

MAPPING IDEA & LITERATURE FORMAT | RESEARCH ARTICLE

A Planning Model for Village Fund Allocation in Infrastructure Development in Pattappa Village

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ABSTRACT

This study aims to analyze the planning of Village Fund allocation for infrastructure development in Pattappa Village, Pujananting Subdistrict, Barru Regency. The study employed a qualitative approach using a case study method, with data collected through interviews, observation, and documentation. The findings show that Village Fund planning has been implemented in a participatory and sequential manner through hamlet deliberations and village development planning meetings. The process also refers to the Village Medium-Term Development Plan and the Village Government Work Plan in accordance with statutory provisions. However, planning effectiveness continues to face several constraints, including dynamic regulatory changes, limited capacity among village officials, and inadequate administrative support infrastructure at the village level. Strategic actors and community participation have functioned relatively well, although stronger coordination and capacity development are still needed to optimize sustainable village infrastructure development.

Keywords: Village Fund, Infrastructure Development, Village Governance.

I. Introduction

Village governments play an important role in determining the quality and sustainability of local development through the management and planning of Village Fund allocation for infrastructure development (Sarlina et al., 2022). Village governments not only implement policies, but also formulate development plans. They must be able to translate regulations into community needs. Studies show that weak Village Fund planning often results in infrastructure development that does not meet its objectives, has limited public benefit, and generates a low sense of community ownership (Empowerment, 2021). This condition indicates that the success of village development does not depend solely on the amount of budget allocated, but also on the quality of the planning process, including whether it is participatory, transparent, and accountable (Widiyanto et al., 2021).

Several previous studies cited in this research indicate that Village Fund planning in many regions of Indonesia still faces similar structural problems (Jurnal et al., 2023). Local elites tend to dominate the process, village officials often lack sufficient capacity, and community members are not adequately involved in decision-making (Saharuddin, 2024). Setiawan et al. (2020) also show that community participation is often merely formal; residents attend village deliberations but have no meaningful influence over the determination of development priorities. In the context of village infrastructure development, many studies show that the continued use of a top-down planning pattern creates a mismatch between development programs and the actual needs of residents (Irmansyah et al., 2021). This situation is worsened by weak supervisory systems and limited knowledge of village planning and finance. As a result, planning documents such as the Village Government Work Plan (RKPDs) and the Village Revenue and Expenditure Budget (APBDes) often function only as administrative instruments rather than strategic development tools (Zitri et al., 2020). These findings

indicate that problems in Village Fund planning are systemic and require a deeper analytical approach to social dynamics, power relations, and governance practices at the village level (Sofyan & Arenggoasih, 2022).

Other studies emphasize that transparency and accountability are essential components that determine the quality of Village Fund governance. According to Telaah et al. (2025), the effectiveness of village development is directly influenced by information openness and accountable financial reporting. Nevertheless, these studies also stress that, although laws and regulations have established reporting procedures, their implementation at the village level remains largely administrative and has not fully functioned as a mechanism for public control. Habibullah et al. (2020) found that village officials are often not fully aware of the importance of involving the community in Village Fund supervision, a finding that reinforces this condition. This study deepens understanding of the Village Fund allocation planning process and its implications for infrastructure development at the village level (S. Hidayat & Tambunan, 2025). The study offers an analytical model to explain the relationship among participatory planning, the capacity of village officials, the role of strategic actors, and community involvement in determining development priorities.

Unlike previous studies that have focused more heavily on outputs or budget absorption, as shown by Setyowati et al. (2020), this study positions the planning process as a central component that influences the effectiveness and sustainability of village infrastructure development (S. Hidayat & Tambunan, 2025). Second, the study shows that community participation in hamlet and village deliberation forums directly affects the alignment between infrastructure programs and residents' actual needs. This finding extends the work of Febriantika et al. (2020), which emphasizes the importance of participation and accountability in Village Fund management. It also adds an empirical dimension by showing how such participation is implemented in planning practice at the village level (A. Latif, M. Rusdi, n.d., 2020). Finally, this study complements earlier research that highlights elite dominance and the weak capacity of village officials (Larisu Z, 2022). It finds that participatory planning methods adapted to local social and cultural characteristics, such as mutual cooperation and the role of community leaders, can strengthen policy legitimacy and collective responsibility for development outcomes (Saputra & Astuti, 2020). Accordingly, this study not only contributes to the literature on Village Fund governance, but also supports the development of a more inclusive, flexible, and sustainable village development planning model.

