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Analysis of the Implementation of the Village Consultative Body (BPK) in Sakaq Tada Village, Mook Manaar Bulatn District, West Kutai Regency, Indonesia

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ABSTRACT

The Village Consultative Body (BPK) is a representative institution of the community that plays an important role in village governance, particularly in discussing village regulations, channeling community aspirations, and supervising the performance of the village government. This study aims to analyze the implementation of the BPK's functions in Sakaq Tada Village, Mook Manaar Bulatn Subdistrict, West Kutai Regency, and to examine the compatibility between normative provisions and empirical practices in the field. This study uses a qualitative, descriptive-analytical approach. Data were collected through in-depth interviews, observations, and documentation of informants, including the BPK Chair and Members, Village Officials, village government officials, and the Head of the Neighborhood Association (RT). Data analysis was conducted inductively using Miles and Huberman's interactive analysis model, which includes the stages of data collection, data reduction, data presentation, and conclusion drawing. The results of the study show that normatively, the BPK has carried out its three main functions in accordance with applicable regulations. However, empirically, the implementation of these functions has not been fully optimal. The legislative function is still limited to discussing routine regulations; the supervisory function has not been carried out systematically; and the function of channeling community aspirations is often carried out through informal mechanisms. This condition is influenced by limited human resource capacity, minimal technical training, and suboptimal institutional working mechanisms at the BPK. This study concludes that strengthening the BPK's role requires increasing institutional and human resource capacity, as well as strengthening coordination between the BPK and village governments to support more effective and accountable village administration.

Keywords: Village Consultative Body, Institutional Function, Village Administration, Community Participation.

I. Introduction

The Village Consultative Body (BPD) or Village Consultative Council (BPK) is one of the important institutions in the village/hamlet governance system in Indonesia, functioning as a representative of the community as well as an instrument of oversight and legislation at the local level. The existence of the BPK

reflects the application of participatory democracy principles at the village level, particularly in ensuring community involvement in decision-making processes, policy formulation, and oversight of village administration (Marisca & Rustam, 2023). In this context, the BPK not only acts as a formal institution but also as a deliberative space that bridges the interests of the community with those of the village government (Suryanata et al., 2023). Strengthening the role and function of the BPK cannot be separated from Indonesia's regional autonomy framework. Law Number 23 of 2014 concerning Regional Government states that regional autonomy is implemented in a broad, real, and responsible manner, by granting regional governments the authority to regulate and manage government affairs in accordance with laws and regulations (Nur Wijayanti, 2017). In the context of villages or hamlets, this policy decentralization is reinforced by Law No. 6 of 2014 on Villages, which positions villages as subjects of development rather than merely objects of central or local government policy (Pratama et al., 2021).

As a manifestation of this policy, villages/hamlets are given broad authority to manage government and development affairs based on local needs and characteristics. Within this framework, the BPK has a strategic position as an institution that performs governmental functions alongside the village government. Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 110 of 2016 concerning the Village Consultative Body explicitly states that the BPD or BPK is an institution that carries out governmental functions, and that its members are representatives of the village population, based on democratically determined regional representation. This regulation emphasizes that the BPK has both political and legal legitimacy to carry out its legislative, representative, and supervisory functions. At the regional level, the BPK's existence and role are also strengthened through local regulations, specifically, in West Kutai Regency, Regional Regulation No. 10 of 2019 details the BPK's duties, functions, and authorities. According to this regulation, the BPK has three main functions: discussing and agreeing on village plans with officials (legislative function); accommodating and channeling community aspirations (representative function); and supervising the performance of village officials and government apparatus. Therefore, normatively, the BPK is positioned as an equal partner of the village government in government and development administration.

Cooperation between the BPK and village governments is a key prerequisite for the realization of democratic, transparent, and accountable village governance. Through deliberation mechanisms, discussion of village regulations, and oversight of budget use, the BPK is expected to ensure that village development policies and programs truly reflect the aspirations of the local community (Alkadafi et al., 2025). In practice, the effectiveness of the BPK's role is highly dependent on the quality of human resources, understanding of regulations, and the dynamics of institutional relations between the BPK and village governments (Ratna Devi, Parmin, 2019). In Sakaq Tada Village, Mook Manaar Bulatn Subdistrict, West Kutai Regency, the BPK, together with the village government, has achieved relatively positive results in physical development. Various development programs financed through the Village Revenue and Expenditure Budget (APBDes), such as the construction of farm roads, bore wells, and wooden bridges, have had a real impact on improving the welfare of the village community. These achievements reflect the synergy between the BPK and the village government, particularly in the planning and budgeting process. However, while there has been success in physical development, this has not been fully accompanied by efforts to strengthen institutional aspects and non-physical regulations. As a result, the drafting of Village Regulations, which govern various aspects of community life such as governance, village asset management, and internal oversight mechanisms, has not been a top priority. Nevertheless, village regulations remain an important instrument for creating legal certainty, improving the work discipline of village officials, and strengthening the accountability of village administration (Apriani et al., 2018). This situation is inseparable from the limited human resources available to the BPK in Kampung Sakaq Tada. Specifically, some BPK members still struggle to understand the process of drafting village regulations, government administrative mechanisms, and internal oversight functions. Furthermore, the lack of training and technical assistance further exacerbates these limitations, leaving the BPK unable to perform its legislative and oversight functions optimally. As a result, initiatives to develop villages that are responsive to community needs remain relatively low (Annahar et al., 2023).

