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The Role of Village Heads as Development Administrators in Enhancing Village Development Governance

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ABSTRACT

Village development is an integral part of national development, which emphasizes efforts to improve community welfare through planning and implementation based on local needs. In this case, the village head plays the role of a development administrator who is responsible for the effectiveness of each stage of development, from planning to supervision. The role of the village head is not only demanded in the administrative aspect but also in the management of resources in a participatory, transparent, and accountable manner. This study will investigate the role of village heads as development administrators in Paccekke Village, Soppeng Riaja District, Barru Regency. This study employs qualitative descriptive research methods, utilizing data collection techniques such as observation, interviews, and documentation, which are then analyzed through reduction, presentation, and verification. The study uses planning, organizing, mobilizing, and supervision as its indicators. The results of the study show that the role of the village head as a development administrator in Paccekke Village, Soppeng Riaja District, Barru Regency, is included in the satisfactory level of implementation. The planning, organizing, mobilizing, and supervising processes clearly demonstrate this. The Paccekke village head's planning for village development is fairly effective, as demonstrated by the preparation of RPJMDes and RKPDes documents in a participatory manner that involves both village officials and community representatives in the development planning deliberations. The organizing carried out by the village head is fairly effective. The village head has divided the tasks among the village apparatus, and community involvement is carried out through deliberation and physical development activities. However, there are still obstacles related to the need to improve communication and expand citizen involvement so that development is more participatory and equitable. In terms of implementation, the village head demonstrates an effective managerial role. The village head actively provides direction and motivation to village officials and the community, as well as encourages their involvement in development. The supervisory function carried out by the village head is fairly effective; the village head conducts monitoring from the planning stage to evaluation and is equipped with routine reporting. The village head directly supervises the field and adjusts policies when technical obstacles arise. Overall, the Village Head's role as a development administrator in Paccekke Village is going well, although several aspects still need improvement.

Keywords: development administrator, village head, village government

INTRODUCTION

Villages play a strategic role in national development, especially in providing services and fostering inclusive growth. The village head, who serves as the administrator of village development, plays a crucial role in collaborating with the community to implement improvements and enhance the quality of life in order to achieve the welfare of the village. Village heads are responsible for planning, implementing, supervising, and evaluating various

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development programs in their areas, whether funded by the central government, local governments, or through community participation (Adiputra et al., 2021; Niswaty et al., 2021; Saleh et al., 2024). Given the very important position of the village in achieving national development and as an institution that strengthens the government structure of the State of Indonesia, the village must certainly be managed optimally and responsibly (Harinurdin et al., 2025; Musyarofah et al., 2025; Sanjaya et al., 2025).

Strengthening the position of the Village Head as the driving force of development, as well as making him an administrator who is required to be able to carry out village government effectively, efficiently, and accountably (Law Number 3 of 2024 Concerning the Second Amendment to Law Number 6 of 2014 Concerning Villages). In line with these provisions, the Village Head is required not only as an administrative leader, but also as a development administrator who is able to manage the entire development process in a systematic and structured manner. In practice, the Village Head is faced with various challenges in carrying out his functions, ranging from limited resources, low community participation, to weak supervision system at the village level. Therefore, strong managerial skills are needed so that the implementation of village development can run effectively, participatory, and sustainably.

In the implementation of development in the village, the Village Head carries out a strategic role as a designer and driver, as well as a supervisor of various development activities (Ismail et al., 2024; Jusniaty et al., 2021; Rahman, 2023). This function includes responsibility for preparing development plans, supervising its implementation, and being the main driving force in encouraging community participation. This role is very crucial because the Village Head acts as a bridge in building social closeness and fostering the spirit of community cooperation in order to realize the development program that has been set out in the Village Revenue and Expenditure Budget. Thus, the village head not only plays a role as a government leader at the village level, but also as the main person in charge in the field of development and society, which at the same time plays an active role in fostering and developing the potential of non-governmental organizations (Mahayana, 2019; Suprianto & Nasrullah, 2023).

According to Jamaluddin (2024), the goal of development itself is to create conditions that support people to live longer, be physically and mentally healthy, creative, and prosperous. In essence, development aims to increase the prosperity and welfare of the community, as well as achieve equitable development between current and future generations. Development is a series of change processes that move towards progress, where the change is planned based on applicable norms. Development can also be interpreted as a set of actions and activities directed at realizing previously formulated goals (Kambur, 2022; Ozturk et al., 2024; Talaud, 2019). Development can be interpreted as a transition process from a national state to a condition that is considered better and more valuable. In addition, development reflects a series of significant changes that include transformations in socioeconomic structures and systems, increased economic growth, a reduction in the unemployment rate, and the overall reduction in poverty. This definition emphasizes that development is a process of change designed to improve people's living standards comprehensively.

