

## PARTICIPATION IN THE MANAGEMENT OF THE VILLAGE-OWNED ENTERPRISE ENTITY (BUMDes) BINA SEJAHTERA OF TELUK BAKAU VILLAGE

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### Abstract

#### Keywords:

Community Participation,  
Management,  
BUMDes

*Village Owned Enterprises (BUMDes) Bina Sejahtera in Teluk Bakau Village achieved advanced status in Bintan Regency in 2024, demonstrating significant progress since its establishment in 2019 through successful optimization of local economic potential. This qualitative descriptive research examines community participation in BUMDes management using Cohen and Uphoff's participation theory, analyzing data from observations, documentation, and interviews with village heads, BUMDes directors, community leaders, and residents. The study reveals four key findings regarding community participation: first, decision-making participation occurs through Village Deliberations and official forums where communities express aspirations, although participation remains uneven and interest-dependent; second, implementation participation varies, with active involvement in some programs as workers and training recipients but minimal involvement in third-party managed activities; third, communities benefit from positive impacts including job creation and social assistance from Village Original Income generated by BUMDes; fourth, evaluation participation remains indirect and limited, primarily through Village Consultative Body representatives quarterly monitoring, while accountability meetings suffer from low attendance and suboptimal follow-up on community input.*

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### INTRODUCTION

Villages are Indonesian administrative units characterized by close social ties and a well-maintained spirit of mutual cooperation. As pillars of national development, villages are at the forefront of implementing democratic life at the local level (Amazihono et al., 2024). Indonesia, with its complex administrative structure comprising five main



islands and over 17,000 smaller islands, has a government hierarchy extending from the central government down to the villages, with villages occupying a vital position as the smallest unit in managing government duties and meeting community needs (Sunaryo, 2019).

Law Number 6 of 2014 concerning Villages recognizes villages as legal community entities that have the authority to organize government and manage local interests based on citizen initiatives, ancestral rights, and traditions recognized in the government system of the Republic of Indonesia (Momuat, 2015). Village governance is carried out by the Village Government together with the Village Consultative Body to regulate the interests of the local community by considering the background and respected customs (Suparji, 2019).

Village development is a strategy designed by the government and communities to utilize available resources to improve the welfare of rural residents (Ariadi, 2019). Village development aims not only to meet community needs but also to generate surpluses for distribution to other areas, accelerate progress in various sectors, and build prosperous, independent communities (Samaun et al., 2022).

Community participation is a key element in the success of development programs. Sumarto in Sembodo, quoted by Solekhan (2014), explains participation as a process that enables better interaction between stakeholders to reach consensus and innovative actions through a deliberative process with the opportunity to listen, learn, think, and act together. Adisasmita in Solekhan, (2014) stated that community participation refers to the involvement of citizens in development, including the planning and implementation of development programs or projects in the local environment.

One effective way to improve community welfare is to develop the village economy through the establishment of Village-Owned Enterprises (BUMDes). BUMDes are institutions established by the village government and the community to manage the institution in accordance with laws and regulations and agreements agreed upon by the village residents (Nugroho & Suprpto, 2021). BUMDes, as an Indonesian government initiative, aims to improve the welfare of rural communities, particularly those still living in poverty, and move towards more stable economic conditions (Afrizal et al., 2024).

The establishment of BUMDes based on the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 4 of 2015 concerning the Establishment, Management and Administration, and Dissolution of Village-Owned Enterprises gives the village government the right to establish BUMDes to empower local potential and improve the prosperity and economy of village communities (Faradin & Fanida, 2021). BUMDes plays an important role in strengthening community potential through various public and economic service activities organized by the village government.

The success of BUMDes is highly dependent on community participation, as demonstrated by research by Suriadi & Latte (2024) on the Role of the Community in the Management of the Pandu Berjaya Village-Owned Enterprise (BUMDES) in Pandulangan Village, which revealed that the community participated indirectly in decision-making through delegation of authority to representatives, contributing significant manpower and materials in implementation, and conducting evaluations through formal and informal platforms. Research by Rismanita & Pradana (2022) regarding Community Participation in the Management of Village-Owned Enterprises (Bumdes) Jaya Tirta, Gedongarum Village, Kanor District, Bojonegoro Regency, shows

that BUMDes provides benefits in terms of quality and quantity in decision-making, with the community playing an active role in program implementation through contributions of manpower and materials.