The absence or limitations of village regulations directly affect weak work discipline and the effectiveness of BPK functions. As a result, without clear and operational regulations, supervision of village government performance tends to be administrative and reactive. Consequently, this condition reveals a gap between the normative framework established by regulations and the empirical reality of BPK functions at the village level. This phenomenon aligns with previous studies, which show that implementing BPK/BPD functions across regions continues to face challenges, ranging from limited institutional capacity to weak coordination with village/hamlet governments. However, most of these studies still focus on describing empirical conditions without a thorough grounding in the applicable normative framework. Therefore, there is still a research gap that needs to be filled through analysis that integrates normative and empirical approaches simultaneously. In village administration, the Village Consultative Body (BPK) is closely tied to efforts to strengthen substantive local democracy. At the village level, democracy depends not only on formal institutions but also on how well these bodies perform representation, deliberation, and oversight. The BPK thus holds a strategic role as a bridge between community interests and village government policies. However, various studies show that the weak performance of representative institutions at the local level is often due to a mismatch between normative institutional design and field implementation practices. Furthermore, regulations that grant broad authority to the BPK do not automatically guarantee effective implementation of these functions if they are not balanced with human resource capacity, understanding of the regulations, and clear, structured working mechanisms. As a result, these conditions place the BPK in a symbolic position, being formally present but not yet fully effective substantively (Ifrani, 2022). In the context of Kampung Sakaq Tada, these dynamics become increasingly relevant to study, given the community's social characteristics, which still uphold the values of deliberation and togetherness. Sociologically, this condition is a potential source of social capital that could strengthen the BPK's role. However, without adequate institutional management, this social capital risks not being translated into institutional power to promote accountability and transparency in village administration.

Therefore, this study not only describes how the BPK functions but also analyzes the factors that influence its implementation effectiveness. By placing the BPK as the main object of study, this research is expected to contribute academically to enriching the discourse on local democracy and village governance, while also providing an empirical picture of the challenges of institutional implementation at the grassroots level. Based on this description, this research is important to conduct to analyze in depth the implementation of the Village Consultative Body's functions in Sakaq Tada Village. This study aims not only to describe the empirical conditions for implementing the BPK's functions but also to assess its compliance with the laws and regulations that govern it. Thus, this study is expected to contribute theoretically to the development of research on village government institutions and, practically, to provide recommendations for strengthening the BPK in Kampung Sakaq Tada. Based on this, this study is titled "Analysis of the Implementation of the Village Consultative Body (BPK) in Sakaq Tada Village, Mook Manaar Bulatn District, West Kutai Regency."

II. Literature Review and Hypothesis Development

Studies on Village/Kampung Consultative Bodies in the context of local government generally position this institution as a pillar of participatory democracy at the grassroots level. Various previous studies have confirmed that village representative bodies aim to ensure that public policy is not determined solely by the village government, but rather through deliberative mechanisms that involve community representation. However, the effectiveness of this role depends heavily on institutional capacity and the quality of the relationship between representative institutions and village executives. From the perspective of local democracy theory, representative institutions at the village level have a dual function, namely as a channel for articulating community interests and as an instrument for overseeing executive power. This function places the BPK in a strategic position in maintaining checks and balances at the village level. However, several studies show that overly harmonious relations between the BPK and the village government can actually increase the scope of control, because criticism and oversight are often avoided to maintain personal and social stability.

Other studies highlight that weak functioning of BPK/BPD is often caused by low regulatory literacy and limited understanding of their duties and authorities among members. This condition causes BPK to act more like an administrative institution that merely approves village government decisions, without adequate review and evaluation. As a result, the BPK's role as a representative of the community's interests has not been fully realized. Based on the above review of previous studies, it can be concluded that the main problem in implementing the BPK's functions does not lie in the absence of regulations, but in the gap between the normative framework and implementation practices. This gap is an important area for further analysis, especially in the context of villages with specific social and cultural characteristics such as Kampung Sakaq Tada.

2.1. Previous research on the functions of BPK/BPD

Research on the Village Consultative Body (BPK) has been extensive, but most remains descriptive and focuses only on its functions and the obstacles to its implementation. (Yoel, 2020) focused his research on the functions and roles of the BPK that have not been optimally implemented in the village of Sakaq Tada due to inhibiting factors, namely the absence of supervision guidelines and the lack of village regulations. (Sri Hastuti R et al., 2023) Moreover, Aprila (2020) reported similar findings regarding the BPD's functions, which have not been fully effective due to limited discussion forums and village deliberations, resulting in a low intensity of community aspiration distribution. In contrast to the findings of Suhaedi et al. (2020) in Buntet Village, the effectiveness of the BPD's function is not solely determined by formal regulations but also by harmonious coordination and cooperation between the BPD and the village government, enabling institutional relations to function well within the local socio-political context.

