

## Agile Governance in the Bureaucratic Reform Policy of Sambirejo Village, Sleman Regency

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### Digest

The condition of Sambirejo village before the village reform was one of the most underdeveloped villages in Sleman Regency. Subsequently, the village successfully developed BUMDes-managed tourism at Tebing Breksi and other business units that received various awards and recognitions. The purpose of this research is to analyze the principles of agile governance in the implementation of Sambirejo Village Government's bureaucratic reform policy, as well as to identify supporting and inhibiting factors in Sambirejo Village Government's bureaucratic reform policy. Qualitative research method was chosen with single case embedded design case study approach by Robert K. Yin. The location of this research is in Sambirejo Village, Sleman Regency. The results of this study show that not all village officials and the community understand the Governor Regulation of the Special Region of Yogyakarta Number 40 of 2023 concerning Village Reform. Another implication behind the bureaucratic reform policy is that several villages have experienced different issues related to village land management. The results of the initial assessment of village bureaucratic reform from 8 villages in the Yogyakarta D.I. region, namely villages located both near and far from regional centers and Yogyakarta City, do not significantly affect the successful implementation of village bureaucratic reform. In conclusion, the 6 principles of agile governance correlate with the 5 Main Activities of Sambirejo Village Bureaucratic Reform. According to Van Meter and Van Horn's policy implementation model, the variables that influence the supporting factors and inhibiting factors of the implementation of Sambirejo Village bureaucratic reform are mapped.

### Keywords.

Agile Governance, Policy Implementation, Sambirejo Village, Village Bureaucracy Reform

### Introduction

This fast-changing environmental condition, (Chen et al., 2020) states if policy decisions can be adjusted in the new progress of dynamic governance. Various institutions and policies remain relevant and effective to achieve long-term goals. *Dynamic governance* is important in public organization policies that are responsive, as well as flexible in a changing environment. This ability is very important for public organizations' efforts towards sustainable economic growth and community welfare (Malik & Wahid, 2023).

Organizations often face difficulties in responding effectively to rapid environmental changes; therefore, timely adaptation becomes essential. Agile

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governance then becomes important for organizations facing the era of disruption (Vernanda, 2020). The concepts known in software development are the source concepts of agile, agility, and agile governance. However, the concepts are adopted in fields of study such as organizations and companies. Agility emphasizes a flexible and fast attitude. (Hermanto et al., 2014) Agile governance is an institutional approach that encourages organizations to improve performance and productivity through flexibility and adaptability in improving performance and productivity. Agile governance refers to the ability of humans to sense, adapt, and respond to changes in their environment quickly and sustainably. By combining agile capabilities in governance capabilities, value can then be generated for better, faster, and cheaper bureaucratic business processes (Luna et al., 2015).

The successful implementation of agile governance cannot be separated from strong agile leadership. Agile leaders have four characteristics, namely responsiveness, strategic adaptation, focus on results, and anticipatory management for future problems. The concept developed by Widiatmika (2015) suggests consistency and agility as pillars for strategic leaders in order to implement core business values and adjust to market changes. Widiatmika (2015) states that there are two main theories of leadership: leaders as drivers and values-based leaders. This is the foundation and resilience of organizations that embrace agile leadership.

This research analyzes the principles of agile governance in the implementation of the Sambirejo Village Government's bureaucratic reform policy and identifies the supporting and inhibiting factors in the Sambirejo Village Government's bureaucratic reform policy. The term village is adapted to the village designation that applies in the Yogyakarta area. This is in accordance with Law No. 6/2014 on Villages, that "The designation of village or customary village is adjusted to the designation that applies in the local area". Government in the village is organized by the lurah and the Village Consultative Body (BPKal). The lurah is assisted by carik, head of administration, *danarta*, *pangripta*, *jagabaya*, *ulu-ulu*, *kamituwa*, *dukuh*, and *pamong kalurahan*.

According to the Bureau of Governance of D.I Yogyakarta (2024) the starting point of successful reform at the village level was achieved by D.I Yogyakarta in 1946. Sri Sultan Hamengkubuwono IX issued a policy of amalgamation of small village into one larger village. The policy, known as *blengketan*, successfully merged 796 villages into 375 new villages completed in 1948 and was stipulated based on Edict No. 5 of 1948. The *blengketan* policy was actually oriented to enlarge the economic scale and scale of village autonomy so that it could sustain the life and become the basis for the livelihood of the village community. The merger of village, followed by the asset redistribution policy and the delegation of mandates to village are three important issues that have been inscribed by D.I Yogyakarta in the past to glorify and strengthen village.

Demographically, 88.32% or 3,247,940 out of 3,677,446 people live in 392 villages of D.I Yogyakarta. Therefore, Village Reform aims to create villages that possess the capacity. The goal indicators are 1) Number of independent villages; 2) Number of culturally independent villages; and 3) Number of self-sufficient villages. Furthermore, village reform is divided into 2, namely village bureaucratic reform and village community empowerment reform. The reform of village bureaucracy is

expected to solve upstream problems (village governance): financial problems, human resource problems, regulation/playing rules problems, as well as value and culture problems. Meanwhile, the reform of village community empowerment solves downstream problems (directly related to the community): problems of poverty, inequality, and community empowerment issues (Governor Regulation of D.I Yogyakarta No. 40 of 2023).

To achieve the two objectives of village bureaucratic reform, 16 (sixteen) main activities were created. Based on their level of effectiveness, certain activities were selected to provide the most contribution or leverage towards achieving the objectives. As stipulated in Pergub D.I. Yogyakarta No. 40 Year 2023, the choice of activities required for the overall bureaucratic reform is adjusted to the main activities set. The village government must play a more active role in fighting poverty at the village level. Currently, efforts to increase the role of the village government in D.I Yogyakarta still face challenges that need to be addressed gradually and continuously. Some of the fundamental problems of the village government that need to be improved are as follows:

**Table 1:** Identification of Problems in Village Governance in D.I Yogyakarta

No.	Problem	Problem Description
1.	Financial problems	<ol style="list-style-type: none"> <li>1. Financial management</li> <li>2. (Absence of) performance focus in budgeting</li> <li>3. Low performance accountability</li> <li>4. Inefficiencies in operating systems, processes and procedures</li> <li>5. Little revenue but large expenditure needs</li> </ol>
2.	HR problem	<ol style="list-style-type: none"> <li>1. Position qualifications and competencies</li> <li>2. Position analysis</li> <li>3. Allocation criteria</li> <li>4. Invalid <i>database</i> of institutions and community groups</li> </ol>
3.	Regulatory issues/ rules of the game	<ol style="list-style-type: none"> <li>1. Clarity of internal organizational SOPs</li> <li>2. Overlap between regulations</li> <li>3. Procedure-oriented regulations rather than results</li> <li>4. Negative regulations</li> </ol>
4.	Values and culture issues	<ol style="list-style-type: none"> <li>1. Low motivation</li> <li>2. Pro <i>status-quo</i></li> <li>3. Lack of <i>sense of leadership</i></li> <li>4. Easy to break rules</li> </ol>

Source: Pergub D.I Yogyakarta No. 40 Year 2023

There is an additional problem in the table above, namely the utilization of technology and information. The role of technology and information as a tool that has not been optimized to accelerate transformation in the village and improve the lives and livelihoods of its residents. Current conditions are still far from expectations in terms of the utilization of technology and information. This includes the provision of information infrastructure, village information systems (smart village), information technology-based land management and management systems, and early detection systems of natural and social problems faced by residents. In addition, there is still a problem with the capacity of human resources who have not mastered information technology sufficiently and thus cannot use it effectively. One village

that has demonstrated the capacity to develop and utilize digital technologies is Sambirejo Village in Sleman Regency.

Sambirejo Village has practiced the concept of bureaucratic reform on data-based governance and excellent public services. One of Sambirejo Village's flagship programs is implementing integrated data such as the Smart Village Nusantara Command Center. Based on the Decree of the Head of the Development and Information Agency for Villages, Disadvantaged Regions, and Transmigration No. 66 of 2023 concerning the Determination of 1650 Villages as Smart Village Locations in Phase III of 2023, Sambirejo Village is designated as a Smart Village location. The decree designates Sambirejo Village as part of the Smart Village initiative under the 2021–2024 Village Governance and Development Strengthening Program (P3PD). The aim is to encourage innovative development of the village to solve problems using digital technology (Supriyani & Setyowati, 2023).

According to Wahyu Nugroho (Lurah Sambirejo), the hustle and bustle might be different if you came to Sambirejo Village about 13 years ago or in 2011. In that year, Sambirejo Village was one of the most underdeveloped villages in Sleman Regency. Its location on the limestone hills made the agricultural cycle, from planting to harvesting, only happen once a year. Therefore, the agricultural potential is less promising. However, this challenge has become an opportunity for Sambirejo Village in developing Village-Owned Enterprises (BUMDes), one of which is Breksi Cliff Tourism. Sambirejo Village's reforms are implemented through BUMDes Sambimulyo, which was proven to represent Indonesia in the 13th ASEAN Ministers Meeting on Rural Development and Poverty Eradication (AMRDPE) at Marina Bay Sands Hotel, Singapore. The 2023 ASEAN RDPE Leadership Award was given to 2 private sectors from Indonesia who were honored, namely BUMDes Sambimulyo and BPD D.I Yogyakarta. Receiving the award at AMRDPE as a sector that contributes to rural development and poverty alleviation.

Another implication behind the village bureaucracy reform policy is several cases of misuse of village assets and land that were illegally sold by individuals in the D.I Yogyakarta area. This prompted the Provincial Government of Yogyakarta to formulate a village reform policy. In exploring the conditions that occur and control through the Main Activity "Strengthening the Management of Village Assets / Assets Managed by Village ". Based on Pergub D.I Yogyakarta No. 24 of 2024 concerning the Utilization of Village Land, that village land is part of the Sultanate Land and Duchy Land which is utilized for the purpose of cultural development, social interests, and community welfare. It is clarified by Pergub D.I Yogyakarta No. 2 of 2020 concerning Guidelines for Village Government, that village is land whose origins are from the sultanate and/or duchy which is managed by the village government based on *Anggaduh Rights* consisting of *Kas Village Land*, *Pelungguh*, *Pengarem-arem*, and land for public use.

Previous studies have examined agile governance and bureaucratic reform from various perspectives, including village governance, digitalization, and organizational adaptation, including: 1) Muh Faiq Fauzan et al., (2025) research on the implementation of bureaucratic reform of Panggungharjo Village resulted in the expansion of public services that are not only limited to the administrative scope; 2)

Malik & Wahid, (2023) research on situations and events that occur regarding flexible governance in implementing Bureaucratic Reform 4.0 at Puslatbang KMP LAN RI Makassar; 3) Semangun (2023) research that obtained factual data in the field, namely at Agriyaponik PT. Tani Sehat Berkarya related to the dimensions of the business incubator as a form of *social entrepreneurship*, the challenges currently being faced, and the best strategy in the sustainability of the agri-business incubator; 4) Supriyani & Setyowati, (2023) research explores the problems faced by the village government and the Sambirejo community including infrastructure related to access to internet networks and the limited capacity of the community to use technology; 5) Rahmawati (2022) research analyzing the policy response of Panggungharjo Village in dealing with the COVID-19 pandemic; 6) Dwijayanti (2021) research to find out how Panggungharjo Village handled the COVID-19 pandemic through the dynamic management concept of COVID-19 Response Stage; and 7) Luna et al., (2015) research that discusses the keys to sustainable development and this requires agility at the business and organizational levels.

Although previous studies have examined agile governance, village digitalization, and bureaucratic reform at the village level, limited attention has been paid to how agile governance principles are manifested in the implementation of the Village Reform policy introduced by the Government of the Special Region of Yogyakarta. Furthermore, studies that connect agile governance with policy implementation perspectives at the village level remain limited. Therefore, this study analyzes the implementation of bureaucratic reform in Sambirejo Village through the lens of Agile Governance and the policy implementation model of Van Meter and Van Horn.

This study employs a qualitative single-case embedded design following Yin (2013). According to Yin, case study quality is assessed through four criteria: construct validity, internal validity, external validity, and reliability. A qualitative approach was selected because it enables an in-depth understanding of how Agile Governance principles are manifested in the implementation of bureaucratic reform in Sambirejo Village.

