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## Village Development Board its Role and Function in Supervision of Village Government in Bareng District, Jombang District East Java Province

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### ABSTRACT

The enactment of Law Number 6 of 2014 concerning Villages has had a significant influence, especially on the preparation of development funds and activities for villages from the government. So village heads and village officials are required to build a good system, from planning, implementation and supervision. The Village Consultative Body (BPD), which consists of several elements and village figures, is expected to be able to carry out its function as a carrier of community aspirations regarding the running of village government, monitoring development and empowering the community. This article is the result of a literature and empirical study of the role of BPD in Bareng District, Jombang Regency, in order to determine the role of BPD in carrying out its functions, along with the increasing transfer of funds from the central government to the regions which also influences the increase in funds received to villages. For this reason, BPD has a strategic position. As supervisor of the running of Village government including village development. The BPD and the Village Head must work together without having to argue. Therefore, this research focuses on how BPD carries out its role in supervising the running of government and village development, including the use of village finances. As well as the relationship between the BPD and the village head. Apart from that, it also explains what factors can support optimizing the role of BPD, including absorbing community aspirations. The synergy between the BPD and the Village Head as well as the BPD's ability to build aspirational communication with the community are important factors in the success of the BPD in carrying out its duties and functions

## INTRODUCTION

An important aspect in the journey of regional autonomy cannot be separated from village autonomy, as the lowest level of government system. If good autonomy is created in villages, then regional autonomy will automatically find its substance. The term regional autonomy has become more popular along with Indonesia's constitutional progress since the reform was introduced.

So by avoiding division, and even requests for separation (wanting independence) from the Indonesian government to become its own country. So a system emerged which was considered as a medicine and dampener against the threat of disintegration of the Regional Autonomy system which was considered the best solution. In fact, to convince the people of the term regional autonomy, it is necessary to add "widest possible autonomy". Even though this term is not known in the general constitutional system, it is okay for this term to be popularized with a good aim, in order to maintain the integrity of the Unitary State of the Republic of Indonesia and avoid disintegration.

Article 18 paragraph (1) of the 1945 Constitution of the Republic of Indonesia states "The Unitary State of the Republic of Indonesia is divided into provinces and the provinces are divided into districts and cities, each province, district and city has a regional government regulated by law. ." Then in paragraph (2) it is stated "Provincial, district and city governments regulate and manage government affairs themselves according to the principles of autonomy and assistance duties." Likewise, paragraph (5) also states "Regional governments exercise the broadest possible autonomy, except for government affairs which are determined by law to be government affairs."

Even though Indonesia adheres to the system and principles of a Unitary State, where power is centralized in the central government. However, based on diversity in terms of culture, ethnicity, sociocultural, culture, economics and religion. Decentralization of the distribution of power/authority between the central government and regional governments needs to be carried out and

implemented with the formation of autonomous regions.

The existence and existence of villages was earlier in existence and tangible when compared to the state. Contains the meaning that philosophically the existence of villages has a role that must not be forgotten in supporting the journey of synergy between leaders and the people they lead, before the formation of this country. So the village should be the basis and an important part of higher governance arrangements. The village government building is something that is very fundamental to the existence of Indonesian state governance. So it can be said that the village is a portrait or miniature of the country of Indonesia.

So that the regulation of villages in a statutory regulation will really determine whether a village is good or not, apart from that, this will also have implications for government. The law on village government is an instrument for building a new village life that is independent, democratic and prosperous. What is meant by independence is being able to support oneself. Democracy is a value and system that must be the basis for the running of village government. So that policies, planning, village financial management and public services can run well, because they run on mutual agreement and come from the community.

Law number 06 of 2014 concerning Villages, which can then be called the Village Law, is the final law in the dynamics of legislation that regulates Villages. Where previously village regulations were always integrated with laws related to regional government. In the Village Law, the existence and existence of village government is guaranteed more by law than in previous laws. Even in Article 371 paragraph (2) the authority of the village government is emphasized more, with the hope that the welfare of village communities can increase.