2.2. Novelty of the research

This research has advantages over previous studies because it does not merely describe the implementation of the Village Consultative Body (BPK) functions, but also conducts an in-depth analysis through a combination of normative and empirical approaches. This approach allows for an assessment of the alignment between the implementation of BPK functions at the village level and the applicable legal and regulatory framework, resulting in a more comprehensive analysis. Unlike previous studies that tended to emphasize descriptive aspects related to the functions and obstacles of BPK/BPD, this study systematically examined the three main functions of BPK, namely the legislative function, the channeling of public aspirations, and the supervisory function, by involving various key informants. Thus, this study can capture the institutional dynamics of the BPK more comprehensively, both from a normative perspective and from empirical practice in the field (Yamin & Minako, 2023). The novelty of this study lies in integrating regulatory analysis with empirical reality to assess the performance of the BPK in Kampung Sakaq Tada. With this approach, this study presents a brief review of both normative and empirical aspects and provides practical recommendations to strengthen the BPK institution at the village government level (Prasodjo, 2025). The purpose of this study is to determine the implementation of the Village Consultative Body's functions using functional indicators, to discuss and agree on village regulations with village officials, to accommodate and channel the aspirations of the village community, and to supervise the performance of village officials.

2.3. Theoretical and conceptual basis

The basis of this research is public policy theory and organizational theory. According to Thomas R. Dye's book, as quoted by Nurhayati (2020), public policy can be understood as "whatever governments choose to do or not to do," meaning that everything governments do or do not do will still have the same policy implications. As a representative institution of the community, the BPK's role in village administration is part of the public policy process at the local level. Conceptually, Nining Haslinda (2008) states that a function is a

series of interrelated tasks carried out to achieve organizational goals, which are classified into the same type based on nature, implementation, or other considerations.

Analysis is the process of breaking a phenomenon into its parts to understand and assess problems, so they can be corrected, improved, or even resolved. (Raharja, 2020) explains that analysis aims to identify problems for correction and improvement. Therefore, this study not only examines the implementation of the BPK's functions normatively based on laws and regulations, but also empirically through field practice. This allows for harmony between regulations and the implementation of BPK functions in the village of Sakaq Tada. Analysis of the functions and obligations of the Village Consultative Body (BPK) in the context of village administration involves understanding how the BPK operates, the extent to which it is effective in carrying out its duties and serving the interests of the village community, and its contribution to encouraging participation and democracy at the local level.

The function of village administration is to implement various administrative matters and local community interests within the framework of the Unitary State of the Republic of Indonesia's system of government. This includes regulation and management based on community initiatives, customary rights, or traditional rights that are recognized and respected within the NKRI system of government. The Village Consultative Body (BPK) is a village-level government institution whose members are elected on a regional basis and represent the population. The BPK plays a role in accommodating community aspirations, formulating village regulations together with village officials, and overseeing the performance of the village government to ensure transparency and accountability. The existence of the BPK is regulated by Law Number 6 of 2014 concerning Villages and by regional regulations issued by the Regent or Mayor in cooperation with the district/city DPRD.

Analysis of the Implementation of the Village Consultative Body (BPK) in Sakaq Tada Village, Mook Manaar Bulatn District, West Kutai Regency is an activity carried out by the BPK of Sakaq Tada Village in order to carry out its functions, namely discussing and agreeing on village regulations with village officials, accommodating and channeling the aspirations of the village community, and supervising the performance of village officials. This strategic institution functions as a channel for community aspirations and a partner for village officials in formulating local policies. In the context of village administration, the BPK is a representative institution of the community that plays a strategic role in determining the direction of village policy through its legislative, supervisory, and community aspiration channeling functions. This public policy approach is relevant for analyzing the extent of the BPK's active involvement in the decision-making process and how village policies are formulated and implemented in accordance with community needs. The absence of village regulations or weak oversight of policy implementation can be understood as a form of public policy that impacts the quality of village governance. In understanding the role and function of the Village Consultative Body (BPK), the theoretical approach used in this study is not intended as a rigid, normative framework, but rather as an analytical tool for reading the empirical dynamics at the village level. Public policy theory provides a basis for examining how the process of formulating, implementing, and evaluating village policies should involve non-executive actors, including the BPK, as part of the local democratic mechanism. In this context, the BPK is positioned as a strategic actor that helps ensure village policies align with the community's needs and aspirations.

