
**THE ROLE OF VILLAGE GOVERNMENT IN IMPROVING VILLAGE
DEVELOPMENT IN PULAU PALAS VILLAGE TEMBILAHAN HULU
DISTRICT INDRAGIRI HILIR REGENCY**

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Abstract

This study aims to analyze and describe the role of the Village Government in improving development in Pulau Palas Village, Tembilahan Hulu District, Indragiri Hilir Regency. The indicators used in this study cover three main aspects, namely planning, implementation, and supervision of village development. The research method used is a qualitative descriptive approach, with data collection techniques through observation, interviews, and documentation. Informants in the study consisted of village officials and members of the community who have direct involvement in the development process. Based on the results of the study, it shows that the Role of the Village Government in Improving Village Development in Pulau Palas Village is running quite well, but not yet fully optimal. Several development programs, especially infrastructure, have not been fully realized as planned. This is influenced by the low level of community involvement in village development deliberations regarding the preparation of the Village Government Work Plan (RKP) and the community's limited understanding of the overall village development planning and management process. Therefore, stronger cooperation is needed between the village government and the community to optimize the role of the village government in encouraging equitable and sustainable development.

Keywords: Role, Village Government, Village Development

INTRODUCTION

According to Sutoro Eko (2016:34), village development is not limited to physical development but also encompasses social and economic transformation aimed at promoting village independence through active community participation. Based on Law Number 6 of 2014, the primary objectives of village development are to improve community welfare,

enhance quality of life, provide adequate facilities and infrastructure, develop local potential, and sustainably manage natural resources and the environment. Village-level development encompasses aspects of village governance, where village governments have the authority to formulate development plans within their scope of duties and authority, aligned with development plans at the district or city level.

According to Effendi (2017:27), village-level development must encompass aspects of village governance, infrastructure development, and community empowerment as the primary foundation for improving quality of life. The planning and implementation of village development is carried out by the village government, involving the participation of all elements of society. In its implementation, the village government receives assistance from the district/city government, through technical implementers from regional work units. In addition, village heads can receive assistance from professional assistants, community empowerment cadres, or third parties to coordinate development in their areas.

The village government is obliged to hold Village Development Planning Deliberations (*Musrenbangdes*) as part of the development program development process, emphasizing participatory, transparent, and accountable principles. These deliberations aim to formulate development plans based on the real needs of the village community, establish development activity priorities, and ensure the involvement of all community elements in the development decision-making process.

However, the implementation of development planning deliberations in Pulau Palas Village has not been optimal. Based on initial observations, the planning head revealed that the 2024 Village *Musrenbang* showed that very few residents participated in the deliberations. As a result, the plans developed do not fully represent the needs and desires of the community. This can hinder development planning that aligns with community needs. However, the government also needs to emphasize to the community the importance of deliberations as proposals for determining village development programs. Nevertheless, the results of the deliberations remain a reference in developing village development programs tailored to community needs.

Based on data from the Pulau Palas Village Profile, Pulau Palas Village received village development awards in 1980 and 2012. The Pulau Palas Village Government has made various efforts to improve village development. However, the relatively large area and continued population growth have

resulted in frequent damage to supporting infrastructure and facilities for economic activities. Furthermore, information obtained from the planning staff indicates that some residents do not understand the mechanism for submitting development proposals, resulting in these proposals not being submitted to the Village Development Planning Meeting (Musrenbangdes). Observations indicate that the involvement of community elements, such as the general public and vulnerable groups, still needs to be improved. Therefore, increasing community participation is a crucial step in supporting the government's efforts to improve the development of public facilities and infrastructure in Pulau Palas Village in a more equitable and participatory manner.

Based on the explanation and data above, the author identified the following phenomena, which will be discussed in this study. They will be analyzed based on relevant regulations and theories. These phenomena include: 1) The role of the Pulau Palas Village Government in implementing village development is considered less than optimal, given that several areas in the village have not yet received physical improvements or rehabilitation. 2) The lack of development services from the Pulau Palas Village government has resulted in the community not understanding the procedures for submitting development applications in their area. 3) The Pulau Palas Village government's efforts to improve development, especially economic development, are still less than optimal. Based on development data from the 2024 Village Budget (APBDes) in Table 1.3, there is a manual road body, the road is a plantation road that is still made of dirt. This condition makes it difficult for farmers to transport goods and crops, especially during the rainy season. Therefore, this is important considering that most of the village area is a plantation area which is the main source of livelihood for the community.

