

The Application of Stakeholder Theory in a Small Public Sector Accountability Unit: An Indonesian Village Government Case

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Abstract

This paper aims to provide a comprehensive understanding of the accountability model in a small unit of public sector organization. Hence, it elaborates on the elements that should be considered in developing an accountability model by reviewing the literature on accountability in general, its practices in the public sector organization, and the numerous regulations covering the village administration in Indonesia. The accountability of village administration in Indonesia is related to the village community and the upper-level government entities. As the lowest-level government unit, the leader and his/her

administration should be accountable to the village community and the upper-level government entities, such as districts/cities, provinces, and related ministries at central governments with various needs. Thus, village administration focuses more on meeting the needs of the upper-level government entities rather than fulfilling the needs of the village community as primary stakeholders. The strategies in developing the accountability model for a small unit of public sector organization need to consider the relation between village administration as an agent and other primary stakeholders as principals. The study adds to the theoretical knowledge of the accountability model for a small unit of public sector organization, particularly in Indonesian village administration.

Keywords: Private sector, Village administration, Accountability, Public sector, Agency theory in public sector, Stakeholders in public sector

1. Introduction

With the considerable number of villages in Indonesia, 74,961 villages (Badan Pusat Statistik, 2021) across the country, the guide, supervision, and control are the key issues to ensure the expected goal of each village community. However, as the lowest layer organization, a village administration does not only serve the community but also obeys the regulations and needs of upper-level government organizations both in central and regional areas. In the central government area, there are several ministries related to village administration, such as the Ministry of Home Affairs (MoHA), Development of Disadvantaged Regions and Transmigration (MoV), Ministry of Finance (MoF), and others. There are provincial and regency/city governments in the regional areas. Each local and central government institution is interested in guiding, controlling, and monitoring each village under its authority. For example, MoV and MoF control and monitor the use of village funds (one of the seven financial resources of the village, called “dana desa”) financed by the state budget of the central government. For that reason, MoF employs its entire organizational structure in central and regional areas. Unlike MoF, MoV does not have its organization at the regional level. In other words, MoHA is interested in village accountability as a whole, using village funds and other resources to fund all village activities.

At the local government level, provincial and municipal/city governments also have different needs to control and monitor village accountability. Every year, a local government must submit an accountability report to the central government in the form of a performance achievement report, an accountability statement report to the local legislative body (DPRD), and an overview of performance achievements to the community. Local governments must also provide an accountability report on the regional budget’s execution, including financial statements audited by Supreme Audit Institutions (Badan Pemeriksa Keuangan - the BPK). Local governments’ financial statements follow government accounting standards, which use the accrual basis of accounting (Peraturan Pemerintah Nomor 12 Tahun 2019 Tentang Pengelolaan Keuangan Daerah, 2019).

Like local governments, village governments must also submit accountability reports to upper-local governments through performance achievement reports, accountability reports to

the village consultative body (BPD), and an overview of performance achievements to the community. Those reports are also submitted to the local government and MoHA. In addition, the village is also obliged to submit other accountability reports to specific ministries, namely a realization report to MoF as a pre-requisite to realize the dana desa from the state budget and the report on the priority use of dana desa to MoV. The information required by all stakeholders seems straightforward. However, the needs of stakeholders (MoHA, Local Government, BPD, Community, MoF, and MoV) varied and affected the classification and system information of the village. Moreover, every year, the MoV establishes different priorities for using the Village Fund, and it will make different reporting forms that must be prepared by the village administration (Peraturan Pemerintah Republik Indonesia No. 43 Tahun 2014, 2014).

This situation keeps the village administration busy, which has become its top priority to satisfy the requested reports. In contrast, the village government's core purpose of prospering the community goes down to the second place. The village administration has to fulfil and satisfy the needs of central government ministries, which has become its top priority. In contrast, the village government's core purpose of prospering the community goes down to the second place. The Regulators of the village at central government treat and regulate village government similarly to local government, with some exceptions, such as in the area of accountability. Unfortunately, other conditions burden village governments more in the accountability field. For example, there is an obligation to report to the MoF and the MoV related to Dana Desa, one of the village's financial resources.