Meanwhile, organizational theory explains how the BPK's internal structure, role divisions, and operational mechanisms influence the effectiveness of its institutional functions. As a public organization, the BPK is required not only to have formal legitimacy but also operational capabilities to carry out its mandate effectively. An unclear organizational structure, overlapping task assignments, and a lack of standard operating procedures can lead to sporadic BPK functions that depend on individual initiatives rather than institutional systems. From an institutional perspective, the effectiveness of a representative institution is also greatly influenced by its power relations with other actors. The BPK, as a non-executive institution, is in a unique position because it must carry out its control function without losing its partnership with the village government. This relationship requires a balance between a critical attitude and constructive cooperation. When this balance is not achieved, the BPK risks being caught between two extremes: becoming too

confrontational, thereby hindering the administration of government, or being too compromising, thereby losing its supervisory function. In addition, community participation is an important element of this study's conceptual framework. The BPK cannot effectively fulfill its representative function without the active involvement of the community in conveying their aspirations. Therefore, community participation is understood not only as attendance at deliberative forums, but also as a continuous process that enables the community to be involved in the monitoring and evaluation of village policies. In this context, the BPK acts as both a facilitator and an aggregator of community interests. By integrating public policy theory, organizational theory, and the concept of community participation, this study develops a comprehensive analytical framework for understanding the implementation of the BPK's functions in Kampung Sakaq Tada. This framework allows researchers to seek empirical findings within systematic theoretical frameworks, ensuring that the resulting analysis is not only descriptive but also sufficiently analytical, in accordance with scientific writing standards.

2.4. Framework for analyzing the implementation of BPK functions

As stipulated in Law Number 6 of 2014 concerning Villages and Kutai Barat Regency Regulation Number 10 of 2019, the BPK, as a representative institution, has three functions, namely the function of discussing and agreeing on village regulation plans with village officials, accommodating and channeling the aspirations of the village community, and supervising the performance of village officials. The effectiveness of the BPK's functions is influenced by the quality of its working relationship with village officials, its institutional capacity, and the level of community participation. Therefore, this study analyzes the implementation of BPK's functions, both normatively and empirically, to assess the suitability of regulations and practices in the field. Thus, this study aims to fill a research gap by analyzing in depth how the BPK's legislative, representative, and supervisory functions are carried out in the practice of village administration. The focus of the study is not only on what the BPK does, but also on the factors that influence the effectiveness of implementing these functions. This approach is expected to contribute theoretically to the study of local democracy development and empirically to the strengthening of BPK institutions at the village level.

III. Research methods

Data analysis in this study was conducted inductively using the interactive model of Miles and Huberman (Miles et al., 2014), which emphasizes that the analysis process in cyclical research involves researchers using descriptive-analytical qualitative research, a method that aims to understand social phenomena from the perspective of participants in a natural context (Creswell, 2016; Moleong, 2017). The inductive approach used in this study grounds theoretical understanding in field data. In the tradition of qualitative research, induction is not merely the process of deriving theory from data, but an epistemological mechanism that enables researchers to capture the complexity of social reality contextually and dynamically. Miles and Huberman's interactive model emphasizes that data analysis does not proceed linearly but rather through a continuous process of data collection, reduction, presentation, and conclusion drawing. Thus, empirical meaning is not "discovered" instantly, but is constructed reflectively through continuous interaction between the researcher and the field data. The choice of a descriptive-qualitative analysis indicates that this research organization aims to understand social reality as experienced and interpreted by local actors. In the context of village governance, the role and function of the Village Consultative Body cannot be separated from social relations, local culture, and the dynamics of power that unfold at the village level. Therefore, this approach allows researchers to capture the latent dimensions of BPK institutional practices that are not always formally articulated in regulations or administrative documents.

This research is meaning-oriented, with the researcher serving as the primary instrument in data exploration and interpretation. Data collection techniques are carried out using triangulation through in-depth interviews, participant observation, and documentation (Sugiyono, 2019). The meaning-oriented research emphasizes that social reality in this study is understood as a subjective construction formed through

social interaction and the experiences of village actors. The researcher's position as the main instrument involves applying a methodology in which the researcher's analytical sensitivity, reflexivity, and interpretive abilities are key to producing credible findings. In this context, the researcher is not positioned as a neutral observer but as part of the meaning-making process, consciously maintaining a critical distance from the data.

The application of triangulation in data collection techniques enhances the validity of research findings. In-depth interviews allow researchers to explore the perceptions, experiences, and knowledge of institutional actors regarding the BPK's functions. At the same time, participant observation provides an empirical picture of the actual practices in the field. Documentation complements these two techniques with administrative and historical evidence, so that the analysis is not based solely on verbal narratives but also on documented policy artifacts and institutional practices. Data analysis techniques aim to provide an in-depth understanding of the implementation of the Village Consultative Body (BPK) functions in Sakaq Tada village. A deep understanding of the implementation of BPK functions is important because this institution holds a strategic position within the village government structure, serving as a community representative and a critical partner of the village government. The analysis is not only directed at the extent to which these functions are carried out normatively, but also at how these functions are practiced, negotiated, and interpreted by institutional actors. Therefore, this study does not stop at a procedural description but seeks to reveal the relationships among norms, practices, and social contexts that influence the effectiveness of the BPK. Obtained through patterns that emerge in field data and analyzed systematically through the following stages: Pattern-based analysis allows researchers to identify regularities, trends, and contradictions that emerge from field data. These patterns are not understood as stand-alone findings but rather as representations of recurring, structured social processes in village governance practices. Through systematic analysis, these patterns are then linked to a conceptual framework regarding the functions of representation, legislation, and oversight in local governance.

