

Implementation of the Village Fund Policy for Village Road Infrastructure Development in Banjarbillah Village, Tambelangan District, Sampang Regency

Ahmad Ahmad^{1*}, Dida Rahmadanik², Eddy Wahyudi³

^{1,2,3}Universitas 17 Agustus 1945 Surabaya, Jawa Timur, 60118, Indonesia

Abstract

Background Village Funds have become an important policy instrument for accelerating rural development, particularly through the provision of basic infrastructure. In Desa Banjarbillah, Kecamatan Tambelangan, Kabupaten Sampang, the implementation of Village Fund policies for road infrastructure development has attracted public attention due to community-led road repairs and concerns regarding the quality of recently completed road projects. This study aims to analyze the implementation of Village Fund policies in village road infrastructure development and identify factors influencing their implementation.

Methods: This study employed a qualitative descriptive approach. Data were collected through in-depth interviews, observation, and documentation involving village government officials, the Village Activity Implementation Team (TPK), community representatives, and other relevant stakeholders. Data were analyzed using the interactive model of Miles, Huberman, and Saldaña, while the analytical framework was based on Søren C. Winter's policy implementation model, which emphasizes inter-organizational behavior, street-level bureaucratic behavior, and target group behavior.

Results: The findings indicate that the implementation of Village Fund policies for road infrastructure development in Desa Banjarbillah has generally been carried out in accordance with existing regulations. However, several challenges remain, including limited coordination among implementing actors, weaknesses in supervision and quality control, and varying levels of community participation. The study also found a discrepancy between community expectations and infrastructure outcomes, as evidenced by community self-help initiatives to repair damaged roads and complaints regarding the quality of newly constructed road infrastructure.

*Correspondence :
*Name : Ahmad
Email : alfidahmad89.af@gmail.com



Copyright: © 2026 by the authors. Submitted for possible open access publication under the terms and conditions of the Creative Commons Attribution (CC BY) license (<http://creativecommons.org/licenses/by/4.0/>).

Keywords

Key words: Village Fund Policy; Policy Implementation; Rural Infrastructure; Village Road Development; Winter's Implementation Model

Introduction

The village development is one of the key priorities of national development, particularly in the provision of basic infrastructure such as village roads. Village road infrastructure plays a strategic role in improving community accessibility, facilitating the distribution of agricultural products, and supporting the social and economic activities of rural communities. However, many villages, especially those located in remote areas, still face limitations in road infrastructure development due to several factors, including limited budgets, inadequate development planning, and insufficient attention to community needs. To address these challenges, the government allocates Village Funds as a source of financing for village development, including the construction and improvement of road infrastructure. Therefore, village governments are expected to formulate and implement Village Fund policies effectively, efficiently, and appropriately to ensure that village road infrastructure development provides tangible and sustainable benefits for the local community (Irmansyah et al., 2021).

Village Funds are regulated under Government Regulation Number 60 of 2014. Village Funds are sourced from the State Revenue and Expenditure Budget (APBN) and are allocated directly to villages on an annual basis. These funds are intended to finance village governance, village development, community development, and community empowerment. The allocation of Village Funds is expected to strengthen village autonomy and enhance the capacity of village governments to carry out development programs that are aligned with local needs and priorities (Yulianti et al., 2023).

Figure 1. Village Fund Allocation Trends in Indonesia (2020–2024)



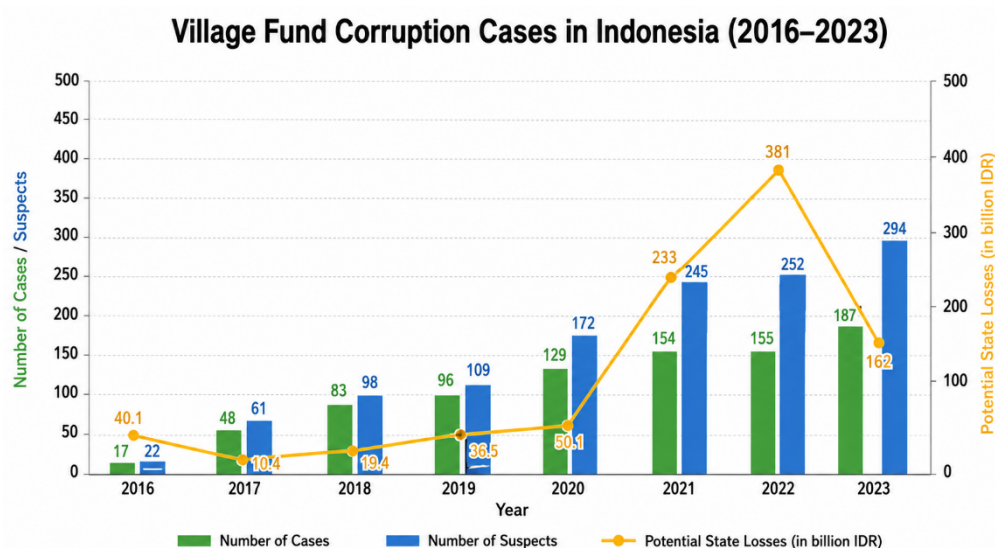
Source: Processed by Author (2026)