A further question is whether this kind of approach to liken a village to local government in terms of accountability suits all villages in Indonesia. To answer this question, some theories below may be elaborated to analyze the facts at the village in Indonesia.

2. Who is Accountable to whom in the Indonesian Village Administration?

There are several circumstances in which the word "accountability" is employed, and the literature on the topic varies from political science to public management (Rached, 2016). Bovens & Goodin, Robert E., and Schillemans (2014) acknowledge the complexity of accountability since it must be constructed by questioning who is accountable to whom about what and why. The answers to these questions may differ based on the type of organization and the environment in which it operates.

The concept of accountability concerns, firstly, who is accountable to whom? People who are held accountable are those who receive assignments/appointments to do or manage things and account for them (Rached, 2016). These people are expected to perform their duty in good faith by implementing societal regulations and values. The accountable people can be represented by management and staff in an entity. People who delegate their power are those who give up some of their authority to others and need information to understand the progress of the assignment/appointment that has been given.

Identifying people who receive accountability is a complex effort. Many groups may be interested in the information an entity provides, especially in public company's accountability

in many areas. This complexity is more in the public sector, especially for government entities, since the stakeholders of government entities are wider to all entities and societies and need more exploration by studying stakeholder theory, which will be elaborated on later in this section.

Accountability is very popular and often found as jargon, especially in public sector entities responsible for providing goods and services to the public. However, accountability is undeniable for public sector entities and critical for government entities since it is related to rules and regulations that must be obeyed, and failing to do so can result in legal implications, both administrative and severe laws, as violations of criminal law. One of the aspects of corruption crimes in Indonesia is disobedience to rules and regulations, which can be considered an act against the law.

Accountability is also one of the performance measures of government entities that will be used as evaluation material either by upper-level government entities or/and by the community as constituents who have elected a leader of the government entity. A government entity may be responsible only to the upper-level government entity, accountable only to the community as its voters, or accountable to both. Accountability to upper-level government is necessary since a government entity has to align with the upper-level government regulations and policies. In contrast, accountability to the community is a part of accountability to constituents who vote in the election process.

The classic accountability model in political science depicts a vertical chain connecting the electorate, parliament, government, and the public sector (Walsh, 2020). The accountability relationship between them can be divided into three subtypes of accountability, which are (1) vertical accountability (electoral), institutions and acts that hold the government accountable to the people through elections or political parties; (2) horizontal accountability: the legislative and judicial branches of government have in place and use checks and balances to hold the executive branch accountable; and (3) diagonal accountability: meaning that the government must be held accountable by the media and civil society, for example, through the dissemination of information, publicity, protests, and other forms of participation.

These relationships of accountability subtypes can be depicted as follows (Lührmann et al., 2020).

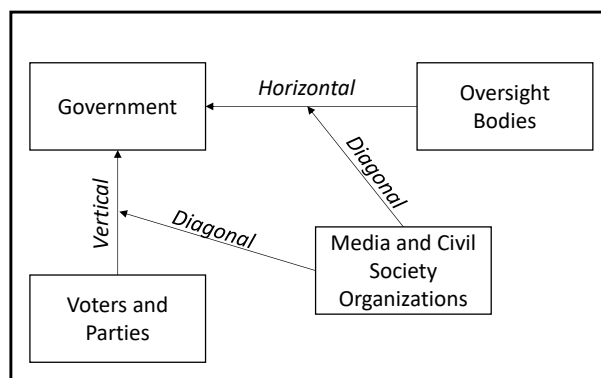


Figure 1. Sub Types of Accountability

The relationship of the subtypes of accountabilities in the chart above tries to answer the first question of model accountability, “who is accountable to whom” in a democratic atmosphere; that is, the people elect a politician to be a leader who can be trusted to manage resources for community’s goals and objectives such as community’s prosperity and expected to be accountable to the society. The chart above depicts a scenario where the voter surrenders authority after the election, and the executive government is granted full authority to carry out its functions following the laws and regulations. The legislative body and its supervisors then oversee the administration of the government. Meanwhile, voters who have delegated authority to the executive have the right to access information on what the mayor has done and decided as the beneficiary of the authority, with the support of the media and civic organizations.