In order to improve the welfare of village communities, the government provides funds for villages which are often referred to as village funds, which come from the State Revenue and Expenditure Budget. As explained in Article 1 paragraph (2) of Government Regulation Number 60 of 2014

concerning Village Funds: "Village Funds are funds sourced from the State Revenue and Expenditure Budget intended for Villages which are transferred through the district/city Regional Revenue and Expenditure Budget and used for finance government administration, development implementation, community development and community empowerment."

One of the aims of providing funds by the government to villages through village fund instruments is to improve community welfare. The essence of the APBD and APBN is people's money because it comes from the people and must be used for the welfare of the people. In order for this goal to be realized, the people have the right to know about the use or management of these funds by the recipient. Article 2 PP Number 60 of 2014 concerning Village Funds Sourced from the State Revenue and Expenditure Budget "Village Funds are managed in an orderly manner, complying with the provisions of laws and regulations, efficiently, economically, effectively, transparently and responsibly by paying attention to a sense of justice and propriety and prioritize the interests of local communities."

Management of village funds that is not in accordance with statutory provisions and technical derivative regulations will have an impact on criminal acts of corruption. Because financial management of village funds is a crucial and sensitive matter, its implementation must be accountable, transparent and participatory. In fostering a participatory climate, the BPD and the community have an important role in whether the management of village funds in a village is good or not. Accountability for the use of village funds must also start from accountability for all governance management, so that all village government activities must be accountable to the community, and the BPD as the implementation of community representation must be able to take an optimal role so that village funds can be used as intended and for the running of village government. can improve the welfare of the village community.

Because BPD or other names as stipulated in Article 1 number 4 of the Village Law, "is an institution that carries out government functions whose members are representatives of the Village population based on regional representation and determined democratically." This strategic function of BPD is what makes BPD the main and most important support for society as a supervisory institution. Which is intended to reduce the occurrence of misuse of village authority and finances in the administration of village government. So, if irregularities occur in the implementation of village government which are not in accordance with the provisions of the laws and regulations, the BPD cannot let go or shirk responsibility. Because among the functions of the BPD are (a) discussing and agreeing on Draft Village Regulations with the village head, (b) accommodating and channeling the aspirations of the village community, and (c) supervising the performance of the village head.

The important role of the BPD, which is actually as a check and balances institution, is what it should be, if it is implemented optimally then development in the village will proceed in accordance with the aspirations of the community, the will of the community will be achieved and there will be no misuse of village funds which will ultimately result in criminal acts of corruption. The rampant corruption of village funds that occurs in several villages in Jombang Regency, including villages in the Bareng District area, cannot be separated from the weakness of the BPD in carrying out its functions.

problem formulation How to optimize the role of the Village Consultative Body in Bareng District, Jombang Regency in supervising the running of Village Government and Village Development?

## **METHODS**

This article is the result of a literature and empirical study of the role of BPD in Bareng District, Jombang Regency, in order to determine the role of BPD in carrying out its functions, along with the increasing transfer of funds from the central government to the regions which also influences the increase in funds received to villages. For this reason,

BPD has a strategic position. As supervisor of the running of Village government including village development. The BPD and the Village Head must work together without having to argue. Therefore, this research focuses on how BPD carries out its role in supervising the running of government and village development, including the use of village finances.

## RESULTS AND DISCUSSION

### 1. The role of the Village Consultative Body

According to Article 1 point 1 of Law Number 6 of 2014 concerning Villages, it is defined: "Villages are villages and traditional villages or referred to by other names, hereinafter referred to as Villages, are legal community units that have territorial boundaries and are authorized to regulate and manage government affairs. , the interests of local communities based on community initiatives, origin rights, and/or traditional rights that are recognized and respected in the government system of the Unitary State of the Republic of Indonesia." Meanwhile, regarding the Village Consultative Body (BPD), it is stated in Article 1 number 4 that "The Village Consultative Body or what is 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."

