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# THE OPTIMIZING VILLAGE GOVERNMENT PERFORMANCE IN PREPARING VILLAGE DEVELOPMENT WORK PLANS (RKPDES) IN TANJUNG JORONG VILLAGE, TUALAN HULU DISTRICT, EAST KOTAWARINGIN REGENCY

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**Abstract**

The success of village development does not solely rely on the active role of all community elements and other related institutions but also depends on optimizing the performance of the village government in drafting the Village Government Work Plan (RKPDes). The drafting process of the RKPDes requires coordination and collaboration from various parties, such as the community, Village Consultative Body (BPD), and other vertical agencies, as a means to create a participatory, transparent, and accountable plan. This research employs a qualitative method with descriptive analysis, utilizing data collection techniques including Observation, Interviews, Documentation, and Triangulation (combining the three techniques). The research was conducted in Tanjung Jorong Village, Tualan Hulu Subdistrict, Kotawaringin Timur Regency, from August to September. This study applies the performance assessment theory through four indicators: Efficiency, Effectiveness, Equity, and Responsiveness. Based on the research findings, it was found that the village government in Tanjung Jorong has not yet carried out the RKPDes drafting process effectively or optimally. This is evidenced by several indicators, such as effectiveness, efficiency, equity, and responsiveness, all of which still face significant issues that crucially impact the 2023-2024 RKPDes drafting process and, consequently, will affect the outcomes of village development.

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## INTRODUCTION

A village represents a legal community unit with governance rooted in customary traditions and original rights recognized by the central government, positioned within the jurisdiction of a district. According to H.A.W. Widjaja (2009:3), a village is defined as a legal community unit with an original structure based on unique rights. Meanwhile, Law No. 6 of 2014 on Villages states that a village or customary village, referred to by different names, is a legal community unit with defined territorial boundaries, authorized to manage and regulate governmental matters, local community interests, community initiatives, original rights, and/or traditional rights that are acknowledged and respected within the governance system of the Unitary State of the Republic of Indonesia. Kusnaedi

(2006) defines a village as a group of people living and growing together in a defined area, governed by a self-elected village leader, with its own set of established regulations.

The implementation of regional autonomy grants local governments the authority to independently manage and handle national matters. In other words, local governments gain the rights and responsibilities to make decisions related to local interests. Authority and responsibilities are delegated to the regional level, distinct from the central government. Through regional autonomy, it is hoped that regions can independently manage their governance through regulatory mechanisms and optimize local potential. Although authority and responsibilities are given to the regions, certain aspects, such as national finance, religion, foreign affairs, and others, remain under central regulation.

Regional autonomy is not only applied at the provincial and district levels but also extends to smaller areas, including villages. The concept of sustainable development is an important aspect that is not only a projection for the current society but also for future generations. Ideally, sustainable development should encompass various aspects within society, including village communities. According to Law No. 6 of 2014 on Villages, as outlined in Article 78, paragraph 1, village development includes the enhancement of basic services, construction and maintenance of infrastructure and environment, productive-scale agricultural economic development, development and use of appropriate technology, and improvement of village community order and security.

In enhancing village development and community welfare, the Ministry of Home Affairs Regulation No. 114 of 2014 on Village Development Guidelines serves as a reference for village governments to actively participate in regional development through various welfare improvement programs. The village development planning documents include the Village Medium-Term Development Plan (RPJMDes), prepared for a six-year period, and the Village Development Work Plan (RKPDes), prepared annually. Ahmad Suprastiyo et al. (2018) outline the stages of village development based on Ministry Regulation No. 114 of 2014, which includes nine stages: 1) Development planning preparation through village meetings, 2) Formation of the RKPDes planning team, 3) Examination of indicative village funds and alignment of programs/activities entering the village, 4) Review of the RPJMDes document, 5) Drafting of the RKPDes, 6) Formulating the RKPDes through village planning meetings, 7) Establishment of the RKPDes, 8) Amendments to the RKPDes, and 9) Submission of the RKPDes proposal list.

The success of village development does not solely depend on the village government's role but also on the active participation of the community as both the object and subject of development. One of the main instruments in village development is the formulation of the Village Government Work Plan (RKPDes). The RKPDes formulation process requires coordination and collaboration among

various parties, such as the community, the Village Consultative Body (BPD), and other vertical agencies, to create a participatory, transparent, and accountable plan.