3.1. Data collection

The initial stage of analysis began with the collection of primary data through in-depth interviews and secondary data from sources such as reports, documents, and other materials relevant to this study. Informants were determined using the purposive sampling technique, which is a method used by researchers to select specific individuals or groups who are considered most suitable for the research, not randomly, but based on the characteristics or expertise needed by the researcher to be able to answer the research questions accurately, namely the Chairman and Members of the BPK, Village Officials, Village Government Officials, and the Head of the Neighborhood Association. The use of purposive sampling reflects methodological awareness that not all actors hold positions, experiences, or knowledge relevant to the research's focus. In the study of the BPK's institutional function, informants were selected based on their direct involvement in decision-making, policy implementation, and interaction with the village community. Therefore, the validity of the research findings is determined more by the depth of information obtained than by the number of informants alone.

The chairperson and members of the BPK were positioned as key informants because they are the leading actors in the implementation of legislative functions, the channeling of aspirations, and oversight. Village officials and the village government apparatus provide an institutional perspective from the village executive side, while the RT chairperson represents the community's voice at the level closest to residents. This composition of informants allows for triangulation of perspectives, ensuring the analysis is not one-sided and can describe the relationships among actors in village governance. Semi-structured interviews were conducted to explore in depth data related to the implementation of legislative functions, the collection and channeling of community aspirations, and the supervisory functions of the Village Consultative Body (BPK). The data collection stage in qualitative research is not merely a technical activity for obtaining information, but an epistemological process that determines the depth and quality of subsequent analysis. Primary data obtained through in-depth interviews enabled researchers to capture the subjective experiences, practical

knowledge, and perceptions of village actors regarding the implementation of BPK functions. Meanwhile, secondary data served as a structural context, providing a normative and historical framework for the practices observed in the field. The combination of primary and secondary data creates a dialectical relationship between empirical reality and formal regulations. Thus, researchers not only examine the implementation of the BPK's functions from the perspective of the actors but also place it within the broader landscape of village governance policies and administration. This approach strengthens the analysis's position, ensuring it is not trapped in a purely personal narrative but remains connected to the institutional structures that surround it.

3.1.1. Results of interviews with the chair and members of the BPK

3.1.1.1. Understanding the Duties and Functions of the BPK

Based on interviews, the chairperson and members of the BPK in Sakaq Tada village generally understand the BPK's duties and functions as stipulated in laws and regulations. The BPK is understood to be an institution that discusses and agrees on village regulations with officials, accommodates and channels the community's aspirations, and oversees the performance of the village government. However, members' understanding still varies, especially regarding the function of budget oversight.

3.1.1.2. Implementation of the function of discussing and agreeing on village regulations (Legislative)

In carrying out its functions, the BPK discusses village regulations, particularly those related to the Village Revenue and Expenditure Budget (APBKamp). The discussion process is conducted through meetings with village heads and officials. However, BPK members' involvement has not been optimal due to limited technical knowledge and insufficient training in drafting village regulations.

3.1.1.3. Collecting and Channeling Community Aspirations

The BPK collects community aspirations through village meetings, deliberations, and direct communication with residents and neighborhood association (RT) leaders. The aspirations received generally relate to infrastructure development, administrative services, and social assistance. These aspirations are then conveyed to the village government in a deliberative forum. However, not all aspirations can be pursued due to limited village budgets.

3.1.1.4. Supervisory Function

In carrying out its supervisory function, the BPK monitors the implementation of village programs and the use of budgets. Supervision is carried out in a general and administrative manner. BPK members acknowledge that the supervisory function has not been carried out optimally due to limited access to information (Hasanudin, 2024) and concerns about conflicts with the village government.

3.1.2. Results of interviews with village officials

The village leader said that the BPK is a really important partner for the village government in running things. He said the BPK has been involved in discussions on village rules and in monitoring development. However, he thinks the BPK needs to improve its human resources to oversee better and legislate. The working relationship between the Village Government and the BPK has been quite good, despite occasional differences of opinion that are resolved through deliberation.

3.1.3. Results of interviews with village officials

The village secretary, as the representative of the village apparatus, explained that coordination between the Village Government and the BPK was carried out through formal meetings and informal communication. The BPK was involved in the planning and evaluation of village programs. However, from an administrative perspective, there were still limitations in the supporting documents accessible to the BPK, so the implementation of its supervisory function was not yet fully optimal. The Village Secretary assessed that the BPK's role needs to be strengthened by increasing understanding of village administration.

3.1.4. Results of interviews with neighborhood association (RT) heads

The village of Sakaq Tada has four neighborhood associations (RTs), and each RT chairperson stated that the community is aware of the BPK as its representative at the village level. Community aspirations are generally conveyed to the RT chairperson, who then forwards them to the BPK. The RT chairpersons assessed that the BPK has conveyed the community's aspirations to the village government, although these aspirations have not yet been fully realized. The community hopes that the BPK can be more active in communicating directly and fighting for the interests of the villagers. Based on the overall results of the interviews, it can be concluded that the implementation of the BPK's functions in Kampung Sakaq Tada has been carried out, but not optimally. Factors supporting the implementation of the BPK's functions include a relatively harmonious working relationship with the village government. The inhibiting factors include limited human resources, insufficient training, and limited technical understanding of legislative and supervisory functions. The results of these interviews serve as the basis for analyzing the implementation of BPK functions and for formulating recommendations for future improvements.

