

# *The Performance Of The Village Consultancy Board In Making Village Regulations In Lambangan Village, Pagimana, Banggai Regency*

<sup>1</sup>Fachrul Reza, <sup>2</sup>Filo Leonardo Tinggogoy

Sekolah Tinggi Ilmu Administrasi Pembangunan- Palu Central Sulawesi,

Indonesia



**Abstract** – The problem investigated in this study is the performance of the Village Consultative Board (Indonesian: *Badan Permusyawaratan Desa (BPD)*) in making village regulations in Lambangan Village which have not been maximum. This study aims to describe the performance of the Village Consultative Board in making village regulations in Lambangan Village, Pagimana, Banggai.

In this study, researchers applied a qualitative approach. The research location was Lambangan Village, Pagimana, Banggai. Data sources in this study were the chairperson and members of the Village Consultative Board, the officers of the village government (Head and Secretary), community figures, traditional figures, activities of the Village Consultative Board, and documents regarding an overview of the village. Data were collected through observation, interviews, and documentation. The collected data were analyzed through data reduction, data presentation, and conclusion drawing/data verification.

Results indicate that the level of understanding of some members of the Village Consultative Board regarding their duties and functions in making village regulations is still very little. In addition, the level of coordination is still lacking between the Village Consultative Board and the Village Government in this case the Head of the Village Government in formulating and enacting Village Regulations according to the applicable law and regulations. Some of the members of the Village Consultative Board have main duties outside being the Village Consultative Board, such as teachers and local media journalists. Furthermore, the community of Lambangan Village does not understand the duties and functions of the Village Consultative Board of Lambangan Village. In conclusion, the performance of the Village Consultative Board of Lambangan Village in making village regulations based on the fact in the field has not been sufficiently optimum.

**Keywords** – Performance, Productivity, Service Quality, Responsiveness, Responsibility, Accountability.

## I. INTRODUCTION

To carry out the authority possessed by the village to regulate and manage the interests of the community, the Village Consultative Board is established. It is an institution that is an embodiment of democracy in administering village government as an element of village government administration. In addition, it is a legislative institution in the village and become a place for the community to convey their aspirations at the village level.

In Indonesia's Law No. 6/2014 concerning Villages, Article 1 Paragraph 1 mentions as follows.

A village, customary village, or what is called with another name, hereinafter referred to as a village, is a legal community unit that has territorial boundaries which are authorized to regulate and manage government affairs, the interests of

the local community based on community initiatives, origin rights, and/or traditional rights that are recognized and respected in the governmental system of the Republic of Indonesia.

In Indonesia's Law No. 6/2014 concerning Villages, Article 1 Paragraph 2 mentions that the village government is the administrator of government affairs and the interests of local communities in the governmental system of the Republic of Indonesia.

In Indonesia's Law No. 6/2014 concerning Villages, Article 1 Paragraph 4 states as follows.

The Village Consultative Board or what is referred to by another name is an institution that carries out government functions whose members are representatives of the village people based on regional representation and are determined democratically.

In Government Regulation No. 72/2005 concerning Villages, Article 1 Paragraph 6 states as follows.

Village governance is the administration of government affairs by the village government and the Village Consultative Board in regulating and managing the interests of the local community based on local origins and customs that are recognized in the governmental system of the Republic of Indonesia.

Government Regulation No. 72/2005 concerning Villages, Article 1 Paragraph 8 states as follows.

The Village Consultative Board or referred to by another name (hereinafter referred to as the Village Consultative Board) is an institution that is the embodiment of democracy in the administration of village governance as an element of village government administration.

Village regulations are village-level legal products determined by the Head of the Village Government together with the Village Consultative Board in the context of administering village governance through a legislative process. In implementing good governance at the village level, it is necessary to have good performance from the Village Consultative Board in accommodating the aspirations of the community based on the Government Regulation No. 72/2005 Article 34 stating that the functions of the Village Consultative Board are to formulate and establish village regulations with the Head of the Village Government and to accommodate and channel the aspirations of the community.

Village regulations are a further elaboration of higher laws and regulations by taking into account the socio-cultural conditions of the local village community. Previously, the Village Consultative Board (Indonesian: *Badan Permusyawaratan Desa* (BPD)) is named the Village Representative Body (Indonesian: *Badan Perwakilan Desa* (BPD)). It serves to establish village regulations together with the Head of the Village Government through the legislative process and to accommodate & channel the aspirations of the community. Therefore, the Village Consultative Board should become a bridge between the community and the village government, in addition to carrying out its main function, namely the legislation function.

Related to the preparation of village regulations, this function is a very important part because it involves the moving foundation or guidelines for the village government in carrying out its duties. Village regulations as a legal basis for the administration of village governance are very decisive for the course of government. In Pagimana, Banggai Regency, the performance of all Village Consultative Board has not been significant. In line with the development of regional autonomy, the community at the village level has not yet felt the role of the Village Consultative Board based on the Minister of Home Affairs Regulation No. 29/2006 concerning Guidelines and Mechanisms for the Establishment of Village Regulations. Likewise, the role of the community is still very little in the process of administering governance at the village level.

Therefore, the administration of village governance, including the governance in Lambangan Village, Pagimana, Banggai Regency, must refer to the government rules that have been set. For this reason, the Village Consultative Board as a legislative institution at the village level is expected to actually carry out its duties and functions as mandated in the 1945 Constitution.

From the elaboration above, it is found out that the function of the Village Consultative Board in formulating guidelines for implementing governance has not been carried out optimally in Lambangan Village. It can be seen from the results of observations conducted by researchers. In addition, there are still some members of the Village Consultative Board of Lambangan Village who do not understand their duties and functions as legislators at the village level in formulating village regulations so

that the village regulations made are not based on the needs of the community. Furthermore, the coordination between the Village Consultative Board, the Village Government, and the community are not well developed. As a result, the implementation of duties and functions of the Village Consultative Board as a legislative body does not work as expected in the making of village regulations.

Therefore, the researchers are interested in conducting a study related to the problems described above with the title “The performance of the Village Consultancy Board in Making Village Regulations in Lambangan Village, Pagimana, Banggai Regency.”