The Village Government Work Plan (RKPDes) is an annual plan that is designed and prepared each year. To achieve effective planning, concrete and directed steps are essential, ensuring optimal progress in village development. Therefore, careful attention is needed in the preparation of the RKPDes. This mechanism makes village development planning more structured, strengthening the capacity and welfare of village communities.

Tanjung Jorong Village is located in Tualan Hulu District, East Kotawaringin Regency. It is considered a remote area, with a seven-hour journey to the regency's capital, accessible only by unpaved roads. Most residents of Tanjung Jorong Village are plantation farmers, with village infrastructure and facilities requiring attention and improvement from both the district and village governments through programs that prioritize village community welfare. In carrying out these programs, the village government formulates the RKPDes by taking into account the village's conditions and the basic needs of the people in Tanjung Jorong Village.

Tanjung Jorong Village in Tualan Hulu District, East Kotawaringin Regency, is among the villages striving to optimize its performance in the RKPDes formulation process. This involves a series of Village Development Planning Meetings (Musrenbangdes) in September 2022, with final approval in February 2023. For illustration, tables 1 and 2 below provide information on the APBDes amount and RKPDes programs in Tanjung Jorong Village for 2023 as follows:

Table 1. Village Budget for Tanjung Jorong Government FY 2023

| No. | DESCRIPTION | BUDGET (IDR) |
|---|---|---|
| 1 | TRANSFER REVENUE | 1.455.954.000,00 |
| | Village Fund | 749.192.000,00 |
| | Revenue Sharing from Regional Taxes and Levies (District/City) | 115.634.000,00 |
| | Village Fund Allocation | 591.128.000,00 |
| | Other Income | 0,00 |
| 2 | TOTAL EXPENDITURE | 2.253.787.346,40 |

Source: Tanjung Jorong Village Government Document 2023

Table 2. Village Government Work Plan (RKPDes) Programs of Tanjung Jorong Village for Fiscal Year 2023

| CODE | JOB DESCRIPTION | FUNDING SOURCE |
|---|---|---|
| 2 | FIELD OF VILLAGE DEVELOPMENT IMPLEMENTATION | |
| 2.01 | Sub-field of Education | |
| 2.01.01 | Implementation of Early Childhood Education/Kindergarten/Daycare/Religious Non-Formal Education Owned by the Village | DDS |
| 2.01.06 | Construction/Rehabilitation/Improvement/Provision of Facilities/Infrastructure/Learning Tools | DDS |
| 2.02 | Sub-field of Health | |
| 2.02.01 | Operation of Basic Health Posts/Village Health Clinics Owned by the Village | DDS |
| 2.02.04 | Implementation of Village Health Alert System | DDS |
| 2.02.09 | Construction/Rehabilitation/Improvement/Provision of Facilities for Health Posts/Village Health Clinics/PKD | DDS |
| 2.03 | Sub-field of Public Works and Spatial Planning | |
| 2.03.13 | Construction/Rehabilitation/Improvement/Reinforcement of Village-Owned Bridges | DDS |
| 2.04 | Sub-field of Housing and Settlement Areas | |
| 2.04.06 | Maintenance of Public Bridge Facilities/Public Toilets, etc. | DDS |
| 2.04.11 | Construction/Rehabilitation/Improvement of Village-Owned Clean Water Sources | |
| 2.06 | Sub-field of Transportation, Communication, and Information | |
| 2.06.02 | Implementation of Village Public Information | DDS |
| 2.06.03 | Management and Installation of Local Communication and Information Networks | DDS |
| 3 | FIELD OF COMMUNITY DEVELOPMENT | |
| 3.01 | Sub-field of Peace, Public Order, and Community Protection | |
| 3.01.01 | Procurement/Operation of Village Security Posts | ADD |
| 3.03 | Sub-field of Youth and Sports | |
| 3.03.06 | Youth Group/Sports Club Development at the Village Level | ADD, PBH |
| 3.04 | Sub-field of Community Institutions | |
| 3.04.01 | Development of Customary Institutions | ADD |
| 3.04.02 | Development of Village Consultative Bodies/Community Empowerment Institutions | ADD |
| 3.04.03 | Development of Family Welfare Empowerment (PKK) | ADD |
| 4 | FIELD OF COMMUNITY EMPOWERMENT | |
| 4.02 | Sub-field of Agriculture and Animal Husbandry | |
| 4.02.03 | Strengthening Food Security at the Village Level | DDS |
| 4.06 | Sub-field of Investment Support | |
| 4.06.01 | Establishment of Village-Owned Enterprises (BUMDes) | PBH |
| 5 | FIELD OF DISASTER, EMERGENCY, AND URGENT RESPONSE | |
| 5.01 | Sub-field of Disaster Management | |
| 5.01.00 | Disaster Management Activities | DDS |
| 5.03 | Sub-field of Urgent Situations | |
| 5.03.00 | Urgent Situation Management | DDS |