The functions of the administrator, as stated by Terry in Arhas (2024): planning is the first step in compiling a series of activities aimed at achieving a specific goal, by providing direction and a structured picture of what will be done and achieved in the future. However, planning doesn't always go as expected due to the possibility of unforeseen events. Therefore, planning must be prepared carefully and flexibly so that it can be a solution to various problems that may arise. Organizing is an action to create effective, harmonious, and efficient working relationships between individuals, so that they can collaborate optimally and feel personal satisfaction in carrying out the tasks that have been set. This process takes place in the context of a specific environment that affects the dynamics of the work with the aim of achieving a

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goal that has been set. Actuating is an effort to encourage and direct all elements of the implementer so that they have the will and enthusiasm to carry out their duties to achieve the goals that have been set, both organizational and related to the personal interests of each implementer. This is done because the members have the same desire to realize these goals. Controlling (supervision), also known as control, is one of the essential functions in management that focuses on evaluating the implementation of tasks. If necessary, corrective steps are taken so that the activities carried out by the implementer can be directed back to the right path and remain consistent with the goals that have been determined from the beginning.

Although several studies have examined the leadership role of village heads in development (Rahman, 2023; Jusniaty et al., 2021), most of them have not specifically analyzed how managerial functions such as planning, organizing, actuating, and controlling operate in a rural context characterized by limited resources and varying levels of community participation. Therefore, this study fills this gap by exploring how the Village Head of Paccekke implements the POAC model in managing development programs, emphasizing participatory governance and accountability at the village level.

Based on observations from December 2-4, 2024, the development planning stage emphasized programs designed by the village head. Consequently, during the Development Plan Deliberation, community leaders primarily listened rather than actively participating in the planning process. This issue illustrates the deficiencies present throughout the development process, encompassing planning, execution, and project assessment. Such conditions can waste resources and erode residents' trust in the village government. Therefore, we need to conduct an in-depth analysis of the village head's leadership function in managing the village development process. Based on the description of the initial observation, the researcher was interested in conducting research entitled "The Role of the Village Head as a Development Administrator in Paccekke Village, Soppeng Riaja District, Barru Regency."

This study differs from previous works by providing a grounded description of the village head's managerial practices in a real village context. While Rahman (2023) and Jusniaty et al. (2021) focus on the administrative roles of village leaders, this paper highlights the village head's strategic function as both a manager and facilitator in promoting community participation in the supervision process, which remains underexplored in prior research.

METHODS

This study applies a qualitative descriptive approach that aims to reveal in depth the dynamics of the phenomenon being studied. This approach is considered appropriate because it can explore the complex social role of the village head as a development administrator through the direct experience of the actors involved. Several techniques were used in data collection, including in-depth interviews with the village head, village secretary, and three community members who were the main informants; direct observation of village development activities; and documentation of planning documents and development implementation. Furthermore, the data analysis process is carried out through three stages, namely: Data reduction, which is filtering data from the results of interviews and observations to retrieve important information, data is presented in the form of descriptive descriptions to facilitate understanding of patterns that arise from research results, drawing conclusions interactively and reflexively to illustrate the level of effectiveness and identify obstacles that occur in the development process. The triangulation process of both sources, techniques, and time, as well as the member check process, which is data confirmation to informants, maintains the validity of the data.

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This study focuses on the role of the village head as the administrator of village development, which includes efforts to ensure that the entire development process can run optimally and in accordance with the needs of the community. This study aims to determine the role of the village head as a development administrator in Paccekke Village, Soppeng Riaja District, Barru Regency, measured based on four main indicators that reflect an administrator, namely: (1) planning, (2) organizing, (3) actuating, and (4) controlling. These four indicators are used as a basis for assessing how the village head implements the four functions within the scope of development in Paccekke Village.

The stages of implementing the research begin with the preparation and execution of field observations. The next stage involves collecting primary data through interviews and direct observations, along with gathering secondary data in the form of supporting documents such as village profiles, organizational structures, RPJMDes documents, visions and missions, as well as photographic documentation taken during the research. Researchers also use digital cameras and recording devices to keep track of their data. To ensure the validity of the data obtained, source triangulation, the triangulation technique, and verification methods are used through the member review process, where the results of the interview are confirmed back to the informant to ensure the suitability of the information conveyed.