### **Objectives**

As a follow-up to the problem aforementioned, the objectives of this study are as follows.

- a. To find out the performance of the Village Consultancy Board in making village regulations in Lambangan Village, Pagimana, Banggai Regency.
- b. To find out the obstacle factors to the performance of the Village Consultancy Board in making village regulations in Lambangan Village, Pagimana, Banggai Regency.

### **Organizational Performance**

Performance is part of the level of achievement of the implementation of a policy program activity in realizing the goals, objectives, vision, and mission of an organization. Performance is not the result of work requirements that must be established and designed by superiors or leaders.

Performance is an assessment of how far the results have been in accordance with the plan so that if the organization is able to produce adequate output and can use it optimally, then the organization can be considered to have good performance as assessed based on the existing indicators.

In general, the work performance or performance of employees is influenced by the conversation, skills, talents, and sincerity of the employee concerned. In addition, it is also influenced by the compensation they receive. The success or failure of an organization is highly dependent on the work performance of employees in carrying out their work because employees are the most important elements that must get attention. The achievement of organizational goals becomes less effective if many employees are not proficient in carrying out or completing their duties. Performance has a close relationship with productivity because performance is one of the indicators in determining how to achieve high levels of productivity in an organization.

In the Decree of the Head of State Administration No. 589/x/6/y/99 dated 22 September 1999 concerning Guidelines for Preparation of Accountability for the Performance of Government Agencies, it is stated that what is meant by performance is a description of the level of achievement of the implementation of activities/programs/policies in realizing the goals, objectives, mission, and vision of an organization.

To understand more deeply about performance, the researchers present the definitions of performance from some experts.

Widodo argues that performance is carrying out an activity and perfecting it based on the possessed responsibilities with the expected results. He adds that performance can be a work that can be achieved by a person or group of people in an organization based on their respective authorities and responsibilities in order to achieve the goals of the concerned organization legally, not violating the law, and based on morals and ethics.

According to The Liang Gie, performance is “the inverse comparison between an effort and its results.” He adds that achievement at work is the best comparison between a performance and the results achieved.

According to Yudono, performance is the result of functions of a particular job or activity during a certain period of time.

Sudarmayanti argues that “performance is the result of a process.”

Prawirosentono states as follows.

Performance is the result of work achieved by a person or group of people in an organization based on their respective authorities and responsibilities in an effort to achieve the goals of the concerned organization legally, not violating the law, and in accordance with morals and ethics.

According to Nana Rutmana, performance must be viewed as a whole apart from being oriented towards results. The process to achieve those results must also gain attention. She states that “performance is a result of work achieved by a person or group of people in an organization based on their respective authorities and responsibilities in an effort to achieve organizational goals legally, not violating the law, and in accordance with morals and ethics.”

According to Hadadi Nawawi, performance appraisal is an organizational activity in assessing the work that has been carried out by employees/members of an organization. In addition, performance appraisal is also defined as a process of observing the work of an employee/member of the organization.

According to Agus Dwiyanto in his book “*Public Bureaucratic Reform in Indonesia*,” the indicators or criteria for the performance of public organizations are productivity, service quality, responsiveness, responsibility, and accountability.

These indicators or criteria are explained further in the following.

a. Productivity

The concept of productivity does not only measure the level of efficiency but also the effectiveness of services. Productivity is generally understood as the ratio between inputs and outputs. The broader concept of productivity includes to what extent the public service fulfills the expected results as one of the important performance indicators.

b. Service quality

Service quality tends to become increasingly important in explaining the performance of public service organizations. Community satisfaction can be a parameter to assess the performance of public organizations.

The main advantage of using community satisfaction as a performance indicator is that information about community satisfaction is often easily and inexpensively available from mass media and public discussions.

c. Responsiveness

Responsiveness is the ability of the organization to recognize the needs of the community, set the agenda & priorities of service providers, and develop public service programs in accordance with the needs and aspirations of the community. Responsiveness is included as one of the indicators in assessing the performance of public organizations because responsiveness directly describes the ability of public organizations to carry out their mission and goals, especially in meeting the needs of the community.

Responsiveness is highly needed in public services because it is evidence of the organization’s ability to recognize community needs, set service agendas & priorities, and develop public service programs in accordance with community needs and aspirations.

d. Responsibility

Responsibility explains whether the implementation of the activities of public organizations has been carried out based on correct administrative principles or organizational policies both explicitly and implicitly (Lenvine, 1990). Therefore, responsibility may at certain times clash with responsiveness.

e. Accountability

Public accountability shows to what extent the policies and activities of public organizations are subject to political officials elected by the people. The assumption is that these political officials, because of being elected by the people, will automatically represent the interests of the people. In this context, the concept of public accountability can be used to find out to what extent the policies and activities of public organizations are consistent with the will of the community. The performance of many public organizations can not only be seen from internal measures developed by public organizations or the government. For example, the achievement of performance targets should be assessed from external measures, such as values and norms prevailing

in society. An activity of a public organization must have high accountability, making activity be considered correct and in line with the values and norms that develop in society.

### **Village Governance**

The village government consists of the village head and village apparatus, structurally consisting of the village secretary, field technical implementers, and regional elements implementers.

According to Suparman, “a village is a legal unit where a community resides and holds a respective government power as a legal entity to carry out the common interests of its inhabitants according to their laws and customs.”

Widjaja in his book “*Village Autonomy*” states as follows.

“The village is a legal community unit that has an original structure based on special origin rights with the basis of diversity, participation, original autonomy, democratization, and community empowerment.”

Indonesia’s Law No. 5/1979 concerning the Principles of Local Government Administration states as follows.

“Village is an area occupied by a number of residents as a community unit having the legal community unit which has the lowest government organization directly under the district level and has the right to run respective Articles of Association within the bond of the Republic of Indonesia.”

The right to run respective Articles of Association is not an autonomous right as intended by Indonesia’s Law No. 5/1974 concerning the Main Points of Regional Government. In essence, village government grows in a society that is established traditionally and sourced from customary law. For this reason, the village is a genuine autonomous region based on customary law developed by the people themselves according to historical developments charged by the agency above it with assistance tasks.