Based on data from Statistics Indonesia (BPS), the allocation of Village Funds during the 2020–2024 period showed a relatively stable pattern, although fluctuations occurred in several years. In 2020, the Village Fund allocation reached IDR 71.1 trillion and increased to IDR 71.9 trillion in 2021. This increase reflected the government's continued commitment to strengthening village development financing. In 2022, however, the allocation declined to IDR 67.9 trillion. This decrease was closely related to adjustments in national fiscal policy, including post-pandemic economic recovery measures and the reallocation of government expenditure to other priority sectors.

The Village Fund allocation increased again in 2023, reaching IDR 70 trillion, before rising further to IDR 71 trillion in 2024. This trend indicates that the government continued to place Village Funds as an important instrument for supporting village development and community empowerment. Although the allocation declined in 2022, the overall pattern during the 2020–2024 period remained relatively stable. This condition also reflects the consistency of government policy in strengthening the role of villages within the broader framework of national development (Rahmadani Novita Anggie, 2025).

The relatively large amount of Village Funds allocated to village governments also creates challenges in terms of accountability and supervision. Without adequate control mechanisms, the availability of substantial public funds may increase the risk of misuse, particularly at the village government level. Therefore, effective Village Fund management requires not only sufficient administrative capacity, but also transparency, accountability, and active supervision. When these elements are properly implemented, Village Funds can be managed more effectively and efficiently and can contribute directly to the achievement of village development objectives.

Figure 2. Village Fund Corruption Cases, 2016–2023



Source: Processed by Author (2026)

According to data from Indonesia Corruption Watch (ICW), the village sector recorded the highest number of corruption cases during the 2016–2023 period. This condition was associated with the increasing number of corruption cases identified at the village level following the enactment of Law Number 6 of 2014 concerning Villages, which regulates, among other matters, the allocation of Village Funds. The central government has provided substantial funding for villages throughout Indonesia, with the Village Fund allocation reaching approximately IDR 70 trillion in 2023. The large amount of public funds managed at the village level has therefore made accountability and supervision increasingly important in preventing corruption in the village sector (Muhamad, 2024).

In relation to this issue, Sampang Regency was identified in 2023 as one of the regencies in East Java Province facing a relatively high risk of corruption. Based on the Integrity

Assessment Survey (Survei Penilaian Integritas/SPI) conducted by the Corruption Eradication Commission (KPK), a low SPI score may reflect weaknesses in program dissemination and limited accessibility of public services. These conditions are relevant to the broader pattern identified by ICW, in which the village sector has frequently ranked among the sectors with the highest number of corruption cases. ICW data show that in 2023 there were 187 Village Fund corruption cases involving 294 suspects, the highest number of suspects recorded during the 2016–2023 period (Rahmadani Novita Anggie, 2025).

Table 1. SPI Scores of Regencies in East Java Province (2023)

No.	Regency/City	SPI Score	No.	Regency/City	SPI Score
1	Pacitan	80,45	16	Malang	76,72
2	Lamongan	80,41	17	Ngawi	76,25
3	Madiun	80,08	18	Lumajang	75,90
4	Trenggalek	80,04	19	Ponorogo	75,87
5	Jombang	79,92	20	Bojonegoro	75,62
6	Sampang	79,38	21	Probolinggo	75,36
7	Tuban	79,22	22	Sidoarjo	75,31
8	Sumenep	78,74	23	Jember	74,98
9	Situbondo	78,66	24	Gresik	74,67
10	Pamekasan	78,10	25	Nganjuk	74,37
11	Magetan	77,99	26	Blitar	72,04
12	Kediri	77,77	27	Tulungagung	71,70
13	Mojokerto	77,30	28	Bondowoso	71,34
14	Pasuruan	77,15	29	Bangkalan	66,37
15	Banyuwangi	77,04			