Meanwhile, village government is the administration of government affairs and the interests of local communities in the Republic of Indonesia government system." Then the village government is "The village head or what is called by another name, assisted by village officials as an organizing element of village government". Meanwhile, the one that carries out the village government functions is the BPD. Thus, BPD is an important element and has an important role in the implementation and management of village government. The BPD is so important in the Village Law that it is mentioned 41 (forty one) times. However, the important function that the BPD has in many villages cannot be utilized properly. This also happens in several villages in the Bareng District, Jombang Regency. There are many reasons that influence this to happen.

In fact, if you look closely at the broad principles of village governance, the role of the BPD is very necessary and even impossible to eliminate. The principles of village government administration can be observed in the provisions of Article 24 of the Village Law, namely:kepastian hukum;

- a. orderly administration of government;
- b. orderly public interests;
- c. openness;
- d. proportionality;
- e. professionalism;
- f. accountability;
- g. effectiveness and efficiency;
- h. local wisdom;
- i. diversity; And
- j. participatory”.

Meanwhile, village regulation is based on the principles specified in Article 3 of the Village Law:

- a. recognition;
- b. subsidiarity;
- c. diversity;
- d. togetherness;
- e. mutual cooperation;
- f. kinship;
- g. discussion;
- h. democracy;
- i. independence;
- j. participation;
- k. equality;
- l. empowerment; And
- m. continuity.

Even in Article 32 paragraph (1), in terms of village head elections, the BPD has the power to "form a Village Head election committee." "From this committee, the democratization of the village head election system in a village can be measured." Because the BPD is the founder, the BPD cannot be involved as a village head election committee. Only three elements were involved: (a) village officials, (b) village community institutions and (c) village community leaders. This provision was deliberately made because the BPD is not an implementing agency. However, as a regulated institution, it functions as an instrument of checks and balances.

The BPD's inability to carry out its functions well and optimally starts at least from the most basic thing, namely who is invited to the village meeting which discusses the formation of the BPD, different from the BPD from 2002 to 2007, the BPD was elected by the community with a long name. "Village Representative Body" with the hope of truly becoming an institution that can represent the voices, aspirations and interests of the community. Meanwhile, currently the name has changed to Village Consultative Body. What seems to only be a complementary means of deliberation, and even then sometimes it is also abandoned by the Village Head, so that a lot of things happen in the dynamics of village governance and development. The BPD is not involved, even though the involvement has been arranged in advance by the Village Head, in order to achieve his wishes because the BPD is considered as inhibitor.

Situations like this often occur in several villages, so it gives the impression that the situation is structured, systematic and massive. For example, in forming BPD membership, the village head deliberately invited parties he considered "not at risk". At risk here are parties who are considered to be obstructing the interests or desires of the village head. Although the law already determines who is invited to the deliberations to select BPD membership. But it's still very easy to get sidetracked.

Regarding this, even though article 56 of the Village Law has regulated the criteria for who will be selected as members of the BPD, this arrangement is still very easy to "game" by the Village Head. For example, BPD membership is "representative of village residents based on regional representation and determined democratically." There are two issues that trigger problems, namely: "based on regional representation" and determined democratically.

The representation of this area can be interpreted as the hamlet/hamlet area (part of a village), the area within the scope of the Rukun Warga (RW), or the Rukun Tetangga (RT). Even in Jombang Regency Regional Regulation Number 2 of 2016 concerning Village Consultative Bodies, article 7 also only states "The filling of BPD membership is carried out democratically through a

direct election process or representative deliberation by guaranteeing women's representation." So this biased term of representation becomes the entry point for the village head to determine for himself who has the right to attend the deliberation for selecting BPD members. This is where the interests of the Village Head are carried out so that the elements of representation invited are mostly parties who can be conditioned or regulated. Although in several villages this kind of invitation model is questioned by several parties. However, most of those who question it can't do anything and just "grunt" in response to situations like this. This is also due to the culture in a region which considers "election of BPD members" to be about seeking office, so it is taboo to question it because it is considered to have ambition for those who question it. They are not aware of how important the function and role of the BPD is in the running of village government.