To be accountable, the public-sector entity has to maintain the people’s trust by delivering services at an acceptable level. This is the challenge for an elected leader in the public sector. However, the common perception is that the government could be more efficient and have better management in service delivery because there is no competition compared to private institutions. The government satisfies the people to keep power in place (Barton & Barton, 2006).

It concludes that public sector accountability is related to the community and upper-level government entities. The community’s trust in the administration will affect the accountability of a government entity. It also applies to village accountability. For the village level as the lowest-level government, the leader and his/her administration should be accountable to the village community and upper-level government entities, such as districts/cities, provinces, and central governments. The relationship between village administration and community will be explained in agency theory, while the relation between village administration and supra-government entities will be explored using stakeholder theory.

Figure 1 shows a simple illustration where only one government unit is involved. However, this Figure fails to explain the multi-layer nature of government institutions, each responsible for distinct levels of society. A mayor, for example, is directly elected by the city’s people but has little authority because some authorities are at the upper-level government, such as the province and the central government, according to the rules and regulations. The upper-level government has authority over several affairs and acts as a supervisory entity for the government unit underneath it. As a result, the city administration was held accountable to its constituents and the governing body above it. The chart should be adjusted as below.

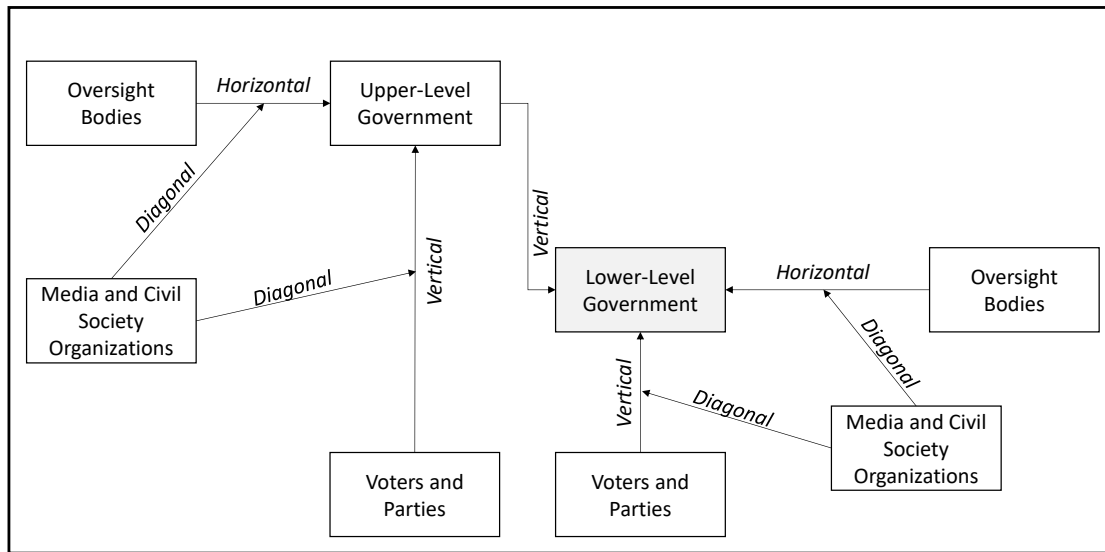


Figure 2. Sub Types of Accountability in Two-layer Government Units

The above Figure shows that lower-level governments have more accountability than upper-level governments. It would be more complicated if there were more than two levels in the government structure. The lower the government entity, the more accountability must be met. This condition will result in a dilemma for the leadership of a lower-level government entity, namely to whom accountability should be prioritized, to the upper-level government entity or to the people as constituents who have elected him/her.