II. Literature Review and Hypothesis Development

2.1. Village Fund Governance and Decentralized Development

Village Fund governance is closely related to Indonesia's decentralization policy, which gives villages greater authority to manage local development based on community needs. Law Number 6 of 2014 concerning Villages provides the legal basis for village autonomy, including village planning, budgeting, implementation, and accountability. In this context, Village Funds are not merely fiscal transfers, but instruments for strengthening village self-governance and improving public welfare. Effective Village Fund governance requires clear planning procedures, institutional coordination, and alignment between national regulations and local development priorities. Decentralization theory also emphasizes that local governments can produce better development outcomes when they are closer to citizens and responsive to local needs (Bardhan, 2002; Faguet, 2014; Republic of Indonesia, 2014).

2.2. Participatory Planning in Village Development

Participatory planning is a central principle in village development because it allows citizens to express their needs, propose priorities, and influence development decisions. Arnstein's theory of citizen participation explains that meaningful participation is not limited to attendance in meetings, but involves the ability of citizens to influence decisions (Arnstein, 1969). In the Indonesian village context, participatory planning is implemented through hamlet deliberations, village deliberations, and village development planning meetings. These forums are expected to connect community aspirations with formal planning documents such as the Village Medium-Term Development Plan and the Village Government Work Plan.

However, participation can become merely procedural when community proposals are not seriously considered in decision-making (Mansuri & Rao, 2013; Ministry of Home Affairs, 2014).

2.3. Transparency, Accountability, and Public Control

Transparency and accountability are essential elements in Village Fund management because they determine whether the planning and use of funds can be monitored by the public. Accountability refers to the obligation of public officials to explain and justify their actions, while transparency provides citizens with access to relevant information about planning, budgeting, and implementation (Bovens, 2007). In village governance, accountability is reflected through open deliberation, financial reporting, documentation, and community supervision. Without transparent information and accountable reporting, Village Fund management may become administrative rather than substantive. Therefore, infrastructure planning must not only comply with formal regulations, but also provide space for public control and collective evaluation.

2.4. Capacity of Village Officials and Institutional Coordination

The effectiveness of Village Fund planning depends strongly on the capacity of village officials and the quality of institutional coordination. Village officials are required to understand regulations, prepare planning documents, manage financial administration, and coordinate with the Village Consultative Body, hamlet heads, facilitators, and district government. Limited administrative capacity, weak digital infrastructure, and frequent regulatory changes can reduce the quality of planning and delay project implementation. Capacity-building theory emphasizes that public sector performance depends on human resources, organizational systems, and institutional rules that support effective governance (Grindle, 1997). Therefore, strengthening village officials' competence is necessary to ensure that infrastructure planning is accurate, responsive, and sustainable.

2.5. Infrastructure Development and the Village Fund Planning Model

Village infrastructure development is one of the main priorities of Village Fund allocation because it directly affects mobility, access to public services, agricultural productivity, and community welfare. However, infrastructure development will be effective only when it is based on accurate needs assessment, participatory priority setting, and consistent implementation. The planning model in this study places participatory planning, village officials' capacity, strategic actor involvement, transparency, and local socio-cultural values as interconnected elements. In Pattappa Village, values such as mutual cooperation and the role of community leaders can strengthen policy legitimacy and collective responsibility. Thus, the proposed planning model emphasizes a bottom-up, accountable, coordinated, and locally grounded approach to sustainable village infrastructure development.