Bintan Regency has 36 villages, 36 BUMDes, and 7 BUMDesMa based on data from the Village Community Empowerment Service in 2024. The status ranking of BUMDes consists of pioneer, beginner, developing and advanced according to the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 3 of 2021 concerning Registration, Data Collection and Ranking, Guidance and Development, and Procurement of Goods and/or Services of Village-Owned Enterprises/Joint Village-Owned Enterprises. The ranking is measured based on seven aspects including institutions, management, business or business units, cooperation or partnerships, assets and capital, financial report administration and accountability, as well as profits and benefits for the village and community.

**Table 1. Data on the Number of BUMDes in Bintan Regency**

No.	Subdistrict	Village	Name of BUMDes	Status
1.	Mount Kijang	Mount Kijang	Brilliant	Beginner
2.	Mount Kijang	Malang Meeting	Friend	Pioneer
3.	Mount Kijang	Mangrove Bay	Prosperous Development	Proceed
4.	North Bintan	Yellow Lancang	Glorious Glory	Develop
5.	Bintan Bay	Bintan Buyu	Three Consensus Bentan	Develop

Source: Bintan Regency PMD Service, 2024 (data truncated for efficiency)

The Bina Sejahtera Village-Owned Enterprise (BUMDes) is located in Teluk Bakau Village, Gunung Kijang District, Bintan Regency, Riau Islands Province. Teluk Bakau Village has abundant natural resource potential, covering an area of approximately 112.12 km<sup>2</sup>, designated for tourism and agricultural plantations. Established in 2019, the BUMDes aims to support the village government's general policy of creating jobs and business opportunities to improve community welfare and optimize the management of the village's economic potential.

The status of Bina Sejahtera Village-Owned Enterprise (BUMDes) significantly improved from developing in 2023 to advanced in 2024 under the leadership of Rahmat Hidayat. This success was marked by its ability to generate Village Original Income (PADes) of Rp. 24,154,559 in 2024. The BUMDes manages eight business units including a materials store, marine fish cages, pickup truck rental services, sales container rental services, coffee shop rental services, cake and lunch box provision services, organ rental services, and mangrove crab cultivation.

Community participation in Teluk Bakau Village is regulated in Article 8 of the Bina Sejahtera Village-Owned Enterprise (BUMDes) Articles of Association, which encourages community groups to participate in every BUMDes business unit. Community involvement is also evident in the Musrenbang (Regional Development Planning) and Village Deliberations (Musyawarah Desa), which must be attended by the Village Head, the Village Consultative Body (BPD), and community elements, including capital providers, RT/RW representatives, and community groups participating in BUMDes business units.

Given the significant increase in the status of BUMDes Bina Sejahtera and the important role of community participation in its success, this study aims to analyze the

forms of community participation in the management of BUMDes Bina Sejahtera Teluk Bakau Village in 2023-2024. This study is expected to contribute to the development of science in the field of community participation and BUMDes management, as well as provide useful information for village governments and stakeholders about the importance of community participation in BUMDes management to improve village welfare and progress.

## REVIEW LIBRARY

### The Concept of Participation

Participation is an important part of development which is defined as the participation of individuals in a particular activity. Sumarto in Sembodo quoted by Solekhan (2014) explains that participation is a process that enables better interaction between stakeholders, making it more likely to reach agreements and innovative actions during the deliberative process, where there is space to listen, learn, think, and initiate joint action. Sastropoerto by Keith Davis (1998) in Agusta et al., (2020) defines participation as the psychological and emotional involvement of individuals in a group with three important components: community participation influences the thoughts and feelings of each person, the willingness to contribute both energy and funds, and having an element of responsibility for each task given. Mubyarto (2000) explains participation as a form of willingness to participate in an activity, where the entire community can help the success of a program designed by the government, adjusted to the abilities of each individual.

Based on the definitions of these figures, participation can be concluded as a form of individual and group involvement in activities to achieve predetermined goals. Active participation of individuals and groups in the development process is key to the success of these programs, which advance society, increase awareness and responsibility, and change perspectives to be more positive about the importance of participation. Factors influencing the level of community participation include government support through training, mentoring, and the provision of information (Arumdani & Kriswibowo, 2022) . Individual motivation in a sense of ownership and responsibility, as well as access to information about activities and programs that is conveyed clearly and openly (Karmila et al., 2022) .

