

PUBLIC VALUE OF JAYA TIRTA VILLAGE-OWNED ENTERPRISE (BUMDES) IN IMPROVING FARMERS' WELFARE

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ABSTRACT

This study aims to analyze the public value of BUMDes "Jaya Tirta" in improving community welfare in Gedongarum Village, Kanor District, Bojonegoro Regency. The study employs Mark H. Moore's public value theory through the Strategic Triangle framework, encompassing three elements: legitimacy and support, operational capacity, and substantive value. A descriptive qualitative approach was adopted, with data collected through observation, interviews, and documentation involving seven informants, and analyzed using Miles and Huberman's interactive model. The findings reveal that BUMDes "Jaya Tirta" has successfully generated tangible public value across all three dimensions. In terms of legitimacy and support, the enterprise maintains stakeholder confidence through transparent accountability reporting at Village Consultative Meetings, inclusive community participation, and a solid regulatory foundation under Village Regulation No. 2 of 2017. Regarding operational capacity, BUMDes employs 57 personnel and manages an irrigation network spanning over 600 hectares, generating revenues of approximately IDR 3.5 billion per planting season. In terms of substantive value, the pump-based irrigation system has significantly improved agricultural performance, increasing crop yields from 6–7 tons to 10–12 tons per hectare and expanding planting intensity from one to two or three harvests annually. Broader community benefits are also realized through CSR allocations and contributions to Village Original Revenue (PAD). Nevertheless, several challenges remain, including the need to enhance digital transparency, expand technical training for field workers, and reduce structural dependency on middlemen in grain distribution, which continues to constrain farmers' economic gains.

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INTRODUCTION

Villages constitute the smallest unit of government in Indonesia, yet play a pivotal role in national development, particularly in improving rural welfare. Indonesia currently has 75,753 villages with a rural population of approximately 115,359,941 people, accounting for roughly 40% of the total national population (Badan Pusat Statistik Indonesia, 2024). To strengthen village autonomy, the government enacted Law No. 6 of 2014 on Villages, granting

villages authority to manage their own affairs, including economic resources. Under Article 87 paragraph 1, villages may establish a Village-Owned Enterprise (BUMDes) as a vehicle for increasing Village Original Revenue (PADes) and promoting community empowerment (Sanur, 2023). BUMDes is a village economic institution with legal standing, founded and owned by the village government, with capital derived wholly or substantially from village assets (Rinova et al., 2023). Its existence is expected to drive the village economy by leveraging local natural and human resources, while simultaneously serving as a social instrument that prioritizes community welfare (Adnina et al., 2024).

The number of BUMDes has grown significantly in recent years. According to the Ministry of Villages, Disadvantaged Regions, and Transmigration (Kemendesa PDTT), there were 60,417 BUMDes units in 2023, rising to 65,941 in 2024, and reaching 70,338 units in 2025 consisting of 63,975 BUMDes and 6,363 BUMDes Bersama (Kementerian Desa, 2025). (Ridlwani, 2014) affirms that BUMDes is a strategic instrument for accelerating village economic growth and reducing inter-regional development disparities. However, this quantitative growth has not been fully accompanied by qualitative improvements. Most BUMDes still face operational challenges, including limited human resources, weak managerial capacity, and low financial and digital literacy (Putri et al., 2025). Beyond technical constraints, institutional challenges also persist, such as low internal community initiative, inadequate policy support, and limited understanding among managers regarding public value creation (Jayadi et al., 2024).

In the context of public sector organizations such as BUMDes, the concept of public value creation is particularly relevant. (Moore, 1995), in *Creating Public Value: Strategic Management in Government*, argues that public organizations must focus on creating value that broadly benefits society, rather than merely pursuing profit. Public value is achieved when services meet societal needs and bring about desired social change (Moore, 2013). To operationalize this, Moore developed the Strategic Triangle framework comprising three interlocking elements: (1) legitimacy and support, garnering authorization and resources from key stakeholders; (2) operational capacity, the competencies and resources required to deliver services; and (3) substantive value, the actual value created for society (Moore, 1995). These three elements must be balanced and mutually reinforcing for a public organization to successfully create value (Kavanagh, 2014). This framework is especially applicable to BUMDes, which uniquely operates as both a profit-oriented business entity and a social instrument prioritizing community welfare. Research by (Permana et al., 2025) confirms that BUMDes public value can be measured through its capacity to deliver optimal services, manage operations effectively and efficiently, and collaborate with communities toward village advancement. (Anggraeni, 2016) further affirms that BUMDes brings meaningful economic and social change with direct positive impacts on the welfare of village residents