III. Research Method

This study used a qualitative approach to explore in depth the dynamics of planning in Village Fund allocation from the perspectives of actors directly involved at the local level. This approach was selected because village development planning is not merely an administrative process, but also a social process shaped by cultural values, institutional relations, and local political interaction (Fikri et al., 2025). The study applied an exploratory case study method to obtain a comprehensive understanding of the stages and dynamics of planning within a specific context. The research was conducted in Pattappa Village, Pujananting Subdistrict, Barru Regency, South Sulawesi Province. The location was selected purposively because its infrastructure development has shown relatively significant progress. The study was carried out over two months, from September to October 2025, using qualitative data collection techniques consisting of semi-structured in-depth interviews, participatory observation, and documentation to understand the planning

and allocation of the Village Fund for infrastructure development. Interviews and observations were used to explore the roles of informants, interactions among actors, and patterns of decision-making, while documentation served as supporting data through the review of official documents such as the RKPDes and APBDes (Sunan & Djati, 2021). Data validity was maintained through source and method triangulation as well as member checking, with the entire data collection process conducted systematically and documented carefully.

Research informants were selected through purposive sampling based on their strategic roles and involvement in Village Fund planning, management, and supervision. Informants included the village head, village secretary, chairperson of the Village Consultative Body (BPD), community leaders, and village facilitators, with a total of 8 to 10 participants based on the principle of data saturation (Ibnu et al., 2022). This approach was intended to obtain an in-depth understanding of the Village Fund allocation planning mechanism, dynamics among actors, and barriers and opportunities for improvement in infrastructure development at the village level (Sulthan & Ardiputra, 2025). The data were analyzed using the interactive model of Miles and Huberman, which includes data reduction, data display, and conclusion drawing and verification conducted iteratively (Firdaus et al., 2022). Data from interviews, observations, and documentation were coded and grouped into relevant themes, then analyzed to identify patterns and relationships among categories (Kamarudin & Jabir, 2022). The validity of the findings was ensured through source and method triangulation and member checking, referring to Lincoln and Guba's trustworthiness criteria. This procedure enabled the analysis to describe comprehensively the dynamics of Village Fund planning and allocation (Saputri, 2021).

IV. Result and Discussion

4.1. Results

The Village Fund is a fund sourced from the State Revenue and Expenditure Budget (APBN) and transferred through the district or municipal Regional Revenue and Expenditure Budget (APBD) to finance the implementation of village authority based on rights of origin and local village-scale authority (F. Setiawan et al., 2021). This fund is allocated annually as a development budget, particularly to support village infrastructure development. The village government is responsible for formulating effective Village Fund management strategies to implement infrastructure development and promote development improvement in Pattappa Village, Pujananting Subdistrict, Barru Regency (Fikri et al., 2025).

a. Stages of Village Fund Allocation Planning for Infrastructure Development in Pattappa Village

According to Haq and Muzakki (2023), village finance is set out in the Village Revenue and Expenditure Budget (APBDes) as an annual financial plan that is discussed with the Village Consultative Body (BPD) and enacted through a village regulation. Village Fund Allocation (ADD) management consists of three main stages, namely planning, implementation, and reporting and accountability. Planning is the initial stage and is carried out in a structured manner through hamlet deliberations (Musdus) to collect community proposals (Negara et al., 2021). In Pattappa Village, Pujananting Subdistrict, Barru Regency, the planning process has referred to Minister of Home Affairs Regulation Number 114 of 2014 by considering central government priorities and alignment with the Village Medium-Term Development Plan (RPJMDes). The process is then translated into the Village Government Work Plan (RKPDes) and enacted through a village regulation.

The interview with Mansur, the Head of Pattappa Village, regarding the Village Fund planning process revealed the following:

"Every year, we start from the bottom, Ma'am. It begins at the hamlet level, where residents gather in a hamlet deliberation to propose the programs they need, such as road construction or an integrated health service post. The proposals are then brought to the village deliberation, where we select the priorities based on funding capacity and the village's long-term plan, in accordance with Minister of Home Affairs Regulation Number 114 of 2014."

Regarding the planning model and community involvement, Mansur stated:

"The proposals genuinely come from hamlet residents through the hamlet deliberations, so bottom-up planning truly takes place. We hold a large deliberation at the village hall involving the BPD, community leaders, and youth. This increases participation because residents feel they have a direct role in the Village Fund."