Source: Tanjung Jorong Village Government Document 2023

The description above illustrates the complexity of village development programs that prioritize community welfare and interests through a series of fund allocations sourced from the Village Fund Allocation (ADD), Temporary Village Fund (DDS), and Revenue Sharing (PBH). In relation to the formulation of the Village Government Work Plan (RKPDes), despite the presence of clear

regulations and guidelines on the procedures for its formulation, various challenges are encountered in implementation. These challenges include ensuring community participation, issues in coordination among stakeholders, and limited resources available to the village government. As such, these challenges underscore the crucial need for optimizing the performance of the village government in drafting the RKPDes. By optimizing performance, the planned development programs can be implemented effectively and meet their intended targets.

In preliminary research conducted by the researcher through observation, several problematic phenomena were identified that seem to influence the RKPDes in Tanjung Jorong Village. These issues include limited community involvement or participation in the village's development planning, minimal village apparatus human resources (HR), limited capacity of village officials, slow progress in the Development Activity Plan, delays in the RKPDes formulation process, and indications of weak monitoring and evaluation mechanisms.

Based on the background and problem description above, the researcher draws an initial conclusion focused on optimizing performance in the RKPDes formulation. Therefore, the researcher has chosen the title for this study: "Optimizing Village Government Performance in the Formulation of the Village Government Work Plan (RKPDes) in Tanjung Jorong Village, Tualan Hulu District, East Kotawaringin Regency."

This research aims to examine or analyze the performance of the Tanjung Jorong Village government in Tualan Hulu District, East Kotawaringin Regency, in the formulation of the RKPDes, focusing on community participation, the availability and capacity of village apparatus HR, the RKPDes formulation mechanism, and supervision of RKPDes implementation. This research is expected to contribute to improving the quality of village development planning that is more participatory, transparent, and accountable, and aligns with the needs of the local community.

## THEORETICAL FRAMEWORK

### Performance Concept

According to Rivai and Basri, as cited in Lijan Poltak Sinambela (2016), performance is defined as the result or level of success achieved by an individual or a group within a specified period when performing tasks, as measured against various benchmarks such as work standards, targets, goals, or pre-established criteria. Mangkunegara (2017:9) further defines performance as the outcome achieved by an individual when performing assigned tasks, achieved through competence, experience, and dedicated time.

Hasibuan (2019), as cited in Khaeruman et al. (2021:8), explains that performance level or work output refers to the goals that employees must accomplish, evaluated in terms of actual work results against quality and

quantity standards. Compiling these definitions, performance assessment in public service organizations can be evaluated using indicators from Kumorotomo's theory (2010), which include the following:

1. Efficiency
2. Effectiveness
3. Equity
4. Responsiveness

**Village Governance Concept**

The concept of village governance refers to the administration of governmental affairs and local community interests within the governance system of the Unitary State of the Republic of Indonesia. Village governance is part of national governance, focused on rural areas. Law No. 6 of 2014, Article 1, Paragraph 3, defines village governance as "the administration of governmental affairs and the interests of the local community within the system of governance of the Unitary State of the Republic of Indonesia."

Savirana and Haryanto (2005) describe village governance as one of the lower levels of governance that directly interacts with the community. This governance structure is often referred to as street-level bureaucracy (SLB), which operates in policy implementation and public service provision, encompassing roles such as teachers, service desk officers, social workers, judges, public prosecutors, village officials, and others.