### Community Participation

Hetifah Sj. Soemanto in Surat (2020) defines community participation as a process in which individuals, social groups, and organizations take roles and influence the planning and monitoring processes of policies that directly impact their lives. Adisasmita in Solekhan (2014) states that community participation is the involvement of community members in development, which includes planning and implementing development programs or projects carried out in local communities. Community participation functions as an alternative strategy in development with a focus on developing skills within the community, which is often applied in regional development efforts to improve the quality of life of the community (Adiyaksa, 2023) .

The level of community participation is influenced by several interrelated factors, particularly higher levels of education that increase community awareness of the importance of participation in village resource management (Sari et al., 2023) . Social aspects also play an important role in influencing the level of participation, where strong

social connectedness and community networks can encourage individuals to participate in collective activities. Sapitri et al. (2023) showed that someone who has good social relationships tends to be more active in participating in village programs. Jond Cohen and Norman Uphoff in (Suaib, 2023) identified four forms of community participation: participation in decision-making related to determining alternatives to reach agreement on issues of common interest; participation in implementation as a continuation of the agreement that includes resource utilization, administrative involvement, and program implementation; participation in benefit sharing related to the quality and quantity of program results achieved; and participation in evaluation that involves a comprehensive review of program implementation to assess compliance with established plans.

### **BUMDes Management**

Management refers to a structured process involving various actions or efforts undertaken by a group to achieve predetermined targets. Village-Owned Enterprises (BUMDes) are institutions that focus on the social sector and have an organizational structure aimed at advancing and improving the welfare of rural residents, not only providing benefits to the village but also providing benefits to the local community's economy (Mohamad Zulfiqri D. Gani, 2022) . BUMDes management, in addition to functioning as a forum for village economic activities, also illustrates the application of a community empowerment approach that provides more significant opportunities and power to local communities to actively participate in managing the development process (Rahmadiane & Kamal, 2024) .

Effective BUMDes management requires careful planning and targeted implementation, including identifying business potential relevant to the needs and characteristics of the local community through market analysis and community involvement in the planning process. Training and capacity building for BUMDes managers and the community are crucial to improving skills and knowledge in running a business well. Overall, BUMDes management that involves community participation is a strategic step to achieve village development goals, where through active community participation that includes management stages from planning to evaluation, it is hoped that BUMDes can operate optimally and provide a significant positive impact on the community, not only improving welfare but also strengthening the social and economic foundations of the village as a whole.

### **METHOD STUDY**

This research uses a qualitative descriptive approach that focuses on understanding social phenomena in their original context. Sugiyono (2022) explains that qualitative descriptive research is an approach derived from post-positivism philosophy, where the researcher acts as the primary tool for collecting data through various techniques such as in-depth interviews, direct observation, and document analysis. The qualitative method was chosen because it relates to individual ideas, views, perceptions, and beliefs that cannot be measured numerically. It is also a research procedure that collects descriptive data in written and oral form from research subjects as well as observable behavior (Sugiyono, 2013) .

The research focused on the community members directly and indirectly involved in the Bina Sejahtera Village-Owned Enterprise (BUMDes) activities in Teluk Bakau Village, Bintan Regency, Riau Islands Province. This location was chosen because it has

an active BUMDes and has the potential to improve the community's economic well-being. The research aimed to explore the level of community involvement in BUMDes management, considering that active community participation is crucial to the success of BUMDes and influences the effectiveness of the programs implemented by Moleong (2014) .

Data sources consist of primary data obtained through direct research on site to search for data, documents or reports related to the problem being studied ( Siyoto & Soduk, 2015) , and secondary data obtained through library studies from various literature such as books, previous research results, as well as regulations or documents that support the research. Data collection techniques include observation to investigate the research object directly ( Arikunto, (2013) , interviews as an interactive communication method to obtain in-depth information ( Sugiyono 2016) , and documentation to collect data through archives or documents relevant to the research subject (Salim & Syahrums, 2012) .