This research is classified as a single-case embedded design because Sambirejo Village serves as the primary case under investigation, while several sub-units of analysis within the village are examined to understand different dimensions of bureaucratic reform implementation. To provide contextual comparison, this study also presents reform assessment data from several other villages in the Special Region of Yogyakarta. However, these villages are not treated as independent cases and are used only as contextual benchmarks. Therefore, Sambirejo Village remains the sole primary unit of analysis in this study.

## Discussion

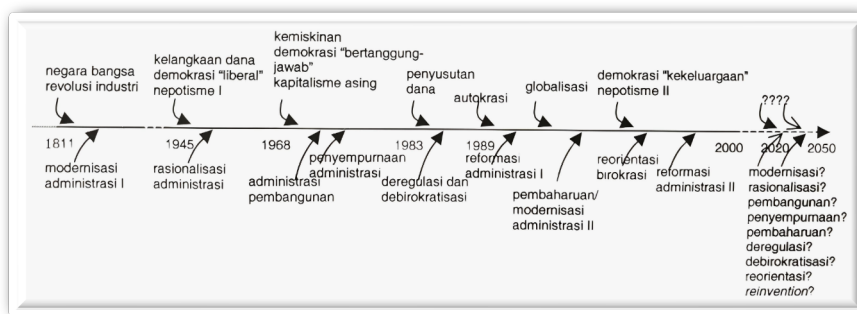
### Implementation of the Bureaucratic Reform Policy of Village D.I Yogyakarta

Administrative reform has been discussed since the 1960s when it was still part of public administration and organization theory. Among the aspects of administration are reordering priorities, making new policies, solidifying programs and implementing activities. Its external influence is not only related to the expected

benefits as a result of better administration, but also to the political benefits as a result of implementing administrative reform as a resistance to the *status quo* (Caiden, 1991 in Nasucha, 2004).

Various writings on regional autonomy or more precisely regional administration do start the discussion from the historical aspect. It describes the history of the emergence of ancient Indonesia or the ancient archipelago, then its relationship with religion and culture in India, Arabia, Europe and Japan. In the midst of this historical story, the structure of state administration in the relevant era of bumiputera kingdoms, sultanates in the archipelago, the administration of the *Vereenigde Oost-Indische Compagnie* (VOC), British colonial government, Dutch East Indies government, and the Japanese military is discussed (Wibawa, 2001). Models of administrative change in Indonesia, as follows:

**Figure 1: Models of Administrative Change in Indonesia**



Source: Samodra Wibawa (2001)

From the picture above, there is a connection between the legacy of the reform tradition of Thomas Stamford Raffles administration and the rational spirit of Herman Willem Daendels administration in the early 19th century. The Republic of Indonesia since its establishment has undergone continuous administrative reform, starting with administrative rationalization, passing through the idea of development administration, and ending with the second volume of administrative reform (Wibawa, 2001). None of the reform ideas that have been introduced have run smoothly. If they did not fail, they always caused strong resistance and if implemented, they would have equally strong negative impacts. This strengthens the belief of many people, that the reform process is not a technocratic process that is sterile from its social and political environment (Wibawa, 2001). Talking about administrative reform is closely related to bureaucratic reform, which aims for changes in the state bureaucratic system (Wibawa, 2001).

The bureaucratic reform of village was implemented with synergy and collaboration from various elements, namely the Provincial Government of Yogyakarta, the district government, and the village government. Village bureaucratic reform is implemented in stages, as follows:

**Figure 2: Stages of Village Bureaucratic Reform Implementation**



Source: Kepgub D.I Yogyakarta No. 185 Year 2024

The figure above is an illustration of the stages of implementing village bureaucratic reform in D.I Yogyakarta Province. The initial stage, namely assessment, is an activity carried out in order to determine the condition of village governance before and after the implementation of village bureaucratic reform. The assessment was carried out by district against the village government in its area. The assessment is carried out qualitatively on the achievement of the targets of each main activity. The assessment is a *learning* and *sharing-based* approach that is carried out on the expected impact of the implementation of the main activities of the village bureaucratic reform.

**Table 2.** Implementation of the Initial Assessment of Villages Bureaucracy Reform

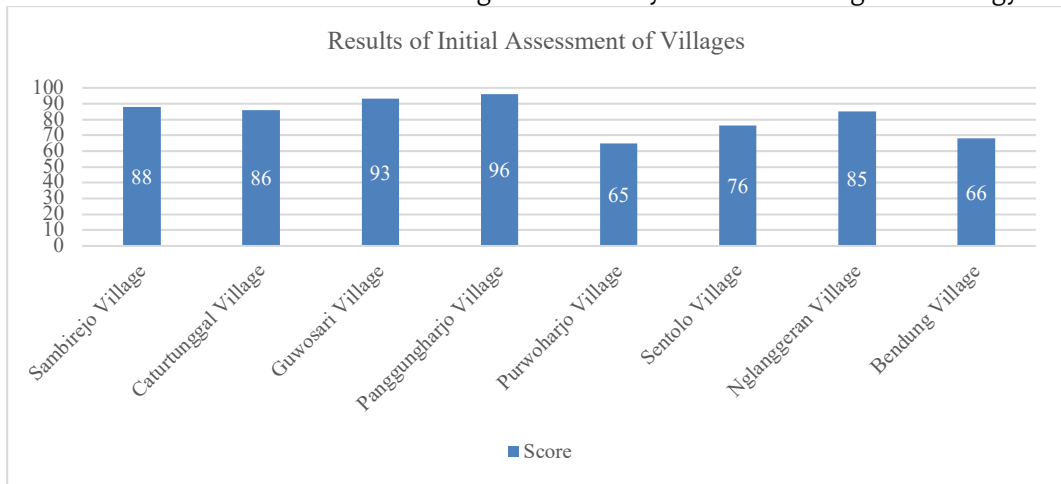
Regency	Total villages	Number of villages according to category			
		Very good	Good	Fair	Not Good
Sleman Regency	86 Villages	33 Villages	53 Villages	1 Villages	0 Villages
Bantul Regency	75 Villages	39 Villages	34 Villages	2 Villages	0 Villages
Kulon Progo Regency	87 Villages	8 Villages	69 Villages	10 Villages	0 Villages
Gunungkidul Regency	144 Villages	36 Villages	96 Villages	12 Villages	0 Villages

Source: Pokja RBKAl Team in 4 Regency of Yogyakarta (2025)

Based on the data above, it is interesting to examine the categories of results of the initial assessment of bureaucratic reform in Sleman Regency, Bantul Regency, Kulon Progo Regency, and Gunungkidul Regency. The assessment categories are divided into 4, namely: 1) Very good category with score  $\geq 80$ ; 2) Good category with scores of 60-79; 3) Fair category with scores of 40-59; and 4) Poor category with scores  $<40$ . In this initial assessment in 2024, there were no village in the Poor category. The purpose of conducting an initial assessment of village bureaucratic reform is to map out strategic steps and activity options to be undertaken by the village reform team of the district government and the village government.