Source: KPK RI (2023)

Based on the table above, Sampang Regency ranked sixth among the regencies in East Java, with an SPI score of 79.38. This score indicates that Sampang Regency falls within a category that remains vulnerable to corruption risks (Rahmadani Novita Anggie, 2025). In response to these concerns and to improve the effectiveness of Village Fund utilization, the government periodically issues regulations governing the implementation of Village Fund policies, particularly for infrastructure development. In the context of this study, which focuses on Banjarbillah Village, Tambelangan District, Sampang Regency, during the 2024–2025 period, the implementation of Village Fund policies refers to a hierarchical regulatory framework established at both the central and local government levels.

The management and utilization of Village Funds for the 2025 fiscal year are governed by several central government regulations. These include Minister of Finance Regulation Number 108/PMK.07/2024 concerning the allocation, utilization, and disbursement of Village Funds, as well as Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 2 of 2024 concerning Operational Guidelines for the Priority Use of Village Funds in 2025. These regulations emphasize the use of Village Funds to support village infrastructure development, cash-for-work programs, the acceleration of stunting reduction, and the strengthening of food security as part of broader efforts to improve the welfare of rural communities.

In Sampang Regency, the implementation of this policy is further regulated through various local government regulations, including Regent Regulations concerning the procedures for distributing and determining Village Fund allocations, as well as technical guidelines for

their implementation. In 2025, the use of Village Funds is directed toward supporting village infrastructure development, including roads, bridges, irrigation facilities, and clean water infrastructure, while also contributing to programs aimed at reducing extreme poverty. In practice, infrastructure development is required to prioritize the Village Cash-for-Work Program (Padat Karya Tunai Desa/PKTD) by involving local workers. The use of Village Funds is monitored and evaluated by the Sampang Regency Government through the Regent and subdistrict heads to ensure effectiveness, accountability, and compliance with established development priorities.

The allocation of Village Funds to each village is stipulated through regulations issued by the Ministry of Finance, which serve as the legal basis for determining the amount received by each village in a transparent, equitable, and accountable manner. The allocation mechanism takes into account several variables, including population size, poverty levels, area coverage, and the geographical difficulty of each village. In addition, Ministry of Finance regulations govern the procedures for transferring Village Funds from the central government to local governments and subsequently to village treasury accounts. These regulations also specify administrative requirements, disbursement stages, and provisions concerning the use of Village Funds in accordance with village development priorities (Peraturan Menteri Keuangan, 2025). In line with this policy, Sampang Regency, as one of the regencies in East Java Province, receives Village Fund allocations each year as part of the central government's fiscal policy to accelerate village development. In the 2025 fiscal year, the total Village Fund allocation for villages in Sampang Regency reached IDR 214,069,079,000, which was distributed among 180 villages.

The Acting Head of the Sampang Community and Village Empowerment Agency (DPMD), Sudarmanto, stated that the Village Fund allocation, amounting to hundreds of billions of rupiah, is distributed among 180 villages across 14 subdistricts in Sampang Regency. The allocation is expected to improve the quality of life of rural communities through various development and empowerment programs. These programs include strengthening community participation, improving local capacity, and increasing public awareness of village development and the sustainable management of village resources (Ujdih & Hukum, 2025).

Banjarbillah Village, located in Tambelangan District, Sampang Regency, East Java Province, is administratively divided into five hamlets: Palenggian, Kanderruh, Mokos, Paka'an, and Sabiyan. The utilization of Village Funds in Banjarbillah Village is directed toward various development programs, particularly village infrastructure development aimed at improving accessibility, enhancing the quality of public services, and supporting local economic activities. Infrastructure development is expected to improve community mobility, facilitate economic activities, and strengthen public service delivery at the village level. However, each village has its own characteristics and challenges in implementing Village Fund policies. In 2025, Banjarbillah Village received a Village Fund allocation of IDR 1,165,594,000 (Haryanto, 2025).

The condition of road infrastructure in Banjarbillah Village has also received attention from online media. One report entitled *"Without Government Attention, Residents Repair Roads in Banjarbillah Village"* described community initiatives to repair damaged roads through self-funded contributions and fundraising activities conducted by local youth via the social media platform X. The report indicated that sections of the village's main road, particularly in

Kanderruh Hamlet, remained damaged and had not yet received adequate repair from the village government. Similar community-based efforts were also found in Mokos Hamlet, where residents independently carried out road concreting as a response to infrastructure conditions that had not been sufficiently addressed by the government. These initiatives illustrate the active role of local communities in responding to infrastructure problems, while at the same time highlighting the need for more effective implementation of Village Fund policies in road infrastructure development.

