

EFFECTIVENESS OF VILLAGE DELIBERATIVE BODY FUNCTIONS IN TOMINI DISTRICT, SOUTH BOLAANG MONGONDOW REGENCY

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ABSTRACT

This study aims to analyze the effectiveness of the Village Consultative Body (BPD) in Tomini District, South Bolaang Mongondow Regency, in carrying out its duties in accordance with the mandate of Law Number 6 of 2014. The research focuses on three levels of effectiveness: individual, group, and organizational. The findings indicate that the effectiveness of individual BPD members is still limited, particularly in conveying community aspirations and translating them into concrete policies. This highlights the need for capacity building through ongoing training to improve personal performance in carrying out legislative and supervisory functions. At the group level, the BPD demonstrates fairly good collective efforts, especially in village deliberations regarding the allocation of the APBDES budget for each BPD, monitoring village programs, and the implementation of infrastructure development and empowerment initiatives. However, a lack of coordination between BPD members and the village government often poses a major obstacle in decision-making. This group dynamic requires special attention to create better synergy in solving strategic village issues. At the organizational level, the BPD has successfully carried out some supervisory functions, especially in physical projects and community empowerment. However, structural weaknesses such as a lack of administrative transparency and limited technical training implementation remain challenges that need to be addressed. Organizational reform is necessary to enhance the effectiveness of supervision and strengthen the working relationship between the BPD and the village government to support sustainable village development.

INTRODUCTION

The progress of government policy in Indonesia is very interesting with the existence of political policies as well as the division of policies at the level of national programs, provinces, districts/cities, sub-districts and villages. In the context of the government system of the Republic of Indonesia which divides the Indonesian region into large and small regions, with the form and structure of the lowest level being the village or sub-district, the implementation of the national government is directly under the control of the provincial government, and districts/cities (Provisions stated in Law No. 3 of 2004).

Based on the concept of regional government stated in the 1945 Constitution in article 18, it states that "the division of Indonesian regions into large and small regions with the form of

government structure is determined by law". The village government is a sub-system in the national government system, so that the village has the authority to regulate and manage the interests of its people. This means that the village government receives serious attention in fostering village communities.

Along with the total reform starting in 1998 in all fields that are now being carried out, it comes from the good intentions and commitment of all the people's strength to continue to believe that the 1945 law is the constitution. In addition, it also requires the ability of all state institutions, government institutions, and the people to implement the provisions of the constitution properly and the willingness of all parties to implement them.

The government is an important element in a country, the government functions as the wheel of development in the country. The government is required to maintain security, welfare, and justice for the people it leads, one of the lowest elements of government in Indonesia is the village government in this case the village is the lowest part of the government system.

In managing the village government, it is assisted by the Village Consultative Body, abbreviated as BPD, which is basically the incarnation of all citizens and is the highest village institution. BPD is also the holder and full implementer of village community sovereignty, this institution has an urgency that is not much different from the DPR, with the aim that autonomy in the village can run proportionally (Law Number 32 of 2004).

The village consultative body, hereinafter abbreviated as BPD, is not a new institution. In the last 15 years since the reform era was rolled out, the duties, functions and position of BPD have continued to change. These changes are inseparable from changes in regulations governing village affairs. The term BPD was introduced by Law No. 22 of 1999 on regional autonomy as a village legislative institution. The role of BPD as a strong legislative institution at the village level was further suppressed and softened by the 2004 law on regional government.

As an element of the village government, the BPD has authority and is involved in regulating and managing the village. In this law, the village deliberation institution (LMD) is replaced by a village representative body. The regulation regarding the BPD is in articles 104 and 105. Which reads "The Village Deliberative Body or what is called by another name functions to protect customs, make village regulations, accommodate and channel community aspirations, and supervise the implementation of village government". From this article, it can be seen that the BPD has four functions, namely, first, protecting customs, second, making village regulations, third, accommodating and channeling community aspirations, fourth, supervising the implementation of village government, but in practice, these functions have not all been implemented. Based on the findings of the researcher, the function of the BPD is not yet appropriate in terms of the implementation of planning for each agenda seen from the composition of each village in Tomini District in exploring community aspirations, namely: The Village Consultative Body in Tomini District, seven villages implementing Village Regulations (Perdes) which are implemented every year have not been maximized in 2021 by the Village Consultative Body, the Accountability Report for the 2020 Village Budget Regulation was discussed in 2021. Therefore, the researcher's findings should have been completed at the end of 2020, but the BPD held another village deliberation or regulation in 2021 as a whole from the Plan, Discussion of the Village Budget, Revised Village Budget and Accountability Report were completed in the same year, it was still found that the BPD in Tomini District carried out Village Regulations inappropriately on time as a Function of the Village Consultative Body.

The position of the Village Consultative Body based on Law No. 3 of 2024 concerning Amendments to Law No. 6 of 2014 does not shift from the contents of the intended article, it is quite clear that there is no change in the elements of village government administration as

stated in article 23 of Law no. 6 of 2014 that village government is organized by the village government. Thus, the village deliberative body is outside the village government structure. The village deliberative body becomes an independent institution but has a government function. The Village Deliberative Body or what is called by another name is an institution that carries out government functions whose members are representatives of the Village population based on their regional representation. In order to carry out the tasks it has to regulate and manage the interests of its community, the Village Deliberative Body (BPD) was formed as a legislative institution and a forum that functions to accommodate and channel community aspirations. This institution is essentially a working partner of the Village Government which has an equal position in organizing government affairs, development, and community empowerment. The Village Deliberative Body (BPD) can create a Draft Village Regulation together with the Village Government. In this case, the BPD as a supervisory institution has an obligation to carry out control over the implementation of Village Regulations and the Village Revenue and Expenditure Budget (APBDes).