THEORETICAL BACKGROUND

A role is a set of behaviors expected of an individual according to their position within the social structure of society. According to Bruce J. Biddle (in Edy Suhardono 2025:3), a role is how an individual accepts and performs the tasks and behaviors expected of those occupying a particular position.

The meaning of the word "role" can be explained in the following ways: 1) Historical records indicate that the original concept of a role was borrowed from the drama and theater environment that developed in ancient Greece and Rome. In this sense, a role refers to the characterization carried out by an actor in a dramatic stage. 2) An explanation related to the meaning

of social science views a role as the fulfillment of a function performed by an individual within a characterization (position) within a social structure. In theater, the concept of a role is used to define a one-dimensional figure performing on stage. 3) A more functional explanation states that an actor's role is a boundary designed by other actors who happen to be "acting" (performing the same role).

Blumer (in Edy Suhardono 2025:11) explains that the concept of a role is not static, but is constantly changing and interacting with changing social contexts. In Blumer's view, roles are the result of dynamic and constantly changing social interactions. Blumer conceptualizes roles within the context of interactionism and emphasizes the urgency of understanding the dynamics of social interactions in understanding social phenomena in general.

According to Levinson (as cited in Soekanto, 2015:212), a role is a dynamic method of position. When an individual carries out the obligations and rights appropriate to their position, they are fulfilling a role. According to Levinson (as cited in Soekanto, 2015:213), a role encompasses three things: 1) A role encompasses norms associated with a person's position or place in society. In this sense, a role is a series of rules that guide a person in social life. 2) A role is a concept about what individuals do within society as an organization. 3) A role can also be defined as individual behavior that is important to the social structure of society.

According to Soejono Soekanto (2012:212), a role is a dynamic aspect of a position (status). In other words, when someone exercises their rights and obligations based on their position, they are fulfilling that role. The distinction between position and role is conceptual for the purposes of scientific analysis; the two are closely related and inseparable, as there would be no role without position, and vice versa.

If someone occupies a position, they are fulfilling their role. Soekanto also stated that roles are divided into three groups: 1) Active roles, such as group members who assume roles because of their positions as officials and administrators within the group; 2) Participatory roles, such as roles given by group members to their group to contribute or benefit the group; 3) Passive roles, such as roles given to other groups to perform well.

Within a role, there are two types of expectations: the first is the expectations of society for the role holder, and the second is the role holder's expectations of society. According to Sutarto, a role involves three components: 1) Role conception, which involves one's beliefs about what to

do in a situation; 2) Role expectations, which involve one's expectations of the person occupying a position and how they should act. 3) Role implementation, involves a person's behavior in carrying out his role.

METHODOLOGY

This type of research is qualitative research, according to Creswell (2019:4) qualitative research is a method for expressing and understanding meaning by a number of individuals or groups of people who are considered to originate from social or humanitarian problems. This qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data, analyzing data inductively and revealing the meaning of the data. Thus, the purpose of this type of research is that researchers will reveal research findings through in-depth data in the form of words obtained directly from the source or research subject.

EMPIRICAL FINDINGS/RESULT

A role is a set of behaviors expected of an individual according to their position within the social structure of society. According to Bruce J. Biddle (in Edy Suhardono 2025:3), a role is how an individual accepts and performs the tasks and behaviors expected of those occupying a particular position. The role of government encompasses all forms of actions and policies implemented by local governments in carrying out their duties, authorities, and responsibilities. This includes efforts to maintain public order and security within their region, in accordance with its function as a servant and protector of the community. Furthermore, the government also acts as a regulator, responsible for establishing policies and decisions that govern community life (Rasyid, 2010:41).

Indicators of the village government's role in implementing infrastructure development in villages refer to Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines: Village Development Planning, Development Implementation, and Development Supervision.

Village Development Planning

One of the main functions of government, in addition to government services and community services, is development services. In addition to national and regional development, village development is also implemented. Currently, village development is one of the priorities and orientations within the national development framework.