Figure 3. Community Initiative to Repair Damaged Roads in Banjarbillah Village



Source: Korantimes.com (2025)

The situation can be observed in Banjarbillah Village, Tambelangan District, Sampang Regency, East Java. According to a report published by *Koran Times* on July 23, 2025, local residents independently repaired a severely damaged village road through collective community work and voluntary contributions. The initiative emerged because the road had remained damaged for a considerable period without adequate attention or repair from the government. The poor condition of the road disrupted residents' daily activities, including children's access to school. While this community initiative reflects a strong sense of solidarity and collective responsibility, it also indicates public dissatisfaction with the slow response of the government in addressing basic village infrastructure needs (Redaksi, 2025).

This phenomenon suggests that the implementation of the Village Fund policy for road infrastructure development in Banjarbillah Village has not yet been fully effective. The condition reflects a gap between the community's need for adequate infrastructure and the actual realization of development programs carried out by the village and local governments.

In addition, the Village Head or Acting Village Head of Banjarbillah has implemented several road infrastructure development programs financed through the Village Fund, including projects in Palenggian Hamlet and Kanderruh Hamlet. However, a social media report entitled “*Newly Completed Concrete Road Project Already Cracked*” revealed damage to one of the recently completed concrete road projects. The condition caused disappointment among residents because the road, which was expected to improve mobility and accessibility, did not provide optimal benefits. The damage also raised concerns regarding whether the project had been implemented in accordance with the required planning, construction quality, and supervision standards.

Figure 4. Road Infrastructure After Construction



Source: Jejak Peristiwa Online (2023)

The construction of a concrete village road in Banjarbillah Village, Tambelangan District, Sampang Regency, which was financed through the Village Fund in October 2025, did not fully meet community expectations. The road, located in Palenggiyen Hamlet, showed significant damage less than one year after its completion. The infrastructure, which was expected to support community mobility and improve local accessibility, had already developed cracks and surface deterioration. This condition reduced the quality of road use and led to various complaints from local residents.

Residents who had expected the project to provide long-term benefits expressed disappointment with the early deterioration of the road. They suspected that the construction work had not been carried out in accordance with appropriate technical standards, resulting in premature damage. Some residents also questioned whether the planning, supervision, and implementation of the project had been carried out in accordance with the approved Budget Plan (Rencana Anggaran Biaya/RAB). These conditions suggest that the main issue is not merely the availability of funding, but also the implementation of the Village Fund policy in infrastructure development at the village level. Therefore, further study is needed to identify the factors that influence the effectiveness and success of its implementation.

Previous studies have examined the implementation and utilization of Village Funds from various perspectives. [Faoziyah & Salim \(2020\)](#) examined Village Funds within the framework of village decentralization and demonstrated their importance as an instrument for supporting rural development and community welfare. [\(Irmansyah et al., 2021b\)](#) found that the effectiveness of Village Fund policies in infrastructure development is closely related to the appropriateness of policy implementation, target achievement, and coordination among implementing actors. Community involvement is also an important element, as [Fadhal et al., 2021](#)) showed that participation in Village Fund management can strengthen community involvement in village development processes. Similarly, [Sulila \(2023\)](#) found that community participation and supervision significantly influence the effectiveness of Village Fund policy implementation. In the context of rural infrastructure, [Silitonga et al., \(2022\)](#) demonstrated that effective utilization of Village Funds can contribute to both infrastructure development and the improvement of rural economic conditions. [Yusuf & Khoirunurrofik \(2022\)](#) further emphasized the relationship between Village Fund utilization and village economic development, particularly when fund allocation is aligned with local development priorities. Nevertheless, implementation challenges remain; [Mustaking et al. \(2023\)](#) identified weaknesses related to implementer competence, regulatory arrangements, and organizational readiness in Village Fund management. More recently, [Hafizurrahman et al. \(2024\)](#) demonstrated that village officials' competence, the use of information technology, and community participation significantly contribute to Village Fund management accountability. Although these studies provide important insights, most have focused on effectiveness, economic outcomes, participation, accountability, or Village Fund management in general. Limited attention has been given to the implementation of Village Fund policies specifically for village road infrastructure by simultaneously examining interorganizational behavior, street-level bureaucratic behavior, and target-group behavior. Therefore, this study addresses this gap by applying Søren C. Winter's policy implementation model to examine village road infrastructure development in Banjarbillah Village.