Buchari Zainun states that “the village governance consists of the Head of the Village and the Village Representative Board – a board that acts like the People’s Representative Council at the village level.”

The implementation of the village government is a sub-system of the administration of the government so that the village has the authority to regulate and manage the interests of the local community. Widjaja states that village governance is a government activity carried out by the village government and the Village Consultative Board.

In relation to the previous elaboration, Dr. Tazilidulu Ndaha argues that “The implementation of village governance is the implementation of affairs that become the responsibility of the government in general, such as participation de-concentration and local Article of Association.”

Apart from that, the Village Government has the task of fostering the life of the village community, fostering the village economy, maintaining peace and order in the community, reconciling village community disputes, and submitting draft village regulations, and then establishing them as village regulations together with the Village Consultative Board.

In this context, the Village Government is defined as an institution that carries out commanding activities to its subordinates or the entire community based on applicable regulations. The definition of government can be divided into two senses. In a broad sense, the government is a combination of legislative, executive, and judicial institutions. Meanwhile, in a narrow sense, the government only includes executive institutions.

From this formulation, the government can be interpreted as an agency or institution that has the power to regulate and govern a country.

Indonesia’s Law No. 22/1999 and Law No. 32/2004 state that the village is no longer an administrative area. Furthermore, it is also no longer a subordinate or an element of regional implementation. It has become a special and independent region within the regency area. Therefore, every village community has the right to speak for their interests according to the socio-cultural conditions that live in their community.

For this reason, in Regional Regulation No. 16/2000 concerning the Organizational Structure of the Village Government, Article 5 Paragraph 1 states as follows.

1. The village government is a village government apparatus under the supervision of the Head of District Government and must be accountable to its people through the Village Consultative Board.
2. The Village Government is led by a village head. The Village Government consists of the village head and village officials which consist of as follows.
  - a. Staff elements: taking care of the service affairs. This element consists of a village secretary and administrative apparatus.
  - b. Implementation elements: taking care of the field technical implementation, such as civil servant affairs, farmer affairs, and security affairs.
  - c. The regional element: assisting the village head in the village section area. This element consists of heads of hamlets.

Village heads and village officials must always work in harmony to realize a wise government for the interests of the community. The Village Government is a sub-system of state government administration that possesses the authority to regulate and manage the interests of the local community.

### **Functions of the Village Consultative Board**

The role of the Village Consultative Board (Indonesian: *Badan Permusyawaratan Desa* (BPD)) according to Indonesia's Law No. 32/2004 is to realize a democratic government administration at the village level.

With the enactment of Indonesia's Law No. 32/2004 concerning Regional Government which regulates the Village Government and Village Consultative Board and with the stipulation of Government Regulation No. 72/2005 concerning Villages, the regional regulations governing the guidelines for the establishment of the Village Consultative Board are also adjusted to the ministerial regulations. This is in line with the explanation of Article 200 of Indonesia's Law No. 32/2004 that "For the government below the regency/city level, there is a village government." Furthermore, Article 209 states that the Village Consultative Board has the function of establishing village regulations together with the Head of Village Government while accommodating and channeling the aspirations of the community. Therefore, it is expected to improve the implementation of democratic village governance that reflects the sovereignty of the people. A village according to Indonesia's Law No. 32/2004 is defined as a legal community unit that has territorial boundaries and an authority to regulate and manage the interests of the local community based on local origins and customs that are recognized and respected in the governmental system of the Republic of Indonesia.

The Village Government which was originally the lowest government unit under the Head of the District Government turns into a "self-governing society" that has the freedom to manage the interests of the local community and is accountable to the community as well. In an effort to implement democracy in the administration of village government to be able to move the community to participate in the development and implementation of the village government, every decision taken must be based on deliberation to reach a consensus. Therefore, the Village Consultative Board is established and has the function of protecting customs, establishing village regulations with the Head of Village Government, accommodating & channeling community aspirations, supervising the implementation of village regulations and village head regulations, and proposing the appointment & dismissal of the Head of Village Government.

According to Hanif Nurcholis (2011: 77), the Village Consultative Board has a function as an element of village government organizers. Therefore, in administering the village governance, there are two institutions, namely the Village Government and the Village Consultative Board. The Village Government serves to implement government policies, while the Village Consultative Board serves to establish village regulations together with the Head of Village Government, accommodate, and channel community aspirations. For this function, the Village Consultative Board has the authority as follows.

- a. Discussing the village regulation plan together with the village head,
- b. Supervising the implementation of village regulations and village head regulations,
- c. Proposing the appointment and dismissal of the Head of Village Government,
- d. Forming a village head election committee,



- e. Exploring, accommodating, collecting, formulating, and channeling the aspirations of the community, and
- f. Developing Articles of Association of the Village Consultative Board.

## **II. METHODS**

In this study, the researchers applied a qualitative research method as a basis using a case study design (a single-case study). The type of this study was descriptive. The employed data collection techniques were as follows. (1) Interview: collecting data by asking questions directly to the informants, in which the responses of the informants are recorded with a tape recorder. (2) Observation: any action or process of observing something or someone carefully using the sense of sight which means not asking questions. (3) Documentation: a data collection technique that is not directly addressed to the research subject.

## **III. DISCUSSION**

Lambangan Village has a population of 643 people located in Banggai Regency, Central Sulawesi Province. Most of the people in this village work as farmers. Like other villages in Indonesia, Lambangan Village has a respective government system. One of them is the Village Consultative Board. The focus of this research study is to determine the performance of the Village Consultative Board of Lambangan Village in making village regulations, as discussed further in the following.

### **Performance of the Village Consultative Board of Lambangan Village in Making Village Regulations**

Performance can be defined as an achievement of a process. In other words, the performance of an organization can be seen from to what extent the organization can achieve its predetermined goals.

Organizational performance assessment is very useful for the dynamics of the overall growth of the organization. Through the assessment, it can be known the actual condition of to what extent the level of work performance of the organization. Therefore, organizational performance can determine the effectiveness and efficiency that occurs in the organizational environment.

Based on the applicable law, the ideal description of the role of the Village Consultative Board in carrying out the duties and functions for formulating the village regulation theoretically is as follows. Government Regulation No. 72/2005 Article 34 states that the Village Consultative Board has the function of formulating and establishing village regulations together with the Head of Village Government while accommodating and channeling the aspirations of the community.