To provide contextual benchmarks, this study presents assessment results from seven additional villages selected purposively based on geographical location and reform performance. With research informant criteria, namely: 1) Unique and interesting villages in 4 regency of Yogyakarta; 2) Representative village centered in the relevant region and close to the city of Yogyakarta; and 3) Representatives of village that are far from the center of the region and far from the city of Yogyakarta. Presentation of the results of the initial assessment of bureaucratic reform of villages in 2024, as follows:

**Chart 1:** Results of Initial Assessment of Villages Bureaucracy Reform in 8 Villages of D.I Yogyakarta



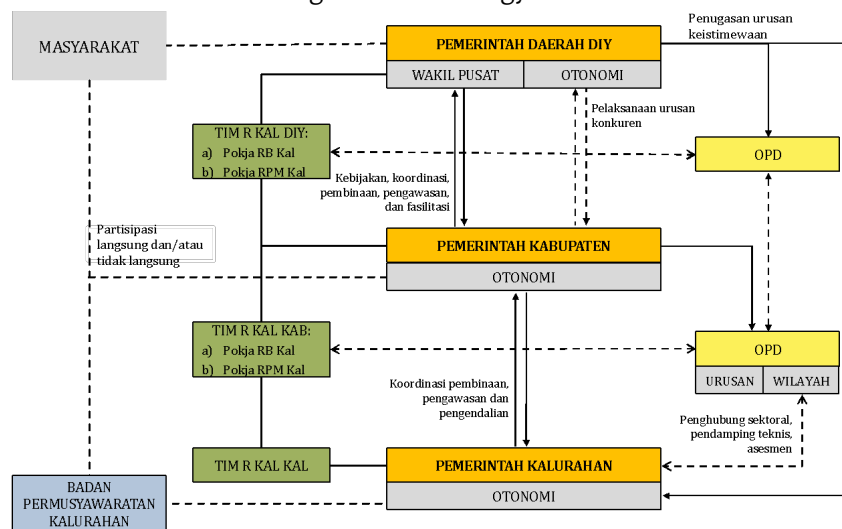
Source: RBKal Working Team in 4 Regency of D.I Yogyakarta (2025)

From the graph, it can be concluded that the results of the initial assessment of the bureaucratic reform of the 8 villages in the D.I Yogyakarta region with the Very Good category, namely Panggungharjo Village, Guwosari Village, Sambirejo Village, Caturtunggal Village, and Nglanggeran Village. Then, the villages with the good category are Sentolo Village, Bendung Village, and Purwoharjo Village. Caturtunggal Village, Panggungharjo Village, Sentolo Village, and Nglanggeran Village represent villages that are centered in related areas and close to Yogyakarta City. Meanwhile, Sambirejo Village, Guwosari Village, Purwoharjo Village, and Bendung Village represent villages that are far from the center of the region and far from the city of Yogyakarta. These findings suggest that geographical proximity to regional centers does not appear to be a determining factor in the implementation of village bureaucratic reform.

Based on the details of the implementation of village bureaucratic reform in 8 villages in 2024, namely 1) There are still villages that do not understand the concept and technical development of SAKIP, such as Purwoharjo Village, Sentolo village, and Bendung village; 2) Not all municipalities have implemented excellent public services; 3) Optimizing the strengthening of supervision by the community and BPKal. Not just deliberations with BPKal. But the importance of involving and netting the aspirations of the wider community; 4) More efficient and effective management of village finances, starting from village funds, PAD, BKK Danais, and other funds; 5) Not all

villages manage and utilize performance-based village data and information for future performance improvement.

**Figure 3:** Institutionalization of Coordination of Implementation, Monitoring, and Evaluation of Village Reform D.I Yogyakarta



Source: Pergub D.I Yogyakarta 40 Year 2023

From the figure above, the institutionalization of coordination of the implementation, monitoring, and evaluation of the reform of village D.I Yogyakarta with details, namely 1) The Provincial Government of Yogyakarta formulates policies and management of the implementation of village bureaucratic reform, coaching and supervision, as well as monitoring and evaluation of the implementation of action plans at the district level; 2) The district government carries out coordination, facilitation, assistance, as well as monitoring and evaluation of action plans implemented by the village government; 3) District carries out assessments, assists action plans implemented by the village government, and becomes a hub/node of coordination with district technical regional apparatus; and 4) The village government develops and implements the village bureaucratic reform action plan.

After the implementation of the annual assessment by district, the next step is to develop a Follow-up Action Plan (RATL). The preparation of this RATL is done by taking into account the principles of bureaucratic reform and focusing on activities that have not been covered in the existing menu of action plans. However, it is needed by the village to optimize the implementation of the main activities of bureaucratic reform at the village level.

### **Agile Governance Principles in the Implementation of Sambirejo Village Bureaucratic Reform Policy**

Luna et al., (2015) have proposed a broad application of agile software development principles and values (Malik & Wahid, 2023) to conventional governance processes. Luna et al (2014) have proposed the concept of agile governance that encompasses the broad and multi-disciplinary nature of related phenomena. Based on this motivation, a relevant issue arises regarding the understanding of the agile governance phenomenon and the context in which it occurs. After the phenomenon of agile governance is better understood in its essence, the construction, mediators, moderators, and interfering factors of the phenomenon are mapped. To help organizations achieve better results in their implementation, namely reducing costs and time, and increasing the quality of success rates. Then focus on organizations that need to operate (sense and respond) in turbulent and/or competitive environments, as well as those that need to grow sustainably, react in a coordinated manner, achieve greater organizational agility, and support overall strategy.