When a lower-level government entity is confronted with this dilemma, one of two things will happen. Suppose upper-level government entities demand many accountabilities. In that case, the head of a lower-level government institution will prioritize accountability to the upper-level government over accountability to the community. In another scenario, if upper-level government entities lack or do not have authority over lower-level government entities, the lower-level government entity's leader will have more significant opportunities to prioritize his or her interests over the community's. Both situations harm communities aiming to attain common goals and objectives, such as improving overall welfare.

The latter scenario will provide impartial services to the community. When the level of service ensures impartial and trustworthy services are delivered, trust in public administration increases. The latter situation would result in biased service to society, which could impact public trust in government. If this occurs, along with corruption, public trust in the government would be severely harmed. In addition, politicians abuse their power and put their welfare above the community's welfare. Moreover, corruption cases revealed a decrease in the trustworthiness of a leader/politician (Salminen & Ikola-Norrbacka, 2010). The OECD report accentuates that public service and public trust are flip sides of the same coin (OECD, 2000).

As discussed earlier, more than two government units are involved in village accountability.

It involves the local and central governments with several ministries, namely MoHA, MoV, and MoF. The Figure below illustrates the current condition of village accountability in Indonesia.

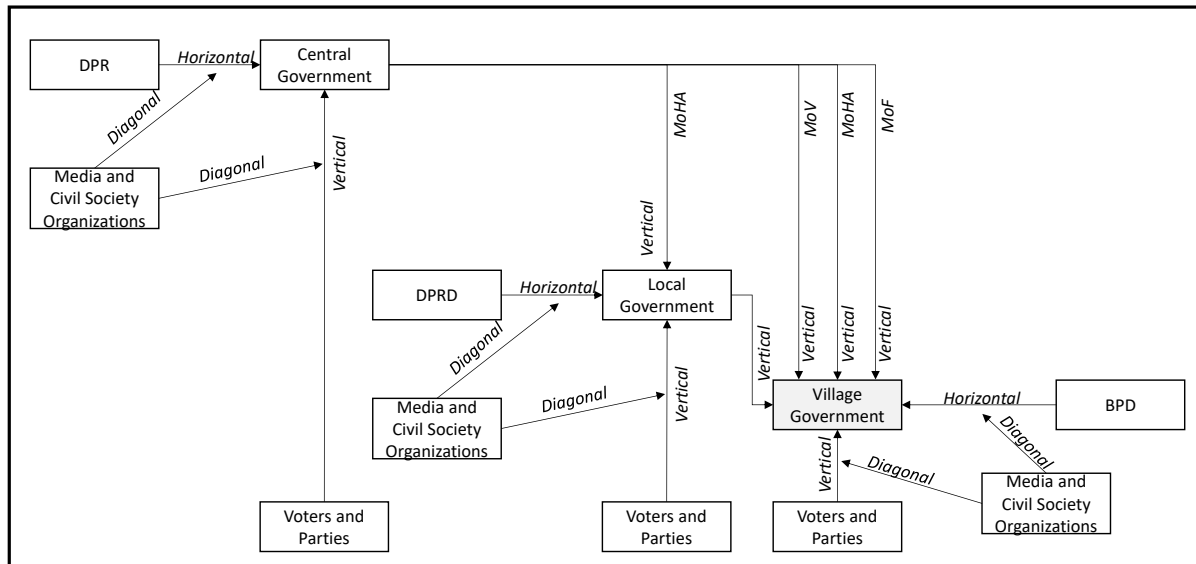


Figure 3. Sub Types of Accountability in Village Accountability of Indonesia

Figure 3 shows that more upper-level government units are involved in village administration accountability in Indonesia. As Indonesia’s lowest government organizational unit, the village administration has several accountabilities at the village level. It is accountable to BPD horizontally, the community vertically, and the media and civil society organization diagonally. Horizontal accountability to BPD requires the village administration to involve BPD at each stage of village management, such as planning, budgeting, executing, and controlling. The village leader is also responsible vertically to the village community as his/her constituents to fulfil his promise during the village leader election process. In addition, at a specific moment, the village leader is also questioned about providing information to the media and specific civil society organizations as a part of diagonal accountability.