Discussing performance means having to see and assess the level of achievement produced by a person or an institution in completing their work that has been determined previously. Performance is one part of the level of achievement of the implementation of a policy program in realizing the goals, objectives, vision, and mission of a government organization which in this case is the Village Consultative Board.

To determine the performance of the Village Consultative Board in making village regulations, several indicators are needed and used as references in assessing work performance. In this case, it refers to indicators or standardization of the assessment of the performance of a person, unit, or organization, as proposed by Agus Dwiyanto, namely productivity, service quality, responsiveness, responsibility, and accountability.

### **1. Productivity**

The productivity of the Village Consultative Board is closely related to the ability to produce a plan concerning the formulation of the implementation of village regulations based on the aspirations of the village community. To measure the level of productivity of an institution in carrying out its duties and functions in the community, it can be seen from the extent the goal has been achieved or implemented according to the responsibilities assigned to the institution.

Fatmawati Zaman, the Head of Lambangan Village says as follows.

“The productivity of the performance of the Village Consultative Board in Lambangan Village has not been so good because the Village Consultative Board is still less active in carrying out their duties and functions that they should carry out, in this case, designing village regulations with the Village Government.” (An excerpt of the interview on Friday, March 13, 2015)

The explanation of the Head of Lambangan Village above is that the members of the Village Consultative Board of Lambangan Village do not really understand what to do together with the Village Government as a working partner in making village regulations which become their duties. As a result, their performance cannot be said to be good.

The statement above is in line with what is expressed by Fitriani Badolo, the Secretary of Lambangan Village, as follows.

“The productivity of the performance of the Village Consultative Board in Lambangan Village is still not optimum because most of the members of the Village Consultative Board do not understand their duties and functions. In addition, the coordination between the Village Government and the Village Consultative Board is not well developed. As a result, those who play an active role in making village regulations are only from the Village Government.” (An excerpt of the interview on Monday, March 16, 2015)

The two statements above illustrate that most of the members of the Village Consultative Board in Lambangan Village do not understand their duties and functions in making village regulations. As a result, the coordination activities are very minimum, making the productivity of the Village Consultative Board in Lambangan Village not optimum.

Initially, the Village Consultative Board consisted of community representatives from each hamlet in Lambangan Village. However, in reality, the productivity of the performance of the Village Consultative Board in Lambangan Village is still not optimum. This is realized by Rukmini Manampa, the Secretary of the Village Consultative Board in Lambangan Village. She argues as follows.

“Our productivity as the Village Consultative Board has not been optimum in making village regulations because some of the members of the Village Consultative Board, including myself, have other main tasks outside the Village Consultative Board, namely being an employee at the Office of the District Government. Therefore, our internal coordination within the Village Consultative Board is still very lacking in this case making village regulations.” (An excerpt of the interview on Tuesday, March 17, 2015)

Farid Yasin, the Chairman of the Village Consultative Board, argues as follows.

“In my opinion, in terms of making village regulations, we have not successfully made village regulations that satisfy the community. In our working period, we were indeed only making the Village Medium-Term Development Plan (Indonesian: *Rencana Pembangunan Jangka Menengah Desa* (RPJMDes)). We rarely do internal meetings and coordination within the Village Consultative Board because some members are busy with their respective main tasks.” (An excerpt of the interview on Thursday, March 19, 2015)

The statements of the Chairman and Secretary of the Village Consultative Board above indicate that it is not only the lack of knowledge about the duties and functions that cause the productivity of the Village Consultative Board in Lambangan Village to be less than optimal but also because several members of the Village Consultative Board also have other main tasks outside the Village Consultative Board. Therefore, the members of the Village Consultative Board in Lambangan Village need consistency to be able to manage their time well in carrying out their two tasks.

A. R. Kantu, a community figure who has also served as Chairman of the Village Consultative Board in Lambangan Village in the previous period, argues as follows.

“The productivity of the performance of the Village Consultative Board will be optimum when all members of the Village Consultative Board understand their duties and functions in making village regulations. Therefore, training for all members Village Consultative Board in each village, especially Lambangan Village, is highly needed so that the village regulations issued are based on community development and era.” (An excerpt of the interview on Thursday, March 19, 2015)

A similar opinion is added by Salim Walisa, a traditional figure in Lambangan Village, as follows.

“So far, apart from supporting traditional activities in the village, I have not seen the performance of the Village Consultative Board in making village regulations because what I see now is that the Village Consultative Board is not very active in responding to problems that exist in the community. (An excerpt of the interview on Monday, April 1, 2015)



## **2. Service Quality**

Service quality tends to become increasingly important in explaining the performance of public service organizations. Community satisfaction can be a parameter to assess the performance of public organizations.

The organization must provide its best performance capabilities so that the services provided can be felt directly by meeting the expectations of the community. Regarding the service quality of the Village Consultative Board in making village regulations in Lambangan Village, Firman, a community figure, argues as follows.

“The services provided by the Village Consultative Board to the community so far have been quite good. However, they must be further improved in terms of the implementation and must also be sensitive and active in recognizing the needs of the community so that the village regulations issued are based on the needs of the community.” (An excerpt of the interview on Sunday, March 20, 2015)

Furthermore, Rukmini Manampa, the Secretary of the Village Consultative Board in Lambangan Village, argues as follows.

“We have responded to complaints from the community. However, the realization is still lacking because activity and cooperation are not well developed among fellow members of the Village Consultative Board and with working partners, in this case, the Government of Lambangan Village.” (An excerpt of the interview on Sunday, March 22, 2015)

Furthermore, Fatmawati Zaman, the Head of Lambangan Village, states as follows.

“Regarding public services, the Village Consultative Board so far has accommodated the aspirations of the community. However, in realizing these aspirations, it has not been implemented. This is proven at the time of the meeting. The Village Consultative Board has never taken the initiative to hold a meeting in the drafting of the village regulation which becomes their duty. Therefore, we as the Village Government take over the task. In addition, in the drafting of the village regulation, the Village Consultative Board does not show any activity in proposing village regulations to be deliberate.” (An excerpt of the interview on Tuesday, March 17, 2015)

Farid P. Yasin, the Chairman of the Village Consultative Board, states as follows.