Agile governance provides a new view of governance, bringing supporting elements from agile philosophies to extend to a more resilient and flexible paradigm. At the same time, the synthesis will be combined with the agile method approach to governance, so that the ability leads to propose six principles Luna et al (2015) in Semangun, 2023). This study applies six Agile Governance principles proposed by Luna et al. (2015), namely Good enough governance, Business-Driven, Human focus, Based on quick wins, Systematic and adaptive approach, and Simple design and continuous refinement with 5 Main Activities of Bureaucratic Reform of Sambirejo Village in 2024, as follows:

#### 1. Good Enough Governance

Organizational context is the main focus in implementing governance. *Good enough* governance is a governance that holds the concept of being responsible and efficient to prevent errors in investment and allocation of funds which are realized by various aspects such as democratic support, ownership, commitment, and accompanying cultural context (Hidayat, 2016 in Semangun, 2023). The results of the interview with Wahyu Nugroho as the Head of Sambirejo Village, that SAKIP is actually important, but it must be *top down*. If *bottom up* like the village has its own ideas, it will become a conflict within the government. For example, the head of the village can tell the village officials to manage data and documents within a month and 3 months must be realized. If it is not realized, there will be a cut in allowances. So, they must work according to the specified hours, from this time to this time. This is in accordance with the principles of *good enough* governance related to the Main Activity of Village Bureaucratic Reform "Development of Village Government SAKIP".

In line with the above statement, KPH. Yudanegara (Former Head of Governance Bureau of D.I Yogyakarta) explained that village reform is one of the visions and missions of the Provincial Government of D.I Yogyakarta. So, it is not the district's vision-mission or not the villages vision-mission. There are 2 wheels in the village reform policy, the first wheel is village bureaucratic reform which is managed by the Yogyakarta Governance Bureau. The second wheel is the reform of village

community empowerment which is managed by the Bureau of Village Community Empowerment D.I Yogyakarta. The front wheel and the back wheel continue to go hand in hand, the riders are the provincial government of D.I Yogyakarta, 4 regency governments, and all village governments.

### 2. *Business-Driven*

Every step must focus on business processes. Likewise, if *business driven* is used in the government mode, where the government makes decisions based on regional economic conditions in other words, paying attention to things that become milestones in the sustainability of an agency (Apriliyanti et al, 2021 in Semangun, 2023). Wahyu Nugroho added that Sambirejo Village has adjusted the service governance. So like working hours, the Sambirejo Village Government applies working hours from 08.00 WIB to 15.00 WIB. The service decree of the Sambirejo Village Government has been implemented. But for working hours, performance targets are difficult, such as internal conflicts about such things as Pergub or Perbup on government working hours. The performance of the village government is just waiting; if it is not there yet, it will be troublesome, whether it is implemented or not, the important thing is that there are guidelines and references. This is in accordance with the principle of *business driven* related to the Main Activity of Village Bureaucratic Reform "Implementation of Excellent Public Services".

There is a difference of opinion expressed by Fatih Gama Abisono Nasution above, that *business-driven* is more about every action must focus on the business process or organizational process. Regarding procedures and procedures, if the Javanese proverb is like this "*Deso Mowo Coro, Negoro mowo toto*". This means that each village has its own ways and customs, while the state has its own rules, regulations, and laws. But if you regulate the village with the state system, it may not fit the context. This is what many say: *informality*, not *formal politics*, not constancy, and not anything. That is initially the spirit that is brought to the community, so that each village and community has its own way. So, the importance of authentic *process learning* with a political approach and a democratic approach.

### 3. *Human Focused*

Governance needs to consider aspects of community participation and involvement. A *human focused* approach means putting people at the center of all activities, for example, in policy making the government must respect and provide space for the community to be involved in governance (Apriliyanti et al, 2021 in Semangun, 2023). According to Wahyu Nugroho, the Sambirejo Village Government has started to review village institutions. There are several LKRs that have been organized, so that they can be synchronized with those run by the village government. Lurah Sambirejo is active in discussions with the community at the RT, RW, and Siskamling levels. The mission of the Sambirejo Village Government is an inclusive village, indeed the Sambirejo Village Government really expects the community to participate in both planning and supervision. Community independence is shown, for example, from *Bedhol Projo* and other activities. The Sambirejo Village Government hopes that the community will also start to revive their

respective hamlets. This is in accordance with the *human focused* principle related to the Main Activity of Village Bureaucratic Reform "Supervision by the Community and the Village Consultative Body".

Then, Danang Setiadi as the former Head of the Community Empowerment Bureau of D.I Yogyakarta said that Karang Taruna has a strong social capital. One of them is seen from each collective community activity, one of which is through the youth organization. Secondly, Karang Taruna has enough support from various *stakeholders*. Third, the strength of Karang Taruna also has a network. For example, *pamong kalurahan*, LKK, BPKal are also members of *karang taruna*. The network is horizontal and vertical. For the vertical network, Karang Taruna institutionally starts from the village to the central level. Karang Taruna can also take advantage of information technology, it needs to be digitized in the village government. Digitalization is not in the context of creating content just for fun. But creating content is to better introduce the potential that exists in each village government.

#### 4. *Based on Quick Wins*

Successes achieved quickly are celebrated and used as motivation to achieve more results. *Based on quick wins* means that successes achieved quickly need to be used as a driver to achieve better results than before (Halim et al, 2021 in Semangun, 2023). Wahyu Nugroho said that so far, the village government has not been able to maximize its data processing. *Updating* the data utilizes the results of the service. When the village government has *input* poverty data, the form has qualifications. So, when it is entered in district, it is changed again, for example the 8% figure becomes up to 13%. It must be *top down*, if it is about bureaucratic reform, there must be a regulation that is used as a reference for the village to make improvements, be it data information, good services, organization, learning, and empowerment. This is in accordance with the principle *based on quick wins* related to the Main Activity of Village Bureaucratic Reform "Strengthening Village Data and Information Management".

Rapid success should increase motivation to achieve even better. The positive energy that comes from success should be used as feedback and incentive for the team to expand initiatives and be rewarded. The statement emphasized by Fatih Gama Abisono Nasution below relates to the success obtained quickly being an encouragement to multiply the results, that ideally the change is driven by small anger, not something compastic and fast. This is *process learning*, if challenged people will continue to change forward and grow in capacity. Again, cultural comparison, 2024 is forced with 5 main activities of village bureaucracy reform. But if it is not built from awareness, there will be dynamics.

