment. In the context of village administration in Papua, socio-cultural factors, power relations, and customary structures are important variables in determining the effectiveness of national policy implementation at the local level (Frank et al., 2024).

2.3. Village Administration and Minister of Home Affairs Regulation No. 84 of 2015

Functioning as the lowest tier of government within the Unitary State of the Republic of Indonesia, village administration holds a critical role in the execution and management of local governance. Its principal objectives are to cultivate a democratic society and to deliver effective social services, thereby guiding the community toward prosperity, peace, and justice (Hajar et al., 2021). The legal foundation for village administration is provided by Law Number 6 of 2014, which designates it as the body responsible for managing governmental affairs and the interests of the local community. Operationalizing this mandate, Ministry of Home Affairs Regulation No. 84 of 2015 stipulates the specific organizational structure and division of functions for village governments, aiming to realize governance characterized by effectiveness, efficiency, and accountability.

However, the effectiveness of the implementation of this Minister of Home Affairs Regulation depends on the capacity of the apparatus, resource support, and a good understanding of institutional functions. Nugraheni (2025) emphasizes that the implementation of village policies is often hampered because the Village Fund and Village Fund Allocation are more focused on physical development, while aspects of strengthening institutional capacity are not yet a priority. Thus, the successful implementation of Ministry of Home Affairs Regulation No. 84/2015 requires a balance between infrastructure development and strengthening village government institutions so that the principles of good governance can be realized at the village level.

3. Methods

This research is conducted using a qualitative approach, with the objective of obtaining an in-depth comprehension of the constraining factors in the execution of Minister of Home Affairs Regulation No. 84 of 2015. This study was conducted in Nendali Village, East Sentani District, Jayapura Regency. A qualitative approach was chosen because it allows researchers to explore the meanings, perceptions, and experiences of research subjects related to the dynamics of policy implementation in the local social and cultural context of Papua.

According to Creswell (2014), a qualitative approach is used to examine social phenomena naturally through an interpretive process, in which researchers play a key role in data collection and analysis. Thus, this study focuses on understanding the context and implementation process, rather than simply the results or outputs of the policy.

The research data is constituted by two sources. Primary data was generated through field observations and in-depth interviews held with village officials, traditional leaders, and the community in Nendali Village. Secondary data was collected via a literature study, which included an analysis of policy documents, previous research, scientific journals, government

reports, and relevant laws and regulations, exemplified by Minister of Home Affairs Regulation Number 84 of 2015 and its implementation documents at the regional level.

The techniques for gathering data were executed as follows: in-depth interviews and non-participatory observation were carried out. Furthermore, a literature study was also performed, which involved a systematic collection and analysis of academic texts, research results, and policy sources to support the theoretical and contextual analysis within this research (Ilham & Yunita, 2022; Patmasari, 2022; Tebay & Ilham, 2023).

Data analysis was conducted using descriptive qualitative methods, following the stages of data reduction, data presentation, and conclusion drawing (Miles et al., 2014). To ensure the validity of the research results, source and method triangulation techniques were used by comparing data from interviews, observations, and literature studies. Triangulation was conducted to ensure the consistency and reliability of the findings, so that the analysis results accurately reflect empirical and theoretical conditions.

4. Results and Discussion

According to Edward III (1980), the implementation of public policy is influenced by four main variables, namely communication, resources, the disposition or attitude of implementers, and bureaucratic structure. These four factors interact with each other in determining the extent to which policies can be implemented effectively in the field. Meanwhile, Van Meter & Van Horn (1975) emphasize that the success of implementation is also determined by the clarity of policy standards and objectives, available resources, and social, economic, and political conditions in the implementation environment. In the context of developing countries, Grindle (2017) adds that policy implementation is greatly influenced by the “content of policy” and the “context of implementation,” including the capacity of local bureaucracies and the level of community support.

The results of research in Nendali Village, East Sentani District, Jayapura Regency, show that these five variables are interrelated in the implementation of Regulation of the Minister of Home Affairs No. 84 of 2015 concerning the Organizational Structure and Work Procedures of Village Governments. The following discussion explains the relationship between empirical findings and public policy implementation theory.