**Village Development Concept**

In relation to Law No. 6 of 2014 on Villages, Article 78, Paragraph 1, states that village development aims to improve the welfare of the village community and the quality of human life and to address poverty through the fulfillment of basic needs, development of village infrastructure and facilities, development of local economic potential, and the sustainable use of natural resources and the environment.

Village development is an integral part of national development, realized through continuous improvement of rural human resources and the overall community, based on the village's potential and capacity. Adisasmita (2006:3) argues that village development should aim to achieve independence, progress, prosperity, and justice within rural communities.

**Village Development Planning Concept**

The Ministry of Villages, PDT, and Transmigration Development Team (2016) explains village development planning based on Ministry of Home Affairs Regulation No. 114 of 2014. Village development is defined as a phased activity process organized by the village government, involving the Village Consultative Body (BPD) and community elements in a participatory manner to utilize and allocate village resources in order to achieve development goals.

Village development planning is conducted collaboratively and participatively, involving various community elements. Implementation requires a guideline to achieve goals and realize the vision and mission. This guideline is documented in a systematic, structured, and valuable planning document that accommodates the interests, aspirations, and local conditions of the community. The development planning document, known as the Village Medium-Term Development Plan (RPJMDesa), serves as a five-year strategic planning document outlining village development policy directions. The RPJMDesa is integrated with district/city development planning. Its purpose is to serve as a guide for villages in managing potential resources and addressing issues. The RPJMDesa reflects the village's vision and mission and provides the foundation for preparing the Village Development Work Plan (RKPDes), including its annual budget.

Table 3. Village Planning Overview

| Forum | Planning Type | Output (Document Type) | Legal Basis |
|---|---|---|---|
| RPJMDesa Musrenbang | Five-Year Village Planning | RPJMDesa | Village Regulation |
| Village Musrenbang | Annual Village Planning | RKPDes | Village Head Decree (SK) |

**METHODS**

This study employs a qualitative method with analysis through a descriptive approach. According to Sugiyono (2019:7), descriptive qualitative research is a method of data collection in the form of words or images, thereby not focusing on numbers. Once the research data is collected and analyzed, the researcher describes the data to make it easily understood and accessible to others. Data collection techniques in this study, based on Sugiyono (2020:105), include four data sources:

1. Observation
2. Interviews
3. Documentation
4. Triangulation (Combination)

The descriptive qualitative approach in this research aims to outline and explain the optimization of village government performance in the formulation of the RKPDes in Tanjung Jorong Village, Tualan Hulu District, East Kotawaringin Regency, in 2023. This research was conducted in Tanjung Jorong Village, an administrative village located in Tualan District, East Kotawaringin Regency. The study uses the performance assessment theory proposed by Kumorotomo (2010) through four indicators: Efficiency, Effectiveness, Equity, and Responsiveness.

## RESULTS AND DISCUSSION

Tanjung Jorong Village Profile

Tanjung Jorong Village is one of the definitive or parent local villages located in Tualan Hulu District, East Kotawaringin Regency. Geographically, Tanjung Jorong Village covers an area of approximately 26,000 km², with the following territorial boundaries:

Table 1. Village Fund transferred from the National General Cash Account to the Village Cash Account

| Boundary | Village | District | Regency |
|---|---|---|---|
| North | Tumbang Kalang | Antang Kalang | East Kotawaringin |
| South | Luwuk Sampun | Tualan Hulu | East Kotawaringin |
| West | Gunung Makmur | Antang Kalang | East Kotawaringin |
| East | Tumbang Marak/Damar Makmur | Katingan Tengah/Tualan Hulu | East Kotawaringin |

The distance from Tanjung Jorong Village to the district capital of Tualan Hulu is approximately 7 km, around 150 km to the regency capital, and about 200 km to the provincial capital of Central Kalimantan in Palangka Raya. Due to its location and relative distance from the regency capital, the village's development is classified as slow, with infrastructure challenges such as unpaved roads and other underdeveloped facilities. This calls for a coordinated and participatory approach from all sectors in the village development process, documented in the RKPDes (Village Government Work Plan).