Dengan model kepesertaan musyawarah yang seperti ini tentu siapa yang whether they will be elected or elected as members of the BPD is predictable. Some village heads in cases like this "will look for safety" by directing deliberation participants to choose people who are considered "safe", which can be interpreted as not being adventurous. As a result, critical people will be eliminated because they are considered "disruptors" by some village heads. By looking for "safe" BPD members, they will be easy to control and will not strictly monitor the running of village government and village development, so that the BPD's check and balance function on the running of village government cannot run well as a result of which the village head can act with minimal control from BPD, in the end, many village heads were caught in criminal acts of corruption and immoral acts that should be avoided by a leader.

Things like this can be called systematic structural weakening. If something like this happens then the BPD will not be able to properly carry out what is its right, as mandated by Jombang Regency Regional Regulation Number 2 of 2016 concerning Village Consultations, Article 28 letters a and b, namely:

(a) supervise and request information regarding the implementation of Village Government from the Village Government;

(b) express opinions regarding the implementation of Village Government, implementation of Village Development, development of Village society, and empowerment of Village communities;

BPD is not a new institution, therefore several dynamics have occurred starting from the name, duties, functions and position of BPD. He said these changes were aimed at leading to a better BPD. However, if we look closely, it actually weakens the role and function of the BPD. According to Article 104 of Law Number 22 1999 concerning Regional Government. The BPD is played as a village legislative institution, or a strong legislative institution at the village level, the determination of BPD membership is also directly elected by the community, so the level of public trust in the BPD is also very high.

However, after the enactment of the 2004 Regional Government Law, the BPD became an element of village government which actually has authority and participates in regulating and administering the village. However, in fact, it is marginalized and sidelined because its power is getting lower. Based on statutory regulations, the BPD can dismiss the Village Head when the Village Head cannot carry out his duties properly and/or makes certain mistakes. However, currently the authority is only given to provide notes or receive reports regarding the implementation of the village head's duties. With this change in role, the BPD seems to only be a complement, one of the consequences of which is that more and more village heads are committing corruption

This change in role and authority started with several Village Heads complaining that the BPD in carrying out its duties and functions was considered "disturbing" and even gave the impression of finding fault with the village head. The Government responded to these complaints, then made changes to the authority, duties and functions of the BPD. In fact, this change, apart from weakening the position of the

BPD, also shows the government's failure to find the right solution to the problems that arise between the BPD and the Village Head.

This change in the role and function of the BPD is also evidence of the government's failure to build a democratic climate at the village level, as well as its failure to understand that the BPD and Village Head are able to work together as partners rather than being "opponents". In fact, if you look closely, it is natural that the BPD at that time had a broader role and seemed to always rub shoulders with the Village Head. Because it is still in the euphoric process of opening the taps for democratic freedom along with the reform. So that structuring the relationship between the BPD and the Village Head becomes more conducive, it is actually only a matter of time, without having to change and reduce the role and authority of the BPD.

At a time when the BPD has more of a role than it does now, on the other hand, the fact is that many problems can be resolved at the village level and the village head is not trapped in wrong actions because BPD control runs optimally and early prevention of wrong village head actions can be played by the BPD. . Unlike now, the reduced role of the BPD means that the village government seems to ignore the advice and supervision of the BPD, so that what happens is that the Village Head's actions are difficult for the BPD to control because of the weak role of the BPD, and in the end more and more Village Heads are trapped in misappropriating village funds and corruption.

If the BPD can be played well and positioned according to its proportions, together with the village head to make the Village Revenue and Expenditure Budget (APBDesa), the budgeting function and controlling function run well, it seems almost impossible for the village head to commit corruption. Because corruption definitely begins with weak supervision or even neglect, starting from the smallest things and then spreading to bigger things, namely corruption.

## **2. The Role of the Village Consultative Body in Village Development**

In article 25 of the Jombang Regency Regional Regulation Number 2 of 2016 concerning the Village Consultative Body, it is stated that "in carrying out its functions and authority as well as rights and obligations, the BPD is obliged to apply the principles of coordination and consultation between members of the BPD, the village government and between the village government, village community institutions, sub-district heads and local governments." This article actually shows that the performance of the BPD is a collegial and coordinative collective, and does not work alone even if it is the chairman. That is why the BPD leadership is called chairman, not "head".