Although these studies provide important insights, most have focused on effectiveness, economic outcomes, participation, accountability, or Village Fund management in general. Limited attention has been given to the implementation of Village Fund policies specifically for village road infrastructure by simultaneously examining interorganizational behavior, street-level bureaucratic behavior, and target-group behavior. Therefore, this study addresses this gap by applying [Winter \(2012\)](#) policy implementation model to examine village road infrastructure development in Banjarbillah Village.

Then, a study on the implementation of the Village Fund policy in road infrastructure development in Banjarbillah Village is important. This study is expected to provide a comprehensive understanding of the policy implementation process, the factors that influence its effectiveness, and the obstacles encountered in village infrastructure development. Accordingly, this research focuses on the implementation of the Village Fund policy in road infrastructure development in Banjarbillah Village, Tambelangan District, Sampang Regency. The research question is formulated as follows: How is the Village Fund policy implemented in village road infrastructure development in Banjarbillah Village, Tambelangan District, Sampang Regency?

Methods

This study employed a qualitative research method with a descriptive approach. The

qualitative approach was selected because the study aimed to gain an in-depth understanding of the implementation of the Village Fund policy in village road infrastructure development in Banjarbillah Village, Tambelangan District, Sampang Regency. According to Moleong (2021), qualitative research seeks to understand phenomena experienced by research participants holistically through descriptions expressed in words and within a natural setting. The descriptive approach was used to systematically portray the facts and phenomena surrounding the implementation of village road development financed through the Village Fund.

This study focused on the implementation of the Village Fund policy by applying Søren C. Winter's Policy Implementation Model, which emphasizes three main dimensions: interorganizational behavior, street-level bureaucratic behavior, and target-group behavior (Winter, 2012). These dimensions were used to analyze coordination among relevant institutions, the role of village officials as policy implementers, and community participation in village road infrastructure development financed through the Village Fund.

The research was conducted in Banjarbillah Village, Tambelangan District, Sampang Regency. The location was selected purposively because the village has experienced several issues related to road infrastructure development, including community-funded road repairs and public complaints regarding the quality of road construction financed through the Village Fund. These conditions indicate the presence of policy implementation issues that warrant further examination. The data sources consisted of primary and secondary data. Primary data were obtained through interviews with the Village Head, village officials, the Activity Implementation Team (Tim Pelaksana Kegiatan/TPK), the Village Consultative Body (Badan Permusyawaratan Desa/BPD), and local residents. Secondary data were obtained from official documents, laws and regulations, Village Fund utilization reports, and relevant literature.

Data were collected through in-depth interviews, observation, and documentation. Interviews were conducted to obtain information concerning the implementation of the Village Fund policy from informants directly involved in village road infrastructure development. Observation was used to examine the physical condition of road infrastructure and development activities in the field, while documentation was used to complement the data through activity reports, construction photographs, planning documents, and accountability documents related to the use of Village Funds (Sugiyono, 2023).

Data analysis employed the interactive model developed by Miles, Huberman, and Saldaña (2014), which consists of data condensation, data display, and conclusion drawing and verification. To ensure data credibility, the study applied source triangulation, method triangulation, and time triangulation. Through these procedures, the study sought to obtain valid and comprehensive findings regarding the implementation of the Village Fund policy in village road infrastructure development in Banjarbillah Village, Tambelangan District, Sampang Regency.

Results and Discussion

Interorganizational Behavior in the Implementation of the Village Fund Policy for Village Road Development in Banjarbillah Village

Based on interviews with the Village Head, village officials/the Activity Implementation Team (TPK), and local residents, village road development in Banjarbillah Village begins with

a planning process through the Village Deliberation Meeting (Musdes) and the Village Development Planning Meeting (Musrenbangdes). These forums involve village officials, hamlet heads, the Village Consultative Body (BPD), and community representatives in identifying and determining road development priorities based on local needs.

Field findings show that the village government implements road development through several stages, including the preparation of the Village Revenue and Expenditure Budget (APBDes), the preparation of the Budget Plan (RAB), the submission of Village Fund financing, and the implementation of construction activities. Road development is also carried out gradually, taking into account road conditions and the availability of the village budget. In practice, responsibilities are divided among the actors involved. The Village Head is responsible for supervising development activities, while village officials and the Activity Implementation Team (TPK) are responsible for carrying out construction in the field. Community members also contribute by submitting proposals and supporting road development through self-help initiatives.