Figure 1. Example of Village Road Conditions

**Role of Tanjung Jorong Village Government in RKPDes Preparation**

With the implementation of local autonomy, rights and authority are granted not only to regional governments but also to villages to optimize and implement village development based on their unique origins. This regulation is outlined in Law No. 6 of 2014, which grants villages authority in their development processes,

fostering rural economic growth. The purpose of village development, as stated in this regulation, is to enhance village welfare, improve quality of life, and alleviate poverty by fulfilling basic needs, developing village infrastructure, fostering local economic potential, and sustainably utilizing natural resources.

The role of the Tanjung Jorong Village Government in RKPDes preparation reflects active participation in coordinating the village's annual planning process. Village governance is carried out by the Village Government and the Village Consultative Body (BPD). The Tanjung Jorong government undertakes several steps in preparing the RKPDes, including holding Village Meetings (Musdes) attended by the BPD, community leaders, and community representatives. These meetings provide a forum for local residents to propose priority development programs, with the village government acting as a facilitator.

The village government also aligns community-proposed programs with the Village Medium-Term Development Plan (RPJMD) to maintain consistent and directed development efforts. Drafting the RKPDes involves the village administration and stakeholders in formulating strategic priority programs and aligning them with the required budget. Active participation from the village government is necessary to consult and coordinate with the BPD, which has a critical role in evaluating and ensuring the appropriateness of programs and regulations for the community's benefit. Once the RKPDes draft is completed, it is presented by the village government at the Musdes, where it is approved by relevant parties and published to ensure the community understands and is informed of the planned development programs.

**Assessment of Tanjung Jorong Village Government's Performance in RKPDes Preparation**

The preparation of the RKPDes (Village Government Work Plan) is crucial to the village development process. Beyond being obligatory, it serves as a guide for the government in implementing a series of development programs over a one-year period, aligning with budget requirements. The preparation process requires community participation as a source of input and aspirations based on the community's interests and needs, as mandated by Law No. 6 of 2014. In practice, the effectiveness of priority program implementation can be observed in the village government's performance outcomes, as described by Kumorotomo in Pasolong (2010:180) through several performance indicators: efficiency, effectiveness, equity, and responsiveness of village officials.

The village government's performance can be evaluated by observing field conditions and progress in local development. For optimal performance assessment, village development must follow established mechanisms and guidelines, which rely on a well-structured RKPDes. Based on this understanding, the Tanjung Jorong Village Government has implemented village development in recent years by following existing regulations. However, the research reveals issues such as low community participation, lack of prioritization in development, limited human resources, insufficient understanding of RKPDes preparation by village officials, and a lack of Monitoring and Evaluation (Monev) conducted by relevant authorities.

1. **Effectiveness of Village Government Performance**

The effectiveness of village government performance in RKPDes preparation can be evaluated based on key indicators, such as community participation, adherence to planning stages, document quality, and program success. In this study, interviews with community representatives revealed concerns about insufficient involvement of various community groups, such as youth and religious leaders. For example, a local teacher, Mrs. Enun, noted, "In the Village Meeting (Musdes), I felt that community groups like youth and small businesses were not fully engaged in RKPDes preparation. We hope the village government can facilitate an inclusive discussion to incorporate all community aspirations into village development plans."

Figure 2. Interview with Village Residents and Religious Leaders in Tanjung Jorong Village

Further interviews highlighted concerns over unclear priorities, inadequate facilities for worship maintenance, and the need for inclusive discussions involving religious leaders. Findings indicate that delays and inadequate compliance with preparation timelines are issues, often due to limited capacity among RKPDes team members, resulting in poorly coordinated efforts between the BPD, community, and other stakeholders. This lack of coordination impacts the quality of the RKPDes document, with budget estimations often leading to cost overruns.

2. **Efficiency of Village Government Performance**

Village government efficiency in RKPDes preparation is influenced by factors such as time management, resources, and achieved results. Efforts to achieve efficiency include organizing effective village meetings, managing budgets, and utilizing technology. Efficiency is not solely about speed but also quality in planning, requiring competent village officials, community involvement, and effective collaboration with the BPD. Community participation is crucial for enhancing efficiency.

Interviews with community representatives indicated issues with coordination and transparency, as BPD often lacks awareness of development plans until the final stages. Poor monitoring and evaluation have hindered sustainable village development and led to repeated issues in recent years.