Development planning at the village level is prepared by the Village Government in accordance with its authority and adheres to the development direction of the Regency/City. This planning encompasses two types: the Village Medium-Term Development Plan (RPJM Desa), which is valid for six years, and the Village Government Work Plan (RKP Desa), which is an annual elaboration of the RPJM Desa for a one-year period. These two planning documents are stipulated through Village Regulations and serve as the sole official documents for village development planning. The RPJM Desa and RKP Desa also serve as the primary guidelines for preparing the Village Revenue and Expenditure Budget (APBDes), as stipulated in government regulations. Furthermore, implementation of development programs from the Central Government or Regional Government at the village level can be delegated to the village. Furthermore, village-developed plans also contribute as input to the development planning process at the Regency or City level.

In Village Development Planning, according to Articles 6 and 8 of Home Affairs Ministerial Regulation 114/2014, village development planning is a participatory process for determining the direction of village development policies. The village government is responsible for developing the Village Medium-Term Development Plan (RPJM Desa) and the Village Government Work Plan (RKP Desa) through Village Deliberations (Deliberations), which involve all elements of the community. The primary goal is to formulate priority programs that are truly needed by the community, including village infrastructure. Based on an interview with Mr. Arifin, Head of Pulau Palas Village, regarding Village Development Planning, the following statement was made:

“In the village, we hold a mid-year deliberation to prepare the Village Work Plan (RKP Desa) in accordance with the regulations, which will be established in the Village Budget (APBDes). The purpose of this deliberation is to ensure village development is more focused and aligned with community needs. In this deliberation, we collectively determine development priorities for the coming year. The hope is that with this open and participatory process, the quality of development can improve, inequality can be reduced, village institutions can be strengthened, and our village can grow more independently and sustainably.” (Arifin, Head of Pulau Palas Village, Thursday, June 19, 2025)

Furthermore, Mr. Armansyah, Head of Planning for Pulau Palas Village, stated the following: “Every year, the village government prepares a Village

Government Work Plan (RKP Desa) that refers to the previously established Village Medium-Term Development Plan (RPJM Desa). During this development process, community proposals are considered, particularly those derived from the previous year's deliberation and information gathered from the village head. "The meeting was attended by all members of the hamlet and neighborhood association (RT). This meeting was crucial because all elements of the community, from community leaders, youth, women, the Village Consultative Body (BPD), to hamlet representatives, attended and provided feedback on the draft we submitted. The results of this meeting became the basis for the official establishment of the Village Work Plan (RKP Desa) and then included in the Village Budget (APBDes)." (Armansyah, Head of Planning for Pulau Palas Village, Thursday, June 19, 2025)

Then, Mr. Dodi Wahyudi, Secretary of Pulau Palas Village, stated the following: "During the meeting, we provided guidance and technical instructions to the community on how to submit development proposals to us, so that they can become the basis for the Village Budget (APBDes). With this guidance, it is hoped that the community will better understand the applicable procedures and mechanisms and be encouraged to participate in planning future village development." (Dodi Wahyudi, Secretary of Pulau Palas Village, Thursday, June 19, 2025)

Furthermore, Mr. Abdul Rahman, Head of Government for Pulau Palas Village, stated the following: "Community participation in the Village Work Plan (RKP Desa) preparation meeting is still relatively low. The number of residents in attendance was still small, so the village had some difficulty gathering the community's aspirations as a whole. However, we are also ready to accept input from outside the community during the deliberation activities." (Abdul Rahman, Head of Government, Pulau Palas Village, Thursday, June 19, 2025)

Then, Mr. Riduan, a member of the Pulau Palas Village community, said the following: "Actually, I knew there was a deliberation, but I didn't attend because the timing wasn't convenient. I was working in the garden at the time. Besides, I didn't know what to say there." (Riduan, Pulau Palas Village Community, Thursday, June 19, 2025)

Then, Mr. Hidayat, a member of the Pulau Palas Village community, said the following: "I couldn't attend the deliberation because I was working in the garden. The young people should have attended, because they are the ones who continue the development of this village." (Hidayat, Pulau Palas Village Community, Thursday, June 19, 2025)