**Table 2. Research Informants**

Informant Name	Information
Mr. Abdul Wahid	Head of Teluk Bakau Village
Mr. Rahmat Hidayat	Director of BUMDes Bina Sejahtera, Teluk Bakau Village
Mr. Sudaryo	Chairman of the BPD of Teluk Bakau Village
Mr. Zulkifli	Head of RT.004/RW.002 Teluk Bakau Village
Mrs. Poniti	Community Leader of Teluk Bakau Village
Mrs. Syarifah	Business Actors Providing Cake and Boxed Rice Services
Mrs. Meriana Kasturi	Coffee Shop Rental Services Business Actor
Mr. M. Bakri	Fish Cage Business Actors
Mr. Samaila	Mangrove Crab Cultivation Business Actors
Mr. M. Thalib	Teluk Bakau Village Community
Mr. Sukrir	Teluk Bakau Village Community
Mrs. Nurkumalasari	Teluk Bakau Village Community
Amount	12

Source: Data processed by the author, 2025

Data analysis uses qualitative descriptive techniques to describe and analyze collected data. Jogiyanto Hartono (2018) explains data analysis as a series of steps to describe data and interpret the results of the analysis with the aim of transforming the data into relevant information. The data analysis process includes three main stages: data reduction, which summarizes and focuses on important information from the collected raw data; presenting data in various forms such as narrative text, matrices, or diagrams to facilitate understanding; and drawing conclusions by summarizing the core information from various sources to formulate final conclusions based on the data obtained.

## RESULTS AND DISCUSSION

### Participation in Decision Making Regarding the Management of the Bina Sejahtera BUMDes in Teluk Bakau Village

Participation in decision-making refers to the active involvement of the community in the planning and decision-making process before a program or policy is implemented, where the community plays a role in determining the goals and direction of development through various forms such as attending meetings, discussing, providing input, or conveying responses (Suaib, 2023) . In the context of the Bina Sejahtera BUMDes in Teluk Bakau Village, community participation has been facilitated through discussion forums and village deliberations involving various community elements including village organizations such as Karang Taruna, PKK, and community leaders. The main decisions of the BUMDes are taken through Village Deliberations which provide space for the community to convey proposals, criticisms, and suggestions directly, including in the recruitment process for BUMDes management which considers the aspirations of various community elements.

Despite adequate participation space, community involvement in decision-making is uneven. Community participation tends to be high in programs that stem from their own aspirations, such as the construction of fish cages proposed by a fishermen's group, but is less active in programs designed directly by the management based on market opportunities. Attendance at decision-making forums also shows that of the 54 invitations distributed to the BUMDes annual meeting, only 27 people attended, indicating that participation is not yet optimal quantitatively. Qualitatively, the community tends to be active only when the discussion topic directly touches on their interests, particularly those related to the marine and fisheries sector as their primary livelihood.

Other forms of participation include conveying needs to the Village-Owned Enterprise (BUMDes), involvement as a business unit head, becoming a user of BUMDes services such as material stores and transportation services, and receiving annual social assistance from the Business Result Remainder. These findings indicate that although a democratic and deliberation-based participation platform is structurally available, it is necessary to optimize the role of community empowerment institutions and increase community awareness and capacity so that participation in decision-making becomes more meaningful, sustainable, and not limited to issues that affect their immediate interests.

### Participation in the Implementation of the Management of the Bina Sejahtera BUMDes in Teluk Bakau Village

Community participation during the implementation phase represents direct involvement in the development process, requiring support from various elements, such as resource utilization and fund management, to determine program success (Suaib, 2023) . The Teluk Bakau Village community not only acts as spectators but also actively participates in running the Village-Owned Enterprise (BUMDes) as workers, business partners, and raw material providers. This participation encompasses three main components: resource and funding utilization, administration and coordination, and program implementation and description, all of which determine successful implementation.

The level of community participation shows significant differences across Bina

Sejahtera Village-Owned Enterprise (BUMDes) business units. The fish cage business unit achieved very high participation, with the community directly involved in cage construction, fish food collection, and maintenance, providing income opportunities and improving fish farming skills. In contrast, the coffee shop business unit still faces the challenge of low participation, as the community acts more as visitors than as workers or business partners, with only one person involved as a music player. This situation demonstrates the need for BUMDes to develop training and empowerment programs to increase community involvement so that economic benefits can be felt more widely by all residents of Teluk Bakau Village.

### **Participation in Benefit Sharing in the Management of the Bina Sejahtera Village-Owned Enterprise (BUMDes) in Teluk Bakau Village**

Community participation in benefit sharing reflects the extent to which residents can enjoy the benefits of the BUMDes program, which includes increased income, access to economic services, and the emergence of new business opportunities that support the welfare of the village community (Suaib, 2023). The Teluk Bakau Village community has directly benefited from the BUMDes Bina Sejahtera programs, particularly through job creation in the fish cage business unit, which not only involves them as workers but also provides training and mentoring to improve skills and productivity in the fisheries sector. BUMDes also facilitates the marketing of harvested produce so that the community does not experience difficulties in selling the products they produce.

