

## **Implementation of the Duties and Functions of the Village Consultative Body (BPD) in Cilimus Village, Kuningan Regency**

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### **Abstract**

This study aims to analyze the implementation of the duties and functions of the Village Consultative Body (BPD) in Cilimus Village, Kuningan Regency, focusing on its role in accommodating and conveying community aspirations, as well as planning development programs. The BPD was established as a community representative in village governance to ensure that the community's voice is heard in local decision-making processes. However, in Cilimus Village, the BPD's performance has been suboptimal, particularly in terms of facilitating community participation in program planning and initiating discussions on the drafting of Village Regulations (PerDes). This research seeks to identify the duties and functions of the BPD in Cilimus Village, the challenges faced by its members, and the reasons behind its limited effectiveness. The study employs a qualitative research design, involving interviews and document analysis to gather data on the BPD's activities. The results show that while the BPD has been effective in certain aspects, its lack of initiative in involving the community and discussing PerDes remains a significant issue. The findings suggest that greater efforts are needed to enhance the participation of BPD members and improve the overall governance in the village. The study concludes with recommendations for improving the BPD's role in community engagement and policy-making, ensuring that it can more effectively represent the interests of the people in Cilimus Village.

**Keywords:** Duties, Functions, BPD, Losses, Aspirations

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## **INTRODUCTION**

The Village Consultative Body (BPD) is a fundamental institution within the village government system in Indonesia, acting as a representative of the community in the local governance structure (Hidayat & Latief, 2021). Globally, the concept of community participation in local government has become a central issue in the discourse on democratic development (Bennett & Lemoine, 2020). The United Nations Development Programme (UNDP) emphasizes the importance of participatory local governance as the foundation of sustainable development, where the active involvement of the community in decision-making is a prerequisite for the creation of good governance (UNDP, 2020). Participatory governance models have been linked to better public service delivery and stronger civic engagement (Albrecht & Shapiro, 2017). Similar phenomena can be observed in various developing countries, where representative institutions at the village level face challenges in carrying out the function of representation and the aggregation of community interests effectively (Müller & Suryadi, 2022). In Indonesia, these challenges are compounded by the gap between formal structures and community

empowerment (Sudirman & Purnomo, 2018). Furthermore, the effectiveness of village-level representation in achieving community goals depends on both the institutional capacity of the BPD and the level of trust between the local government and the community (Sutaryo & Wulandari, 2019).

In Indonesia, the implementation of regional autonomy since the reform era has changed the paradigm of government administration, including at the village level (Contractor et al., 2010). Law Number 6 of 2014 concerning *Villages* provides a strong legal basis for the existence of BPD as a democratic community representative institution. According to the provisions of the law, the BPD has a strategic function in realizing participatory democracy at the grassroots level, especially in terms of discussing and agreeing upon draft village regulations with village heads, accommodating and channeling community aspirations, and supervising the performance of village governments (Law No. 6 of 2014).

The specific problems faced in the implementation of BPD duties and functions are highly diverse across various regions. Based on data from the Ministry of Home Affairs, of the 74,957 villages in Indonesia, most BPDs still experience obstacles in carrying out the function of representation and participatory governance. These obstacles include limited human resource capacity, lack of operational budget, weak coordination with village governments, and low public understanding of the roles and functions of the BPD (Ministry of Home Affairs, 2023). This condition indicates that there is an implementation gap between the established legal framework and empirical practice in the field.

The urgency of research on the implementation of BPD's duties and functions is increasingly important, considering the strategic role of this institution in supporting the realization of quality village democracy (Agus & Santoso, 2021). In the context of village development, the BPD functions as a vital link between community aspirations and village government policies (Lestari et al., 2020). When the BPD cannot carry out its functions optimally, this results in a decline in the quality of participatory planning, weak accountability mechanisms, and hindered democratic consolidation processes at the local level (Risman & Sulistyani, 2022). BPD's performance is directly related to the level of citizen engagement in local governance, which is crucial for fostering inclusive decision-making (Yusuf et al., 2019). Furthermore, BPD dysfunction can result in community alienation from the local political process and weaken the legitimacy of village government (Hartati & Nugroho, 2021). The lack of effective BPD leadership exacerbates social fragmentation and reduces public trust in the governance process (Adisaputra & Siswanto, 2023). To ensure better implementation of local democracy, strengthening the institutional capacity of the BPD is essential (Agustina et al., 2020).