Coordination among implementing actors is carried out through communication and cooperation between the village government, village officials/TPK, and local residents. This coordination is intended to ensure that construction activities remain consistent with the approved plan and to minimize obstacles during implementation. Nevertheless, interviews revealed that several challenges remain, particularly weather-related constraints. Heavy rainfall often delays construction activities and requires work to be temporarily suspended until weather conditions improve. Field observations also identified several minor cracks in certain road sections and several areas that had not yet been equipped with adequate retaining foundations.

When viewed through (Winter, 2012) policy implementation perspective, interorganizational behavior plays an important role in determining implementation outcomes. Implementing organizations are responsible for translating policy into action through coordination, division of responsibilities, resource allocation, and supervision. In this study, the village government has performed these functions through participatory planning, coordination among implementing actors, a relatively clear division of responsibilities, and direct supervision of village road construction.

Overall, the findings indicate that interorganizational behavior in the implementation of the Village Fund policy for road development in Banjarbillah Village has functioned reasonably well. This is reflected in the use of Musdes and Musrenbangdes as planning mechanisms, the involvement of multiple stakeholders, the division of responsibilities among implementers, and the presence of coordination and supervision in the field. However, implementation still faces several challenges, particularly weather-related delays and the uneven distribution of road development across different parts of the village.

Street-Level Bureaucratic Behavior in the Implementation of the Village Fund Policy for Village Road Development in Banjarbillah Village

Based on interviews with the Village Head and village officials/the Activity Implementation Team (TPK), village-level implementers play a significant role in the implementation of road development in Banjarbillah Village. Village officials and the TPK are not only involved in carrying out construction activities, but are also responsible for monitoring implementation to ensure that development proceeds according to the approved plan.

Field findings show that supervision is carried out directly by the Village Head through regular monitoring and coordination with village officials and the TPK. The village apparatus and TPK are also involved in several technical stages, including site surveys using GPS-enabled cameras, the installation of project information boards, supervision of construction work, and verification of whether implementation corresponds with the approved Budget Plan (RAB).

During implementation, village officials and the TPK also coordinate with local residents to ensure that construction activities can be carried out effectively. Coordination takes place through regular communication and cooperation among village officials, the TPK, and community members throughout the construction process. The findings further show that the village government does not fully outsource road construction to contractors. Construction activities remain under the management of the village government and the TPK, while private companies (CV) are mainly involved in supplying construction materials in accordance with local government regulations. The use of the official Bank Sampang (BAS) account for material purchases and labor payments reflects an effort to strengthen transparency and accountability in the management of Village Funds.

Most of the workers involved in road construction are local residents, in line with the Village Cash-for-Work Program (Padat Karya Tunai Desa/PKTD). This indicates that road development is not limited to physical construction, but also contributes to community empowerment through the use of local labor. However, one community informant stated that the head construction worker was replaced in several projects. Although most workers came from the local community, the person responsible for leading technical construction work was sometimes changed depending on the specific needs of the project. These findings indicate that the village government continues to involve local residents as construction workers while, in certain cases, appointing individuals with greater technical skills and experience to supervise particular stages of road construction. This arrangement suggests a practical adaptation to technical needs in the field.

Weather conditions remain an important obstacle in project implementation. Rainfall often causes delays, requiring construction work to be temporarily suspended until conditions become more favorable. To address this problem, the village government and the TPK adjust work schedules according to weather conditions so that construction can continue and remain aligned with project targets. Interviews with community members also suggest that village officials and the TPK are generally perceived to have performed their roles reasonably well, particularly through direct supervision and their involvement in ensuring that construction follows the approved plan. Nevertheless, some residents reported minor cracks in several road sections, which were associated with rainfall and unstable soil conditions during the rainy season.

From (Winter, 2012) policy implementation perspective, street-level bureaucratic behavior has a substantial influence on policy outcomes because street-level implementers interact directly with citizens and are responsible for translating policy into practice. In this study, village officials and the TPK have performed their roles through field supervision, coordination, project management, and efforts to ensure that Village Funds are used in accordance with applicable regulations. However, the replacement of head construction workers and the occurrence of minor cracks in several road sections indicate that technical challenges remain in the implementation process. These conditions suggest that

implementation quality still needs to be strengthened to achieve more consistent and evenly distributed development outcomes.