RESULT AND DISCUSSION

The Role of the Village Head as a Development Administrator in Paccekke Village, Soppeng Riaja District, Barru Regency

a. Planning

Planning is the first and most important step in village development, as it sets the program's direction, goals, and strategy. Planning serves as a guideline for allocating resources and formulating development policies that are effective, efficient, and oriented to the needs of the community. The village head, as a strategic leader at the local level, is responsible for developing a participatory and realistic development plan.

Based on the results of the interview, it can be concluded that the village development planning has been carried out systematically and participatively. The village government started planning with the preparation of the RPJMDes and RKPDes, which involved various elements, including village officials, BPDs, community leaders, community organizations, and representatives of residents' groups. While citizens participate in hamlet and village deliberations, their involvement is uneven and dominated by certain individuals. Transparency is considered effective through meetings and information boards. Most of the development programs are as needed, especially in basic infrastructure, although some programs still need to be evaluated because they are considered less on target.

Observations indicate that the development planning process in Paccekke Village follows a participatory and responsive pattern. This is evident in the participation of various community members during village deliberations, which serve as the primary means of capturing residents' aspirations. The deliberation not only discussed the need for physical development but also touched on social and public service aspects. Furthermore, the results of the observations indicate that the village government provides public information facilities such as bulletin boards, which contain details of the budget and development activity plans openly. This is proof of openness and accountability in the implementation of village government.

Good planning must be based on the needs of the community and consider the available resources. At this stage, the village head, together with the village apparatus and the

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community, prepares a development program in accordance with the budget and available resources to ensure that the village development runs systematically and in a directed manner. The research findings indicate that the village head's role in development planning is at a satisfactory level of implementation; planning has been conducted systematically and participatively through the preparation of RPJMDes and RKPDes, which involve village officials, BPDs, community leaders, and citizen representatives. Hamlet and village deliberations facilitate community participation, although certain figures dominate the uneven involvement. Information transparency is considered effective, with delivery through citizen meetings and information boards. Most development programs have been in line with community needs, especially in basic infrastructure, but some need further evaluation.

This is in line with (Peraturan Menteri Desa, Pembangunan Daerah Tertinggal, Dan Transmigrasi Republik Idonesia Nomor 21 Tahun 2020 Tentang Pedoman Umum Pembangunan Desa Dan Pemberdayaan Masyarakat Desa, 2020), stated that "Village Development Planning is defined as a series of activities carried out by the Village Government apparatus with the participation of the Village Consultative Body (BPD) and the participation of residents, which aims to optimize the use and distribution of village resources in order to improve the quality of life of the community and reduce poverty. Based on this view, planning is a very crucial initial stage in the village development process. Without optimally prepared planning, the implementation of development tends to be difficult to achieve optimal results, therefore village planning requires active community participation so that programs that are carried out are on target and able to improve welfare. In other words, planning is not only the task of the village government, but the result of joint work between the government and the community.

This finding is consistent with the concept of participatory planning emphasized by Chambers (2014), who argues that local development should begin with "people's participation and priority setting" rather than top-down directives. In this case, the Village Head of Paccekke demonstrates a partial implementation of this principle, yet community involvement still needs to be broadened to ensure inclusiveness.

b. Organizing

Organizing is the process of structuring human resources, duties, and authorities in the work structure so that the implementation of development runs effectively and in a directed manner. In the context of village government, organizing not only includes the division of roles between village apparatus but also the active involvement of the community as development partners. The village head acts as a coordinator who ensures that each element works in accordance with its functions and responsibilities within the framework of collective development.

Based on the results of the interview, the village head has effectively divided tasks among the village apparatus and the community. The village head divides the tasks according to the function of each device, both in the administrative, financial, and technical aspects of the field. The community has also been involved in developmental activities, especially during deliberations and physical activities such as cooperation. However, some people consider that it is necessary to improve the communication aspect and expand citizen involvement.

Based on the results of observations in Paccekke Village, the organization of village development is carried out through a clear division of tasks and active involvement of the community. The village head plays a major role in compiling the development implementation structure, starting with forming an activity implementation team and determining the role of each village apparatus in accordance with its main duties and functions. The organizing process began with open socializing with the community about the development activity plan. In this activity, the community is given space to express their opinions, and their involvement

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is facilitated through the formation of local committees or work teams. For example, in the construction of environmental roads, local community leaders are appointed as field coordinators who are tasked with bridging the gap between the village government and residents. The public can see who is responsible for each stage of implementation on an information board. This reinforces the principles of transparency and accountability in the organizing process.