Indonesia's agrarian character is reflected in its agricultural workforce, which reached 38.99 million people in 2025, approximately 26.75% of the total labor force (Sekretariat Jenderal Kementerian Pertanian, 2025). Agriculture constitutes a primary pillar of the rural economy, making BUMDes involvement in agricultural services particularly impactful. Through units such as irrigation pumping, agrochemical sales, and agricultural processing, BUMDes can serve as both an economic driver and a supporter of farmer self-sufficiency (Nursan & FR, 2019). East Java Province hosts 6,862 BUMDes units, with Bojonegoro Regency recording the highest count at 417 units (Dinas Pemberdayaan Masyarakat dan Desa Provinsi Jawa Timur, 2025). Bojonegoro possesses a strong agrarian identity traversed by the Bengawan Solo River as the primary irrigation source, with 83,197 hectares of paddy fields, agricultural sector contribution of approximately 11.85% to regional GDP, and 269,623 farm household enterprises (Badan Pusat Statistik Kabupaten Bojonegoro, 2024). This makes it a highly relevant setting for studying how BUMDes creates public value in support of the agricultural sector.

Prior studies on BUMDes have examined topics such as public value-based management (Hariyoko et al., 2025; Mufidah et al., 2024), organizational effectiveness (Hidayat et al., 2024), and community participation (Rismanita & Pradana, 2022). However, three critical gaps remain unaddressed in the existing literature. First, no study has specifically analyzed public value creation in BUMDes operating within the irrigation management sector. Second, the Strategic Triangle framework has rarely been applied as a primary analytical lens in BUMDes research. Third, farmer welfare as a direct outcome of BUMDes public value creation remains empirically underexplored. This study addresses these gaps by examining BUMDes "Jaya Tirta" in Gedongarum Village, Bojonegoro. Established in

2004 and formally institutionalized as BUMDes in 2017, Jaya Tirta has demonstrated notable achievements, including ranking third in the East Java BUMDes competition 2021 and being selected among 125 BUMDes for BRI's Berlian capacity-building program. With two active business units, irrigation pumping serving approximately 605 hectares of farmland and an agricultural inputs sales unit, Jaya Tirta represents a compelling case for analyzing how all three elements of the Strategic Triangle interact in shaping public value outcomes. Identified challenges, including limited financial transparency, low community participation in strategic decision-making, infrastructure constraints, and the 2022 irrigation conflict that damaged 50 hectares of farmland, further underscore the urgency of this inquiry. This study therefore aims to analyze the public value created by BUMDes "Jaya Tirta" through the lens of (Moore, 1995) Strategic Triangle and its implications for the welfare of farmers in Gedongarum Village, Bojonegoro Regency.

METHODS

This study employed a qualitative descriptive approach, selected to explore and describe in depth how BUMDes "Jaya Tirta" creates public value through the lens of Moore's (1995) Strategic Triangle framework and its implications for farmer welfare in Gedongarum Village, Bojonegoro Regency. This approach is particularly suited to capturing contextual complexity and lived experiences of stakeholders that cannot be adequately reduced to numerical measurement. Data were collected through three complementary techniques: non-participant observation of BUMDes operational practices; semi-structured in-depth interviews with seven informants selected through purposive sampling (Nasution, 2023), comprising the Director of BUMDes "Jaya Tirta", operational staff, the Village Head of Gedongarum, and farmers as primary beneficiaries; and documentation review, including financial accountability reports (LPJ), meeting minutes, village regulations, and service data. Data analysis followed the interactive model of (Miles & Huberman, 2014), encompassing four iterative stages: data collection, data reduction, data display, and conclusion drawing and verification. To ensure the rigor and trustworthiness of findings, multiple validity strategies were systematically applied, including triangulation of sources, techniques, and time (Sugiyono, 2016), prolonged field engagement, and member checking to validate the accuracy and consistency of interpretations across informants.

RESULT AND DISCUSSION

BUMDes "Jaya Tirta" in Gedongarum Village, Kanor District, Bojonegoro Regency, was formally established through Village Regulation No. 2 of 2017, representing an institutional transformation from the village irrigation management body (*LPPD – Lembaga Pengelola Pompanisasi Desa*) that had operated since 2004. Currently, BUMDes "Jaya Tirta" operates two primary business units: an irrigation pumping unit (*pompanisasi*) serving approximately 605 hectares of farmland across Gedongarum and Desa Temu by drawing water from the Bengawan Solo River, and an agricultural inputs store providing pesticides, fertilizers, and crop protection products to local farmers at competitive prices through bulk procurement. With a workforce of 57 personnel and an omset reaching IDR 3.5 billion in planting season I of 2025, BUMDes "Jaya Tirta" represents one of the most financially productive village-owned enterprises in East Java, having ranked third in the East Java BUMDes competition in 2021 and been selected among 125 BUMDes recipients of BRI's Berlian capacity-building program.