The village government consists of the village government and the Village Consultative Body (BPD). The Village Government consists of the Village Head and Village Apparatus. The village head is directly elected by the people and the elected village head is directly appointed by the BPD and directly approved by the Regent. While the BPD is elected from and by the residents of the village concerned. The starting point for development carried out at the village level should be based on the leadership of the village head with all the potential of the existing community, it should be raised well together with the BPD so that the success of development can be enjoyed and felt together.

The Village Consultative Body (BPD) is an obligation to channel aspirations and improve the lives of village communities as also regulated in Law No. 6 of 2024 concerning Villages, the Function of the Village Representative Body According to the Regulation of the Minister of Home Affairs Number 110 of 2016 concerning the Village Consultative Body, That. Article 31, the Village Representative Body has the following Functions: a). Discuss and agree on the Draft Village Regulation with the Village Head. b). Accommodate and channel the aspirations of the Village community; and c). Supervise the performance of the Village Head.

Law Number 06 of 2014 Concerning Villages Villages are villages and traditional villages or called by other names, hereinafter referred to as villages, are legal community units that have territorial boundaries that are authorized to regulate and manage government affairs, local community interests based on community initiatives, original rights, and/or traditional rights that are recognized and respected in the government system of the Unitary State of the Republic of Indonesia. The Village Consultative Body or called by other names is an institution that carries out government functions whose members are representatives of the Village population based on regional representation and are determined democratically. In order to carry out the authority it has to regulate and manage the interests of its community, the Village Consultative Body (BPD) is formed as a legislative institution and a forum that functions to accommodate and channel community aspirations. This institution is essentially a working partner of the Village Government that has an equal position in organizing government affairs, development, and community empowerment. The BPD can create a Draft Village Regulation together with the Village Government to be determined as a Village Regulation.

The Village Government through the role of the Village Consultative Body has not fully carried out its duties in accommodating community aspirations as stated in Law Number 06 of 2014 Article 54: a). The Village Deliberation is a forum for deliberation of the Village, Village Government, and elements of the Village community to deliberate on strategic matters in the implementation of the Village Government. b). This is strategic as intended: 1). Village arrangement 2). Village Planning 3). Village Cooperation 4). Investment Plans referred to in the Village 5). Formation of Village BUM 6). Addition and release of Village Assets and 7).

Extraordinary Events. Law Number 03 Concerning Amendments to Law Number 06 of 2014 Between Article 53 and Article 54, 1 (one) article is inserted, namely Article 53A so that it reads as follows: Article 53A In order to improve the competence and accountability of the performance of the Village Government, it is necessary to carry out Village Government management which is further regulated by Government Regulation. In Tomini District, there are 7 (seven) villages which in the administration of government compile village regulations every year. The data for this can be seen in table 1.1.

Table 1.1 Number of Village Regulation Decisions (PERDES) in Tomini District, South Bolaang Mongondow Regency

No	Village	Years			
		2021	2022	2023	2024
1	Nunuka Raya	6	5	6	1
2	Milangodaa	6	7	5	-
3	Milangodaa Utara	5	5	4	2
4	Pakuku Jaya	6	4	5	3
5	Botuliodu	6	4	4	3
6	Tolutu	5	6	4	3
7	Milangodaa Barat	5	6	5	3

Source: Tomini District, South Bolaang Mongondow Regency, 2024

Based on table 1.1, researchers can analyze the results of initial observations of the Village Consultative Body's village regulations in Tomini District as follows: Nunuka Raya Village shows significant fluctuations in the number of PERDES from year to year. In 2021 there were 6 PERDES, decreasing to 5 in 2022, increasing again to 6 in 2023, and decreasing drastically to only 1 in 2024. The sharp decrease in 2024 may be due to a lack of initiative or obstacles in the village regulation process in that year, Milangodaa Village recorded a relatively consistent number, with a slight decrease in the number of PERDES from 6 in 2021, increasing to 7 in 2022, then decreasing to 5 in 2023. There is no data for 2024, indicating that there may be no decisions yet made or the process is not yet complete, Milangodaa Utara Village showed a fairly stable number with a decrease from 5 in 2021, 5 in 2022, to 4 in 2023, and increasing again to 2 in 2024. This shows a relatively consistent performance despite a slight decrease in 2023, Pakuku Jaya Village has a similar pattern to Milangodaa Utara Village, although with a slightly lower number. The number of PERDES started from 6 in 2021, decreased to 4 in 2022, increased slightly to 5 in 2023, and decreased to 3 in 2024, Botuliodu Village showed a similar pattern to Pakuku Jaya, where the number of PERDES decreased gradually from 6 in 2021 to 4 in 2022, 4 in 2023, and 3 in 2024. This decrease indicates challenges in completing village regulations that need to be considered, Tolutu Village showed a consistent increase from 5 in 2021 to 6 in 2022, but then decreased to 4 in 2023 and 3 in 2024. This indicates instability in the decision-making process that can disrupt the continuity of village regulations, Milangodaa Barat Village recorded a stable number with 5 PERDES in 2021, 6 in 2022, 5 in 2023, and 3 in 2024. This figure indicates a decline in recent years, which may indicate constraints in decision-making or management of village regulations.