Inappropriate habits carried out by local governments, in conducting outreach, meetings and training, do not involve BPD members (ordinary members). However, it always only involves the chairman and secretary, but not all of the results and knowledge obtained are conveyed to the members. This situation will ultimately create a knowledge and information gap between the chairman and members. Even though the chairman has the most right to act for and on behalf of the BPD. However, there needs to be certain momentum in order to increase the knowledge of all BPD members so that they can be involved.

Likewise, at village meetings, the BPD should not only be invited to listen like other invitations (simultaneously). However, the village head should hold a special meeting first with the BPD, for example in discussing the Village APBDesa, APBDesa Implementation Report, discussion of Village Regulations and so on. The village head invites representatives of residents, RT, RW, community leaders and others after coordinating and at a special meeting with the BPD.

This method is also in accordance with the understanding that the BPD is part of the village government system which has the function of supervision, budgeting and drafting village regulations and village head regulations. Also, in order to maintain ethics, if there are debates and

differences of opinion between the Village Head and the BPD, it can be localized only between the Village Head and the BPD, without involving the public, because if this happens to be seen by the public it will certainly not be a good spectacle. Moreover, it is very incorrect if in a meeting the BPD's votes are equated or equated with other invitees.

The rights of the BPD as stipulated in Article 28 paragraph (1) letter b of Regional Regulation Number 2 of 2016 concerning the Village Consultative Body, BPD are:

- a. express opinions on the implementation of Village Government,
- b. implementation of Village Development,
- c. Village community development, and
- d. empowerment of village communities;

In order to fulfill this expectation, and respect the rights of the BPD, coordination meetings and any meetings involving the BPD and the village government should be held in separate meetings, not at the same time as meetings with other community members who are not members of the BPD. The step of merging Village Head and BPD meetings with the community is the same as placing the BPD in a position that is not in accordance with the actual position of the BPD. Building a harmony orchestra seems simple, but it is very important to maintain conduciveness and mutual understanding of each other's duties and functions. If this is not the case then the recognition of the authority that the BPD has in supervising the running of village government has no meaning. If it is not supported by conceptual, systematic and sustainable empowerment efforts.

With an attitude of mutual respect, not tearing each other down, improving people's welfare, improving the quality of life, overcoming poverty through fulfilling basic needs will be far from reality. Likewise, the process of developing village facilities and infrastructure, exploring village economic potential, as well as utilizing natural resources and a sustainable environment will also be hampered.

The process and scope of village development includes planning, implementation and supervision

stages. These three stages absolutely must involve the BPD, so that the BPD provides a clear assessment of the Village Head's performance. BPD who are not involved in these three stages will have problems in the future, because their respective egos will emerge. Moreover, village development must prioritize togetherness, kinship and mutual cooperation, in order to realize the mainstreaming of peace and social justice.

Village development planning requires a holistic approach. because village development planning should be planning carried out by the community itself. Because society knows better about its needs. Through development that originates from the will of the community itself and is discussed properly, through village development planning deliberations (Musrenbangdes). Then development will be right on target because it is in accordance with stakeholder needs.

Musrenbangdes is a deliberation forum held every year by stakeholders to approve activity program plans intended for the next fiscal year. The reference or guideline for preparing matters discussed in the Musrenbangdes is the Village Medium Term Development Plan (RPJMDes) which has been prepared and agreed upon previously. Musrenbangdes is also a public forum for planning activity programs whose discussions involve representation of all elements of the village community concerned (stakeholders), where the implementation is the village government.

Through Musrenbangdes, it is intended that the implementation of development runs in an orderly, systematic and sustainable manner. So that development activity programs are right on target. So problems and needs can be mapped, especially the potential and supporting factors possessed by a village can be captured by good planning. The success of a plan in the Musrenbangdes is determined by the extent to which the plan can accommodate the interests of the village community in a broad sense, because planning is:

a. a systematic and planned preparation of activities that will be carried out to achieve mutually desired goals;

b. is a way to achieve maximum goals through optimizing potential utilization;

c. a way to determine a desired goal;

d. is a direction for the use of limited (existing) development resources in order to achieve maximum goals to improve the social economy of society so that implementation can be more effective and efficient.