Despite these achievements, several challenges persist across its governance and operational dimensions including limited digital transparency, constrained community participation in strategic planning, incomplete irrigation infrastructure, and structural dependence on intermediary buyers (*tengkulak*) in the grain market which collectively shape the quality of public value it creates for the farming community. To systematically analyze how BUMDes "Jaya Tirta" navigates these opportunities and constraints in generating benefits for farmers, this study applies (Moore, 1995) Strategic Triangle framework across three interrelated elements: legitimacy and support, referring to the institutional authorization and stakeholder trust that sustain the organization; operational capacity, encompassing the human, financial, infrastructural, and managerial resources deployed to deliver services; and substantive value, defined as the actual outcomes and benefits experienced by farmers as the primary beneficiaries.

Legitimacy and Support

BUMDes "Jaya Tirta" operates under a clear legal foundation established by Village Regulation (Peraturan Desa) No. 2 of 2017, which formally institutionalized the transition from the village irrigation management body to a BUMDes. This regulatory basis functions as a neutral governance framework that safeguards community rights and clarifies roles: the village government serves as protector and non-operational guarantor, while BUMDes management retains full operational autonomy. The separation of oversight from operations reflects sound governance practice that enables professional management without political interference, consistent with (Moore, 1995) argument that a well-structured authorizing environment is a critical condition for sustained public value creation.

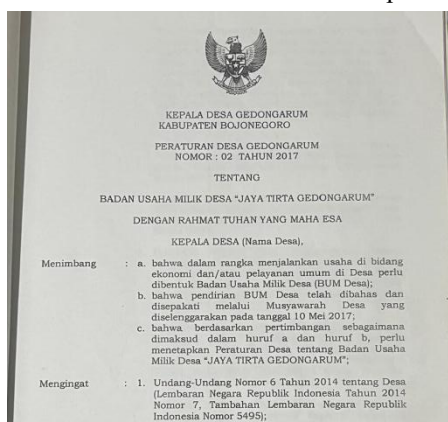


Figure 1. Village Regulation No. 2 of 2017 on the Establishment of BUMDes "Jaya Tirta"

Source: Gedongarum Village Government, 2025

Transparency is operationalized through biannual Laporan Pertanggungjawaban (LPJ) forums held each harvest season, attended by BUMDes management, village officials, community leaders, and RT/RW representatives. Accountability reports are also physically distributed to each RT chairperson to broaden information access beyond direct forum participants. A layered internal oversight mechanism comprising an internal supervisory group conducting monthly financial audits and external oversight by the Village Consultative Body, reinforces institutional accountability. This finding aligns with (Mufidah et al., 2024) and (Hariyoko et al., 2025), who affirm that transparent reporting and accountability are the foundational prerequisites for BUMDes legitimacy. A notable gap, however, is the absence of digital publication of financial reports, which limits information access in an increasingly digitally literate society.



Figure 2. LPJ Socialization Forum of BUMDes "Jaya Tirta"

Source: Secretary of BUMDes "Jaya Tirta", 2025

Community participation operates through two parallel channels. The formal channel involves village deliberation for management appointments, in accordance with Government Regulation No. 11 of 2021, encompassing

representatives of women, youth, religious, and neighborhood groups. The informal channel is mediated by HIPPA field staff, one per RT, who collect community aspirations organically through daily interaction, including through casual conversations at local warung. This community-embedded model of participation is well suited to the social character of rural communities, though participation in strategic decision-making remains limited to technical-operational levels (Rismanita & Pradana, 2022). (Moore, 1995) emphasizes that participation strengthens legitimacy precisely because it signals that the community's voice shapes the organization's direction.

Farmer trust the most authentic form of legitimacy has been built organically through the tangible benefits they experience. Farmers who previously harvested once a year now achieve two to three harvest cycles, and the risk of crop failure due to drought or flooding has been significantly reduced. (Moore, 1995) contends that performance-based legitimacy is far more durable than formal-regulatory legitimacy alone; BUMDes "Jaya Tirta" demonstrates this through the retention of community support even during the 2022 flood crisis, when the BUMDes proactively issued IDR 180 million in compensation to affected farmers. This is consistent with the findings of (Hidayat et al., 2024), who establish that concrete welfare improvements are the strongest determinant of community trust in BUMDes.

Operational Capacity

BUMDes "Jaya Tirta" employs 57 personnel organized into three functional groups: 42 HIPPA field staff responsible for on-site water distribution, 5 mechanics for equipment maintenance, and 10 administrative management staff. The RT-based assignment structure one field worker per-RT ensures even service coverage across the entire farming area and creates a direct, accessible communication line between farmers and BUMDes management. (Moore, 1995) identifies competent, well-organized human resources as the backbone of operational capacity; the HIPPA-based deployment model exemplifies this principle in a locally adapted form. Capacity development, however, has been concentrated at the management level, where a financial reporting and accounting training was conducted with external facilitators from the PMD Office. Field staff development remains largely dependent on routine meetings and accumulated field experience, a gap that poses a continuity risk if experienced workers disengage (Mufidah et al., 2024).