The Village Consultative Body in Tomini District was chosen as the research location related to the performance of the Village Consultative Body (BPD). Based on initial observations, researchers found that in Tomini District there are 35 BPD members spread across seven villages, namely Nunuka Raya Village, Botuliodu Village, Tolutu Village, Milamgodaa Village, West Milangodaa Village, North Milangodaa Village, and Pakuku Jaya Village. Each village has five BPD members who function in accordance with the provisions of Village Law No. 03 of 2024 which is an amendment to Law No. 06 of 2014. The selection of Tomini District was based on the observation that the BPD in this area still carries out its functions effectively

and in accordance with applicable regulations, making it the right place to study more deeply the implementation and effectiveness of the role of the BPD in village government. The researchers found that the selection of Tomini District as a research location was supported by the diversity of the villages in it, which provided a broader perspective on how the Village Consultative Body (BPD) functions in various village contexts. With a large number of BPD members spread across several villages, researchers can observe variations in the way village deliberations are conducted and how interactions between members take place, both effectively and less effectively. Direct observation during village deliberations in seven villages in Tomini District allowed researchers to select two villages as research objects that represent various levels of BPD effectiveness in carrying out its functions. So based on the data researchers see we can conclude that the performance of the BPD in producing village regulations is still inconsistent. The decline in the number of PERDES, especially in 2024, indicates problems in coordination or operational management in several villages. There may also be problems in the capacity or motivation of BPD members to produce effective and relevant policies. The Need to Increase the Capacity of the Village Deliberative Body in Tomini District researchers analyzed this data that increasing the capacity of the BPD in Tomini District is very necessary. Given that village regulations are an important instrument in determining the direction of village development, stagnant or declining performance will have a direct impact on sustainable development.

This researcher assesses that increasing the capacity of BPD human resources and better coordination between the Village Government and BPD must be a priority to ensure more effective village regulation creation and implementation. There is a significant difference in the number of PERDES set by the BPD in each village. Several villages showed a consistent decline in 2024, which requires further attention from the Village Government and BPD to address issues of coordination, capacity, and synergy between the two parties in order to achieve better village development goals. Therefore, based on the results of initial observations, the researcher chose Milangodaa Utara Village because it was considered effective in carrying out the functions of the Village Deliberative Body, both individually, in groups, and in organizations. On the other hand, the researcher chose the Nunuka Raya Village Deliberative Body because it was considered quite effective in carrying out the functions of the BPD at all three levels. The researcher will deepen the discussion and conduct a more in-depth analysis of these two villages to obtain more comprehensive and in-depth research results, in order to understand the factors that influence the effectiveness of the Village Deliberative Body function in various village contexts and different problems. The representation of the two villages in this study is expected to help strengthen the function of the BPD in Tomini District, South Bolaang Mongondow Regency.

Based on the results of observations in previous studies, it was found that the Village Consultative Body was less effective in carrying out its function as a member of the BPD, the ineffectiveness of some members of the Village Consultative Body in the Village Government Work Plan (RKPDES), some members have not been able to convey community aspirations as representatives of the community in the Village Consultative Body Institution, and some members have not been able to carry out their functions as supervision and implementation of village development programs. This is based on the provision that the function of the Village Consultative Body has the authority to supervise the Village Development program, carry out village authority in Tomini District to regulate every community interest.

The function of the Village Consultative Body (BPD) is very important in developing the village, starting with the preparation of the Hamlet Deliberation (Musdus) and continued with the Village Deliberation attended by community representatives or members of the Village Consultative Body. In this process, the Village Consultative Body plays an active role in the Village Government Work Plan (RKPDES) to the determination of the Village Revenue and

Expenditure Budget (APBDes). The main task and function of the Village Consultative Body is to accommodate and channel community aspirations, both in terms of development and supervision. The BPD is a forum to accommodate all community aspirations in various fields, such as education, welfare, stunting, and village development, ensuring that every policy and decision taken is in accordance with the needs and desires of the local community.

Members of the Village Consultative Body must optimize each member of each village representative based on representation and determined democratically because the Function of the Village Consultative Body is a Working Partner of the Village Government who has an equal position in organizing Government Affairs, Development and Community Empowerment.

Through research, it can evaluate the effectiveness of the performance of the Village Consultative Body (BPD), identify the obstacles faced, and find solutions to increase community participation and involvement in the decision-making process. In addition, this research is also important to ensure that the representation mechanism in the Village Consultative Body truly reflects the aspirations and needs of all levels of village society. With proper research, it can be identified whether the process of selecting members of the Village Consultative Body has been carried out democratically and transparently, and whether the elected members are able to carry out their duties properly. The results of this study can be used to provide concrete recommendations for increasing the capacity and capabilities of BPD members, so that they can be more effective in carrying out their functions as working partners of the village government and in encouraging participatory and sustainable development.

Based on the description of the problems in the research context above, the focus of the research is as follows: Effectiveness of the Village Consultative Body in Tomini District with the sub-focus

1. How effective is the individual function in the Village Consultative Body Organization in Tomini District?
2. How effective is the group function in the Village Consultative Body in Tomini District?
3. How effective is the organizational function in the Village Consultative Body Organization in Tomini District?

The objectives to be achieved in research on the Effectiveness of the Function of the Village Consultative Body are as follows:

1. To determine the effectiveness of the Village Consultative Body (BPD) individuals in realizing Village Regulations
2. To determine the effectiveness of the group in accommodating and channeling community aspirations faced by members of the Village Consultative Body (BPD)
3. To determine the effectiveness of the Village Consultative Body organization in supervising the village government.

According to Waldo (in Pasolong, 2014:8), public administration is the management and organization of people and their equipment to achieve government goals. Different from Henry (in Pasolong, 2014:8), defining public administration as a complex combination of theory and practice, with the aim of promoting understanding of government in relation to the governed society, and also encouraging public policy to be more responsive to social needs.