3.2. Data reduction

The interview data were then reduced by selecting, focusing, and directing information relevant to the research focus. At this stage, the researchers grouped the data into three main themes: the implementation of legislative functions, the accommodation of public aspirations, and the BPK's supervisory function. The data reduction process aimed to avoid irrelevant information and clarify the patterns of research findings (Paizir et al., 2025).

3.3. Data presentation

The reduced data were then presented in a descriptive narrative systematically arranged according to the study's focus. The data were presented based on interviews with informants to examine similarities and differences in their views on the implementation of the BPK's functions. This presentation of data made it easier for researchers to understand the relationships between categories and draw meaning from the data obtained.

3.4. Drawing conclusions

The final stage of data analysis is drawing conclusions based on the results of the data interpretation presented. Conclusions are obtained by identifying patterns, trends, and factors that support and hinder the implementation of BPK functions. These conclusions are continuously reviewed throughout the analysis to ensure they remain consistent with the field data. Through these stages of data analysis, this study can objectively describe the implementation of BPK functions and provide a strong basis for policy recommendations to strengthen BPK's role at the village level. The process of drawing initial conclusions must be robust and open, with conclusions made after data collection is complete. Data presentation is carried out with a simple, comprehensive, and integrated description of the available data, which serves as the basis for

determining whether to conduct further investigation and, if so, the direction of the research, ensuring the data presentation does not deviate from the intended purpose.

Drawing preliminary conclusions is intended to help researchers act impartially and objectively toward research data in the field. An interactive model of qualitative data is the drawing of conclusions from verification based on data that has been reduced and presented; researchers make conclusions supported by substantial evidence at the data collection stage. Conclusions are answers to the research questions and statements that researchers have expressed from the outset, as documented in written field notes and in a series of studies examining informants' roles in data accuracy, suitability, and verification. The implications arise from the research data in this field, and conclusions are then drawn, especially after the data shows the same problem repeatedly.

IV. Research results and discussion

4.1. Overview of the Implementation of BPK Functions

The implementation of the BPK's functions cannot be separated from the principles of good governance, including transparency, accountability, and community participation. These functions make the BPK an important pillar in maintaining the balance of power and ensuring citizen involvement in the local development process. Based on observations, interviews, and documentation conducted by researchers in the village of Sakaq Tada, it was found that the Village Consultative Body (BPK) has carried out its functions as stipulated in West Kutai Regency Regulation Number 13 of 2007: legislative functions, functions of collecting and channeling community aspirations, and supervisory functions over the administration of village government. However, the implementation of these three functions remains suboptimal. Research findings show that, structurally, the BPK in Kampung Sakaq Tada has been established and is operating in accordance with the law. However, the implementation of its functions is still more prominent in formal and procedural aspects than in substantive aspects. This suggests that the institution's existence has not been fully matched by increased capacity among actors and adequate working mechanisms. This condition is commonly found in the context of village or kampung administrations that are still consolidating institutions following the post-reform era of village governance. This overview also shows that the BPK does not operate in a vacuum, but rather exists in a dynamic relationship with the village government and the community. This relationship shapes the BPK's working style, which tends to be compromising and cautious, especially in carrying out its control function (Syafuddin et al., 2025). Therefore, understanding the BPK's general functions is important as an analytical framework for a more in-depth examination of the implementation of its legislative, representative, and supervisory functions in the following sections.

4.1.1. Implementation of the Functions of the Village Consultative Body

The implementation of the BPK's functions cannot be separated from the principles of good governance, including transparency, accountability, and community participation. These functions make the BPK an important pillar in maintaining the balance of power and ensuring citizen involvement in the local development process. Based on observations, interviews, and documentation conducted by researchers in the village of Sakaq Tada, it was found that the Village Consultative Body (BPK) has carried out its functions as stipulated in West Kutai Regency Regulation Number 13 of 2007: legislative functions, functions of collecting and channeling community aspirations, and supervisory functions over the administration of village government. However, the implementation of these three functions remains suboptimal.

4.1.1.1. Legislative function (discussing and agreeing on village regulations with officials)

Regarding its legislative function, the BPK in Sakaq Tada village has not produced any new village regulations during the 2022–2025 management period. The BPK continues to use village regulations that were developed and enacted in the previous period. There have been limited adjustments, such as annual budget regulations, while village regulations with a general scope remain only in draft form and have not been ratified. This situation is due to the relatively new management of both the central and local governments, and to the lack of initiative in drafting village regulations, stemming from a lack of understanding of the applicable regulations and limited experience of BPK members in the drafting process.

4.1.1.2. Representative function (Gathering public aspirations)

Regarding the function of gathering community aspirations, the BPK has carried out its duties through direct interaction with the community, both during informal activities, at village offices, and when the community visits the homes of BPK members. The aspirations received generally relate to infrastructure development, public services, and social facilities. These aspirations have been administratively recorded in the BPK's aspiration book. Meanwhile, in its aspiration distribution function, the BPK distributes community aspirations to the village government, primarily through the Village Development Planning Forum. However, the distribution of these aspirations has not been carried out routinely through internal coordination forums between the BPK and the village government outside of Musrenbang.