3. **Equity and Responsiveness of Village Government**

Equity and responsiveness are vital for effective village governance. Equity ensures that the village

government provides equal rights without discrimination, while responsiveness reflects the government's ability to address community needs and aspirations accurately and promptly. Rudiadi et al. (2021) emphasize that equity is fundamental in assessing the distribution and allocation of public services, while responsiveness indicates the extent to which public services address community needs. Interviews with community members highlighted concerns over equitable distribution of development initiatives and unaddressed community aspirations. Observations indicate that the village government has not been sufficiently fair or responsive in prioritizing infrastructure development and addressing diverse community needs, leading to recurring issues. Improved oversight and Monev would reduce these issues.

**Challenges Affecting Tanjung Jorong Village Government Performance in RKPDes Preparation**

Based on research through observations, document review, and interviews, it was concluded that Tanjung Jorong Village Government performance in RKPDes preparation has not been optimal. Various challenges influence this, including:

a. Coordination and oversight among village government entities in Tanjung Jorong remain inadequate.
b. Limited technical skills within the RKPDes team, affecting planning quality and time management.
c. Weak coordination between village government institutions, resulting in overlapping policies or misaligned programs.
d. Low community participation in RKPDes preparation.
e. Insufficient equity and responsiveness in addressing community needs and aspirations.
f. Lack of Monev by relevant authorities on village development outcomes.

## CONCLUSION

In this study, conclusions can be drawn regarding the optimization of village government performance in the formulation of the RKPDes (Village Government Work Plan) in Tanjung Jorong Village, Tualan Hulu District, East Kotawaringin Regency. Based on the study results and a compilation of performance indicators as proposed by Kumorotomo (2010), it is concluded that the village government in Tanjung Jorong has not yet achieved optimal performance in the RKPDes formulation. This is evidenced by several indicators—effectiveness, efficiency, equity, and responsiveness—where significant issues persist that affect the 2023-2024 RKPDes formulation process and will, in turn, impact the village development output.

The study findings indicate that the effectiveness of the village government's performance is suboptimal, as there are issues such as delays in the RKPDes formulation, especially concerning adherence to the set timeline, with the completion often exceeding deadlines. Additionally, the efficiency indicator shows that the village government's efficiency is lacking, due to limited coordination and oversight functions by the Village

Consultative Body (BPD) and the community. This inefficiency is further compounded by the village government's lack of proactivity and transparency in discussing village development plans, with the BPD only being informed of final decisions, and minimal community involvement in discussing development plans, voicing aspirations, and preparing the RKPDes.

For the equity and responsiveness indicators, the study reveals that the village government demonstrates limited fairness and responsiveness in the RKPDes formulation and village development process. The government is less equitable in prioritizing infrastructure projects, failing to select appropriate priorities for village development. The village government is also not sufficiently responsive to the aspirations and needs of the Tanjung Jorong Village community, as the RKPDes planning and formulation process should involve all community elements and include preliminary socialization before the Village Development Planning Meeting (Musrenbangdes).

The village government can take the following recommendations to optimize performance in RKPDes formulation in Tanjung Jorong Village:

1. Conduct socialization and Focus Group Discussions (FGDs) involving the Village Community Empowerment Institution (LKMD), the community, community groups, religious leaders, and other local organizations to discuss the community's role in village development and to gather various concerns and aspirations for RKPDes formulation.
2. Present key points from the socialization and FGD outcomes in the Musrenbangdes forum, which involves all levels of the village government, the community, religious leaders, and community organizations. This helps ensure targeted, transparent, accountable development and minimizes the risk of misaligned development goals.
3. Enhance the technical competencies of the RKPDes Preparation Team through training, technical guidance, or progressive and sustainable education programs. This not only improves technical skills but also supports succession planning, preparing village officials for task and role transitions.
4. Establish effective cooperation and coordination among village government institutions, reducing potential challenges or obstacles in the planning, formulation, and implementation phases of village development.
5. Hold meetings to establish a Monitoring and Evaluation (Monev) Team for village development. Monev helps ensure that village development programs align with the agreed plans and budget, measures the achievement of village development goals and targets, and evaluates future development programs for subsequent RKPDes formulation. This approach prevents the recurrence of the same issues in future RKPDes processes.

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