In line with this statement, an interview with Rais, S.E., the Secretary of Pattappa Village, indicated that:

"The first step is to review the Village Medium-Term Development Plan, or RPJMDes. From there, we derive the Village Government Work Plan, or RKPDDes, for the current year so that all activities remain consistent with the village's medium-term plan. The RKPDDes is not prepared only in the office; we also complete it with information from the hamlets. We first hold hamlet deliberations, where residents are free to present their proposals. After that, hamlet proposals are brought to the village development planning meeting. At the village level, all proposals are discussed, sorted, and prioritized so that the decisions taken truly reflect community needs."

Based on the interviews above, the Village Fund Allocation (ADD) planning procedure in Pattappa Village has been implemented in accordance with Minister of Home Affairs Regulation Number 113 of 2014 (Suprasto, 2023). Planning begins through hamlet deliberations (Musdus) and the village development planning meeting (Musrenbangdes), with the RPJMDes serving as the basis for medium-term planning and the RKPDDes serving as the annual plan (Huda, 2015). The village head, as the official responsible for ADD, leads village deliberations involving the village government, BPD, community institutions, and community leaders to discuss the planned use of ADD. These plans are then incorporated into the RKPDDes as the basis for preparing the APBDDes, thereby enabling planned programs to respond to the needs of residents in each hamlet (Marisa, 2025).

b. Constraints and Challenges Affecting the Success of Village Fund Planning and Implementation in Pattappa Village

Participatory development planning in Indonesian villages faces various challenges and opportunities. Community participation through forums such as Musrenbangdes is a key factor in realizing sustainable development that is aligned with local needs (A. Hidayat, n.d.). This participatory approach is expected to improve the effectiveness and relevance of development programs by directly involving the community in the process from planning to evaluation.

The interview with Mansur, the Head of Pattappa Village, regarding the constraints and challenges affecting the success of Village Fund planning and implementation revealed the following:

"Village Fund regulations often change, such as new Minister of Home Affairs regulations that appear every year. We become confused about which rules to follow. For example, infrastructure priorities may change, and hamlet road projects can be delayed because we are waiting for clarification from the district government. As a result, the second-stage disbursement is delayed. In addition, most staff here still use old methods and lack creativity. For example, irrigation projects use conventional methods, even though costs could be reduced by using simple new techniques. The lack of training makes us stuck, and projects are completed slowly."

In line with this statement, an interview with Rais, S.E., the Secretary of Pattappa Village, indicated that:

"Our village office has limited facilities. The computers often freeze, and internet access is slow in remote areas. It is difficult to input realization data, especially project photos for reporting. As a result, district verification takes a long time. To address this, we regularly request training from village

facilitators and government offices on new regulations and simple innovations. Last year, our staff attended technical training, and now they understand Siskeudes better."

In addition, an interview with Muhammad Yusuf, the Pattappa Village facilitator, indicated that:

"Every month, we meet with the subdistrict head and the district finance office to ask directly about the latest policies. This helps speed up verification and clarification when rules change. The village has also proposed in this year's APBDes the purchase of laptops and solar panels so that electricity remains stable. Through coordination with the subdistrict, the village also received printer assistance from the district government."

The interviews above show that Village Fund planning and implementation face various constraints, including frequent regulatory changes, delays in fund disbursement, and limited capacity and infrastructure among village officials, all of which contribute to delays in development projects (Risaldi & Cikusin, 2021). Limited training causes staff to continue relying on conventional methods. This condition is further exacerbated by limited administrative facilities and internet access, which hinder the management of the village financial system (Amrullah et al., 2023). Nevertheless, the village government has made adaptive efforts through coordination with the subdistrict government, relevant agencies, and village facilitators, as well as through capacity strengthening and the procurement of supporting facilities through the APBDes. These efforts indicate opportunities to improve the effectiveness of participatory planning when supported by continuous training and adequate infrastructure (City, 2024).

c. The Role and Involvement of Strategic Actors in the Planning Process and the Formulation of a Village Fund Planning Model Relevant to the Social, Cultural, and Institutional Characteristics of Pattappa Village

Village Fund Allocation (ADD) refers to district APBD funds allocated to village governments to support the implementation of village autonomy through community participation and empowerment (Adriani et al., 2020). However, ADD planning in Pattappa Village, Pujananting Subdistrict, Barru Regency, has not been fully optimal because overlap and weak coordination still occur. This condition affects the implementation of infrastructure development, including farm roads, footpaths leading to cemeteries, and irrigation channels, which have not been planned effectively and therefore are often not implemented according to schedule or expected results (Aprilia & Susilo, 2022).

