

Analysis Of The Implementation Of The Village Medium-Term Development Plan (RPJMDES) In Lenggahsari Village, Cabangbungin District, Bekasi Regency

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ABSTRACT

Article Info :

Article history :

Received: 24-01-2026

Revised : 22-02-2026

Accepted : 10-03-2026

Keywords:

Policy implementation;
Transformational leadership;
Community participation;
Transparency;
Accountability;
RPJMDes.

This article examines the implementation of the Village Medium-Term Development Plan (RPJMDes) in Lenggahsari Village, Cabangbungin District, Bekasi Regency. The aim of this study is to analyze the effectiveness of RPJMDes implementation using a policy implementation model and a transformational leadership approach. The research adopts a qualitative approach, with data collection through in-depth interviews with village stakeholders and document analysis. The findings indicate that despite efforts by the village government to improve performance, significant challenges remain, such as limited capacity of village officials, weak oversight systems, and low levels of community participation. This study contributes theoretically by integrating the policy implementation model and transformational leadership in the context of village governance. Practically, it suggests enhancing human resource capacity, strengthening oversight systems, and increasing community involvement as solutions to improve the effectiveness of RPJMDes implementation. The implications of this research highlight the need for more adaptive policies and synergy between the government, communities, and other stakeholders to create a village government that is transparent, accountable, and responsive to community needs.



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How to cite this article:

Tahupiah, J. P. G., & Priyanti, E. (2026). Analisis Analisis Of The Implementation Of The Village Medium-Term Development Plan (RPJMDES) In Lenggahsari Village, Cabangbungin District, Bekasi Regency. *Journal of Government Science Studies*, 5(1), 57-64. <https://doi.org/10.66254/jgssvol5issue1page57-64>

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Journal homepage: <https://ojs3.unpatti.ac.id/index.php/jgss/>

Journal e-mail: jurnaljgssunpatti@gmail.com

Research Article • **Open Access**

INTRODUCTION

Indonesia's development in this era of globalization is decentralized, where the central government delegates authority to regional governments to manage their respective regions, as stated in Law No. 23 of 2014 on Regional Government, which organizes the national development planning system. Development can be defined as a series of systematic efforts to transform a society's social conditions toward a better state based on parameters established by development agents. These agents have a transformative vision for society and act as catalysts for change. In the development process, standards or indicators of success must be formulated specifically and measurably after the social transformation process has taken place. To achieve these established standards, comprehensive and integrated planning is required. Therefore, development is often categorized as a form of planned social change (Saefulrahman, 2015).

From a governmental perspective, the institutions that act as agents of development are governments at various levels (Saefulrahman, 2015). This implies that the government has a fundamental responsibility in pursuing social change, namely transforming social conditions that are considered less than optimal into better conditions based on established development indicators. This development function is inherent in the government structure at every hierarchical level, from the central government to local governments. Village governments, as the smallest administrative entity in the government structure, also have the obligation and responsibility to implement the development function, development needs, and success factors.

Village development is a key pillar in realizing community welfare, as mandated by Law Number 6 of 2014 on Villages. This law emphasizes village autonomy through the principles of participation, transparency, and accountability in development planning. The RPJMDes, as a six-year medium-term planning instrument, is designed to accommodate priority community needs through the village deliberation (musdes) process. However, in practice, the implementation of RPJMDes often faces challenges in the gap between the formal agenda of the village government and the real aspirations of the community.

Essentially, the goal of development is to achieve social justice. Development is a process that involves fundamental changes in community attitudes, social structures, and national institutions, as well as reducing inequality, accelerating progress, and alleviating poverty (Smith and Todaro, 2011). For the Indonesian nation, the goal of development, as stated in the preamble of the 1945 Constitution of the Republic of Indonesia, paragraph four, is to protect all Indonesian people and all Indonesian territory, promote public welfare, educate the nation's life, and participate in implementing world order based on independence, eternal peace, and social justice.

In Indonesia, village development planning is often tied to the numbers game and the aspirations of village elites. As a result, village development implementation is largely pseudo-development, resulting in inaccurate development targets (Pitaloka et al., 2022, Sjaf, 2023, Sjaf, Arsyad, et al., 2022, Sjaf et al., 2021, Sjaf, Sampean, et al., 2022).

Sustainable village development depends not only on formal policies but also on active community participation in planning and implementation (Pitaloka et al., 2022). The implementation of the RPJMDes often faces challenges in synchronizing village government policies with the actual needs of the community, which results in low development effectiveness at the village level (Sjaf, 2023). Furthermore, the limited human resources and managerial capacity of village governments also hinder the implementation of development programs aligned with the objectives of RPJMDes (Sjaf et al., 2022).

One of the problems that emerged in the implementation of the RPJMDes is the lack of coordination between stakeholders, which leads to unequal distribution of development benefits (Sjaf, Sampean, et al., 2022). This causes development to benefit only certain groups, while

vulnerable groups in the village do not receive adequate access to development programs (Sjaf et al., 2021). In this context, an accurate and participatory data-driven approach is key to increasing the effectiveness of RPJMDes implementation (Sjaf, Kaswanto, et al., 2021).