4.1. Policy Communication

According to Edward III, good communication determines the extent to which implementers understand the objectives and content of a policy. The dissemination of Regulation of the Minister of Home Affairs No. 84/2015 was not carried out routinely and comprehensively. A study by Sapioper et al. (2024) shows that the dissemination of Regulation of the Minister of Home Affairs No. 84/2015 has been carried out to village officials (for example, in the village of Sereh, Sentani, Jayapura Regency). However, field results in Nendali Village show that the dissemination has not been carried out routinely and comprehensively. As a result, the village officials' understanding of the structure and workings of village administration is still limited to formal aspects without understanding the substantive meaning of the division of functions and responsibilities. In line with the findings of Rachmatsyah & Nenobais (2023), there is still a low level of knowledge among village officials about regulations, they often only know the rules formally and are not yet able to translate them into daily administrative practices; their coaching capacity is still inadequate.

4.2. Village Apparatus Human Resources

The resource variables in Edward III and Van Meter & Van Horn's theory include personnel capabilities, facilities, and time available to implement policies. The results of the study show that the Nendali village apparatus has limitations in terms of technical and administrative competence. The lack of training has an impact on weak capabilities in understanding organizational structures, preparing government documents, and implementing public service functions.

Although the research and mentoring activities in this study succeeded in improving officials' knowledge of their duties, functions, and positions, capacity building efforts need to be continued on an ongoing basis. This is important because village officials have limited terms of office and change frequently, so without a process of continuous education and guidance, there will be a loss of institutional memory.

This finding reinforces Grindle's (2017) argument that policy implementation in developing countries is often hampered by weak local bureaucratic capacity. Therefore, improving the competence of officials through training and technical assistance is a key prerequisite for successful policy implementation at the village level.

The lack of administrative capacity and governance of village government apparatus (Hasyem & Syamsuddin, 2025), as well as the lack of information media. In line with the findings of Suwarlan et al. (2021), the cause is that cross-sector coordination and actors are not yet functioning properly, a condition that also slows down the formation of community information groups in villages. The findings of Waruwu et al. (2025) confirm that the effectiveness of village officials is often not optimal due to limited human resources, lack of training, weak work discipline, and lack of information technology application.

This condition then has an impact on the implementation of administrative tasks and coordination between officials, which is not uniform, thereby reducing the effectiveness of policy implementation. This obstacle is in line with Edward III's view that ineffective communication causes information distortion and weak understanding of the policy content by the implementers.

4.3. Institutional Structure and Coordination

According to Edward III, bureaucratic structure is an important element in regulating work relationships and policy implementation coordination mechanisms. Hamid (2017) found that there is still weak internal coordination in village governance. There is still sometimes a dominance of decision-making processes and a lack of involvement of other institutions and agencies such as the Village Consultative Body. According to Rifai et al. (2025), the implementation of the Village Consultative Body's authority has not been optimal due to limited human resources, weak communication with the village government, and minimal community participation in the development planning process. This hierarchical and centralistic leadership pattern hinders the practice of participatory governance.

Based on the findings of Syahsudarmi & Yusuf (2024), it appears that at the village level (in their study location), organizational structures are not yet fully documented, coordination between administrators and village officials is not systematic, and there are no institutional guidance and evaluation instruments that can be used as a basis for supervision. This phenomenon reflects the view of Van Meter & Van Horn that the effectiveness of policy implementation depends on coordination between actors and the integration of implementing organizations. When coordination is weak, policy implementation becomes inconsistent and it is difficult to achieve the expected goals.

The situation is different in Nendali Village. The results of the study show that in Nendali Village, the division of tasks among village officials has actually been carried out well and

follows the ideal structure as stipulated in Regulation of the Minister of Home Affairs No. 84/2015, including internal coordination. This finding shows that although many previous studies have identified institutional structure and coordination as factors that hinder policy implementation at the village level, the conditions in Nendali Village show the opposite—effective coordination and division of tasks are strengths that support the more optimal implementation of Regulation of the Minister of Home Affairs.

4.4. Coaching Support and Budget

Within the framework of implementation theory, financial resources and institutional support from higher levels of government are external factors that determine the sustainability of policy implementation. Field findings show that the Nendali Village Government has received coaching from relevant agencies, although its implementation has not been routine or scheduled.

In the context of budgeting, Susiani (2025) research in Mampari Village, Batumandi District, Balangan Regency, revealed that budget constraints and the location of villages in remote areas often cause delays in information and hinder the capacity building of village officials. Susiani (2025) emphasizes that developing the capacity of village officials is a strategic step in supporting village development, including through education and training to improve the knowledge, skills, and technical competencies of village administration.