The impact of participation in benefit sharing shows a sustainable pattern where profits are not only felt by direct business actors but also contribute to Village Original Income (PADes) which is then redistributed to the community in the form of social assistance such as basic necessities and educational support through the provision of books and stationery. This participatory management model has successfully created a multiplier effect that strengthens the local economic system and creates equity in the distribution of benefits at the community level. Overall, BUMDes Bina Sejahtera has proven effective in empowering village communities through sustainable development principles that involve the active participation of all parties, with the program's future sustainability highly dependent on the ability to maintain community participation and strengthen accountability in business management.

### **Participation in the Evaluation of the Management of the Bina Sejahtera BUMDes in Teluk Bakau Village**

Evaluation is an important part of ensuring the success and sustainability of the BUMDes Bina Sejahtera program, where community involvement in the evaluation process aims to assess the extent to which the implemented policies and strategies have succeeded in achieving the set targets (Suaib, 2023). The evaluation process for the BUMDes program does not fully involve the general public directly, but is carried out by the Village Consultative Body (BPD) together with a special team formed by the village government on a quarterly basis. The BPD carries out its role as a representative institution that accommodates and conveys community aspirations in official forums such as Village Deliberations and quarterly evaluation meetings, while the submission of BUMDes performance reports is carried out openly so that the community can still know and provide feedback through available representative channels.

Community involvement in the evaluation is mostly through representative

mechanisms, where the community is given space to convey criticism, suggestions, and proposals in facilitated forums. However, the level of active community participation is still relatively low, as seen from the level of attendance in forums which is only around 30% of the number of invitees, indicating that community enthusiasm and awareness of the evaluation of the BUMDes program still needs to be improved. From the perspective of BUMDes managers, community input is generally appreciated and considered, especially in the aspects of reporting and accountability, but strategic decisions remain the internal authority of managers because they are related to business risks, although BUMDes remains open to supervision from various parties as a form of implementation of the principles of accountability and transparency.

Community leaders and residents acknowledged the existence of participation opportunities, but criticized several issues, such as the slow follow-up process for input, minimal community involvement in BUMDes programs directly related to their livelihoods, high rental costs for BUMDes facilities that lead to reluctance to participate, and an overly formal and unattractive evaluation format. Although participation opportunities in the evaluation have been facilitated, challenges remain in actively involving the community, both in terms of attendance, courage to express opinions, and effective follow-up of evaluation results. Efforts such as simplifying the forum format, providing participatory incentives, and increasing openness and two-way communication between managers and the community are needed to ensure that the evaluation truly becomes a participatory process that encourages the success and sustainability of the BUMDes program.

## CONCLUSION

Based on the results of research on community participation in the management of the Bina Sejahtera Village-Owned Enterprise (BUMDes) in Teluk Bakau Village, it can be concluded that the level of community involvement shows varying tendencies at each management stage. At the decision-making stage, participation has been facilitated through Village Deliberations and discussion forums, but the quality is not optimal due to low community attendance and uneven participation. The implementation stage shows quite significant participation, especially in the fish cage business unit where the community acts as a workforce and receives valuable training. However, in the coffee shop business unit, participation is still limited and passive. Participation in benefiting is evident through the positive impact of the BUMDes program, which is felt not only by direct business actors but also by the wider community through social programs such as basic food assistance and educational support. Meanwhile, at the evaluation stage, community involvement is indirect through the BPD and a special team, with low attendance and an overly formal forum format being obstacles to participation.

To strengthen community participation and encourage more open and sustainable BUMDes management, it is recommended that village governments create more engaging and interactive deliberation forums, such as monthly BUMDes-based business unit meetings and an annual "BUMDes Festival." BUMDes Bina Sejahtera needs to be more open in decision-making through dialogue sessions before new programs are implemented, involve the community as workers or business partners by prioritizing local residents, and strengthen the transparency of performance reports through quarterly data visualization. The BPD is advised to be more active in carrying out its liaison and supervisory function by holding a rotating "BUMDes Open Performance Evaluation

Forum" at the hamlet level and compiling a monthly "BUMDes Monitoring Report." Community leaders can play an active role in facilitating communication between the community and BUMDes managers through regular meetings to listen to residents' aspirations, while the community is advised to be more active in expressing their opinions in the provided forums, supported by socialization regarding the benefits of participation so that they feel more confident in providing constructive input.

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