#### 5. *Systematic and Adaptive Approach*

Groups or teams within the organization must be able to develop internal capabilities to quickly and structurally deal with changes (Luna et al., 2015). Wahyu Nugroho mentioned that the goal of village reform is village independence. If the 2024 budget processing, RBKal is already running although there may be some homework. If the Sambirejo Village has already implemented it with PAD. The village

apparatus feels that the budget is not too much of a problem. Because before there was bureaucratic reform, the village government was already running about digital, the important thing was that the village government picked up the ball, it needed a budget. But before there was a bureaucratic reform budget, village reform, the village government was already running. The village government can already create YouTube content. This is in accordance with the principle of *systematic and adaptive approach* related to the Main Activity of Village Bureaucratic Reform "Strengthening Village Financial Management".

Fatih Gama Abisono Nasution as an academic at STPMD Yogyakarta emphasized in his statement during the interview, that for example the Yogyakarta Provincial Governance Bureau develops the ability to deal with changes in society quickly. Then what should be changed is not the situation, but the response to the situation that should be emphasized. Regarding the accuracy of the response, people can deal with it because they have sensitivity. When it is too systematic, it becomes very rigid and fully determined. Because it could be that the situation faced cannot be imagined beforehand. Because of the limitations of imagining the future or today and the ability to capitalize on all the data. So far, it has never been recommended, usually resolved by custom and family. It is quite a living practice and usually all communities accept it.

#### 6. *Simple Design and Continuous Refinement*

Groups or teams in organizations must be able to achieve results quickly and improve. Rapid achievement of organizational goals is very important for organizations, groups, and individuals. Success in achieving goals precisely, quickly, and with quality depends on the group work process, as each member supports each other and works together. Through this collaboration, organizational goals can be achieved (Hamid, 2016 in Semangun, 2023). According to research conducted by Tarigan, et al (2012) shows that to achieve fast results, good communication within the company is very necessary. Effective communication will strengthen intense and fast working relationships, without any barriers, thus creating efficient working relationships. This will form a solid team and build a work culture that supports company performance, which in turn will increase the competitiveness of the company.

The government of Sambirejo Village has applied the principles of *simple design and continuous refinement* in relation to the 5 Main Activities of Village Bureaucratic Reform. The statement of KPH. Yudanegara during the Karang Tarung Workshop in Bantul Regency, that the role of Karang Tarung is to load the management of village data and information. Data fulfillment from SINKAL to support bureaucratic reform of village. Furthermore, related to the loading of village digitalization. That Karang Taruna is expected to be a platform for socializing public services in the digital-based village government to the community. In the future there will also be digitalization of the community with easy, fast, and uncomplicated access. But currently there are still human resources who do not understand how to operate existing technology. So Karang Taruna as a young generation can help directly starting from close family and also neighbors.

**Supporting and Hindering Factors in Sambirejo Village Bureaucratic Reform Policy**

Adrian Kay (2006) says that an evidence-based policy-making system is needed, also known as an evidence-based policy-making process. In this study, the Van Meter and Van Horn policy implementation model was used. According to Van Meter and Van Horn "Formulating an abstraction that shows the relationship between various variables that affect the performance of a policy" (Wibawa et al, 1994 in Subarsono, 2005), Van Meter and Van Horn state that there are six variables that affect policy implementation performance, namely: 1) Policy standards and objectives; 2) Resources; 3) Inter-organizational communication and strengthening of activities; 4) Characteristics of implementing agents; 5) Economic, social, and political environment; and 6) Attitudes of the implementers.

Van Meter and Van Horn's theory argues that the type of policy to be implemented will affect differences in the implementation process. It offers an approach that seeks to link policy issues with implementation, as well as a conceptual model that links policy with work performance. In addition, this theory asserts that change, control, and compliance are important concepts in the implementation procedure (Wibawa et al, 1994 in Subarsono, 2005). Using this theory, the issues that need to be researched related to organizational efforts to implement change are challenges. How effective are the control mechanisms at each level of the structure. This is a matter of power of the lowest party in the organization, how important is the sense of bond of each individual in the organization Wibawa et al, 1994 in Subarsono, 2005).

In addition, this theory states that many independent variables or interrelated independent variables separate the path that connects policies to work performance. There are six independent variables, namely 1) Policy size and objectives; 2) Policy resources; 3) Characteristics or nature of implementing agencies; 4) Communication between related organizations and implementation activities; 5) Implementers' opinions; and 6) Economic, social, and political environment (Wibawa et al, 1994 in Subarsono, 2005). Policy variables are related to the objectives that have been outlined by the available resources. The focus of attention on implementing agencies is formal and informal organizations, while communication between related organizations and implementation activities includes relationships with target groups and within the political system. Finally, focusing on the perspective of the implementers can conduct an analysis of the direction of the people responsible for running the program in the field (Wibawa et al, 1994 in Subarsono, 2005).

The implementation of the Sambirejo Village bureaucratic reform policy cannot be separated from the supporting factors and inhibiting factors that influence the success and failure of the village bureaucratic reform policy process. Based on the findings of observations, interviews, and research documentation, they are contained in the table, as follows:

**Table 3.** Supporting Factors for Sambirejo Village Bureaucracy Reform

No.	Supporting Factors	Policy Implementation Variable
1.	Head of Village Leadership	Implementing Agent Characteristics
2.	Commitment of Village Officials	Attitude of the Implementers
3.	Innovation and Public Service	Economic, Social and Political Environment

No.	Supporting Factors	Policy Implementation Variable
4.	Institutional Synergy	Inter-organizational Communication and Strengthening Activities

Source: Processed by the author (2025)

Based on the mapping of supporting factors for Sambirejo Village bureaucratic reform above, there are 4 (four) factors that can be analyzed more deeply, namely:

1. Lurah Leadership

In accordance with the Van Meter and Van Horn policy implementation model, the variables that influence the performance of policy implementation from the supporting factors of lurah leadership, namely: the characteristics of the implementing agent. A leader must be able to respond adaptively to changes that occur, transforming structures, functions, funding, and methods that can lead the organization to achieve its mission (Trautmann, 2007 in Anggraini and Prasaja, 2024). Wahyu Nugroho as the Head of Sambirejo Village in leading the village reform movement in Sambirejo, is more active in reviving discussions. Because Sambirejo Village has a considerable *gap* between the age of the pamong kalurahan, the human resources of the pamong kalurahan, and also the human resources of the village staff. The acceleration of the progress of the program was even more opened by the village staff, because of their better mastery of innovation technology. And the pamong kalurahan is placed as a balancing figure. So, when the lurah and pamong kalurahan have a program, the Sambirejo Village Government coordinates with both of them on what to do.