Effectiveness

The Concept of Effectiveness The word effective comes from English, namely effective, which means successful or something that is done successfully. According to Pasolong (2007:4), effectiveness comes from the word "effect" and this term is used as a cause and effect relationship. Effectiveness means that previously planned goals can be achieved or in other words, targets are achieved because of the process of activities. Effectiveness can be stated as the level of success of an organization in an effort to achieve goals or targets, and will produce products that are the result of a policy, desires that are desired to be achieved which have been seen from the reality in the field. David J. Lawless in Gibson, Ivancevich and Donnely (1997) quoted in Evi Suryani (2016) include:

1. Individual Effectiveness, Individual effectiveness is based on the view from the individual's perspective that emphasizes the work results of employees or members of the organization.
2. Group effectiveness, There is a view that in reality individuals work together in groups. So group effectiveness is the sum of the contributions of all members of the group.
3. Organizational effectiveness, Organizational effectiveness consists of individual and group effectiveness. Through the influence of synergy, the organization is able to obtain work results that are higher in level than the sum of the work results of each part.

Village Consultative Body

The Village Consultative Body or otherwise known as the Village Consultative Body is an institution that carries out government functions whose members are representatives of the Village population based on regional representation and are determined democratically. The Village Consultative Body (BPD) is an institution that embodies democracy in the implementation of village government, where democracy in question is that in the implementation of government and development, the aspirations of the community must be considered, articulated and expressed by the BPD and other community institutions. In Village Government, the BPD can be considered as the "parliament" of the village because it has a role as the maker and ratifier of village regulations. The BPD has an equal position with the village government (village head), in other words, the BPD and the Village Government are partners who work together to realize the welfare of the village community, so here there is a check and balance system mechanism in the implementation of Village Government. Based on Article 142 of Government Regulation Number 72 of 2005 concerning Villages, it is mandated that the duties of the Village Consultative Body are:

- a. Discussing the draft Village Regulation with the Village Head;
- b. Carrying out supervision of the implementation of Village Regulations and Village Head Regulations;
- c. Proposing the appointment and dismissal of the Village Head;
- d. Forming a Village Head election committee;
- e. Exploring, accommodating, collecting, formulating and channeling community aspirations;

- f. Drafting BPD rules of procedure.

METHODOLOGY AND PROCEDURES

Sugiyono (2020, p. 9) states that qualitative research methods are research methods based on the philosophy of positivism or entrepreneurship, used to research the conditions of natural objects, where researchers are key instruments, data collection techniques are carried out by triangulation (combination of observation, interviews, documentation), the data obtained tends to be qualitative data, data analysis, inductive/qualitative, and the results of qualitative research are to understand meaning, understand uniqueness, construct phenomena, and find hypotheses.

This study uses qualitative research methods. According to Sukmadinata (2009), qualitative methods are research to describe and analyze phenomena, events, beliefs, attitudes, and social activities individually or in groups. Qualitative methods are a collection of methods to analyze and understand more deeply the meaning of several individuals or groups considered as humanitarian problems or social problems Creswell (2015).

This qualitative research uses an exploratory research method, exploration is a type of initial research from a very broad research. In this study, the researcher uses qualitative research to be able to understand the phenomenon in a natural social context that describes social problems in a person regarding behavioral perspectives. In qualitative research, the researcher analyzes and then reports the phenomenon in an analysis result in the research.

The qualitative approach was chosen by the researcher in this study to gain a deep understanding of the role of the Village Consultative Body (BPD) in seven villages in Tomini District, South Bolaang Mongondow Regency. Through a qualitative approach, researchers can explore and describe comprehensively how the BPD in Nunuka Raya Village, Botuliodu Village, Tolutu Village, Milangodaa Village, West Milangodaa Village, North Milangodaa Village, and Pakuku Jaya Village function in channeling community aspirations through the performance of the village government. This approach allows researchers to capture the nuances and complexities of social interactions and dynamics in the field, which may not be revealed through a quantitative approach.

Academically, qualitative methods were chosen because they are in accordance with the objectives of the study which focus on describing complex and contextual social phenomena. Data collection through in-depth interviews and documentation provides researchers with the freedom to explore the perspectives and direct experiences of community members and village officials. This approach also facilitates understanding of the factors that influence the effectiveness of the BPD's role in the decision-making process and implementation of village policies. Thus, the results of the study are expected to provide significant contributions to academic literature and public policy practice, especially in the context of village governance in Indonesia.

RESULTS AND DISCUSSION

Individual Village Consultative Body in Tomini District

The Village Consultative Body (BPD) in Tomini District has a role to represent the interests of the village community in decision-making and conveying aspirations. Each member is responsible for actively participating in discussions, providing proposals, and conveying information and aspirations of the community to the village government, although the level of involvement and technical knowledge of each individual can vary, so the researcher conducted the following interviews.

Individual members of the BPD of Nunuka Raya Village showed quite active involvement

despite facing various challenges, such as less than optimal coordination and minimal transparency in budget management. Several members felt the need for capacity building through training (Bimtek) to better understand their duties and responsibilities. Other challenges include limited operational facilities, such as the distribution of consumption during deliberations that must be borne personally. However, BPD members continue to strive to maintain good relations with the village government and participate in the supervision of programs such as the Village Fund Direct Cash Assistance, although access to important documents such as the Village Budget is still an obstacle.

BPD of Milangodaa Utara Village, the effectiveness of individual BPD functions is also colored by coordination problems, especially with the village head, as well as the lack of legal support that strengthens the role of the BPD. The evaluation process for the appointment of new members is still ongoing and is often accompanied by tensions regarding administrative responsibilities. The focus of work that was previously on the plantation sector has shifted to the marine sector, but the food security program has stalled without new solutions. Communication between BPD members is quite good, but performance is still hampered by the lack of access to important documents and the dominance of several members in decision-making. Overall, both BPDs need clearer legal support and strengthening of their structures in order to carry out their duties more effectively in serving the community.