Then, Mr. Armansyah, Head of Planning Pulau Palas Village stated the following: "We realize that not all residents can attend this deliberation. In addition to the deliberation activities, we will also increase our communication with the community so that we can filter out aspirations that we didn't receive at the deliberation. We are also trying to understand what the community is thinking." (Armansyah, Head of Planning for Pulau Palas Village, Thursday, June 19, 2025)

Furthermore, Mr. Arifin, Head of Pulau Palas Village, stated the following: "We always emphasize to all residents to attend the deliberation activities for the preparation of the RKP (Regional Work Plan) (RKP). Community attendance is crucial because this activity provides an opportunity to directly convey development needs and proposals in their respective communities. If the community is not present, it will be difficult for us to understand in detail what is actually needed on the ground. We want the development of this village to be truly based on community aspirations." (Arifin, Head of Pulau Palas Village, Thursday, June 19, 2025)

Mr. Armansyah, Head of Planning for Pulau Palas Village, then stated the following: "Perhaps we will spend time with the Village Consultative Body (BPD) to visit the hamlets to inspect and listen to the community's aspirations, not only regarding development but also any complaints from the community in each hamlet. Perhaps not all of us will visit, but some of us will be representatives from the village office." (Armansyah, Head of Planning for Pulau Palas Village, Thursday, June 19, 2025)

From the interviews regarding Development Planning with the Village Head, Village Secretary, Head of Planning, Head of Government Affairs, and the community, it can be concluded that the Pulau Palas Village Government's efforts to encourage community involvement are quite effective. They have provided guidance, opened up informal communication spaces, and emphasized the importance of community attendance at the deliberations for the preparation of the Village Work Plan (RKP). This way, all issues related to low participation and the mechanism for gathering community aspirations can be fully understood.

Based on the researcher's observations, the implementation of the Village RKP preparation deliberation in Pulau Palas Village has so far run quite smoothly each year. This is inseparable from the Village Head's firm role in leading the government and managing the deliberation process. However,

despite this firmness, there are still obstacles, such as some residents feeling reluctant or lacking the courage to openly express their aspirations.

Implementation of Village Development

Village development is not carried out haphazardly, but must follow a systematic plan outlined in the Village Government Work Plan (RKP Desa). The RKP Desa is an annual planning document prepared by the village government to establish the direction, priorities, and policies for development within a fiscal year.

The preparation of the RKP Desa is a crucial part of the annual village development cycle. This document is prepared annually and is tailored to the actual needs of the community, local potential, and the availability of village resources and budget. With the RKP Desa, the village government has a clear framework for implementing development programs, both physical, such as infrastructure, and non-physical, such as training or community empowerment. The RKP Desa also serves as the basis for preparing the Village Revenue and Expenditure Budget (APBDes). Therefore, all activities funded by village funds and other budgetary sources must align with the plan outlined in this document. This ensures that development is effective, efficient, and targeted, meeting the needs of village residents.

Based on an interview with Mr. Arifin, Head of Pulau Palas Village, regarding Village Development Implementation, the following statement was made: "All development activities we carry out are always guided by the Village Development Work Plan (RKPDes). Therefore, the legal basis is clear, and the budget is aligned with the planned programs. For example, this year we are focusing on concrete rebates. So, these activities have been included in the plan since the beginning of the year. We also pay attention to budget availability. If funds are sufficient, we can do it all at once; if not, we try to do it in stages." (Arifin, Head of Pulau Palas Village, Thursday, June 19, 2025)

Furthermore, Mr. Armansyah, Head of Planning for Pulau Palas Village, stated the following: "We usually start with the community's frequent complaints. For example, last year, several alleys were badly damaged, so we immediately prioritized them. We also assess the significance of the development. Will it be felt by many residents? Will it directly impact community access or economic activities? These are key considerations when developing development plans." (Armansyah, Head of Planning for Pulau Palas Village, Thursday, June 19, 2025)

Then, Mr. Riduan, a resident of Pulau Palas Village, said the following: "I want development to be more evenly distributed. There are still many roads in alleys. Sometimes we feel like we're not getting enough attention. Other areas have been developed, but ours hasn't." (Riduan, Resident of Pulau Palas Village, Thursday, June 19, 2025)