Fatih Gama Abisono Nasution as an academic of STPMD Yogyakarta reinforces the above argument, if you rely on change as a profit process, it can only run. If the *launching* is in the success factor, it can also run. How can village find profit, because the name of business practices means knowledge but it is never touched. Leaders carry out transformation or reform, but the logic needs to prepare a fundamental foundation. When involved in formulating village reform, it is necessary to encourage and build the ecosystem first. After that, the change is confirmed first with a process model.

2. Commitment of Pamong Kalurahan

In accordance with the Van Meter and Van Horn policy implementation model, the variables that influence the performance of policy implementation from the supporting factors of the commitment of the village head, namely: the attitude of the implementers. One of the supporting factors for the successful implementation of bureaucratic reform in the village is the commitment of the village head. In an interview with Wahyu Nugroho as the Head of Sambirejo Village, that community empowerment is different, it is more about the innovation and commitment of the village government. So, the village government has innovations, for example, such as a commitment to schedule every year to create a group or paguyuban.

Complementing the argument above, it should be *top down* if it is about bureaucratic reform, there must be regulations that are used as a reference for the village government to make improvements, be it information data, be it about services, be it about organization or learning. But if it's about community

empowerment, it's different, it's more about the innovation and commitment of the village government. So, the village government has innovations, for example, such as a commitment to schedule every year to create a group or association. For example, a women farmer group with a commitment to facilitate budgeting, training, and so on.

### 3. Innovation and Public Service

According to the Van Meter and Van Horn policy implementation model, the variables that influence the performance of policy implementation from the supporting factors for innovation and public services are: economic, social, and political environment. Supporting factors for the successful implementation of bureaucratic reform in the next village, namely innovation and public services. In an interview with Wahyu Nugroho as the Head of Sambirejo Village, that the accelerated progress of the program was even more opened by the village staff, because of their better mastery of innovation technology.

Wahyu Nugroho added that the accelerated progress of the program was even more opened by the village staff, because of their better mastery of innovation technology. And the pamong kalurahan is placed as a balancing figure. So when the lurah and pamong kalurahan have a program, the Sambirejo Village Government coordinates with both of them on what to do. Empowerment innovation activities prepared by the village government such as *stunting*. The mechanism is like ensuring the number of children who are *stunted*, for example 10 children. Then the village government will provide education and food facilitation. Some time is reviewed, it turns out that there is still no significant development, then a health check by a doctor will be carried out. Analyzed and known nutritional needs, if it turns out that *stunting* is not due to malnutrition, but indeed from the genes of the parents.

### 4. Institutional Synergy

According to the Van Meter and Van Horn policy implementation model, the variables that influence the performance of policy implementation from the supporting factors of institutional synergy are inter-organizational communication and strengthening activities. If there is consolidation, the D.I Yogyakarta government should be with the district government in the coaching process. The absolute and main requirement is to carry out bureaucratic reform at the village level through village deliberation.

Sunarji Zamroni as Manager of the Indonesian Alteration Institute & Institute for Research, Service and Community Development (LP3M) of Nahdatul Ulama University Yogyakarta. In order to pick up the livelihood *platform* created by the village together with the regency and the world. But if it is not required, it is not conditioned *by business as usual*. The target is that all districts can produce SAKIP products. For example, planning with *quality of planning*, *quality of spending*, and *quality of budgeting*. The SAKIP of the bureaucratic reform of the village does not necessarily touch the *quality of planning* and *quality of budgeting*, so the planned programs and activities are not of high quality.

Furthermore, the description of the inhibiting factors of Sambirejo Village's bureaucratic reform is contained in the table, as follows:

**Table 4.** Inhibiting Factors of Sambirejo Village Bureaucracy Reform

No.	Inhibiting Factors	Policy Implementation Variable
1.	New Policy Understanding	Policy Standards and Objectives
2.	Village Human Resources	Resources
3.	Village Government Communication with the Community	Inter-organizational Communication and Strengthening Activities

Source: Processed by the author (2025)

Based on the mapping of inhibiting factors for bureaucratic reform in Sambirejo Village above, there are 3 (three) factors that can be analyzed more deeply, namely:

1. New Policy Understanding

In accordance with the Van Meter and Van Horn policy implementation model, the variables that affect the performance of policy implementation from the inhibiting factors of understanding new policies, namely: policy standards and objectives. Because most of the main activities in the village bureaucratic reform are activities that have been carried out by the village. So, the village has not been able to clearly distinguish between the activities of the village reform activities and the regular activities that have been routine. Sunarji Zamroni as Administrator of the Indonesian Alteration Institute & Institute for Research, Service and Community Development (LP3M) of Nahdatul Ulama University Yogyakarta. The understanding or *mindset* of the bureaucracy starting from district is related to the quality of guidance or the quality of village staff. So, the number of village staff who take care of it is small and less capable again. So, reform is order in continuing, not just documents that are normative and administrative in nature. The idea was consolidated into a vision and mission about bureaucratic reform. The district government must be solid, so that the instruments of regional apparatus and institutions also move. Reform activities do not necessarily produce something that *reforms* in the sense of *quality of reform*, *quantity of reform*, and *activity of reform*. Actually, the reform of village has critical views from academics that in order to save the assets of village.

Wahyu Nugroho, Head of Sambirejo Village, added that there are factors inhibiting the understanding of village reform. Pamong kalurahan has a forum and paguyuban. The community will exchange information about what is done in their village. About working hours, about performance targets, and so on. If it is about bureaucratic reform, there must be regulations that are used as a reference for the village government to make improvements, whether it is information data, whether it is about services, whether it is about organization or learning, but if it is about empowerment, it is different from the story, it is more about innovation and our commitment so we have innovations, for example, the village government is committed to scheduling every year to have innovations to create groups, associations, or groups of farm women.