Overall, the findings indicate that street-level bureaucratic behavior in the implementation of the Village Fund policy for road development in Banjarbillah Village has been relatively effective. This is reflected in the active involvement of village officials and the TPK, direct supervision in the field, coordination among implementing actors, and efforts to maintain transparency in the use of Village Funds. However, implementation still faces several constraints, including adverse weather conditions, changes in the head construction worker, and minor road damage in several locations.

Target-Group Behavior in the Implementation of the Village Fund Policy for Village Road Development in Banjarbillah Village

Based on interviews with the Village Head, village officials/the Activity Implementation Team (TPK), and residents of Banjarbillah Village, the community as the target group generally showed a positive response and a relatively high level of support for village road development financed through the Village Fund. Community participation was reflected in the submission of road development proposals through Village Deliberation Meetings (Musdes) and through the heads of their respective hamlets.

Field findings indicate that residents consider village road development to be highly beneficial for their daily activities, particularly in improving access to markets, schools, mosques, and other community facilities. The improvement of village roads has also contributed to positive changes in local conditions, as roads have become easier and safer to use than before. Community participation was also evident through self-help initiatives. Although not all residents were directly involved as construction workers, some community members supported the development process by providing food and drinks for those working on road construction. This form of participation reflects a sense of community concern for village development and demonstrates cooperation between residents and the village government. Nevertheless, interviews also revealed several concerns, particularly regarding the uneven distribution of road development. Some residents stated that there were still road sections and village facilities that had not yet received adequate development. As a result, the community expressed the expectation that future infrastructure development should be distributed more evenly across all areas of the village.

This condition encouraged some residents to take the initiative to improve certain facilities independently, including roads and bridges that are important for daily activities. These self-help efforts were carried out because residents had to wait for a considerable period before receiving infrastructure development from the village government. Community members also expressed opinions regarding the quality of village road construction. Some residents considered the road development to be satisfactory and beneficial, while others identified minor cracks in several road sections. Based on field observations, these cracks were likely influenced by weather conditions and unstable soil during the rainy season.

Despite concerns related to the distribution of development and minor road damage, the community generally maintained a positive attitude toward village road development. This is reflected in continued support for village development programs, participation in proposing infrastructure priorities, and involvement in community-based initiatives. From the perspective of Søren C. Winter's policy implementation theory, target-group behavior

influences implementation outcomes because target groups are the actors who directly experience the effects of policy implementation. In this study, the residents of Banjarbillah Village responded relatively positively because road development provided direct benefits to their everyday activities.

However, community complaints regarding the uneven distribution of road infrastructure indicate that expectations for broader and more equitable development remain. In addition, community self-help activities in several locations suggest that residents are willing to respond collectively when village infrastructure needs have not yet been fully addressed by the government. Overall, the findings show that target-group behavior in the implementation of the Village Fund policy for village road development in Banjarbillah Village has been relatively supportive. This is evident in community participation, the submission of development proposals, self-help activities, and the direct benefits experienced by residents. Nevertheless, concerns remain regarding the equitable distribution of road development and the presence of minor cracks in several road sections.

Conclusion

The implementation of the Village Fund policy for village road development in Banjarbillah Village, Tambelangan District, Sampang Regency, has generally been carried out relatively well. Based on Søren C. Winter's policy implementation model, the three dimensions examined interorganizational behavior, street-level bureaucratic behavior, and target-group behavior showed generally positive implementation patterns. The village government conducted development planning through Musdes and Musrenbangdes, coordinated responsibilities among implementing actors, and involved village officials, the TPK, BPD, hamlet heads, and community members in the development process. At the operational level, village officials and the TPK were actively involved in supervision and project implementation, while the community supported road development through proposals, participation, and self-help initiatives.

However, the implementation has not been fully optimal. Several challenges were identified, including uneven road development across the village, delays caused by weather conditions, changes in construction supervisors, and minor cracks in several road sections. Community-led efforts to independently repair certain roads and facilities also indicate that some infrastructure needs have not yet been adequately addressed by the village government. These findings suggest that the effectiveness of Village Fund implementation depends not only on administrative procedures and budget availability, but also on the quality of coordination, technical supervision, equitable distribution of development, and the responsiveness of village authorities to community needs.

This study is limited by its focus on a single village and by the use of qualitative data from a relatively limited number of informants, which restricts the broader generalization of the findings. In addition, the study did not include a technical assessment of road construction quality or a quantitative evaluation of the effectiveness of Village Fund expenditures. Future research is therefore recommended to involve multiple villages or districts, employ mixed-method approaches, include a wider range of stakeholders, and incorporate technical and financial assessments of infrastructure projects. Comparative studies may also provide a more comprehensive understanding of the factors that influence the effectiveness of Village Fund policy implementation in different local contexts.