The interview with Mansur, the Head of Pattappa Village, indicated that:

"My role as village head is to lead the entire process, starting from socializing Minister of Villages, Development of Disadvantaged Regions, and Transmigration Regulation Number 21 of 2020 on Village Fund priorities. I facilitate village deliberations to identify needs, involve the BPD in verification, and involve the village secretary in administration. My involvement is strongest in the strategic planning and RKPDes stages, ensuring that the 2025 Village Fund allocation prioritizes infrastructure such as rice-field irrigation and integrated health service posts in accordance with the social character of mutual cooperation among residents, most of whom are farmers. The challenge is that a culture of shyness sometimes makes residents reluctant to propose ideas openly, so I mediate by involving customary leaders."

In line with this statement, an interview with Rais, S.E., the Secretary of Pattappa Village, indicated that:

"In development implementation, the village government determines development priorities each year, and all village officials and community members are always involved in planning village development. Usually, each hamlet head is given guidance regarding what development is needed in their hamlet. The community always participates in every activity carried out by the village government, so communication between the village government and the community is well established."

This statement was supported by Muhammad Yusuf, the Pattappa Village facilitator, who stated that:

"In my view, the process is very good for Pattappa Village because every plan and action carried out by the village government involves community empowerment. There are also follow-up plantation activities that are funded directly through the Village Fund."

Based on information obtained from Mrs. Sahida, a resident of Pattappa Village, it was found that:

"As community members, we are always involved by the village government when programs related to the Village Fund are discussed. The village head and village secretary always invite community representatives from each hamlet to attend meetings or deliberations related to programs or activities needed by the community. In those meetings, community members are given the opportunity to express opinions and identify their needs and priorities, especially regarding the development of facilities and infrastructure. However, sometimes certain community needs cannot be realized by the village government because they do not comply with existing regulations. Even so, thank God, the Village Fund has helped us greatly as community members."

The interviews above show that the role of strategic actors in Village Fund planning in Pattappa Village is evident through leadership in regulatory socialization, facilitation of village deliberations, coordination across hamlets, and community empowerment aligned with the culture of mutual cooperation and the role of customary leaders (Ariani & Lince Bulutoding, 2022). Community participation has functioned well and supports infrastructure development priorities. However, planning effectiveness remains constrained by overlap across hamlets and rigid regulations, which means that some projects, such as farm roads, cemetery footpaths, and irrigation channels, have not yet achieved optimal outcomes (Susilow et al., 2023).

4.2. Discussion

a. Stages of Village Fund Allocation Planning for Infrastructure Development in Pattappa Village

The Village Fund allocation planning process for infrastructure development in Pattappa Village is implemented through a structured bottom-up sequence that is aligned with Minister of Home Affairs Regulation Number 113 of 2014 and Minister of Home Affairs Regulation Number 114 of 2014 (Ferdian et al., 2024). Planning begins with hamlet deliberations (Musdus) to identify community needs, which are then discussed and prioritized in the Musrenbangdes by the village head, BPD, and community leaders. According to Setro et al. (2021), this process is based on the RPJMDs as the medium-term development plan, which is then translated into the annual RKPDes, formulated into a draft village regulation, enacted as a village regulation, and integrated into the APBDes. This sequence reflects participatory principles and village autonomy as regulated in Law Number 6 of 2014 concerning Villages.