Village Consultative Body Group

The Village Consultative Body (BPD) is tasked with representing the community in the decision-making process, conveying aspirations, and overseeing the implementation of village government. This group consists of representatives from each hamlet and works together with the village government to ensure the implementation of development programs that are in accordance with the needs of the community, so the results of the study are as follows.

The effectiveness of the function of the BPD group in Nunuka Raya Village looks quite good even though there are several obstacles. The relationship between members runs smoothly with good communication and solid cooperation. The BPD is actively involved in supervising village programs, although initially there were concerns regarding understanding of the project, such as the absence of a clear project board. Although several community proposals have not been realized, BPD members remain committed to rotating the position of chairman according to the agreement. However, the lack of clarity in budget management and decision-making, especially regarding the Village Budget, is a major complaint. They hope that BPD meetings will be more routine and transparent, and involve all members in the decision-making process.

On the other hand, researchers also observed that the effectiveness of the function of the BPD group in Milangodaa Utara Village also faces challenges related to facilities and capacity building. Although the BPD has proposed facilities such as sound systems, laptops, and secretariat rooms, these conditions have not yet been realized, while training and strengthening of legal materials have also not been implemented. This makes the BPD function more as an advisor without real action. However, communication between BPD members is running well, with a united voice in decision-making. If there are differences of opinion, this is considered normal in the deliberation. The community also actively discusses with BPD members about various problems, such as agriculture and snail pests, which shows that cooperation and communication with the community continues to run well even though there are several obstacles in implementing the program.

BPD Organization in Tomini District

The Village Consultative Body also plays a role in discussing and establishing village regulations, supervising the implementation of village programs, and ensuring active

community participation in hamlet deliberations and other village activities. This function is carried out with the aim of supporting transparent village development that is in accordance with community needs, so the results of the study are as follows

Researchers with members of the BPD of Nunuka Raya Village, this organization faces several challenges in terms of division of tasks and communication between members. Although the relationship between members is going well, some members feel they don't know each other well. The village government has received various proposals from the BPD and has worked well together, but active involvement between members is limited, especially in terms of Technical Guidance (Bimtek). BPD members hope that communication and coordination between members can be improved, including notification of activities or decisions to be taken. Regarding organizational management, the BPD feels the need for clarity in the organizational structure and access to important documents such as the APBDes, RKPDES, and APBDES for transparency in budget management. In addition, they also want a clear legal umbrella so that the BPD's functions can be carried out more effectively and optimally. On the other hand, researchers also observed that the BPD of Milangodaa Utara Village also faced similar problems, especially in terms of the division of tasks and responsibilities that were not running clearly. Although the BPD plays a role in accommodating community aspirations and ensuring that programs received are actually implemented, they feel they are not given a role in proposing new programs. Along with the problems faced in the plantation sector, the BPD then shifted its focus to the marine sector. However, unclear information and limited support from village officials are the main obstacles in carrying out their duties. In addition, the BPD feels it is important to strengthen their position, especially in budget supervision and management, to be more transparent and in accordance with community expectations. Along with increasing salaries, the BPD hopes that there will be regular attendance at the office and involvement in every existing village program and policy.

Discussion

Duties and Functions of BPD in Tomini District

The Village Consultative Body (BPD) in Tomini District has a very strategic role in carrying out government functions at the village level. As a village legislative institution, the duties and functions of the BPD include three main things, namely: first, the preparation and ratification of village regulations (PERDES); second, accommodating and channeling the aspirations of the village community; and third, supervising the implementation of the village government. In its implementation, the BPD functions to ensure that policies taken by the village government are in accordance with the needs and wishes of the community, and to supervise the implementation of these policies. However, based on observations in Tomini District, the implementation of the duties and functions of the BPD often does not run optimally. This is due to various factors, including the lack of coordination between the BPD and the village government, the limited capacity of BPD members, and the lack of initiative from BPD members in preparing and supervising village policies. Therefore, increasing the capacity and synergy between the BPD and the village government is very necessary to realize a more effective village government that is responsive to the needs of the community.

Village Regulations of BPD in Tomini District

Village Regulations (Perdes) are laws and regulations stipulated by the Village Head together with the Village Consultative Body (BPD). Perdes are a legal framework that regulates the implementation of government and development in the village.

Perdes have several functions, including: Providing a clear legal basis for the implementation of government and village community life, Outlining village authority with reference to higher

laws and regulations and Reflecting the socio-cultural conditions of the local village community and Perdes must not conflict with the public interest and/or higher laws and regulations. In addition to Perdes, there are also other types of regulations in the village, namely: Village Head Regulations (Perkades), Joint Regulations of the Village Head.

Based on the data in table 4.5, the data in this study was taken from Milangodaa Utara Village as a village with the highest level of Effectiveness of the Village Consultative Body Function and Nunuka Raya Village as a village with less effectiveness.

Therefore, from the results of the researcher's analysis based on the initial observation of the data above, it can be seen that although each village has a relatively diverse ratification of village regulations, there is a tendency for a decrease in the number of regulations ratified in 2023, especially in villages that previously had many regulations in 2021 and 2022. This decline can be influenced by several factors, including: Limited Resources and Limited Human Resources (HR) capacity in the BPD, both in terms of knowledge and expertise, can affect performance in making and ratifying village regulations. Lack of Coordination and Imbalance in coordination between the BPD and the village government can hinder the process of drafting and ratifying village regulations needed for development and Administrative and Procedural Issues to Long and complicated administrative procedures and lack of encouragement from BPD members to initiate the creation of village regulations can lead to a decrease in the number of PERDES ratified.