“We admit that the services we have provided to the community have not been carried out optimally. This is a lesson for us to be better in the future. However, the community should also understand that they need to be more active in expressing their aspirations to be realized into village regulations.” (An excerpt of the interview on Monday, March 30, 2015)

Furthermore, Zainuddin, the Deputy Chairman of the Village Consultative Board, says as follows.

“In the implementation of services, during our tenure as the Village Consultative Board, there was already a village regulation that was made even though it was not based on the needs of the community. We had collected the aspirations of the community to be realized in the form of village regulations. However, the community also does not really understand the function of the Village Consultative Board so that they are not active in submitting complaints to us.” (An excerpt of the interview on Sunday, March 22, 2015)

Fitriani Badolo, the Secretary of Lambangan Village, argues as follows.

“For services to the community, we as the Village Government and the Village Consultative Board must work together to improve services to the community so that community complaints can be resolved through village regulations that are formulated and set by the Village Consultative Board and the Village Government.” (An excerpt of the interview on Wednesday, March 18, 2015)

By considering the statements of the informants above, the researchers conclude that the service quality of the Village Consultative Board in Lambangan Village has not been maximum. This is due to the lack of good coordination between the Village Consultative Board and the Village Government so that a good collaboration is not established in realizing the aspirations of the community for making village regulations which are the highest rule at the village level.

### 3. Responsiveness

Responsiveness is the ability of the organization to recognize the needs of the community, set the agenda & priorities of service providers, and develop public service programs in accordance with the needs and aspirations of the community. In short, responsiveness shows the alignment between programs or services and the needs or aspirations of the community.

Responsiveness is included as one of the indicators in assessing the performance of public organizations because responsiveness directly describes the ability of public organizations to carry out their mission and goals, especially in meeting the needs of the community. An example of low responsiveness is the lack of clarity between services given and community needs. This clearly shows the failure of the organization in realizing the mission and goals of public organizations.

The responsiveness of the Village Consultative Board is seen from the process of collecting and channeling aspirations from the community to the making of village regulations.

Firman, a community figure, argues as follows.

“The level of responsiveness of the Village Consultative Board in recognizing community problems has been good. However, it needs to be improved in terms of realization. As far as I know, until now, the village regulations made by the Village Consultative Board are only the Village Medium-Term Development Plan (Indonesian: *Rencana Pembangunan Jangka Menengah Desa* (RPJMDes)), in which this is not based on the needs of the community.” (An excerpt of the interview on Monday, April 21, 2015)

Furthermore, Fatmawati Zaman, the Head of Lambangan Village, argues as follows.

“The problems that exist in the community at this time are various, such as illegal logging, road retribution, village production, public securities, and others. They have not been made into village regulations as the highest regulation at the village level which should be made by the Village Consultative Board together with the Village Government. (An excerpt of the interview on Monday, March 16, 2015)

Farid P. Yasin, who serves as the Chairman of the Village Consultative Board, states as follows.

“We have understood the problem in society at this time. However, in reality, our work has not been able to answer that problem due to the time management of each member of the Village Consultative Board, including me, to carry out the duties of the Village Consultative Board. We are still hampered by our main work to support the needs of the family because the salary of becoming the members of the Village Consultative Board is not enough to support our family.” (An excerpt of the interview on Monday, March 30, 2015)

A similar thing is also conveyed by Zainudin, the Deputy Chairman of the Village Consultative Board, as follows.

“So far, as the Village Consultative Board of Lambangan Village, we have tried to identify problems that occur in the community to be followed up by making village regulations. However, in this case, it is less effective because the members of the Village Consultative Board do not hold internal meetings due to their main work outside the Village Consultative Board. We only hold an internal meeting almost once a month. Therefore, the problems we accommodate only reach internal meetings not until the formulation of village regulations.” (An excerpt of the interview on Sunday, March 16, 2015)

Three statements above, in essence, indicate that the Village Consultative Board of Lambangan Village has responded and recognized the needs of the community. However, at the level of realizing it in the form of village regulations, it has not been implemented optimally. This is influenced by the inactivity of the members of the Village Consultative Board. This still has to be improved to be able to work together with the Village Government in responding to what is the will of the community.

Furthermore, Salim, a traditional figure, argues as follows.

“As far as I know as a traditional figure, we have submitted our complaints to the Village Consultative Board. In addition, the Village Consultative Board has responded to it by accommodating the aspirations of what we complain about, not to the making of village regulations. The obstacle is also from the community. There are still many who do not know the function of the Village Consultative Board.” (An excerpt of the interview on Saturday, March 28, 2015)

As the Secretary of the Village Consultative Board, Rukmini Manampa argues as follows.

“I think our responsiveness as the Village Consultative Board to recognize problems that exist in the community is quite good. However, it has not been realized in the form of village regulations. In addition, the community also does not understand the duties and functions of the Village Consultative Board in terms of making village regulations. For example, the community only submits their complaints to the Village Government, not to the Village Consultative Board.” (An excerpt of the interview on Monday, March 30, 2015)

Two statements from the informants above illustrate that the community also does not understand the duties and functions of the Village Consultative Board in formulating the village regulations. Therefore, cooperation between the Village Consultative Board and the community is not going well in recognizing problems to be made into rules at the village level. However, what must be improved in the future is how to increase public understanding of the duties & functions of the Village Consultative Board and the importance of village regulations as the highest regulation at the village level.

The conclusion is that the responsiveness of the Village Consultative Board of Lambangan Village in making village regulations will be better when there is a cooperation between the community and the Village Consultative Board in Lambangan Village. Therefore, the community must convey their aspirations directly to the Village Consultative Board to be followed up and formulated as a village regulation together with the Village Government so that good governance can be created in Lambangan Village.

#### **4. Responsibility**

Responsibility explains whether the implementation of the activities of public organizations has been carried out based on correct administrative principles or organizational policies both explicitly and implicitly.