At the upper level of government organization, a village administration has to meet the requirements from central and local government units as a vertical accountability. At a central government level, MoV and MoF are the ministries demanding accountability on allocating and using *Dana Desa*. At the same time, MoHA expects the financial and activity accountability report from each village administration. At the local government level, a municipal/city government is required by laws and regulations to guide village administration and attach all village financial reports to municipal/city financial accountability reports.

With the current regulations, every village administration in Indonesia has more vertical accountability to upper-level government entities than vertical accountability at the village level itself, namely the village community. The role of village communities in the progress of their villages is degraded by vertical accountability to local and central governments based on

laws and regulations.

3. Main Stakeholders of Village Accountability

Previous paragraphs identified the accountabilities in village administration in Indonesia and showed many groups interested in village administration accountability. Village administration is the lowest level in the Indonesian government organization. From the village administration side, those groups are classified as stakeholders with their interests.

According to Freeman (1984), a stakeholder is any organization or person that has the power to affect or be influenced by the accomplishment of an organization's goals. Stakeholder groups include employees, consumers, suppliers, shareholders, banks, environmentalists, governments, and other entities that can benefit or harm the company. Therefore, the term "stakeholders" is usually used to represent groups of constituents with a legitimate claim on the firm by asking: (1) Who are they? (2) What do they want? (3) How are they going to try to get it?

To identify the stakeholders for an entity, stakeholder theory identifies various groups and individuals in an organization and recognizes their interests. However, when we put the concept into practical tests, we must ignore certain groups that might have little or no impact on the corporation at a particular time. The key point of a business activity that requires the knowledge and experience of an entrepreneur depends on understanding how stakeholders' interests have been or cannot be satisfied. When an entrepreneur effectively satisfies stakeholders, including customers, lenders, suppliers, employees, and communities over time, then the business thrives. An entrepreneur needs to look at the interests of stakeholders moving in the same direction.

Moreover, he needs to see that the other party's existence can enhance the interests of one stakeholder. Some scholars argue that all stakeholders are equally important. They need to be made aware of the first practical application of theories. Even if not all interests are equally essential at all times, everyone has the same right to negotiate about anything (Freeman et al.; Harrison, Jeffrey; Andrew, Hicks, 2010)

Freeman et al. (2007) identified a two-level stakeholder map. The first level is any stakeholder who directly influences the entity's objectives, referred to as the primary stakeholder, and the second is the stakeholder who indirectly influences the entity's objectives, referred to as the secondary stakeholder. Employees, suppliers, consumers, financiers, and communities are primary stakeholders, while government, competitors, media, consumer advocate groups, and special interest groups are secondary stakeholders.

Executives are often faced with differences in the interests of stakeholders. Each stakeholder has their interests, which may differ from one stakeholder to another. This is a consideration for the executive in solving the existing problem or choosing from existing alternatives. It is difficult for the executive to accommodate all the interests at hand. The easiest thing is to trade off the alternatives. The alternative of reducing employee benefits is the easiest decision executives will make in order to invest in an inventory control system. For these differences, stakeholder theory proposes to combine existing stakeholders' interests, not to dispute among

them. Therefore, stakeholder theory asks for an executive to make the decision taken by combining the interests of employees and the interests of the company in controlling inventory, for example, by improving a healthy and happy work environment and encouraging creative work, so that the benefits of new information technologies such as inventory control systems can also be obtained.

Despite the opposition and proponents of the theory, the stakeholder concept has even been discussed by scholars in the public administration literature and public sector practice. In other words, Freeman's stakeholder definition applies to managerial decision-making not only in a private context but also in a governmental context. By applying stakeholder theory and framework in local government, Gomes (2006) concludes that the model can identify groups of stakeholder influences for which the local government is accountable.