Researchers have conducted interviews and have conducted analysis in the form of a Table of the Village Deliberative Body in Tomini District regarding Village Regulations as follows.

Based on table 4.6 by the Village Consultative Body in Tomini District regarding the Realization of Village Regulations (PERDES)

Table 4.6 Realization of Village Regulations in Tomini District

No.	Village Regulations Implemented	Information
1	Division of BPD Tasks	Not implemented according to the initial agreement, the chairman's duties should rotate.
2	Village Budget Distribution	There is no official reference for the Village Budget; the BPD feels that it is not involved in planning.
3	Village Government Program Supervision	The BPD does not always know the details of the budget and implementation of village government projects.
4	BPD Performance Evaluation	Limited and less transparent BPD evaluation in internal meetings and deliberations.
5	BPD Establishment	The evaluation is still ongoing, a notification letter must be provided for BPD invitations.
6	Leadership Mandate	The BPD can lead a plenary session if given a mandate by the chairman; members must be united.
7	Authority and Responsibility	The BPD must not be directly involved in supervision without a mandate; there is a problem with BUMDES supervision.
8	Division of Tasks and Responsibilities	Each member must follow the procedure and work together with the village government to carry out their duties.

Source: Tomini District, South Bolaang Mongondow Regency, 2024

Based on the description of table 4.6 above, the researcher observed the Village Consultative Body in Tomini District individually. The ineffectiveness of the Village Consultative Body (BPD) function is seen in the lack of personal responsibility in carrying out tasks according to the agreement. As one of the researcher's findings or the results of direct observation and face-

to-face interviews, the existence of a rotating chairmanship agreement that should have been rotated was not implemented, indicating a weak individual commitment to the rules. In addition, the researcher saw the lack of active participation of BPD members in planning and supervision, such as in the preparation of the Village Budget, after being observed by the researcher, the low individual initiative to contribute to the village development process. However, the researcher also saw individual effectiveness seen in members who comply with work procedures and establish good cooperation with the village government to carry out the tasks given. The researcher observed the performance of the BPD group directly and conducted interviews, the compactness of the members was the key to effectiveness, as seen in the implementation of the plenary session which went well when the members were united and the leadership mandate was given clearly. The researcher also saw the lack of transparency in performance evaluation and internal meetings as an indicator of the ineffectiveness of group functions. The lack of openness in deliberations creates obstacles in building synergy and trust between members. However, the existence of a notification letter for an invitation to a meeting and an ongoing evaluation shows the group's efforts to improve coordination and effectiveness in decision making. Therefore, the researcher also saw and conducted direct interviews and attended the deliberations carried out by the Village Consultative Body in Tomini District as an organization, institution and parliament representing the community at the regional level. The main weakness of the Village Consultative Body in Tomini District lies in the lack of official documents, such as in the distribution of the Village Budget, which causes uncertainty in decision making. In addition, the researcher directly observed unclear boundaries of authority, especially in the supervision of BUMDes, creating role conflicts that hinder performance. However, the BPD always tries to establish the Village Consultative Body in Tomini District through administrative procedures such as notification letters reflecting the organization's commitment to improving governance. By strengthening the regulatory framework, increasing transparency, and providing training related to authority and duties, the effectiveness of the BPD can be improved to support better village development.

Accommodating and Channeling Community Aspirations

The Village Consultative Body (BPD) acts as a bridge between the community and the village government in accommodating and conveying the aspirations of residents. This function includes listening, recording, and prioritizing the needs of the community conveyed through formal deliberations or meetings. The aspirations received are then forwarded to the village government as a consideration in planning and implementing village work programs, so that the policies taken are more in line with the needs of the community.

Based on table 4.7 by the Village Consultative Body in Tomini District regarding accommodating and channeling community aspirations.

Table 4.7 Aspirations of the BPD Community in Tomini District

No.	Aspirations Delivered	Follow-up
1	Road Problems in the Garden	The community proposed repairs to the plantation road. The BPD submitted it to Sangadi, but there has been no follow-up.
2	Infrastructure Improvement	Proposals related to the construction of MCK, roads, and RTLH have been received and forwarded to the village government.
3	Alcohol and Family Problem	Several social issues related to alcohol and family problems were discussed in community mediation.
4	Direct Cash Assistance	The community conveyed aspirations about BLT, and this

	Program (BLT)	program was discussed in a hamlet meeting.
5	Direct Cash Assistance Program (BLT)	The BPD proposed physical agriculture and snail pest management, but food security was stopped.
6	Road and Plantation Infrastructure	The community proposed plantation roads and diversion to the sea after the plantation road problem was not resolved.
7	Village Government Programs (BLT, BUMDES)	Proposals related to village government programs such as BLT and BUMDES continue to be followed up despite internal problems and supervision.
8	Complaints and Social Problems	Several complaints such as problems with BUMDES equipment and other operations were submitted to the BPD and followed up.

Source: Tomini District, South Bolaang Mongondow Regency, 2024

Based on the table above, the Village Consultative Body in Tomini District shows effectiveness in several aspects, such as following up on community aspirations regarding infrastructure improvements, including the construction of toilets, roads, and Uninhabitable Houses (RTLH), which are forwarded to the village government. In addition, the BLT program submitted by the community was discussed in the hamlet meeting, reflecting the BPD's efforts in facilitating social programs. The BPD also plays an active role in mediating social problems, such as issues of alcohol and family, which helps maintain social stability in the community. Several complaints, such as problems with BUMDES equipment and other operational needs, were followed up, demonstrating the role of the BPD as a liaison between the community and the village government. Based on the discussion of the previous table, the researcher found that there were a number of indications of ineffectiveness in the function of the Village Consultative Body in Tomini District. Community aspirations regarding the repair of garden roads, although they had been submitted to Sangadi, had not been followed up, indicating the lack of influence of the Village Consultative Body in Tomini District in ensuring the results and handling of the APBDES by the BPD in each village. Proposals related to snail pest management and physical agriculture were stalled due to the termination of the food security program, while the problem of plantation road infrastructure was not resolved so that it was diverted to other sectors. In addition, there are internal obstacles in the supervision of village government programs, such as BUMDES, which hinder the effectiveness of the BPD.