Various relevant studies have examined the effectiveness of BPDs in carrying out their duties and functions. Masuara (2014), in his research in *Bolangitang Satu Village*, found that the implementation of BPD functions

in the administration of village government has not been optimal, especially in the aspects of legislation and supervision. Similar findings were put forward by Punu (2016), who identified the weaknesses of the BPD in the function of supervising government administration in *Wiau-Lapi* Village, South Minahasa. Mangoto (2016) also confirmed that the BPD's supervisory function in *Lesah* Village is still weak, particularly in overseeing the implementation of development policies. Meanwhile, De La Cruz (2016), through his study, identified various factors affecting the effectiveness of BPD tasks and functions, including structural, cultural, and institutional aspects.

These previous studies have made important contributions to understanding the dynamics of the BPD, but there are still research gaps that need to be addressed. First, most existing studies are still descriptive and have not used a comprehensive theoretical framework to analyze the factors influencing policy implementation at the BPD level. Second, these studies generally focus on one or two BPD functions only, without holistically examining all dimensions of BPD duties and functions. Third, specific local contexts, including regional social, economic, and political characteristics, have not received adequate attention in the analysis of BPD implementation.

The novelty of this research lies in the use of Edward III's theoretical framework to comprehensively analyze the implementation of BPD duties and functions. Edward III's theory of policy implementation, with its four main dimensions—communication, resources, disposition, and bureaucratic structure—provides a systematic framework for understanding the factors that affect the effectiveness of the BPD in carrying out its mandate. This approach allows for a more in-depth analysis of the complexity of policy implementation at the local governance level, while identifying bottlenecks that hinder the optimization of BPD functions.

The specific context of *Cilimus* Village, *Kuningan* Regency, also provides its own uniqueness in this study. Based on *Kuningan* Regency Regional Regulation Number 5 of 2019 concerning the *Village Consultative Body*, there are systematic efforts to strengthen the BPD institution in supporting the democratization of village government. However, implementation in the field shows that there is still a gap between regulatory frameworks and empirical practices. *Cilimus* Village, as one of the villages in *Kuningan* Regency, faces unique challenges in the implementation of the duties and functions of the BPD, including in terms of gathering community aspirations and drafting village regulations.

The purpose of this study is to analyze the implementation of the duties and functions of the *Village Consultative Body* (BPD) in *Cilimus* Village, *Kuningan* Regency, focusing on the dimensions of communication, resources, disposition, and bureaucratic structure. Specifically, this study aims to: 1) identify the effectiveness of the BPD in carrying out the function of legislation, especially in the discussion and determination of village regulations; 2) analyze the ability of the BPD to

accommodate and channel community aspirations; 3) identify the inhibiting factors faced by the BPD in carrying out its duties and functions; and 4) formulate recommendations for optimizing the implementation of BPD duties and functions.

The benefits of this research can be viewed from several perspectives. From an academic perspective, this research contributes to the development of governance literature and public policy implementation, especially in the context of local governance in Indonesia. The use of Edward III's theoretical framework in the context of BPD provides a novel approach that can enrich academic discourse on democratic governance at the village level. From a practical perspective, the results of this research are expected to serve as input for local governments, especially the *Kuningan* Regency Government, in formulating policies to increase the capacity of BPDs. For the *Cilimus* Village BPD itself, this research can serve as an evaluation and a resource for improvement in carrying out its duties and functions.

The policy implications of this study are significant in the context of strengthening democratic governance at the local level. The results of this research are expected to provide evidence-based recommendations for improving the regulatory framework that governs the BPD, developing capacity-building programs, and enhancing accountability and transparency mechanisms in the implementation of village government. More broadly, this research contributes to efforts to strengthen civil society participation in local governance, which is an important pillar in the consolidation of Indonesian democracy.

## RESEARCH METHOD

This study uses a qualitative approach with a case study design to analyze the implementation of the duties and functions of the *Village Consultative Body* (BPD) in *Cilimus* Village, *Kuningan* Regency. The qualitative approach was chosen because it aligns with the research objectives, which seek to understand social phenomena in depth and comprehensively, especially those related to the dynamics of policy implementation in the context of local governance. The theoretical framework used is Edward III's Policy Implementation Theory, which focuses on four main dimensions: communication, resources, disposition, and bureaucratic structure.