In this study, the responsibility of the Village Consultative Board of Lambangan Village is seen by to what extent the performance of Village Consultative Board in carrying out its duties and functions according to Government Regulation No. 72/2005 concerning Villages. In the regulation, Article 34 states that “Members of the Village Consultative Board serve to formulate and establish village regulations together with the Head of the Village Government and accommodate and channel community aspirations.” This is asserted in the Ministry of Home Affairs Regulation No. 29/2006 concerning the Guidelines and Mechanisms for Making Village Regulations.

To date, the responsibility of the Village Consultative Board of Lambangan Village has not run optimally. From the duties and functions explained above, the members of the Village Consultative Board of Lambangan Village have not understood the process of making village regulations so that its application has not been optimum. Fatmawati Zaman, the Head of the Village Government, argues as follows.

“The Village Consultative Board of Lambangan Village has not carried out its duties according to the applicable law, in this case, making a village regulation. This can be seen from the performance of the Village Consultative Board of Lambangan Village which is only carrying out its functions to the extent of only forming a village head election committee and running it according to the order of the Law of the Village Budget and Village Organizational Work Procedures. This is what causes the Village Consultative Board has not been able to make its respective village regulations based on the growing social conditions of the community.” (An excerpt of the interview on Sunday, March 29, 2015)

Meanwhile, Firman, a community figure, argues as follows.

“I do not really know about the law that becomes the basis of the Village Consultative Board of Lambangan Village in making village regulation. However, in making village regulations, we as a part of the community have not been involved. What I see is that the Village Consultative Board only prepares for the village head election. When there is a problem regarding the village budget, the Village Consultative Board is involved in a meeting with the Village Government. That is all I can see from the performance of the Village Consultative Board.” (An excerpt of the interview on Sunday, March 22, 2015)

Zainudin, the Deputy Chairman of the Village Consultative Board, argues as follows.

“To date, we as the Village Consultative Board indeed only issued a village regulation in form of the Village Medium-Term Development Plan. Furthermore, we have not been given any guidelines or mechanisms by the previous management of the

Village Consultative Board and the Village Government as ordered by the applicable law to make the village regulation.” (An excerpt of the interview on Sunday, March 22, 2015)

A similar thing is expressed by Farid P. Yasin, the Chairman of the Village Consultative Board, as follows.

“We have carried out our duties according to the applicable rules. However, it is limited only to monitoring the budget, selecting the Village Head, and accommodating the aspirations of the community although they are not optimal. In terms of making village regulations, we have not done that because we do not know yet about applicable laws in making village regulations. We have communicated with previous management of the Village Consultative Board regarding the guidelines for making village regulations in form of both laws and regional regulations. All of them are in the Village Government.” (An excerpt of the interview on Monday, March 23, 2015)

Continuing the explanation above, Fitria Badolo argues as follows.

“In terms of making village regulation, the Village Consultative Board has never coordinated with the Village Government. Therefore, the legislative function in making village regulations has not been properly implemented because the Government Regulation confirms that formulating and stipulating a village regulation must involve the Village Consultative Board and the Village Government. This function has not yet been carried out by the Village Consultative Board.” (An excerpt of the interview on Tuesday, March 29, 2015)

Salim Walisa, a traditional figure, argues as follows.

“Regarding traditional issues that exist in Lambangan Village, the Village Consultative Board has been supporting us. However, in making village regulations, the Village Consultative Board has not communicated with us because, in my opinion, the village regulations that are made cannot conflict with the customs that exist in Lambangan Village.” (An excerpt of the interview on Wednesday, April 1, 2015)

By considering the statements of the informants above, they basically have a similar opinion so that the researchers conclude that, in general, the Village Consultative Board of Lambangan Village has not carried out its duties and functions based on applicable regulations. This can be seen from the statement of the informants that the Village Consultative Board has not understood the guidelines and mechanisms in making village regulations based on the order in the applicable law. Therefore, the cooperation between the Village Consultative Board and the Village Government is not well developed and has an impact on the absence of new village regulations. In other words, socialization is highly needed by the Village Consultative Board concerning the mechanism for making village regulations. Furthermore, effective cooperation between the Village Consultative Board and the Village Government must be encouraged so that the Village Consultative Board is able to carry out their duties and functions in making of village regulations which later become the supreme law at the village level.

## **5. Accountability**

In this study, accountability is the ability of the Village Consultative Board to implement its policies and activities consistent with the will of the community. Accountability can be said to be good if the activities taken are considered correct based on organization and government policies.

Accountability, in its practice, is not only based on the achievement of the organizational target but also based on the target of activities or programs, namely the community. The policies taken are also expected to be based on applicable values and norms.

The accountability of the Village Consultative Board in carrying out its duties and functions in making village regulations in Lambangan Village has not been considered good. It still needs to be improved in terms of implementing policies, especially in making village regulations in Lambangan Village.

Fatmawati Zaman, the Head of Lambangan Village, argues as follows.

“What I see is that there are some problems that exist within the community. The Village Consultative Board should have issued a new village regulation and refers to the orders of the existing regulations so that the regulation made can be implemented in Lambangan Village.” (An excerpt of the interview on Saturday, March 28, 2015)

Meanwhile, Farid P. Yasin, the Chairman of the Village Consultative Board, argues as follows.

“In our period, the village regulation that we issued together with the Head of Village Government was indeed just the Village Medium-Term Development Plan. We only conducted the order of the regulations in terms of supervising the village budget and preparing the village head election committee. However, in the future, we will soon make village regulations with the Head of Village Government which becomes our functions and duties as the Village Consultative Board.” (An excerpt of the interview on Thursday, March 19, 2015)

As Deputy Chairman of the Village Consultative Board, Zainudin argues as follows.

“In my opinion, in terms of making village regulations which become our function as the Village Consultative Board, we have accommodated the problems that exist in the community to be realized in the form of village regulations. Indeed, the problem is the inactivity of the members of the Village Consultative Board and our lack of cooperation in making village regulations, causing us to only accommodate community complaints and not yet making a new village regulation.” (An excerpt of the interview on Sunday, March 22, 2015)

Furthermore, Firman, a community figure, argues as follows.