Organizing is a process of dividing tasks and responsibilities to individuals and groups in a structured manner, with the aim of ensuring the achievement of optimally designed goals and in accordance with the principles of efficiency. In organizing, it's vital to manage roles, processes, and inter-party collaboration. So organizing is not only about structure but also about creating neat and directed teamwork. The research results indicate that the village head has effectively performed the organizational function by appropriately assigning tasks according to the positions and roles of the village apparatus, as well as involving the community through deliberation and physical development activities. However, there are still obstacles related to the need to improve communication and expand citizen involvement so that development is more participatory and equitable.

This supports the theory of Iryani & Mauliza (2020) that "organizing aims to form a systematic work structure to support the achievement of development goals. Through this process, the division of tasks becomes clearer, including the description of responsibilities and work goals to be achieved. Without a clear organizational structure, the implementation of programs tends to be directional and difficult to evaluate, without clear organization it is difficult to know who carries out and is responsible for these activities, so that the programs that are carried out are at risk of being abandoned due to the absence of a party expressly appointed as the manager". Based on this theory, Organizing is the process of grouping and arranging various activities and placing people regularly according to rules and plans to achieve common goals. This process not only involves administrative aspects such as the division of duties, the provision of facilities, and the establishment of authority relationships, but also includes the development of critical awareness and community independence. Thus, organizing plays an important role in effectively mobilizing individuals and groups, as well as empowering people to be able to take actions consciously and independently in dealing with various problems.

Similar findings were reported by Rahman (2023), who found that clear division of labor and transparency in role assignments significantly enhance organizational accountability at the village level. The organizing process in Paccekke aligns with this view, although communication and coordination among stakeholders remain areas for improvement.

c. Actuating

The process of mobilization involves encouraging, directing, and motivating all parties involved to commit to carrying out the planned development program. In this function, the leadership of the village head greatly determines the success of development, because it plays a role in building community social participation and solidarity. Based on the results of interviews in this study, the actuating function, or driving in development, has been actively carried out by the Village Head. The Village Head not only gives formal direction to the village apparatus but also encourages their capacity building through training and provides periodic evaluations to ensure that responsibilities are carried out properly. In implementing physical development, the Village Head is involved in motivating, supervising, and coordinating activities with both the village consultative body and the activity implementation team to ensure that the development is completed on time and according to plan. The community feels involved through village or hamlet deliberation forums, which serve as a platform for

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expressing aspirations, as well as through cooperation activities that the Village Head directly attends.

Observations show that the Village Head has an active role in mobilizing the village apparatus and the community in every development activity. Village Heads routinely hold internal meetings with village officials to discuss the implementation of the program and identify solutions to obstacles that arise in the field. These meetings served as a means of coordination and also strengthened work commitments among the village officials. In addition, the involvement of the village head in community activities, such as cooperation and community service, strengthens social relations between the village government and residents. The Village Head is not only present symbolically but also participates directly in these activities, such as when repairing environmental roads or cleaning waterways. This presence is a concrete example of building solidarity and the spirit of togetherness in the community. Village deliberations are also a form of mobilizing participation, where the Village Head plays the role of a facilitator who encourages residents to express their opinions and proposals. This shows a participatory leadership approach, where the community is not only the recipient of development results but also involved in the process.

Actuating is the process of motivating, directing, and moving individuals or groups to carry out planned tasks and activities with enthusiasm and effectiveness. In order to achieve organizational or development goals optimally, this process involves providing encouragement, clear communication, and supervision. In village government, mobilizing means that the village head performs his function as a mover and companion, as well as an encourager who plays an important role in encouraging the active involvement of the community in the development process in the village for the achievement of common welfare. Based on the results of the research, it was found that the Village Head has played an active role in driving development by providing direction, training, and evaluation to the village apparatus. The Village Head is also directly involved in supervising and coordinating the implementation of development activities with the Village Consultative Body (BPD) and the Activity Implementation Team (TPK). The community is also involved through village deliberation activities and cooperation.

This supports the theory of Jannah & Suryasih (2019) that "The mobilization aims to ensure the running of the organization in accordance with the structure of task division, as well as optimize the use of all available resources so that each activity can be carried out in line with the direction of planning and aimed at achieving predetermined goals ". Referring to this theory, actuating is the process of encouraging members in a group or organization to move and act to have a desire and strive to achieve common goals. This process involves the deployment of all resources and the effective division of labor So that the implementation of activities takes place in accordance with the planning and goals of the organization can be realized optimally.

This aligns with the view of McGregor's Theory Y (1971), which posits that leaders who trust and empower their subordinates can foster intrinsic motivation and shared responsibility. The Village Head's participatory leadership style supports this theoretical framework, showing that collective motivation can enhance local development outcomes.

d. Controlling

Supervision is part of the managerial function that aims to ensure that every development implementation runs in line with predetermined planning and standards. This function is important in identifying obstacles and taking corrective actions in a timely manner. In the village context, supervision is carried out not only structurally by the village head and his apparatus but also participatorily through social supervision by the community through village forums and public reporting mechanisms.