The data collection technique in this study utilizes triangulation of sources and methods to ensure the validity and reliability of the data. First, in-depth interviews were conducted with various key informants, including BPD members, village officials, and community representatives. Semi-structured interviews were chosen to provide flexibility in extracting information while ensuring the research focus was maintained. Second, participatory observation was carried out to directly observe the dynamics of interaction between the BPD and other stakeholders in various activities, such as *Village Development Planning Deliberation* (*Musrembangdes*) and coordination meetings. Third, a

documentation study was conducted to analyze various official documents, including village regulations, meeting minutes, and BPD performance reports.

The data analysis uses the Miles and Huberman interactive analysis model, which includes the stages of data reduction, data display, and conclusion drawing. The coding process was carried out systematically to identify the main themes that emerged from the data, which were then attributed to Edward III's theoretical framework. To ensure the credibility of the research, member checking was conducted with key informants along with triangulation of data from various sources.

## **RESULTS AND DISCUSSION**

Based on research that has been conducted in Cilimus Village, Kuningan Regency, the implementation of the duties and functions of the Village Consultative Body (BPD) is analyzed using Edward III's theoretical framework which includes four main dimensions: communication, resources, disposition, and bureaucratic structure. The results of the study show that the implementation of BPD has not been running optimally, with various challenges faced in every dimension of policy implementation.

### **Communication Dimension in BPD Implementation**

The communication dimension is a fundamental aspect in effective policy implementation. The results of the study show that communication between BPD and the Village Government (PemDes) is carried out through two channels, namely formal and informal. Formal communication occurs in the context of official deliberations such as the preparation of the Village Revenue and Expenditure Budget (APBDes) and the discussion of draft village regulations. This formal communication process has been carried out in accordance with established procedures, with a routine agenda scheduled periodically.

Meanwhile, informal communication takes place outside of the formal organizational structure, which provides flexibility in day-to-day coordination. BPD has developed various communication initiatives with the community, including the "mobile tarawih" program in the month of Ramadan and the Village Deliberation program. These initiatives demonstrate BPD's efforts to get closer to the community and create a more informal and accessible space for dialogue.

In terms of internal communication media, BPD uses a digital platform in the form of WhatsApp Group which is still actively used for coordination between members, both for the discussion of serious issues and social communication. The use of digital communication technology shows the adaptation of BPD to the development of information technology in carrying out internal coordination functions.

Communication between BPD and the Indonesian Ulema Council (MUI) of Cilimus Village has also been established, especially in terms of budget

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discussions and program planning. After communicating with various stakeholders, BPD held a Village Development Planning Conference (Musrembangdes) to prepare priority programs in the next year. However, the results of interviews with the Village Government and the community indicate that BPD's communication with the community has not been fully effective, which shows that BPD's commitment in carrying out its main tasks and functions has not been optimal.

### **Resource Dimensions in BPD Implementation**

Analysis of the resource dimension shows the complexity of the challenges faced by BPDs in carrying out their duties and functions. From the aspect of human resources, the Cilimus Village BPD consists of 8 members with quite diverse educational backgrounds: 1 high school graduate, 4 S1 graduates, 2 S2 graduates, and 1 S3 graduate. This relatively high educational profile should be an asset in carrying out the BPD function, considering the complexity of the tasks carried out requires adequate intellectual capacity.

Most of the BPD members work as teachers and lecturers, which shows a strong educational background. In terms of experience, the composition of the members of the current period of BPD is a combination of old members who are re-elected and new members, which provides a balance between continuity and leadership regeneration. This combination of experience and fresh perspective should be able to optimize BPD performance.

However, limited financial resources are a significant obstacle in the implementation of BPD's duties. The operational budget of BPD for one period is Rp 43,000,000, which according to an interview with Mr. Asep Saefullah, a member of the BPD, is considered insufficient to support all BPD activities during the term of office. This budget limitation has an impact on the ability of BPD to visit hamlets in order to accommodate the aspirations of the community optimally.