This requires increasing the capacity of the BPD in ensuring that community aspirations are translated into real actions in line with According to Lismina (2014) Effectiveness is an action related to the extent to which what is planned or desired can be implemented or achieved.

Based on table 4.8 by the Village Consultative Body in Tomini District regarding the realization of accommodating and channeling community aspirations.

Table 4.8 Realization of Community Aspirations in Tomini District

No.	Aspirations Conveyed	Follow-up
1	Involvement of the millennial generation in meetings and Musdes	No space is given optimally; millennials are rarely invited to important meetings.
2	Sustainability of mosque construction	Mr. Sangadi expressed his willingness to complete the development.
3	Loss of BUMDes assets	Mr. Sangadi said he would report the loss of assets to the police; no concrete resolution has been given.
4	Personal treatment of	Some people feel personally attacked through social

	community members	media; the issue is ignored.
5	Sea raft proposal	Raised, but criticized regarding the relevance to food security and the groups that will benefit from it.
6	Clarification of issues in the community	Several meetings were held to calm political issues; results were not presented in detail.
7	Aspirations about agricultural roads and assistance for fishermen	Programs related to agricultural roads and support for fishermen have been running well.
8	Support for youth	The village government has started implementing empowerment programs for youth.
9	Management of aspirations from the community	Community aspirations are always conveyed through deliberation forums, although there are challenges in aligning with the village government.
10	Increasing government effectiveness	Village government and institutions such as the BPD are considered to be running well by some people.
11	Meetings and coordination between village institutions	BPD meetings often run well even though there are differences of opinion, which eventually dissolve.
12	Informal delivery of aspirations	People often visit the homes of BPD members to convey their aspirations directly.
13	Development and empowerment	New development and community empowerment programs have begun to be implemented again.

Source: Tomini District, South Bolaang Mongondow Regency, 2024

Based on the researcher's observations, several functions of the Village Consultative Body (BPD) in Tomini District have been running effectively. The researcher observed that aspirations regarding agricultural roads and support for fishermen have been successfully translated into programs that are running well, indicating the success of the BPD in accommodating the needs of the community in the agricultural and fisheries sectors. Likewise with support for youth, where the village government has begun implementing empowerment programs for youth, which have been responded to positively by the community. In addition, meetings and coordination between village institutions also ran smoothly even though there were differences of opinion, which showed maturity in the deliberation process and the ability to reach mutually beneficial agreements. The Village Consultative Body also succeeded in providing a channel for conveying aspirations informally, with many people coming directly to the homes of BPD members, which reflects openness and effective communication between the BPD and the community.

According to Etzioni in Simamora (2013) Effectiveness is the level of success in achieving goals or targets based on predetermined competencies.

So the researcher saw that there were several Effectiveness of the function of the Village Consultative Body in Tomini District that had not been running optimally. One of them is the involvement of the millennial generation in meetings and Musdes, where the BPD does not provide enough space for the millennial generation, who are rarely invited to important meetings. This creates the impression that the voices of the younger generation are not fully accommodated in the village decision-making process. In addition, the issue of the loss of BUMDes assets has not been followed up concretely, even though there was an intention from Mr. Sangadi to report the incident to the police, which reflects the ineffectiveness in handling internal village problems. Personal treatment of community members, especially through social media, also shows that some personal issues do not receive adequate attention, which has the potential to reduce public trust in the BPD. Finally, although there was clarification of issues

in the community, the results of the meetings held were not conveyed in detail, which indicates a lack of clarity in the communication process and transparency in handling political issues.

BPD Supervision of Village Government Performance

The Village Consultative Body in Tomini District must carry out supervision, either carefully or by going directly to the field to supervise the performance of the Village Head. 1). The implementation of supervision is carried out through: 2). Planning of Village Government activities, a). Implementation of activities; and b). Reporting on the Implementation of Village Government. 3). The form of BPD Supervision is in the form of monitoring and evaluation, and 4). The results of the implementation of supervision of the performance of the Village Head become part of the BPD performance report, so researchers based on the discussion of processed research data as follows. Based on table 4.9 by the Village Consultative Body in Tomini District regarding Supervision of Village Government Performance Village Government Implementation Report (LPPD).

Table 4.9 Village Government Performance Monitoring in Tomini District LPPD

No	Village	Years			
		2021	2022	2023	2024
1	NunukaRaya	1	1	1	1
2	Milangodaa	1	1	1	-
3	MilangodaaUtara	1	1	1	2
4	PakukuJaya	1	1	1	1
5	Botuliodu	1	1	1	1
6	Tolutu	2	1	1	1
7	MilangodaaBarat	1	1	1	1

Source: Tomini District, South Bolaang Mongondow Regency, 2024

Based on the table above, it can be seen that the Village Consultative Body (BPD) in Milangodaa Utara Village and Tolutu Village show a more active role in carrying out its supervisory function over the performance of the village government. Although almost all villages in Tomini District compile a Village Government Implementation Report (LPPD) normatively every year, the BPD of Milangodaa Utara Village and the BPD of Tolutu Village go further by supervising the Village-Owned Enterprises (BUMDes).