“In my opinion, in order to complete or issue a policy in the form of rules at the village level based on the will of the community, the Village Consultative Board should improve their performance in making new village regulations. In addition, the cooperation between the Village Consultative Board and the community must be further enhanced so that the accountability of the Village Consultative Board in people’s eyes is good.” (An excerpt of the interview on Monday, March 23, 2015)

Furthermore, Salim, a community figure, also states as follows.

“From the previous management of the Village Consultative Board to the current management, they have never made village regulations related to the customs that exist in Lambangan Village. However, in terms of norms and rules, the people of Lambangan Village still respect and implement the customs that apply from ancient times to the present.” (An excerpt of the interview on Wednesday, April 1, 2015)

Statements from informants above basically mean the same thing. This illustrates that the accountability of the performance of the Village Consultative Board of Lambangan Village has not been good enough in making village regulations in Lambangan Village. Therefore, it needs seriousness and the active role of the Village Consultative Board in responding to the aspirations of the community to be made into village regulations and further improving coordination with the Head of Village Government in formulating and establishing village regulations based on the order of the applicable laws and regulations. As a result, what is the will of the community can be realized properly in the form of village regulations that are formulated and stipulated by the Village Consultative Board and the Village Government based on the legislation process.

### **Obstacle Factors to the Performance of the Village Consultative Board in Making Village Regulations in Lambangan Village**

The performance of an organization, including the Village Consultative Board, is influenced by obstacle factors. The obstacle factors experienced by the Village Consultative Board are largely determined by how much these factors can cause the Village Consultative Board’s activities to be hampered in achieving its goals. This means that if the factor in question has a very strong influence on the performance of the Village Consultative Board, then the implication is the delays or the non-implementation of the objectives that should be carried out by the Village Consultative Board. Conversely, if the factor is not strong in giving its influence, then its activities tend to run well even though it is not optimal. The obstacle factors that can have an influence on the performance of the Village Consultative Board in Lambangan Village, Pagimana, Banggai Regency, are described in the following.

#### **1. Facilities and Infrastructure**

The condition of facilities and infrastructure greatly determines the success of the performance of the Village Consultative Board in providing services to the community. Things that affect the performance of the Village Consultative Board in Lambangan Village are the absence of adequate facilities and workspaces, such as workroom, computers, office stationery, and others. The insufficiency of those facilities and infrastructure can result in the community having difficulty in getting services



from the Village Consultative Board. According to several opinions from members of the Village Consultative Board during the interview, there is still a lack of operational costs and the salary for the member of the Village Consultative Board. Operational costs are also highly influential in improving the performance of the Village Consultative Board in making village regulations.

## **2. Poor Quality of Human Resources**

Most members of the Village Consultative Board do not fully understand the duties and functions of the Village Consultative Board so that the process in making village regulations is not optimum. The poor quality of human resources possessed by the Village Consultative Board has caused the lack of coordination between the Village Consultative Board and the Village Government, in which the Village Government is the working partner of the Village Consultative Board in the process of making village regulations in Lambangan Village based on the applicable law and regulation. In making village regulations, each member of the Village Consultative Board must understand their duties and functions. In other words, the human resources must be further improved to facilitate the process of making village regulations in Lambangan Village. Therefore, there is a need for basic socialization and training for members of the Village Consultative Board in Lambangan Village in making village regulations to support the performance of the Village Consultative Board of Lambangan Village in the future.

## **3. Other Factors**

In addition to the two factors aforementioned, there are other factors that also become a fairly serious influence on the current performance of the Village Consultative Board. The majority of the members of the Village Consultative Board of Lambangan Village have other professions besides becoming the members of the Village Consultative Board, such as teachers, employees in the Office of the District Government, and journalists of local print media. For this reason, the researchers deduce that this is what causes the Village Consultative Board to be less active in carrying out its duties and functions as a legislative institution in Lambangan Village.

## **IV. CONCLUSIONS**

In general, informants during the interviews expressed almost a similar opinion. Essentially, the problem is the level of understanding of some members of the Village Consultative Board regarding their duties and functions in making village regulations, which is still very minimum. In addition, the coordination between the Village Consultative Board and the Village Government is not optimal in formulating and stipulating village regulations in Lambangan Village. Most members of the Village Consultative Board have other duties outside being the members of the Village Consultative Board, such as teachers, employees in the Office of the District Government, and journalists of local print media. Furthermore, the community of Lambangan Village does not understand the duties of the Village Consultative Board of Lambangan Village. In conclusion, the performance of the Village Consultative Board of Lambangan Village in making village regulations, based on research in the field, has not been good enough. This can be seen from several indicators of public performance assessment that become references in this study, namely as follows.

The productivity concerning the performance of the Village Consultative Board of Lambangan Village still has to be improved because it has not been able to make village regulations according to the needs of the community. Therefore, there is a need for socialization and training for members of the Village Consultative Board in Lambangan Village in making village regulations to support the performance of the Village Consultative Board of Lambangan Village in the future.

The service quality of the Village Consultative Board has been quite good. The Village Consultative Board has accommodated the aspirations of the community to the making of village regulations.

Furthermore, the responsiveness of the Village Consultative Board of Lambangan Village is still very low, in which the Village Consultative Board has not been able to make regulations at the village level, namely the village regulations. Village regulations are the needs of the community to create a just and prosperous society. This will not happen if the Village Consultative Board does not cooperate with the community in recognizing the needs of the people in Lambangan Village.

In terms of responsibility, the Village Consultative Board of Lambangan Village, in general, has not fully carried out its duties and functions for making village regulations based on the applicable laws and regulations. This can be seen from the informants' responses that the Village Consultative Board of Lambangan Village has not carried out its duties and functions,



namely as a legislative institution to formulate and stipulate village regulations with the Head of Village Government. For this reason, the Village Consultative Board must increase its activity and seriousness in collaboration with the Village government to make village regulations in Lambangan Village.

Accountability of the performance of the Village Consultative Board of Lambangan Village in making village regulations is not good enough. There is still a need for seriousness and the active role of the Village Consultative Board in responding to what the community needs to make village regulations so that the village regulations can be made based on the will of the people of Lambangan Village.

Apart from that, the obstacle factors found in this study are limited human resources, lack of financial support, not optimal development of the potential of the Village Consultative Board in forms of socialization and training, and facilities & infrastructure.