From the aspect of facilities and infrastructure, BPD has quite significant limitations. The facilities available are only tables and chairs, while supporting equipment such as computers and printers are not adequately available. For large activities such as Musrembangdes, BPD must use the Cilimus Village Multipurpose Building due to limited office space. BPD has an office located in the same building with the Village Government, which on the one hand facilitates coordination, but on the other hand can cause dependency in terms of operations.

### **Dimensions of Disposition in BPD Implementation**

The dimension of disposition is related to the attitude and commitment of policy implementers in carrying out their duties and functions. The results of the study show that BPD members are selected based on their ability to utilize their resources, both personal and organizational, in carrying out their

duties and functions. The election process that was carried out openly has created legitimacy and public trust in the elected BPD members.

The community believes that the elected BPD members have the professionalism and moral integrity to carry out their duties and functions. This trust is an important social capital in supporting the effectiveness of the implementation of BPD tasks. BPD performance parameters are carried out based on the Standard Operating Procedure (SOP) that has been set, which provides clarity in the implementation of tasks.

In the legislative aspect, all BPD members are involved in formulating Village Regulations together with the Village Head, which shows commitment to the legislative function. The controlling function is also carried out through the receipt of performance reports from the Village Head every year, which is an important accountability mechanism. Meanwhile, the budgeting function is carried out through the participation of BPD with the Village Head in the preparation of the annual budget.

However, the disposition of BPD members faces challenges in terms of availability and time priority. Most BPD members who work as teachers and lecturers have limited time to fully focus on BPD tasks. This condition has an impact on the lack of initiative in making Village Regulations and limitations in conducting regular visits to the community.

### **Dimensions of Bureaucratic Structure in BPD Implementation**

The bureaucratic structure of the Cilimus Village BPD has been formed in accordance with applicable regulations, with a clear division of duties among 8 members. The organizational structure consists of the Chairman (H. Tri Suknaedi, M.Pd), Vice Chairman (Benny Baeturohman, S.H), Secretary (Iip Ade Firmansyah, S.Pd.I), Person in Charge of Government Affairs (Drs. Asep Saefullah, M.Ag), Person in Charge of Development (Rahmat, S.Pd), and three members (Dr. Iffan Ahmad Gufron, Supyan Apiyudin, and Linda Indrawati, S.Pd).

The BPD has a control function like a legislative institution in general, with a position as a coordination partner on par with the House of Representatives at the national level. All use of the village budget must be coordinated with the BPD and MUI, considering that the MUI has a role in managing the use of the village budget for various development projects. This coordination shows the existence of checks and balances in village financial management.

On a regular basis, BPD holds various deliberation forums, including Musrembangdes, Hamlet Deliberation (Musdus), Village Deliberation (Musdes), the process of ratifying Village Regulations (PerDes), and the receipt of work reports of the Village Head. These activities show that the structure and procedures of the BPD have been running in accordance with formal provisions.

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The characteristics of BPD as a political body in the village make it dynamic, where each member has the right to convey different perspectives. However, in the decision-making process, these perspectives must be converted into a single unanimous decision, which shows the importance of communication and negotiation skills in the BPD structure.

### **The Effectiveness of BPD in the Legislative Function**

Analysis of the role of BPD in setting village regulations shows mixed results. In 2024, Village Regulation Number 5 of 2024 concerning Motorized Vehicle Parking was successfully passed, which is the result of collaboration between the BPD and the Village Head. This regulation is motivated by the problem of parking lot management in the Cilimus Village market which requires a clear legal umbrella.

However, the results of the interview with the Village Secretary revealed that the initiative to make PerDes came more from the Village Government than from the BPD. This indicates that the legislative function of the BPD has not been running optimally, especially in terms of proactive lawmaking. The limited time of BPD members, most of whom work as office employees, is one of the inhibiting factors in optimizing legislative functions.

The process of discussing and determining the Village Regulation has followed the established procedure, where after the draft is submitted, it is discussed at the BPD meeting, approval, and ratification as a village regulation. However, the quantity of PerDes produced is still limited, which shows the need to increase the capacity and commitment of the BPD in carrying out legislative functions.

### **The Effectiveness of BPD in Accommodating and Channeling Community Aspirations**

The function of BPD in accommodating and channeling the aspirations of the community is one of the key indicators of the effectiveness of representative institutions. The results of the study show that BPD has developed an aspiration screening mechanism through Musrembangdes which was attended by community representatives, village governments, and BPD members. However, the effectiveness of this mechanism still faces various obstacles.