In Milangodaa Utara Village, supervision of BUMDes is increasingly intensive, especially in 2024, where the BPD not only carries out routine administrative tasks but also plays a role in ensuring the sustainability and transparency of village economic management. This shows an increase in the implementation of supervision, which may reflect the BPD's efforts to improve the effectiveness of BUMDes performance.

Meanwhile, the researcher observed that the BPD of Tolutu Village also carried out a similar supervisory function, although in 2021 they reported higher supervision, which may indicate a critical moment or more attention to BUMDes management in that year. This shows that these two villages, despite having similar annual reporting patterns to other villages, are more proactive in ensuring that village financial and program management is carried out with better accountability. The activeness of the BPD in supervising BUMDes in these two villages provides a positive example for other villages, especially in ensuring transparent and accountable management of village assets and resources.

According to Beni (2016) Effectiveness is the relationship between output and objectives or is

said to be a measure of how far the level of output, policies, and procedures of the organization. Effectiveness is related to the degree of success of an operation in the public sector so that an activity is said to be effective if the activity has a major influence on the ability to provide community services which are predetermined targets.

Based on table 4.10 by the Village Consultative Body in Tomini District regarding the Realization of Village Government Performance Supervision of the Village Government Implementation Report (LPPD).

Table 4.10 Realization of Village Government Performance Supervision of Tomini District BPD

No.	Supervision Activities	Problems Faced	Follow-up
1	MCK Development Supervision	No project board, lack of information about projects being worked on.	BPD members protested to Sangadi, but did not get a clear understanding.
2	Village Program Supervision	Lack of understanding by BPD members about ongoing projects.	Some members felt less active due to lack of information about programs and budgets.
3	APBDes Supervision	No transparency regarding APBDes budget management.	Requests for BPD to be able to hold APBDes documents, but have not been fully provided by the village government.
4	Village Government Performance Evaluation	Lack of planning and time to evaluate village government performance.	Submissions for evaluations were not implemented properly, due to lack of communication and coordination.
5	Technical Guidance and Training Program	No opportunity to participate in relevant technical guidance for BPD members.	Technical guidance is considered important to improve the knowledge of BPD members, but has not been implemented comprehensively.
6	BUMDES Supervision	BUMDES is problematic, there is no transparency regarding financial reports and use of tools.	BPD filed protests and requested evaluations, but there were no significant improvements.
7	APBDES Evaluation and Determination	BPD is not involved in determining APBDES and does not receive adequate information.	Submission of letters to the village government regarding involvement in budget evaluations has not been well received.
8	Infrastructure Program and Projects	BPD supervises physical projects such as roads and drainage, but there is	BPD requested clarification on budget allocations,

		no clear information about budget allocation.	but supervision was limited without sufficient support.
9	Receipt and Payment Supervision	No supervision regarding payment and distribution of funds (such as salaries or social assistance).	Submission of protests against non-transparent payments, especially related to BPD operations.

Source: Tomini District, South Bolaang Mongondow Regency, 2024

According to Mardiasmo (2017) Effectiveness is a measure of the success or failure of an organization's goals in achieving its goals. If an organization achieves its goals, then the organization has been running effectively. Effectiveness indicators describe the scope of the consequences and impacts of program outputs in achieving program goals.

Based on the table above, researchers observed based on interviews and observations through village deliberations, the Effectiveness of the Function of the Village Consultative Body (BPD) in Tomini District in supervising several aspects of village government showed effectiveness in several ways, although there were several obstacles. The Village Consultative Body in Tomini District actively supervises physical projects, such as road and drainage construction, and submits clarifications regarding budget allocations. The Village Consultative Body in the District also tries to convey aspirations and protests against the lack of transparency in fund management, such as in BUMDES and the receipt and payment program. Although in some cases the follow-up did not immediately bring significant changes, the BPD's efforts in questioning and encouraging budget transparency are positive steps in carrying out its supervisory function.

This can be seen by researchers as ineffective in the implementation of the BPD's supervisory function in this village, which is reflected in a number of problems faced. The lack of transparency in the management of the APBDs and BUMDES budgets, as well as limited information regarding ongoing projects, hinder the effectiveness of the BPD in carrying out supervision. BPD requests to obtain documents related to the budget and evaluation of village government performance are not always fulfilled properly, and submissions for the implementation of the Bimtek training program that can increase the capacity of BPD members have not been implemented. This shows that even though there is an initiative from the BPD, coordination and support from the village government are not yet adequate to make BPD supervision run optimally.

CONCLUSION AND SUGGESTION

The effectiveness of the individual functions of members of the Village Consultative Body (BPD) in Tomini District can be seen from their ability to convey community aspirations, such as the BLT program, liquor issues, and mediation of family problems. However, limited individual capacity, both in terms of knowledge and expertise, is often a major obstacle in ensuring that community aspirations can be translated into concrete policies. This shows the need for ongoing training to improve the quality of personnel in carrying out village supervision and legislation tasks.

As a group, the Village Consultative Body in Tomini District shows quite good collective efforts in carrying out village deliberations to discuss issues such as budget allocation, supervision of BUMDes programs, and implementation of infrastructure development. However, the lack of balanced coordination between BPD members and the village government often hampers the decision-making process. This group dynamic is one of the main challenges

in creating synergy to solve complex problems. The organization of the Village Consultative Body in Tomini District shows success in several aspects of supervision, especially on physical projects such as roads and drainage. However, there are still structural weaknesses in terms of transparency and administrative flow, such as difficult access to budget documents and the lack of implementation of technical training programs. These obstacles indicate the need for organizational reform to improve the effectiveness of supervision and strengthen the working relationship between the BPD and the village government.

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