Then, Mr. Hidayat, a resident of Pulau Palas Village, said the following: "The road to the plantation is muddy, slippery, and sometimes motorbikes can't pass. It's an important road for us who work in the plantation. I hope roads like that can be improved in the future. They make it difficult for residents to get to work." (Hidayat, Resident of Pulau Palas Village, Thursday, June 19, 2025)

Then, Mr. Armansyah, Head of Planning for Pulau Palas, said the following: "We also understand that not all areas have been touched. There are still alleys, such as in Sei Buluh Hamlet and plantation roads, that are in poor condition. However, we will propose cementing the agricultural/plantation access roads. So, for now, we are constructing the roads and will cement them in the future, depending on funding availability. But what is clear is that we are not showing favoritism. All hamlets will definitely get their turn." (Armansyah, Head of Planning for Pulau Palas Village, Thursday, June 19, 2025)

Then, Mr. Arifin, Head of Pulau Palas Village, stated the following: "Pulau Palas Village is quite large, and it's impossible for us to build everything in one budget year. The village funds we receive can't immediately cover all the needs in one year. So, we are prioritizing the most important things first, such as concrete slabs, and we are also prioritizing the proposed manual access roads to the plantations for cementing. If construction is not optimal this year, God willing, we will optimize it next year." (Arifin, Head of Pulau Palas Village, Thursday, June 19, 2025).

Mr. Armansyah, Head of Planning for Pulau Palas, then stated: "We will discuss the access road for agriculture/plantations during the drafting of the Village Work Plan (RKP) mid-year, so the road will be constructed soon, and I also hope it will be cemented as soon as possible." (Armansyah, Head of Planning for Pulau Palas Village, Thursday, June 19, 2025).

Based on interviews with the Village Head, Head of Planning, Head of Finance, and several community leaders, it can be concluded that development implementation in Pulau Palas Village has generally followed the Village Government Work Plan (RKPDes), which is prepared annually. The

village government strives to prioritize development based on community needs and concerns, particularly those that directly impact the social and economic well-being of residents, such as concrete paving in alleyways and access roads to agriculture/plantations.

Based on observations by researchers, development implementation in Pulau Palas Village has thus far followed the annual work plan. The village government appears to be striving to prioritize, particularly for the construction of public roads and access roads to plantations. However, there are still several areas that haven't been evenly developed, particularly alleyways and dirt roads leading to gardens. During the rainy season, this often presents difficulties for residents, as the roads become slippery. The main obstacle is limited funding, which means that development cannot be carried out comprehensively and must be carried out in stages, according to the Village Budget (APBDes).

Village Development Monitoring and Supervision

Article 82 of Law Number 6 of 2014 concerning Villages affirms that village communities have rights and obligations in the monitoring and supervision of village development. Residents have the right to receive clear and transparent information regarding development plans and implementation, including programs, activities, and budget utilization. Furthermore, the community also has the right to directly monitor development progress on the ground to ensure compliance with established plans. If deviations or inconsistencies are discovered, the community can submit reports or complaints to the Village Government or the Village Consultative Body (BPD) as a form of participatory oversight. Furthermore, the Village Government is required to transparently disseminate important documents such as the RPJMDes, RKPDDes, and APBDes to the community through public information media, and to report these documents in the Village Deliberation forum at least once a year. Community participation in these deliberations is also crucial as a forum for responding to development implementation reports, providing suggestions, and ensuring that development is aligned with shared needs.

Based on an interview with Mr. Dodi Wahyudi, Secretary of Pulau Palas Village, regarding Village Development Monitoring and Oversight, the following is provided: "We are always transparent regarding the Village Medium-Term Development Plan, Village Government Work Plan, and Village Revenue and Expenditure Budget. Every year, after the Village Budget

(APBDes) is prepared, we immediately post the information on the board in front of the village office. It includes everything from the annual budget plan, development programs, and actual use. The government has mandated that every village office post APBDes information on the front of the office so that the public can access it and ensure transparency." (Dodi Wahyudi, Secretary of Pulau Palas Village, Monday, June 23, 2025)

Furthermore, Mr. Riduan, a member of the Pulau Palas Village community, expressed his opinion regarding the above matter. "I don't really understand the APBDes banner at the front. It seems very complicated. I just hope the development is in line with the banner." (Riduan, Resident of Pulau Palas Village, Monday, June 23, 2025)