The findings show that Village Fund planning in Pattappa Village has been implemented in accordance with regulations through the preparation of planning documents and the involvement of multiple stakeholders in village deliberations (Yustikasari, 2022). The Musdus functions effectively in identifying the needs of each hamlet, while the Musrenbangdes serves as the final prioritization forum before the APBDes is enacted. The high level of community participation indicates the effectiveness of the participatory approach, although stricter coordination is still needed to prevent overlapping proposals among hamlets so that infrastructure development allocation can be optimized.

b. Constraints and Challenges Affecting the Success of Village Fund Planning and Implementation in Pattappa Village

According to Kania et al. (2020), Village Fund allocation planning for infrastructure development in Pattappa Village faces several constraints that affect the effectiveness of community participation in the Musrenbangdes, particularly because of dynamic regulatory changes as stipulated in Minister of Home Affairs

Regulation Number 20 of 2024. Annual policy changes create confusion in determining priorities, delays in clarification from the district government (Reginaldis & Supriyono, 2024), and postponements in fund disbursement. These conditions affect the timely implementation of infrastructure projects such as hamlet roads and irrigation systems. In addition, limited village administrative facilities, including computers and unstable internet access, further hinder data management and the preparation of planning documents (Ratnawati et al., 2021).

On the other hand, the village government and village facilitators have undertaken adaptive efforts through routine coordination with the subdistrict government and related agencies, capacity development for village officials through technical guidance, and the planned procurement of digital administrative support facilities through the APBDes (Eprilianto et al., 2021). These steps reflect a collaborative approach across levels of government, as emphasized in Minister of Home Affairs Regulation Number 20 of 2024. Although regulatory issues, human resource capacity, and digital infrastructure remain major obstacles, these adaptive efforts show the potential to improve the effectiveness of participatory Village Fund planning if supported by more stable policies and continuous capacity strengthening (Badradnyana et al., 2021).

c. The Role and Involvement of Strategic Actors in the Planning Process and the Formulation of a Village Fund Planning Model Relevant to the Social, Cultural, and Institutional Characteristics of Pattappa Village

The role of strategic actors in Village Fund planning in Pattappa Village demonstrates leadership synergy that is consistent with Minister of Home Affairs Regulation Number 20 of 2024 and the principle of village autonomy in Law Number 6 of 2014. The village head leads regulatory socialization, facilitates village deliberations to identify needs, and ensures the involvement of the BPD and village secretary in preparing the RPJMDes and RKPDes (Tisnasasmita et al., 2025). The village secretary strengthens administrative coordination among hamlets, while the village facilitator supports community empowerment through economic programs and infrastructure development adapted to the social character of mutual cooperation, such as rice-field irrigation and integrated health service posts. Community participation is realized through hamlet-level deliberations as a forum for expressing aspirations regarding infrastructure development (Sarjito, 2023).

Although the planning process has been inclusive and participatory, its effectiveness is not yet optimal because overlapping proposals and weak coordination among hamlets remain. As a result, several infrastructure programs, such as farm roads, cemetery footpaths, and water channels, have not been implemented according to the expected schedule and quality standards (Ardiansyah & Rodiyah, 2024). This condition indicates that, although strategic actors have performed their roles, planning integration and proposal verification still need to be strengthened so that Village Fund allocation becomes more targeted and better aligned with the local needs of Pattappa Village (Fadhal et al., 2021).

V. Conclusion

The findings show that the Village Fund allocation planning process for infrastructure development in Pattappa Village has been implemented in a structured and participatory manner through a bottom-up sequence aligned with Minister of Home Affairs Regulation Number 113 of 2014 and Minister of Home Affairs Regulation Number 114 of 2014. Planning begins with hamlet deliberations (Musdus), continues with the Musrenbangdes, proceeds to the preparation of the RKPDes based on the RPJMDes, and culminates in the enactment of the village regulation and integration into the APBDes. This process involves the village government, BPD, and community leaders. Such a pattern reflects the application of participation at the partnership level in Village Fund management. However, Village Fund planning and implementation in Pattappa Village still face several constraints, including dynamic regulatory changes, delays in fund disbursement, limited capacity among village officials, and inadequate administrative support infrastructure. Although strategic actors have actively facilitated deliberations, administrative coordination, and community empowerment in accordance with the social character of mutual cooperation, planning effectiveness remains suboptimal because of overlapping proposals among hamlets and rigid regulations. Therefore, stronger coordination across actors, improved human resource capacity, and adequate digital infrastructure support are needed to ensure that Village Fund management becomes more effective and sustainable.

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