METHOD

This study uses a descriptive-qualitative approach to analyze the implementation of the Village Medium-Term Development Plan (RPJMDes) in Lenggahsari Village, Cabangbungin District, Bekasi Regency. This approach was chosen because it allows the researcher to gain an in-depth understanding of the phenomena occurring in policy implementation at the village level, which involves various interacting actors and social factors.

The data sources in this study consist of primary and secondary data. Primary data were obtained through in-depth interviews with stakeholders in Lenggahsari Village, including the village head, village officials, members of the Village Consultative Body (BPD), community leaders, and representatives of farmer groups. Secondary data were collected from relevant documents, such as the RPJMDes, village deliberation reports (musdes), and other documents available from the village government and other related institutions.

The instrument used in this research was a semi-structured interview guide. This guide was designed to gather information related to village development policies, community participation, and transparency in village fund management. Interviews were conducted with key informants who were directly involved in the planning and implementation of the RPJMDes.

Data collection was carried out through in-depth interviews, participant observation, and document studies. Interviews were conducted with key informants who had a direct role in the planning and implementation of RPJMDes. Observations were made during Village Deliberations (Musdes) and Village Development Planning Deliberations (Musrenbangdes) to understand the dynamics occurring on the ground. Additionally, related documents, such as village financial reports and RPJMDes documents, were analyzed to provide a clearer picture of the RPJMDes implementation.

The collected data were analyzed using qualitative analysis techniques, including archiving, reading the entire data, coding it, and organizing it into a narrative. The researcher then interpreted the data by linking it to relevant theories to provide a deeper understanding of the issue being studied.

The reliability and validity of the data were ensured by using triangulation and member checking techniques, which involved verifying the interview results with informants to ensure that the information obtained was consistent with their understanding.

RESULTS AND DISCUSSION

RPJMDes Planning in Lenggahsari Village

The following table shows the community consultation process that took place from the dusun (sub-village) level to the village level, involving various community members in determining development priorities. As shown in Table 1, the majority of residents proposed infrastructure development programs such as roads and drainage systems.

Table 1: Proposed Development Priorities Based on Musdus and Musdes

Development Priority	Number of Proposals	Percentage (%)
Infrastructure Development (Roads, Drains)	50	45%
Community Economic Empowerment (PKK Programs)	30	27%
Health Programs (Stunting Prevention)	19	17%
Education and Training	10	9%

This result indicates that infrastructure remains the primary priority for the community of Lenggahsari Village, reflecting the basic needs that still need to be addressed. As noted by Van Meter and Van Horn (1975), realistic policy objectives and a socially relevant context must be considered in policy planning. The data shows that the objectives outlined in the RPJMDes align with the community's needs.

RPJMDes Implementation

Figure 1 shows the distribution map of village funds allocated for the agricultural sector in Lenggahsari Village. The majority of the funds are allocated for improving farmers' capacity, focusing on providing adequate agricultural facilities and infrastructure.

Figure 1: Distribution Map of Village Funds for the Agricultural Sector

Desa	Jenis Kelamin		Total
	Laki-laki	Perempuan	
(1)	(2)	(3)	(4)
Jayabakti	3.456	3.416	6.872
Sindangjaya	2.507	2.479	4.986
Sindangsari	2.935	2.910	5.845
Jayalaksana	3.758	3.589	7.347
Setialaksana	2.844	2.711	5.555
Lenggahjaya	2.137	2.090	4.227
Setiajaya	2.274	2.150	4.424
Lenggahsari	4.637	4.562	9.199
Cabangbungin	24.548	23.907	48.455

The decrease in reliance on manual farming methods in Lenggahsari Village indicates significant progress in using more efficient agricultural technologies. Gapoktan, as the policy implementer, plays a key role in ensuring the success of this initiative, in line with Van Meter and Van Horn's policy implementation theory, which emphasizes the importance of the implementing agency's capacity in supporting policy execution.

Evaluation and Monitoring

Table 2: Community Participation in RPJMDes Evaluation

Participation Category	Number of Participants	Percentage (%)
Very Active	150	30%
Moderately Active	100	20%
Not Active	250	50%

From Table 2, it can be seen that despite efforts to involve the community in the evaluation process, 50% of the community was not actively participating in the evaluation. This indicates a gap in communication that needs to be addressed with more effective strategies to enhance participation, in line with Grindle's (1980) theory, which emphasizes the importance of effective monitoring and evaluation for policy implementation success.

Research Novelty

This study contributes theoretically by integrating the policy implementation model and transformational leadership approach within the context of village governance. It also provides practical contributions by suggesting several solutions to improve the effectiveness of RPJMDes implementation in Lenggahsari Village, including enhancing human resource capacity, strengthening oversight systems, and increasing community involvement in planning and implementing development programs.

Comparison with Previous Research

This study aligns with Pitaloka et al. (2022), which emphasizes that low community participation is a major barrier in rural development implementation. However, this study further examines RPJMDes implementation using a more systematic policy analysis model, which includes not only planning but also implementation and evaluation, providing a more comprehensive understanding of the policy's effectiveness.