First, the scope of community participation in Musrembangdes is still limited. Not all hamlets are optimally represented in this forum, which has an impact on not accommodating the aspirations of the community comprehensively. This limitation is caused by a lack of socialization about the importance of community participation in development planning forums.

Second, the community is still confused in terms of the procedure for conveying aspirations. Many people do not know to whom, when, and how to convey their aspirations. This condition reflects the weak communication and



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socialization of BPD to the public about the mechanism for conveying aspirations.

Third, the limited budget of BPD to conduct regular visits to each hamlet limits the ability of this institution in proactive aspiration gathering. BPD only relies on the Musrembangdes forum which is held once a year, while the aspirations of the community can appear throughout the year.

### **Identification of Factors Inhibiting the Implementation of BPD**

Based on a comprehensive analysis, there are several main factors that hinder the optimization of the implementation of BPD tasks and functions in Cilimus Village. First, the limited operational budget is a fundamental obstacle that has an impact on all aspects of BPD's performance. The budget of Rp 43,000,000 for one period is considered insufficient to support all BPD activities, including visits to hamlets, socialization, and aspiration screening activities.

Second, the role conflict and time constraints of BPD members, most of whom work as teachers and lecturers, create significant time constraints. This condition has an impact on the lack of initiative in making PerDes and limitations in conducting intensive communication with the community.

Third, the lack of public understanding of the duties and functions of BPD creates a communication gap that hinders the effectiveness of representation. The community is still confused about the role of BPD and the mechanism for conveying aspirations, which indicates the weakness of civic education at the village level.

Fourth, the limitation of supporting facilities and infrastructure, including office facilities, information technology equipment, and communication infrastructure, hinders the operational efficiency of BPD. Dependence on Village Government facilities can also affect the independence of BPD in carrying out its functions.

Fifth, the lack of optimal coordination mechanisms between BPD and other stakeholders, including the Village Government, community organizations, and customary institutions, creates a potential overlap or gap in services to the community. A better coordination mechanism is needed to ensure synergy in the implementation of village government.

The results of this study show that even though the Cilimus Village BPD already has an adequate legal structure and framework, empirical implementation still faces various challenges that require comprehensive and sustainable interventions to optimize the performance of this community representative institution.

### **CONCLUSION**

Based on the results of the research and analysis that have been carried out, it can be concluded that the implementation of the duties and functions of the *Village Consultative Body* (BPD) in *Cilimus Village, Kuningan Regency*,

has not been running optimally. Analysis using Edward III's theoretical framework shows that all four dimensions of policy implementation—communication, resources, disposition, and bureaucratic structure—face significant challenges that hinder the effectiveness of the BPD. In the communication dimension, although both formal and informal communication has been established between the BPD and various stakeholders, communication with the community is still not effective, as reflected in the low public understanding of the roles and functions of the BPD. The resource dimension highlights significant operational budget limitations, with the allocation of Rp 43,000,000 per period considered inadequate to support all BPD activities, while supporting facilities and infrastructure also remain limited. In terms of disposition, although BPD members possess adequate educational qualifications and legitimacy from the community, limited time due to their primary professions as teachers and lecturers hinders their full commitment to BPD duties. The dimension of bureaucratic structure has functioned according to formal provisions, but still needs to be strengthened in terms of coordination and synergy with other stakeholders. With regard to legislative functions, the BPD has succeeded in establishing several village regulations, but the initiative to draft *PerDes* is still dominated by the *Village Government* rather than the BPD itself. Meanwhile, the function of accommodating and channeling community aspirations has not run optimally due to limited communication mechanisms, low community participation in *Musrembangdes*, and a lack of socialization about the role of the BPD. The main inhibiting factors include limited operational budgets, conflicting roles of BPD members, lack of public understanding, limited infrastructure, and suboptimal coordination mechanisms between stakeholders. To increase the effectiveness of the BPD, comprehensive efforts are needed in the form of increased operational budget allocations, strengthening of capacity-building programs for BPD members, intensifying socialization with the community about the roles and functions of the BPD, improving supporting infrastructure, and developing better coordination mechanisms between stakeholders in the implementation of village governance.

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