Furthermore, Mr. Abdul Rahman, Head of the Village Government Section of Pulau Palas Village said: "Indeed, not everyone understands immediately, especially when they see large numbers. But if anyone is confused, they can ask me or the village officials directly. We explain it so they understand. During the village meeting, we also explain the contents of the Village Budget (APBDes), and in July, we will hold a meeting to prepare the Village Work Plan (RKP). I hope the community can attend, not just the hamlet heads." (Abdul Rahman, Head of Village Government, Pulau Palas, Monday, June 23, 2025)

Then, Mr. Armansyah, Head of Village Planning for Pulau Palas, said the following: "Development should be aligned with the Village Budget (APBDes). The community can directly monitor developments in the APBDes and in the field. If you want to see the APBDes clearly, you can search directly on Google or open the digital media for Pulau Palas Village. There, a photo of the APBDes has been uploaded, so you can see it clearly on your phone. The banner in front of the office is written in small letters." (Armansyah, Head of Village Planning for Pulau Palas (Palas, Monday, June 23, 2025)

Then, Mr. Dodi Wahyudi, Secretary of Pulau Palas Village, said the following: "We are also very open to anyone from the community who wants to know or monitor the construction process. Please come directly to the construction site, or if you have questions, you can contact the village officials. In fact, we are happy if residents participate in monitoring or assisting with the construction work, as that is part of community participation." (Dodi Wahyudi, Secretary of Pulau Palas Village, Monday, June 23, 2025)

Then, Mr. Armansyah, Head of Planning for Pulau Palas Village, said the following: "If any residents feel something is inappropriate, they can

report it directly to us at the village office. We will definitely accommodate and follow up. For example, when a development project did not meet residents' expectations, the community reported it, and we immediately coordinated with the implementer." (Armansyah, Head of Planning for Pulau Palas Village, Monday, June 23, 2025).

Berdasarkan hasil wawancara diatas, Pemerintah Desa Pulau Palas secara terbuka menyediakan informasi terkait rencana dan pelaksanaan pembangunan melalui papan pengumuman dan media digital desa. Meski demikian, masih terdapat sebagian masyarakat yang mengalami kesulitan dalam memahami isi dari informasi tersebut, terutama karena penyajiannya dalam bentuk angka dan tabel yang cukup kompleks. Untuk itu, perangkat desa bersedia memberikan penjelasan langsung, baik secara formal maupun informal. Masyarakat juga diberi ruang untuk memantau pembangunan dan menyampaikan laporan jika ditemukan ketidaksesuaian.

Based on observations conducted by researchers, monitoring and oversight of development in Pulau Palas Village is proceeding quite well. The village government demonstrates transparency in important documents such as the RPJMDes and RKPDes, and displays information on the Village Budget (APBDes) and development realization on information boards and village digital media. Furthermore, the community is given the opportunity to directly monitor or participate in village development activities in the field. Although not all residents understand the details of the APBDes, the village will provide explanations through deliberations or directly. This demonstrates a joint effort between the village government and the community to ensure development proceeds according to plan and the principles of transparency.

CONCLUSION

Based on the results of the author's research on the Role of Village Government in Improving Village Development in Pulau Palas Village, Tembilahan Hulu District, Indragiri Hilir Regency, it can be said to be quite good, as seen from 3 indicators, namely; First, development planning in Pulau Palas Village has been implemented through a Deliberation Forum for the Preparation of the Village RKP involving village officials and the community. The Village Government reflects a good intention to realize participatory development. However, in its implementation there are still limitations, especially in terms of conveying aspirations openly. Some people still feel embarrassed or reluctant to express their opinions directly. Second, the Implementation of Development in Pulau Palas Village has shown quite good

progress with the involvement of the village government and participatory support from the community. The village government has attempted to implement development in accordance with the previously prepared plan. However, not all areas of the village have received the impact of development equally. One real example is the less than optimal construction of roads in alleys and access roads to plantation areas which have a direct impact on community economic activities. Third, Monitoring and Supervision of Development on the implementation of village development have been carried out with the principle of transparency. The Pulau Palas Village Government has provided development information through banners regarding the Village Budget (APBDes) and digital village media. The community is also given the opportunity to participate in development activities, allowing them to ask questions and report any discrepancies.

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