The stakeholder theory will explore the relationship between village administration and upper-level government entities, such as district/city, province, and central government entities. The critical point in identifying an entity's stakeholder is the power to affect or influence the achievement of the entity's goals. Thus, any organization or person that has the power to affect or be influenced by the accomplishment of an organization's goals can be identified as a stakeholder. Stakeholders of the company consist of the company's workers, customers, suppliers, shareholders, banks, environmentalists, governments, and other organizations. In short, the term "stakeholders" is commonly used to refer to groups of stakeholders who have a valid claim against the company. (1) Who are they? (2) What do they want? and (3) how are they going to try to get it?

Stakeholder theory recognizes numerous persons and groups within an organization and recognizes their interests in order to determine who the stakeholders are for an organization. When using the theory, we must consider disregarding some groups that might have little or no bearing on the organization at a given time. Understanding how stakeholders' interests have been or cannot be fulfilled is crucial to any commercial activity that calls for the knowledge and expertise of an entrepreneur. An enterprise succeeds when an entrepreneur consistently satisfies all its stakeholders, including clients, creditors, suppliers, employees, and communities. An entrepreneur needs to consider how stakeholders' interests are aligned.

In the village administration context, several stakeholders are being identified. If the primary stakeholder is defined as any stakeholder who has a direct influence on the objectives of the entity, accordingly people/voters, BPD, provincial and municipals/city governments in a regional area, as well as MoHA, MoV, and MoF at the central government level are the primary stakeholders since all of those entities are concerned and has a direct influence on the objective of village goal's achievement. In contrast, others are the secondary stakeholders such as the Indonesian Supreme Audit Institution (BPK), Financial and Development Supervisory Board (BPKP), law enforcement institutions (Police Attorney General, Indonesian Police, and Corruption Eradication Commission/KPK), non-government Organization, Private Companies, *Babinsa*, media, and other villages. The below graph depicts the identified primary and secondary stakeholders for village administration.

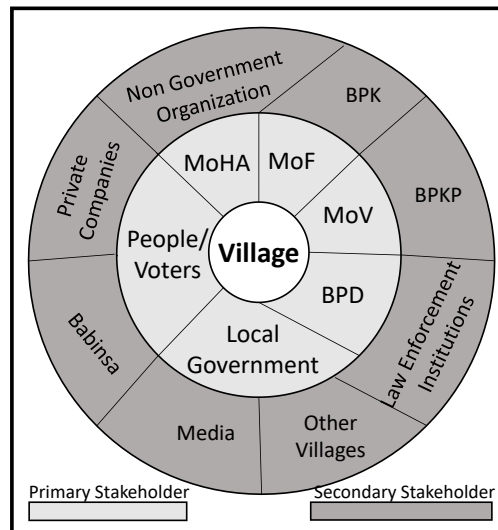


Figure 4. Identified Primary and Secondary Stakeholders in the Village of Indonesia

3.1 Primary Stakeholders at the Village Level

Unquestionably, most primary stakeholders are in the village area, namely the village community and village consultative body (*Badan Permusyawaratan Desa/BPD*). The role of both stakeholders is regulated in several regulations, such as Law 6, the Year 2014 and Government Regulation 43, the Year 2014 on the village. Those existing regulations put the village community and BPD as primary stakeholders. The collaboration between the village administration, BPD, and the community should go well in village development following the planning of the village program and activities.

The members of the village community are those who are eligible to vote for the village leader. As is well known, the village leader is an official resulting from the political process at the village level directly elected by villagers who have the right to vote. Every person who meets the requirements has the right to elect and/or to be elected as a village leader. People who meet the requirements and submit themselves as candidates for the village leader carry out a campaign process to attract villagers' attention to choose them on election day. The campaigns of each candidate for village leader usually focus on improving the development and welfare of the village community through various programs and activities. Ideally, residents with the right to vote will choose based on the vision, mission, programs and activities offered by the prospective village leader. Suppose the candidate for the village leader is elected. In that case, the electorate as a constituent has the right to supervise and collect campaign promises from the elected village leader (Republic of Indonesia, 2016).