In addition, Village Funds and Village Fund Allocations are generally focused on physical development, while institutional capacity building has not been a top priority. In line with the findings of SMERU's research cited by Nugraheni (2023), most of the village funds in 2015 and 2016 were allocated for physical infrastructure development, so that regulations related to village governance have not been fully internalized in daily administrative practices.

However, the results of research in Nendali Village show a more positive situation. The village government has allocated part of its budget for administrative activities and training for village officials, which has contributed to improving their technical skills and understanding of their duties and functions in accordance with Regulation of the Minister of Home Affairs No. 84/2015. This practice shows that with commitment and proper fund management, institutional capacity building can go hand in hand with physical development and become an important supporting factor in the successful implementation of policies at the village level.

4.5. Local Social and Cultural Influence

In the context of Papua, including in Nendali Village, local social and cultural values have proven to be positive social capital in supporting the successful implementation of policies. A study by Salam et al. (2025) shows that social capital in the form of social norms, trust, and community networks can strengthen the effectiveness of village programs. Kinship-based social structures, respect for hierarchy, and loyalty to traditional leaders contribute to strengthening the sense of responsibility, solidarity, and community participation in village administration. These kinship ties create a sense of togetherness in participating in social activities and joint development (Djojosoekarto et al., 2012).

This was also evident in the implementation of a special village meeting in Nendali village, where the community showed unity and enthusiasm in developing the village through mutual cooperation (Nendali Village Government, 2025). This condition shows that when cultural values are adaptively integrated into the formal government system, village governance practices become more participatory, harmonious, and rooted in local wisdom. Thus, local culture is no longer an obstacle, but rather a pillar of strengthening governance at the village level.

However, as emphasized by Grindle (2017), the social and political context remains part of the implementation environment that strongly influences the course of policy implementation. In practice, the role of village heads and traditional leaders needs to be balanced with strong institutional mechanisms so as not to cause domination that hinders participation. In line with the findings of El Darman (2025), customary institutions play an important role in bridging the interests of the community and the government, maintaining social stability, and strengthening the legitimacy of local policies.

The study by Suryani et al. (2025) also shows that traditional leadership plays a strategic role in village governance, where village head decisions are often only considered valid after receiving legitimacy from traditional leaders. This shows that traditional leadership functions as a source of social legitimacy that strengthens the formal authority of the village head while maintaining community trust in the village administration.

Thus, the social and cultural values of Nendali village are not merely a traditional heritage, but also an important foundation for participatory and sustainable governance. Therefore, a development approach based on local culture is needed so that the integration of traditional values can be carried out in harmony with the principles of good governance as stipulated in Regulation of the Minister of Home Affairs Number 84 of 2015.

5. Conclusion

The results of this study indicate that the implementation of Regulation of the Minister of Home Affairs No. 84 of 2015 concerning the Organizational Structure and Work Procedures of the Nendali Village Government, East Sentani District, Jayapura Regency, has been quite effective, despite facing a number of limitations. Based on the theoretical framework of Edward III, Van Meter & Van Horn, and Grindle, the effectiveness of policy implementation at the village level is determined by the interaction between communication, resources, institutional structure, external support, and the local social and cultural context.

The effectiveness of the implementation of Minister of Home Affairs Regulation No. 84/2015 in Nendali Village is influenced by a combination of institutional capacity, village apparatus competence, and local initiatives in managing resources. Policy socialization is indeed not yet fully routine and comprehensive, but internal coordination among apparatus runs effectively so that task implementation is maintained. Village independence in managing budgets for administrative activities and training demonstrates local commitment in strengthening apparatus capacity. In addition, the integration of local cultural values, such as solidarity, collective responsibility, and traditional leadership legitimacy, also strengthens community participation in village governance. These results confirm that the success of policy implementation does not only depend on external support, but also on local commitment and strategies. Therefore, apparatus capacity building accompanied by a local culture-based approach becomes an important strategy to realize village governance that is effective, participatory, adaptive, and sustainable. Overall, the synergy between formal institutions, local initiatives, and socio-cultural capital is the key to the success of quality village governance.

As a recommendation, local governments need to strengthen routine guidance mechanisms for village officials so that their understanding of Regulation of the Minister of Home Affairs No. 84/2015 is more comprehensive and sustainable. Nendali Village is advised to allocate part of its Village Fund to institutional capacity building through technical and administrative training. The integration of local cultural values needs to be continuously promoted as part of a participatory and locally-based governance strategy. Coordination

between government actors and customary institutions needs to be formalized in a joint working mechanism so that the decision-making process is more transparent and legitimate.

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