References

- Fadhal, M., Lubis, Z., Zulkifli, Z., Ismail, R., Sitorus, H., & Tobing, R. L. (2021). Village Fund Management: Pattern of Community Participation for Village Development. *International Journal of Multicultural and Multireligious Understanding*, 8(3), 65. <https://doi.org/10.18415/ijmmu.v8i3.2377>
- Faoziyah, U., & Salim, W. (2020). Seeking Prosperity Through Village Proliferation: An Evidence of the Implementation of Village Funds (Dana Desa) in Indonesia. *Journal of Regional and City Planning*, 31(2), 97–121. <https://doi.org/10.5614/jpww.2020.31.2.1>
- Hafizurrahman, M., Suhaedi, W., & Nurabiah, N. (2024). The influence of village official competence, use of information technology, and community participation on accountability in village fund management. *International Journal of Academic and Industry Research*, 5(1), 1–21. <https://doi.org/10.53378/353036>
- Haryanto. (2025). Daftar Lengkap Transfer Dana Desa (DD) Di 180 Desa se- Kabupaten Sampang Jawa Timur TA 2025. *Detiknews*, 86.Com.
- Irmansyah, I., Mustafa, S. W., & Hamid, R. S. (2021). Efektivitas Kebijakan Dana Desa terhadap Pembangunan Infrastruktur. *Jesya (Jurnal Ekonomi & Ekonomi Syariah)*, 4(2), 1086–1095. <https://doi.org/10.36778/jesya.v4i2.479>
- Muhamad, N. (2024, May 20). Number of Corruption Cases in Indonesia by Sector (2023). *Databoks*.
- Mustaking, M., Iqbal, A. M. B., Daris, L., Demmallino, E. B., Ismail, A., & Massiseng, A. N. A. (2023). Implementation of village fund management among the Wajo Bugis ethnic, Indonesia. *ETNOSIA : Jurnal Etnografi Indonesia*, 8(2), 290–301. <https://doi.org/10.31947/etnosia.v8i2.32324>
- Peraturan Menteri Keuangan. (2025). 2024 pmkeuangan 108.
- Rahmadani Novita Anggie. (2025). BAB I SKRIPSI REPOSITORY.
- Redaksi. (2025). Warga Banjarbillah Apresiasi Pembangunan Jalan oleh Pemdes, Permudah Akses dan Dorong Ekonomi Desa. *Berita Lima*.
- Silitonga, H. P., Sianipar, R. T., Sembiring, L. D., Putri, J. A., & Siregar, R. T. (2022). EFFECTIVENESS OF VILLAGE FUND POLICY FOR ECONOMIC DEVELOPMENT AND RURAL INFRASTRUCTURE IN SIANTAR DISTRICT SIMALUNGUN REGENCY. *SULTANIST: Jurnal Manajemen Dan Keuangan*, 10(1), 98–107. <https://doi.org/10.37403/sultanist.v10i1.398>
- Sulila, I. (2023). The Effect of Community Participation and Supervision on the Effectiveness of Village Fund Policy Implementation in Indonesia (pp. 372–379). https://doi.org/10.2991/978-2-494069-07-7_42
- Ujdih, & Hukum, S. (2025). TAHUN INI RATUSAN DESA DI SAMPANG DAPAT DANA DESA RP 214 MILIAR. www.dispmd.bulelengkab.go.id
- Winter, S. (2012). Implementation Perspectives: Status and Reconsideration. In *The SAGE Handbook of Public Administration* (pp. 265–278). SAGE Publications Ltd. <https://doi.org/10.4135/9781446200506.n17>
- Yulianti, Abdul Kahar, & Jurna. (2023). Jurnal Ekonomi Kreatif Indonesia PRAKTIK GOOD GOVERNANCE DANA DESA DALAM PEMBANGUNAN INFRASTRUKTUR. In *Jjjj Jurnal Ekonomi kreatif Indonesia* (Vol. 1, Number Januari). <https://journal.tangrasula.com/index.php/jeki/issue/view/2>
- Yusuf, M., & Khoirunurrofik, K. (2022). The Relationship of Village Funds With Village Economic Development: A Village Level Study in Indonesia. *Jurnal Bina Praja*, 14(3), 493–504. <https://doi.org/10.21787/jbp.14.2022.493-504>