BPD carries out the functions of government agencies whose members are representative of the village population based on the representation of regions and democratically determined. Like village leaders, BPD members are democratically elected every six years through direct election or deliberation of representatives by villagers. BPD Leaders and Members cannot concurrently serve as Village Leaders and Village Officials. BPD has a function to supervise

the performance of village leaders. Laws and regulations regulate the rights of BPD, which, among other things, has the right to supervise and request information about the implementation of Village Government at every stage, from the planning stage to accountability. BPD also has the right to express opinions on the accountability of the Village Government, both in the implementation of government, development, community development, and empowerment of village communities (Republic of Indonesia, 2016).

3.2 Primary stakeholders at Local Governments

The city/regency level local government is very concerned about the village government's success in achieving its goals under its authority. The success of village governments can also increase the success of local governments. The prevailing laws and regulations also place local governments as institutions that function as supervisors and controls for the government under them. Moreover, local governments are required to allocate part of their budget to the village under their authority. The local government provides guidance on village financial governance, provides training on the use of village information systems, facilitates village activities related to village fund management, and increases the original village income.

The number of villages in one local government at a city/regency level varies greatly. It is starting from more than ten villages to more than 800 villages in 1 city/district with an average of 175 villages per city/regency. This is certainly quite difficult in carrying out the duties and functions of the city/regency government. In practice, the duties and functions of the city/regency village government are carried out by the sub-district, which is the level of local government structurally closest to the village government. On the other hand, the number of villages that are already so large has the potential to continue to grow due to the aspirations of the community to develop existing villages.

3.3 Primary stakeholders at Central Government

As a small unit public sector organization, a village administration needs more resources to fulfil the needs of all stakeholders above. Although all efforts and resources have been employed, not all needs could be satisfied. Aligning all stakeholders' needs might be an alternative to minimize the use of village resources. Although this alternative has been implemented in practice, it is problematic to realize because there is no regulation to synchronize the needs of all identified key stakeholders, who each have their interests based on different regulations. According to Law Number 6 Year 2014 on Village, village authorities are divided into four (4) fields: Village Governmental Affairs, Village Development, Village Community Development, and Village Community Empowerment.

MoV, based on its establishment, has the authority to determine village priorities every year over the *Dana Desa* from the state budget (APBN), which is one of seven (7) village financial resources and has no authority to regulate other village financial resources. According to Government Regulation Number 60 of the Year 2014 on *Dana Desa* financed by the State Budget, the central government, through MoF, allocates and distributes *Dana Desa* to finance two (2) prioritized fields of 4 (four) fields of village authorities. Those are village development and community empowerment. In brief, MoV, according to law and

regulation, has the authority to regulate village activities in the two prioritized fields, village development and community empowerment, funded by the state budget (APBN). Other fields and activities are financed by other six (6) village financial resources. At that time, up to 2014, the Minister in charge of the village was MoHA. In 2015, by issuing Presidential Decree Number 12 the Year 2015, the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration handled the two (2) fields of village activity, namely village development and community empowerment. The other village fields remain under MoHA authority. Since then, the village administration has had two ministries handling village affairs in Indonesia, MoV and MoHA.

However, MoV has developed the village development index (*Indeks Desa Membangun* -IDM), a composite index created from the Social Resilience Index, Economic Resilience Index and Village Ecological Resilience Index. IDM classifies one village into five categories, namely very disadvantaged village, disadvantaged village, developing village, developed village, and independent village. From the elements of IDM, it can be concluded that MoV develop the IDM to draw a comprehensive village performance, including all activities financed by other village financial resources, such as village local revenues (called *Pendapatan Asli Daerah/PADes*)

As state treasurer, MoF has the authority to allocate the sum of *Dana Desa* to each village and decide whether a village has met the requirements to benefit from *Dana Desa*. In term of accountability, the village administration is required to submit a report on the realization of the use of *Dana Desa* to the municipal/city government, which consolidates all reports and forward the consolidated statement to MoF with a copy of MoV, the technical minister/head of the relevant non-ministerial government agency, and the governor regularly.