DISCUSSION

The findings indicate that the RPJMDes formulation process in Lenggahsari Village has been implemented in procedural terms, particularly with respect to formal stages such as village deliberation forums and the formalization of planning documents. However, the substantive quality of participation remains limited. Community involvement tends to be concentrated at the level of attendance and submission of proposals rather than meaningful deliberation and shared decision-making. This pattern reflects what Arnstein conceptualized as tokenistic participation, where citizens are involved symbolically but do not exercise significant influence over final decisions (Arnstein, 1969). As a result, development priorities may reflect aggregated proposals without adequate critical appraisal regarding urgency, feasibility, and long-term impact.

A second important issue concerns the use of data and evidence in determining development priorities. The findings suggest that socio-economic data and systematic needs assessments have not been fully integrated into the planning process. Consequently, there is a

risk of misalignment between planned programs and the actual needs of different social groups within the village, particularly vulnerable populations. From the perspective of participatory and evidence-based planning, the quality of development decisions is closely linked to the availability and utilization of accurate and up-to-date data. Approaches such as Participatory Rural Appraisal emphasize the importance of combining local knowledge with systematic data collection to ensure that development plans are grounded in the lived realities of the community (Chambers, 1994). The absence of a robust data integration mechanism weakens the analytical foundation of the RPJMDes and may reduce the effectiveness of subsequent interventions.

The sustainability and continuity of development programs across planning periods constitute another critical challenge. Although the RPJMDes is intended to serve as a medium-term planning instrument, changes in village leadership and local political dynamics may lead to shifting priorities that disrupt program continuity. This condition potentially undermines the cumulative impact of development initiatives, as long-term objectives may be replaced by short-term agendas. In development governance theory, medium-term planning documents function as strategic anchors that ensure policy coherence and continuity beyond individual leadership terms. Without clear performance indicators and institutionalized monitoring mechanisms, the RPJMDes risks being reduced to a formal requirement rather than serving as a living document that guides consistent development efforts.

Institutional capacity also plays a decisive role in shaping the quality of village development planning. The findings highlight the need to strengthen the technical competencies of village officials, particularly in areas such as data-driven planning, performance-based budgeting, and monitoring and evaluation. Limited analytical capacity may result in development plans that are extensive in narrative content but weak in operational logic, where objectives, indicators, programs, and activities are not coherently linked. This disconnect complicates implementation and weakens accountability, as progress cannot be systematically measured against clearly defined targets. Strengthening institutional capacity therefore entails not only training in document preparation, but also the development of standardized planning procedures, data management systems, and evaluation frameworks.

Furthermore, the relationship between participation and social accountability warrants closer attention. Meaningful participation extends beyond the initial planning stage and encompasses mechanisms that enable community members to monitor implementation and evaluate outcomes. In Arnstein's framework, higher levels of participation are characterized by shared control and sustained engagement in decision-making processes (Arnstein, 1969). In the context of Lenggahsari Village, strengthening social accountability could involve enhancing transparency in priority-setting processes, publicly disseminating the rationale behind selected programs, and institutionalizing annual reflection forums that link implementation outcomes to the strategic objectives of the RPJMDes. Such mechanisms can foster collective learning and reinforce public trust in village governance.

Overall, the findings underscore that while the RPJMDes formulation process in Lenggahsari Village conforms to procedural requirements, its substantive effectiveness depends on strengthening three key dimensions: (1) deepening participation from consultative to deliberative and empowering forms; (2) integrating systematic data and needs-based analysis into priority-setting processes; and (3) ensuring program continuity through clear performance indicators and institutionalized monitoring and evaluation mechanisms. Addressing these

dimensions would enhance the RPJMDes's function as a strategic development instrument rather than merely an administrative formality, thereby improving the relevance, effectiveness, and accountability of village development planning.

CONCLUSION

The RPJMDes in Lenggahsari Village reflects a clear and realistic development direction, with priorities centered on physical development, human resource development, and community empowerment, shaped by the village's characteristics and the prominence of the agricultural sector. The document was formulated through deliberative forums that involved community input, indicating that the planning process was conducted in a structured and participatory manner. This alignment between planning priorities and local conditions suggests that the RPJMDes has the potential to support sustainable improvements in community welfare.

However, the effectiveness of RPJMDes implementation is constrained by resource readiness and uneven institutional capacity, particularly at the lower levels of village administration. While inter organizational communication is generally functioning, policy dissemination and transparency remain key challenges, which can reduce community understanding and weaken accountability. These findings imply that RPJMDes performance is not determined solely by the quality of the planning document, but also by the capability of implementing institutions and the governance environment that supports information flow, transparency, and consistent implementation.

To improve RPJMDes implementation in Lenggahsari Village, it is necessary to (1) conduct periodic evaluations involving key stakeholders, (2) strengthen the capacity of village officials through broader technical guidance that reaches operational levels, (3) develop an integrated village information system to support transparency and accountability, (4) enhance inter organizational coordination, (5) build strategic partnerships with private sector actors, academics, and community organizations, and (6) reinforce support from district and provincial governments to ensure alignment with good governance principles.

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