To achieve the goal of improving community welfare, both the village government and BPD must get support from the community. So that the synergy between the village government and BPD starts from the same awareness, based on:

a. equal and equal positions, but with different duties and functions

b. similarity of concepts and desired goals

c. the principle of mutual respect and appreciation

synergize with each other.

## 2. The role of the Village Consultative Body in Supervising Village Finances

If not managed well, the large amount of village funds disbursed to villages will actually be a disaster for village government officials. Village funds as intended by Article 1 paragraph (2) PP 60/2014, are certainly expected by the community to be managed well by the village head. For good management of village funds, optimal synergy and supervision from the BPD is certainly needed, because among the functions of the BPD is supervision of the performance of the village head (Article 55 of the Village Law).

The duties, authority, rights and obligations of the village head are:

a. submit a report on the implementation of village government at the end of the term of office to the regent/mayor;

b. submit a report on the implementation of village government at the end of each fiscal year to the regent/mayor;

c. submit a written government administration information report to the BPD at the end of each fiscal year.

If these things can be done well through the correct mechanisms, then the Village Head in

running the government will avoid being caught in criminal acts of corruption. What matters must be reported have also been explained in Article 51 PP 43/2014.

The information report on the implementation of village government must at least contain "implementation/implementation of village regulations, which means that the BPD has the right to obtain other reports related to the implementation of village government and other duties of the village head. However, some village heads are reluctant to provide good reports as a reference for monitoring. However, what happens is sometimes more tragic, the BPD asks for financial balance records, RAB (cost budget plan) for physical activities, and other data related to finance and development, which is made difficult if not to say "not granted". In fact, it is from these data that the BPD can carry out its supervisory function well because there are clear and measurable parameters.

The role of BPD in overseeing Village funds is actually very strong and has been legitimized by statutory regulations. However, if in fact it doesn't work well. So there are many things that need to be looked at as to why this might happen. It could start from the BPD election system which is conditioned to make the BPD dull and dull, this is a systematic and planned action, or there may also be other factors such as personal weakness, disharmony between the village head and the BPD or even other factors that influence it. So this research will attempt to conduct a deeper study of the weakness of the BPD in supervising the use of the budget.

The Village Head's report to the BPD in order to run village government must be based on correct data according to actual facts. This includes the implementation of village government, the direction of village development policy, finances and other matters agreed in the RPJMDes, and described in the RAPBDes every year. So that the supervision carried out by the BPD runs well. So you must pay attention to:

a. Financial Control is a method used to ensure that individual or group behavior is in line with the values and social norms that society upholds.

Through this financial control, the BPD is tasked with supervising the running of village government. It is hoped that effective methods can be applied, so that BPD is able to optimize its role in carrying out its main tasks and functions effectively. However, in carrying out its duties and functions, the BPD must still maintain good relations with the village government.

b. Financial supervision is a way to set performance standards in planning to design an information feedback system, as a means of measuring performance against predetermined standards, so that deviations do not occur, and as a guide for taking action if deviations occur. This is done in order to ensure that all village government resources have been used and utilized to achieve the goals the village government wants to achieve. Because the BPD is a representative institution for community aspirations, especially in the context of overseeing the running of village government in accordance with the provisions that have been mutually agreed upon through the RPJMDes;

c. Monitoring awareness is what you want to understand, in order to be able to create a measuring tool over time that can show movement towards the goal you want to achieve or vice versa. BPD needs to monitor policies that have been mutually agreed upon and agreed upon. Indeed, the village government has not been fully involved in the programs launched by the government so far, so as to avoid interest bias. However, this does not mean eliminating coordination between village government and BPD, resulting in disharmonization;

d. Evaluation is an assessment activity for decision making or to assess something obtained from a measurement. In carrying out its main duties and functions, the BPD must carry out a comprehensive evaluation of the performance of the village government, so that its level of success can be known. Even if it fails, the cause of the failure will be known, and then the failure can become a stepping stone so that the level of success will be better in the future;

e. Supervision is an activity to measure and improve the performance of the village government,

to ensure that the stated goals can be met or achieved. It is hoped that the BPD can carry out its main duties and functions, through supervision, so that the village government can avoid irregularities. And make improvements at a later date. When carrying out supervision, the most important thing is the quality of the resources and skills of village officials, so that they can understand and support the tasks of the BPD;