4. The Village Community as the Key Stakeholder

The stakeholders of village accountability in Indonesia are inevitably many and varied. Almost all stakeholders for the central and local governments also exist as village government stakeholders. The existing rules make village government a miniature of the central or regional government. However, other additional stakeholders for village government make accountability more complex than the upper-level government entities. Therefore, with many stakeholders who tend to apply all the accountability rules at the upper-level government entities to the lowest-level government unit, the main focus of village accountability needs to be clarified, whether the focus is on village communities as the main vertical accountability or other stakeholders.

Based on the existing condition, prioritizing and selecting should be implemented by determining which stakeholders can influence village administration directly to achieve village administration goals. Thus, the analysis of Indonesian village regulations can be utilized to decide which “real” primary stakeholders are. All the primary stakeholders above are concerned about achieving the village goal. However, the villagers who are the most aware of the needs and achievements of their village goals are the real main stakeholders because they have experienced firsthand the successes or failures of their village government. BPD also represents village communities that provide input from planning and budgeting to

village accountability. The synergy between the village administration, BPD, and the community is the key to the performance of the village administration. At the stage of implementing development, village administration involves stakeholders from BPD and the community. Synergy, at this stage, occurs based on areas of development such as empowerment and social assistance. At the evaluation stage, development involves village institutions such as the BPD and community leaders.

If this synergy goes well, the success rate of the village can also increase its success in achieving its goals. The success of synergy between the village government, BPD, and village communities will also motivate the village to carry out village development by maximizing the village's potential, including human resources and nature.

Other primary stakeholders are only concerned with their duties and function as well as the funds that have been allocated to village administration. These stakeholders' purpose is to ensure village administration achieves village goals, but it is carried out indirectly through guidance, supervision, and allocation of funds. Compared to BPD and village communities, the regional and central governments are relatively more physically distant from the village location and goals. Therefore, it cannot be used as a primary stakeholder.

However, the existing regulatory approach powerfully directs the upper level as the primary stakeholder because the upper-level government entities know the village's goals best. Therefore, the village's primary accountability is to the upper level of government. Villagers are considered to need help to define the needs of the village community and the goals of the village itself. Accountability of village government to village communities as stakeholders is only treated as a by-product of the accountability process to the upper level of government, not as the primary accountability.

The rules and policies established should govern how village administration treats village communities as their primary stakeholders rather than how accountability is to the upper level. The direction of the preparation of every existing regulation about the village should be toward the empowerment of village communities in determining the direction and goals of the village and strengthening community unit in the village in carrying out the monitoring process.

5. Conclusion

Practices implemented by large organizational units are often implemented in small organizational units, even more so in public sector organizations. The complexity and sophistication that exist in large organizations were adopted. However, this also increases the problem at the implementation stage because small organizational units have more stakeholders than large ones, especially in the public sector.

Identification of village administration stakeholders shows that village government stakeholders are more than the upper-level government entities. It is unfeasible for this lowest unit of government to meet all the needs of all its stakeholders at the same time. Identifying the primary stakeholders associated with village goals is essential and should be the main point in preparing rules and policies.

Villages in Indonesia as small unit organizations experience this situation; many parties claim that they are interested in the village's success in achieving its goals, starting from units in the central government to local governments involving themselves with reasons for the village's success. From the application of stakeholder theory, the main stakeholders of the village government are BPD and the village community, who feel directly the village's success. The synergy between the village government, BPD, and village communities is the key to success in the village. Regulations and legislation should be directed to ensure that the synergy functions appropriately. Parties with the necessary authority can quickly implement A dispute resolution mechanism in the village area if deadlocks prevent synergy from operating effectively.

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Competing interests

The authors declare that they have no known competing financial interests or personal relationships that could have appeared to influence the work reported in this paper.

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The data that support the findings of this study are available on request from the corresponding author. The data are not publicly available due to privacy or ethical restrictions.

Data sharing statement

No additional data are available.

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