4.1.1.3. Oversight function of village administration

In supervising the implementation of the Village Government Work Plan (RKP Kampung), the BPK is involved in the planning and implementation stages through its participation in the Village Development Planning Meeting (Musrenbang). However, its involvement in evaluating development programs remains relatively low. Field supervision of development program implementation has been carried out, but it is neither routine nor systematic. In terms of supervising the management of the village revenue and expenditure budget (APBKam), the BPK obtains information on budget utilization through reports submitted by the village government. However, this supervision has not been accompanied by a mechanism for in-depth examination of financial documents or for evaluating the alignment between budget planning and execution. The limited technical understanding of BPK members regarding village financial management is one of the factors hindering the implementation of their supervisory function.\

Table 1. Development Oversight Program

No	Implementation Date	Activity	Target	Description
1	May 16-29, 2024	Concrete Paving of Dilembo Farm Road "Nyakaan "	The construction of adequate farm roads that support farmer access	The work has been completed, the quality is as planned, and the community is utilizing it
2	June 12-22, 2025	Construction of bore wells	Availability of clean water access for the community in every neighborhood unit	The borehole is functioning correctly, and the community's clean water needs are being met.
3	June 23–July 2, 2025	Construction of a Wooden Bridge in the "Belengkanaay" Rice Field Area	The construction of a connecting bridge to support agricultural activities	The bridge has been completed, facilitating farmers' access to the rice field area

Data Source: BPK and the 2024/2025 Development Report of the Sakaq Tada Village



Figure 1. Construction of farm access roads

The road in Nyakaan was cemented from May 16-29, 2024. Previously, the area's roads were slippery, steep dirt roads, and in some locations, there was also mud, making access to the fields difficult and inefficient for farmers. This road cementing activity aims to improve farmers' access to their fields, thereby increasing agricultural productivity and efficiency. This program targets farmers in the village of Sakaq Tada, especially those who have fields in the Lembo Nyakaan area.



Figure 2. Construction of bore wells per neighborhood unit (RT)

The borehole construction program will be carried out from June 12 to 22, 2025. The village of Sakaq Tada consists of four neighborhood associations (RTs), and none currently has adequate access to water. Only a few households have private dug wells; most do not, so they have to go to the river to fetch water for bathing, washing, and other purposes. This borehole construction program aims to provide the community with clean water. The program targets residents in each neighborhood unit in Sakaq Tada village, especially those without adequate access to water. The boreholes are expected to improve the community's quality of life and health, as well as reduce the burden of water fetching for residents.



Figure 3. Construction of an ironwood bridge in a rice field area

The construction of a wooden bridge in the Belengkanaay rice field area will be carried out from June 22 to July 2, 2025. Previously, farmers had limited access to their rice fields in the area due to inadequate bridges. This wooden bridge construction program aims to improve farmers' access to their rice fields, thereby increasing agricultural productivity and efficiency. The program targets farmers in the village of Sakaq Tada, particularly those who own rice fields in the area. A better bridge is expected to increase farmers' incomes and enhance agriculture's contribution to the community's economy. Although these development monitoring programs have shown positive results, such as the paving of farm roads, the construction of bore wells, and the construction of wooden bridges, there are still shortcomings in field monitoring. The supervision carried out by BPK members, particularly in the field of development, is still not routine or systematic. They conduct supervision only a few times, whereas supervision should be continuous to ensure development is in accordance with the set plans and specifications. Therefore, it is necessary to evaluate and improve the implementation of development supervision to enhance the quality and sustainability of development programs in Kampung Sakaq Tada.

Based on the results of research and discussion regarding the analysis of the implementation of the functions of the Village Consultative Body (BPK) in Sakaq Tada Village, Mook Manaar Bulatn District, West Kutai Regency, it can be concluded that the BPK has normatively carried out its three main functions: rule-making, supervision, and channeling community aspirations, as stipulated in Law Number 6 of 2014 concerning Villages, Minister of Home Affairs Regulation Number 110 of 2016, and West Kutai Regency Regulation Number 10 of 2019. However, empirically, the implementation of these three functions has not been fully optimized. Most of these functions are still formal and administrative in nature, and do not fully reflect their strategic function as representative bodies of village communities. The lack of village regulations during the most recent management period indicates a weak legislative initiative by the BPK, which could hinder the adaptation of village policies to the community's dynamic needs. On the other hand, the function of gathering aspirations has been relatively successful compared to other functions. The social closeness between BPK members and the community is a major supporting factor in the process of gathering aspirations. However, the informal mechanism risks failing to accommodate community aspirations and integrating them poorly into village development planning.