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Referring to the findings of the interview results, the village head has a very active position in the process of supervising village development, starting from the planning and implementation to the evaluation process. The village head conducts direct supervision in the field to verify the alignment of implementation actions with the plan, formulated through village deliberations. The village head is also open to criticism and input from the community and follows up on reports and complaints submitted through official forums such as hamlet meetings and deliberations. The process of reporting development progress is carried out in a routine and structured manner, which is the basis for evaluating and adjusting budget policies in the event of technical constraints or urgent needs. This shows the existence of a participatory and accountable supervision system, where the roles of the community and village officials complement each other to ensure the success of development in Paccekke Village.

Based on the results of observations, supervision of the implementation of development is carried out directly by the Village Head and the activity implementation team to ensure that the implementation takes place according to plan. In addition to direct supervision, the Village Head also directed that each activity implementer compile a report on the progress of the work periodically. The report was then discussed in an internal evaluation meeting with the village apparatus and the Village Consultative Body (BPD). In this meeting, various inputs and technical obstacles were discussed, and joint solutions were found to ensure that activities run according to plan and budget. In addition to field supervision, the village government also compiles periodic reports on the progress of activities. The report is part of administrative accountability and is reported to the district level, especially to the relevant agencies. Information about the implementation of development programs is also published through bulletin boards as a form of transparency to the community.

This finding is consistent with the concept of participatory planning emphasized by Chambers (2015), who argues that local development should begin with "people's participation and priority setting" rather than top-down directives. In this case, the Village Head of Paccekke demonstrates a partial implementation of this principle, yet community involvement still needs to be broadened to ensure inclusiveness.

Supervision is a series of actions that aim to ensure that all activities carried out are in line with the plan and lead to the achievement of predetermined goals. The supervisory function involves systematic procedures for monitoring, evaluating, and directing the course of an activity to ensure it continues according to plan, while also providing feedback and addressing non-conformities by implementing appropriate corrective actions. In the context of village government, the supervisory function is very important to ensure that village development runs as planned, transparently, and accountably. Based on the results of the research, it was found that the Head of Paccekke Village has an active role in supervising development, starting from the planning stage and the implementation process to the final evaluation. Village officials and the community participate in deliberations and carry out direct supervision in the field. The village head welcomes criticism and suggestions from the residents and modifies policies when technical issues arise. In general, supervision is effective and participatory and supports the success of village development.

This supports Widianto's theory in Jamaluddin (2023), "supervision should be an integral part of every development program implementation. in the sense that supervision is the process of monitoring activities to ensure that activities are completed in accordance with the planned process to correct any deviations". Based on this theory, Supervision plays a leading role in supporting the achievement of the planned targets in the development effectively and efficiently. Supervision not only aims to prevent deviations from established policies and plans but also serves as a tool to evaluate the implementation of activities in the field. Supervision includes the process of monitoring, evaluation, and correction at each stage of development

implementation. It provides an overview of the extent to which plans and policies are being implemented in practice, as well as identifying potential barriers that need to be addressed. Through effective supervision, village heads can detect irregularities early, prevent potential irregularities, and ensure that the implementation of development continues an efficient and targeted path. In addition, systematic supervision allows the village head to assess the extent to which the policies that have been formulated are implemented in the field, as well as a means of evaluating the effectiveness of the work of the village government and the activeness of the community in supporting development. Thus, supervision is not only an administrative function, but an integral part of the strategic role of village heads in realizing participatory, transparent, and sustainable village development.

These findings are in line with the framework of "community-based monitoring" discussed by Fox (2015), which emphasizes citizen involvement in oversight to improve accountability. The participatory supervision model observed in Paccekke Village reflects this approach, demonstrating how collaboration between officials and residents can sustain development transparency.

CONCLUSION

Referring to the findings and descriptions that have been presented, it can be concluded that the role of the Village Head as a development administrator in Paccekke Village, Soppeng Riaja District, Barru Regency has been carried out optimally. The Village Head shows the ability to manage the village development process systematically and participatorily, starting from the planning, organizing, mobilizing, to supervision stages. The involvement of village officials, the Village Consultative Body (BPD), and deliberative forums involving elements of the village government, BPD, and the community are strong indicators that village development prioritizes the principles of togetherness and collaboration. The Village Head also showed active leadership in encouraging citizen involvement and in ensuring that the implementation of development was in accordance with local plans and needs. However, there are still several obstacles, especially related to communication and equitable distribution of citizen participation that need to be improved.

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