Apart from the five main things above, BPD must carry out supervision which includes:

1. Supervision of actions taken by the village government, as well as follow-up to aspirations expressed by the community, both directly and through the BPD

2. Give a warning if fraud occurs or warn so that fraud does not occur in a good manner;

3. If there are several things that are not quite right, the BPD must immediately clarify them;

4. If there is a problem that is difficult for the BPD to solve itself, then the BPD can take steps to convey it to the District Head or Regent

Forms of supervision carried out by BPD include:

1. Monitoring all village cash income and expenditure;

2. Regularly monitor non-governmental funds,

3. Development activities and other village activities.

Optimizing the role of BPD in supervising the running of village government, especially in financial matters, requires synergy with village officials, starting from the village head and village officials as well as other village organizations. Apart from that, support and participation from the community is also needed considering that the BPD is essentially a representative of the community itself. Support from the community is not only about the large flow of aspirations entering the BPD, but also towards the implementation of decisions that have been made. This support and aspirations seem easy. However, it will not be easy if what the BPD decides is not in accordance with the wishes of the community or communication between the BPD and the community is blocked.

## **1. Personal, Structural and Functional Weaknesses of BPD**

Starting from the enactment of Law Number 22 of 1999 concerning Regional Government, representative institutions at the village level have received sufficient space. The institution was originally named the Village Representative Body. This institution was formulated as a legislature at the village level, in order to foster a more democratic climate at the village level in line with the rolling out of reforms which changed many of the governance systems from the center to the village level.

The BPD is constructed as having the function of making village regulations together with the village head, accommodating and channeling community aspirations, and supervising village regulations, the Village APBDes and village head decisions.

Then in 2004 Law Number 22 of 1999 was amended by Law Number 34 of 2004. The reason for replacing this law was to make improvements to the previous law. As a consequence, the representative institution which was originally called the Village Representative Body changed to the Village Consultative Body. In terms of elections, there have also been changes. The BPD, which was originally elected by the community directly, becomes elected at a village meeting, which makes it possible for invitations to participants in the BPD member election deliberation to be arranged by the Village Head.

This change certainly has consequences for changes in the authority of the BPD. The village head, who was originally responsible to the BPD, has changed, only being obliged to provide accountability reports. This change in authority also limits the power of the BPD to be able to assess the performance of the village head which results in a decision to accept, reject or accept with a note, the accountability submitted by the village head.

This change in law, which has consequences for the BPD's authority, is considered by almost all members to be emasculating or weakening it. These are the results of dialogue, brainstorming and research conducted on BPD members in the Bareng

District, Jombang Regency. Bareng District consists of 13 villages, there are 115 BPD members. Each village has 9 people each except for only one village which, due to its small population, only has 7 BPD members. In terms of education, BPD members in Bareng District are actually good, namely 20% have junior high school education, 60% have high school education and 20% have bachelor's degrees.

However, with the BPD's already good educational configuration, it turns out that it has not been able to carry out its functions optimally. The sub-optimal performance of the BPD is not only caused by limited knowledge but also because the authority granted by law is limited. So, by the BPD members themselves, this is considered a systematic weakening. Systematic weakening through this law is reflected in:

1. Change of the name of the institution from VILLAGE REPRESENTATIVE BOARD to VILLAGE MUSYAWARATAN BOARD. This change certainly brings a deep philosophical aspect. This is actually the starting point for the weakening of BPD, where the existence of BPD becomes dull. For this reason, it would actually be more ideal if the BPD were returned to its original function as a village representative body.