In terms of channeling community aspirations, relying on village development planning meetings as the only forum reduces opportunities for in-depth discussion between the BPK and village governments about aspirations before they are realized as development programs. Institutional relationships also affect the BPK's effectiveness in overseeing the realization of community aspirations. Overall, these findings confirm that the effectiveness of BPK is not only determined by the existence of regulations, but also by institutional capacity, the quality of communication between village governments, and active community participation (Sucitra et al., 2024) Therefore, strengthening BPK's functions by improving human resource capacity,

streamlining work processes, and enhancing coordination with village governments is necessary to ensure they operate more optimally and sustainably.

V. Conclusion

It can be concluded that the BPK has carried out its functions in the administration of village governance, including legislative functions, protecting and channeling community aspirations, and supervising the Village Government. However, the implementation of these functions has not been optimal. Several factors have contributed to the suboptimal role of the BPK, including limited human resources, minimal training, and a low level of technical understanding among BPK members regarding drafting village regulations and oversight mechanisms. On the other hand, a factor supporting the implementation of the BPK's functions is the relatively harmonious working relationship between the BPK and the village government, which has enabled the institutional coordination and communication processes to continue.

The conclusions and recommendations produced in this study not only reflect the empirical conditions of the implementation of the Village Consultative Body (BPK) in Sakaq Tada Village, but also represent broader institutional dynamics in village governance practices in Indonesia. The findings of this study show that the BPK has normatively complied with laws and regulations. However, it still faces challenges in implementing policies as a strategic representative institution of the community. This condition indicates that the successful implementation of the BPK's functions is not solely determined by institutional structure, but rather depends heavily on the capacity of actors, the quality of institutional relationships, and the socio-political context at the village level. The BPK's implementation of the legislative, representative, and supervisory functions in this study reveals a gap between the ideal role and actual practice. The legislative function, for example, is still carried out administratively and routinely, so it does not yet fully function as an adaptive policy instrument in response to changing community needs. This shows that the BPK is still in the stage of institutional consolidation, as Haris (2025) notes, and in its role, where the institution's primary focus is on fulfilling formal obligations rather than on innovative development policy initiatives.

On the other hand, the function of representing and channeling community aspirations shows that the BPK is relatively closer to the community. The social closeness between BPK members and village residents is an important form of social capital for maintaining public trust. However, this social capital has not been fully balanced by strong institutional mechanisms, so that community aspirations may not be optimally accommodated in village development planning. This condition shows that informal community participation needs to be supported by a structured work system so that the aspirations that arise can be translated into real policies and programs. The supervisory function, as an important pillar in maintaining the accountability of village administration, also presents similar challenges. The oversight conducted by the BPK remains general and does not yet delve into policy evaluation and financial management in depth. This is not only due to BPK members' lack of technical understanding, but also to the dynamics of working relationships with village governments, which tend to prioritize harmony. Although harmonious relationships are an important asset in governance, without a balance of critical thinking, the oversight function can lose control.

The findings of this study confirm that strengthening the role of the BPK needs to be understood as a long-term process that requires systematic intervention policies. Enhancing the capacity of the BPK's human resources through training and technical guidance is not only aimed at improving technical capabilities but also at building institutional awareness of the BPK's strategic role in the village governance system. With adequate capacity, the BPK is expected to carry out its legislative and supervisory functions more substantively and with a focus on the public interest (Tohawi, 2025). In addition to improving individual capacity, strengthening institutional working mechanisms is also an important aspect that needs to be considered. The active involvement of the BPK at all stages of drafting Village Regulations will not only improve the quality of the resulting regulations but also strengthen the legitimacy of the policies in the community's eyes. Regulations drafted in a participatory and responsive manner will be more easily accepted and implemented, thereby enhancing the effectiveness of village administration.

Optimizing the absorption and distribution of community aspirations also requires innovation, such as more regular and structured communication forums. These forums can serve as a space for constructive dialogue between the BPK, the village government, neighborhood association leaders, and the community. In this way, community aspirations are not only conveyed but also discussed and prioritized together. This approach will strengthen the community's sense of ownership of village development programs and increase citizen participation in the development process. In the context of oversight, the constructive and partnership-based approach recommended in this study is highly relevant. Effective oversight does not have to be confrontational, but it needs to be professional, transparent, and data-driven. By establishing precise, measurable oversight mechanisms, the BPK can serve as an important partner to the village government in ensuring that all development policies and programs are implemented in accordance with plans and community needs.

Based on these conclusions, this study emphasizes that strengthening the BPK's role is an important prerequisite for achieving participatory and accountable village governance. Therefore, several improvement measures are recommended as follows. First, it is necessary to increase the capacity of BPK human resources through continuous training and technical guidance, particularly in relation to legislative and supervisory functions. Second, BPK's involvement in all stages of drafting Village Regulations should be increased to ensure the resulting regulations are more responsive to the community's needs. Third, the absorption and distribution of community aspirations needs to be optimized through regular communication forums between the BPK, neighborhood association (RT) leaders, and the community. Fourth, the implementation of the BPK's supervisory function needs to be strengthened through a constructive, partnership-based approach to improve the accountability of village administration. These recommendations are expected to serve as considerations for the village government, BPK, and local government in their efforts to strengthen BPK's institutional role and improve the quality of village administration in the future.

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