## **V. SUGGESTIONS**

Recruiting members of the Village Consultative Board must pay attention to the representation of all components of the community based on ethnicity, profession, and region (hamlet). Furthermore, those becoming members of the Village Consultative Board must have no other main tasks that can hamper the performance of the Village Consultative Board. The government is expected to be able to allocate an adequate budget to support the implementation of tasks and improve the welfare of members of the Village Consultative Board. The members of the Village Consultative Board are expected to be given special training to increase their potential in making village regulations.

## **REFERENCES**

### **A. Books**

- [1] Buchari Zainun. Administrasi dan Manajemen Pemerintahan Negara Indonesia.
- [2] Budi Winarno. 2005. Teori dan Proses Kebijakan Publik. Yogyakarta: Media Pressindo
- [3] Dwiyanto, Agus . 2002. Reformasi Birokrasi Republik di Indonesia, Yogyakarta Pusat Studykependudukan dan kebijakan Universitas Gajah Mada
- [4] Nurcholis, Hanif, 2011, pertumbuhan dan penyelenggaraan pemerintahan desa. Jakarta: Erlangga
- [5] H.A.M .Wijaya, Desa (Merupakan otonomi yang asli bulat dan utuh), Raja Grafindo, Jakarta.
- [6] Moch. Solekhan. 2012. Penyelenggaraan Pemerintahan Desa : Berbasis Partisipasi Masyarakat Dalam Membangun Mekanisme Akuntabilitas. Setara Press. Malang.
- [7] D.W. Nana Rukmana 2004, Kepemimpinan yang berlandaskan Adversitas, Kecerdasan emosional, dan Kecepatan Spiritual, Kmpaswil.
- [8] Sudarmayanti ,2001 ,SDM dan Produktivitas Kerja , Bandung ,CV Mandar Mamju.
- [9] Rasyid, Ryaas. 2000. Makna Pemerintahan : Tinjauan dari segi Etika dan Kepemimpinan. PT. Mutiara Sumber Widya. Jakarta
- [10] Sugiyono. 2008. Metode Penelitian Kualitatif. Alfabeta. Bandung.
- [11] Suhartono. 2000. Politik Lokal Parlemen Desa ; Awal Kemerdekaan Sampai Jaman Otonomi Daerah. Laper Pustaka Utama. Yogyakarta.
- [12] Taliziduhu Ndraha. 1991. Dimensi Dimensi Pemerintahan Desa. Bumi Aksara. Jakarta.
- [13] ..... 2003. Kybernology Ilmu Pemerintahan Baru I. Rineka cipta. Jakarta.
- [14] Widjaja. HAW. 2012. Otonomi Desa Merupakan Otonomi Yang Asli, Bulat Dan Utuh. Cetakan ke-6. Rajawali Pers. Jakarta
- [15] Hassel Nogi, 2005,, Manajemen Publik, Gramedia Widiasarana Indonesia, Persada : Jakarta.
- [16] Widodo Joko. 2001 .Good Governace, Telahdari Dimensi Akuntabilitas dan kontrol Birokrasi pada ere Desntalisasi dan Otonomi Daerah, insan Cendekia : Surabaya.
- [17] The Liang Gie, 1980, Administrasi Perkantoran Modern, Yogyakarta ; Nur Cahaya.
- [18] Hadari Nawawi. 2003, Kepemimpinan Mengefektifkan Organisasi. Gadjah Mada University. Yogyakarta.
- [19] Prawirosentono, 1997, Etika Administrasi Negara, PT Raja Grafindo Persada : Jakarta.

[20] Yudono dkk, 2000, Materi Kuliah Perencanaan Peningkatan Kinerja, Program Megister Administrasi Makassar.

[21] Suparman, 1991, Pemerinta Desa, Bumi Aksara, Jakarta.

**B. Documents**

[22] Undang-Undang Republik Indonesia Nomor 6 Tahun 2014 Tentang Desa Pasal 1 ayat 1.

[23] Undang-Undang Republik Indonesia Nomor 6 Tahun 2014 Tentang Desa Pasal 1 ayat 2.

[24] Undang-Undang Republik Indonesia nomor 6 Tahun 2014 Tentang Desa Pasal 1 ayat 4.

[25] Undang-Undang Dasar Negara Republik Indonesia Tahun 1945

[26] Undang-Undang Nomor 32 tahun 2004 tentang Pemerintah Daerah

[27] Peraturan Pemerintah Nomor 72 Tahun 2005 Tentang Desa

[28] Peraturan Menteri Dalam Negeri No. 29 Tahun 2006 Tentang Peran BPD

[29] Departemen Dalam Negeri, Undang-Undang Nomor 22 Tahun 2005 tentang Desa Pasal 1 Ayat 6

**C. Electronic Reference**

[30] Pengertian Pemerintah Desa

[31] <http://agunkzz-thea.blogspot.com/2009/02/pengertian-pemerintahan-esa.html>

[32] <http://Irwan Graves Law.blogspot.com/rabu,juni06,2012/Sistem Pemerintah Desa.html>

[33] <http://id.answer.yahoo.com/question/index?qid=20080826045321AA2keP2> Kamus umum Bahasa Indonesia,html

[34] <https://bandungmawardi.wordpress.com/tag/w-j-s-poerwadarminta/>

[35] David Easton dalam Pandji Santosa (2008 : 27) “ pengalokasian nilai-nilai kepada seluruh masyarakat secara keseluruhan”.  
<http://ratuagung78.blogspot.com/2010/08/teori-kebijakan-publik.html>

**D. Other Sources**

[36] Asmuji Launu, 2010, Universitas Tadulako “ Analisis Kinerja BPD dalam perencanaan pembangunan Desa porame Kecamatan Kinovaro Kabupaten Sigi.(Skripsi)

[37] M. Andika Lamalaka, 2010 Universitas Tadulako “Analisis Kinerja BPD Desa Pakuli Kecamatan Gumbasa Kabupaten Sigi.(skripsi)

[38] Milles Matthew B. Dan. A. Micchael Huberman , 2007. Panduan Penyusunan Proposal dan Skripsi.