2. Village Human Resources

In accordance with the Van Meter and Van Horn policy implementation model, the variables that influence the performance of policy implementation from the inhibiting factors of village human resources, namely: resources. The next inhibiting factor in the implementation of the village bureaucratic reform is the human resources of the village. In an interview with Wahyu Nugroho as the Head of Sambirejo Village, the human resources of the Sambirejo Village Government are not yet able to directly compile a roadmap. The action plan in the form of a roadmap has been prepared by the Sambirejo Village Government, it has just not been conveyed to the village officials. Because the human resources of Sambirejo Village Government are not yet able to directly compile the roadmap. But every pamong kalurahan gives a kind of questionnaire, the questionnaire is actually in the form of performance allowance calculation. So, the community actually already knows how much the pamong kalurahan will get each month. It's just that so far it's still the head of the village who assesses. The new lurah has designed to let the pamong kalurahan also assess their own work. If the performance of pamong kalurahan is good, in the future they can apply *self-assessment* only.

Indeed, new things are a burden, but after being studied and implemented it flows. But it is necessary to understand the community regarding the village bureaucratic reform policy. Previously, the human resources of the village pamong kalurahan were an obstacle, but they have been assisted by young people. In the past, the human resources of the village were mostly old people and were assisted by internship students.

### 3. Communication between the Village Government and the Community

According to Van Meter and Van Horn's policy implementation model, the variables that affect the performance of policy implementation from the inhibiting factors of the village government's communication with the community are: inter-organizational communication and strengthening activities. The next factor inhibiting the implementation of bureaucratic reform in the village is the communication of the village government. In an interview with Wahyu Nugroho as Lurah Sambirejo, that so far we have used an application called Sempel Desa, our downloader is only in the 300s. Because the reason is that the cellphone community does not support it. We changed the direction of the application back to WA. Updated first, serviced with WA only. Because if with the application we can encourage selling, but it turns out that it is immediately supported.

Communication from the village government to the community and within the community actually strengthens each other. Because the pamong kalurahan has forums and paguyuban. The community will exchange information about what is done in their village. About working hours, about performance targets, and so on. It must be *top down*, if it is about bureaucratic reform, there must be regulations that are used as a reference for the village government to make improvements, whether it is information data, whether it is about services, whether it is about organization or learning.

The above has been described in detail regarding the supporting factors and inhibiting factors that influence the success and failure in the Sambirejo Village

bureaucratic reform policy process. This is in line with the achievements and changes in the status of the Sambirejo Village Building Index, as follows:

**Table 5.** Status of the Sambirejo Village Development Index 2020-2024

Year	Independent	Advanced	Developing	Disadvantaged	Very Underdeveloped
2020	-	-	0,6957	-	-
2021	-	-	0,6957	-	-
2022	-	0,7422	-	-	-
2023	0,8262	-	-	-	-
2024	0,8262	-	-	-	-

Source: KemenDesPDT (2025)

From the data above, a significant increase was shown by Sambirejo Village in the Village Development Index in the last 5 years, namely 1) 2020-2021 experienced stagnation with Developing Village Status (0.6957); 2) 2022 experienced an increase in value by changing its status to Advanced Village (0.7422); and 3) 2023-2024 experienced an increase with Independent Status (0.8262). From the progress of the status of the Village Development Index 2020-2024, Sambirejo Village has achieved several achievements and awards. This is the process of reforming the village bureaucracy through improving village governance which emphasizes operations that are simple and easy to do, but have great leverage on the changes expected by the village government and the community.

### Closing

This study finds that the implementation of Village Bureaucratic Reform in Sambirejo Village reflects the six principles of Agile Governance, namely Good Enough Governance, Business-Driven, Human-Focused, Based on Quick Wins, Systematic and Adaptive Approach, and Simple Design and Continuous Refinement. These principles are manifested through five main reform activities, including institutional strengthening, governance improvement, public service enhancement, village development planning, and village financial management. The findings indicate that Agile Governance provides a useful framework for understanding how village governments adapt to policy changes and administrative reforms in a dynamic local governance environment.

The study also shows that the implementation of Village Bureaucratic Reform is influenced by several supporting and inhibiting factors. Based on the policy implementation model of Van Meter and Van Horn, supporting factors include leadership commitment, community participation, institutional collaboration, and the availability of village resources. Meanwhile, limited understanding of the Village Reform policy, uneven human resource capacity, and communication challenges remain important obstacles to implementation. These findings suggest that successful village reform requires not only regulatory support but also continuous capacity building and coordination among stakeholders.

From a policy perspective, greater efforts are needed to strengthen the understanding of village reform among village officials, sub-district governments, and local communities. Monitoring and evaluation mechanisms should also be

enhanced to ensure that village reform assessments are integrated into village planning and development programs. In addition, clearer incentive mechanisms may encourage stronger commitment to reform implementation. Future research may explore the monitoring and evaluation dimensions of Village Reform policies or examine the long-term impacts of bureaucratic reform on community empowerment and local governance performance.

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### List of resource persons

- KPH. Yudanegara, Former Head of Governance Bureau of D.I Yogyakarta Government, November 19, 2024, at 15.00 WIB.  
Danang Setiadi, Head of the Community Empowerment Bureau of the Government of Yogyakarta, November 19, 2024, at 16.00 WIB.  
Fatih Gama Abisono Nasution, Academician at the College of Village Community Development "APMD", November 29, 2024, at 18.00 WIB.  
Mahdiana Khotimah Indah, Employee of the Governance Bureau of the Government of Yogyakarta, December 5, 2024, at 08.00 WIB.  
Sunarji Zamroni, Manager of the Indonesian Alteration Institute & Institute for Research, Service, and Community Development (LP3M) of Nahdatul Ulama University Yogyakarta, December 6, 2024, at 13.30 WIB.  
Wahyu, Head of Sambirejo Village (Sleman Regency), December 23, 2024, at 09.00 WIB.  
Sigit Prasetyo, Manager of the Smart Village Nusantara Command Center (Sambirejo Village, Sleman Regency), 23 December 2024, at 15.00 WIB.

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