2. Changes in BPD membership which are no longer elected by the people, but are chosen by deliberation through village meetings. From a democratic perspective, this method does not reflect the true spirit of democracy because it does not include people's participation. By being selected through a village meeting, who will be chosen as a member of the BPD can be determined by the village head, as the party who has the authority to determine who will be present at the village meeting.

3. There are no regulations regarding standards for BPD supervision of the performance of village heads.

4. The results of supervision are non-executive and there is no punishment mechanism for the village head. As a consequence, the BPD only receives reports and is only given the authority to provide notes, not assessments.

At least from these four elements, it is proven that there has been a systematic weakening of the BPD's authority. The election model through village deliberations means that who will be elected as BPD members can be regulated in such a way by the village head, because the village head determines who will be invited to the deliberation to elect members of the BPD. So the weakening of the BPD function is a very systematic weakening, in the form of personal, structural and functional weakening.

Even though these weaknesses are real, the BPD can still carry out its duties, functions and authority optimally in order to channel community aspirations and supervise the operation of village government and the implementation of development as well as oversee how the village head carries out the village regulations and regulations that have been agreed upon. Because the target of optimizing the role of the BPD is not just a matter of whether or not the village head can reject accountability.

However, the performance of village government can have implications for the welfare of village communities. Moreover, whatever name BPD uses, whether as a "representative body" or as a "deliberative body", in essence the BPD is a representative of the community. Where the community is looking forward to its performance so that the results can be in line with the community's own expectations. If so far there are still shortcomings, this is actually normal. However, in the future it is still hoped that the law can provide greater space to the BPD, especially regarding the authority that should be given. So that the existence of the BPD as a legislative institution at the village level, which is expected to foster a better democratic climate, and the optimization of development supervision is carried out according to objectives, the effect is that it is hoped that not many village officials will be caught in corruption because small mistakes before they become big can be resolved first at the village level.

Limited role and in the midst of systematic weakening of BPD, BPD remains the community's hope in controlling or supervising the running of village government. Whatever happens in the

implementation of village government, it cannot be separated from the involvement of the BPD. The choice is that the weaknesses that occur in the BPD in carrying out its duties and functions must be corrected. These weaknesses if identified are:

1. The need to increase the distribution of abilities of BPD members by increasing training, seminars, workshops and other forms of activities to increase knowledge, especially in matters of legislation (planning, drafting, discussing, ratifying and supervising implementation);

2. The wider and more complex the problems and demands faced by the community, the need for a BPD that is always in synergy with the community in order to absorb aspirations and at the same time how to manage these aspirations into village government policy;

3. The need to strengthen synergy between the BPD and the Village Head/village apparatus and other village level institutions. In order to establish harmonious relationships, starting from a complete understanding of each other's main tasks and functions.

## CONCLUSION

Optimizing the role of the Village Consultative Body in the Bareng District area of Jombang Regency in supervising the running of Village Government and Village Development/use of finances. This can be achieved through self-awareness of one's weaknesses and strengths. Then an inventory and evaluation is carried out. The next step is to create a concrete and measurable action plan. So that the BPD's strategic position in administering village government can be utilized optimally to accelerate the success of village development. The lack of synergy between the BPD and village officials is often the initial and main trigger for disharmony. As a result, the BPD cannot carry out its duties, functions and authority optimally, in the end the community suffers losses. Peraturan Pemerintah Nomor 43 Tahun 2014 tentang Peraturan Pelaksanaan Undang-Undang Nomor 6 Tahun 2014 tentang Desa.

The role of the BPD as a mouthpiece for the people is something that is no less important, so the BPD must be close to the people and know what activities (starting from planning, discussing activity determination, implementation and evaluation) are being and will be carried out by the village government. To be conveyed to the community to get feedback. Structural weaknesses should not be used as an excuse for not carrying out duties, functions and authority optimally. BPD membership in villages in Bareng District, Jombang Regency, academically qualified, must be used as basic capital that is contributive and can be managed in order to optimize BPD performance in the future.

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