A critical technological transformation occurred in 2011 with the transition from diesel engines to electric-powered pumps. This decision reduced dependence on fuel supply chains that frequently experience shortages, albeit at the cost of substantial electricity bills reaching up to IDR 126 million per month during extended dry seasons. The infrastructure base, while functional, is acknowledged by management as not yet ideal; many irrigation channels remain unlined, and significant areas still lack concrete lining. BUMDes addresses this through consistent SHU allocation of 40% toward infrastructure development, reflecting a strategic prioritization of long-term operational foundations over short-term diversification (Hariyoko et al., 2025). In parallel, the agricultural inputs store previously operating at two locations and now consolidated at one central village junction demonstrates adaptive operational decision-making to optimize service efficiency.



Figure 3. Irrigation Pump Infrastructure of BUMDes "Jaya Tirta"

Source: Author's Documentation



Figure 4. Agricultural Inputs Store Unit of BUMDes "Jaya Tirta"

Source: Author's Documentation

BUMDes employs a two-tier coordination system: a monthly technical coordination meeting for field staff to address operational issues, and a parallel monthly evaluation forum for management. This layered mechanism allows field-level problems to be escalated and resolved without waiting for the seasonal LPJ forum. The management's response to the 2022 irrigation flood crisis which inundated 50 hectares of farmland following the closure of the KIP Kedungrimpren gate by a neighboring village demonstrates adaptive managerial capacity. Rather than disputing causality, BUMDes proactively issued IDR 180 million in compensation as economic stimulation for affected farmers, reflecting mature crisis management and social accountability. A tiered disciplinary system verbal warning, supervised remediation, and dismissal further ensures service quality accountability.

The tariff system based on a natura (in-kind) mechanism collecting one-seventh of each farmer's harvest yield, reduced from the previous one-sixth constitutes a contextually intelligent procedural innovation. By deferring payment to the post-harvest period, the system eliminates the financial liquidity barrier that would otherwise exclude smallholder farmers from accessing irrigation services. An open auction mechanism for BUMDes-collected grain, conducted at the Village Hall and open to buyers from multiple regions including Lamongan, Banyuwangi, Tuban, and Kediri, ensures competitive market pricing. Financially, BUMDes "Jaya Tirta" has achieved notable independence, evidenced by an omset of IDR 3.5 billion in planting season I of 2025 and the capacity to construct its own office building and purchase land from internal reserves without government subsidies. SHU allocation follows a structured formula: 40% for reinvestment and infrastructure, 25% for village original revenue (PADes), 25% for operational costs, and 10% for CSR activities.



Figure 5. Open Grain Auction Mechanism at the Village Hall

Source: Secretary of BUMDes "Jaya Tirta"

Substantive Value

The substantive value created by BUMDes "Jaya Tirta" is most directly evidenced by the transformation of agricultural productivity and farming patterns in Gedongarum Village. Prior to the BUMDes-managed irrigation system, farmers were fully dependent on rainfall, limiting them to one rice harvest per year supplemented by dry-season tobacco cultivation a crop highly vulnerable to early rainfall. The introduction of the pompanisasi system, which draws from the Bengawan Solo River and operates bidirectionally delivering water during droughts and draining excess during floods changed this structural vulnerability fundamentally. Yield per hectare increased from 6–7 tons to 10–12 tons, and harvest frequency rose from once to two or three times annually. (Moore, 1995) defines substantive value not merely by output volume but by the degree to which services genuinely transform the life conditions of beneficiaries; the productivity transformation at Gedongarum is precisely this kind of outcome.



Figure 6. . Rice Field Productivity in Gedongarum Village Under BUMDes-Managed Irrigation

Source: Author's Documentation, 2026

The accessibility dimension of substantive value is addressed through two complementary mechanisms. First, the natura-based tariff eliminates upfront financial barriers, enabling all farmers regardless of initial liquidity to access irrigation services from the outset of each planting season. Second, the agricultural inputs store operates on a seasonal credit basis, allowing HIPPA members to take needed pesticides and inputs before settling payment at harvest. Combined with bulk-purchasing economies that produce lower retail prices, these mechanisms ensure that service access is inclusive across economic strata, a principle emphasized by (Hariyoko et al., 2025) in their analysis of BUMDes accessibility as a component of substantive value.

Beyond direct agricultural benefits, BUMDes "Jaya Tirta" generates indirect substantive value through two channels. The CSR allocation of 10% of SHU supports village social and religious activities community thanksgiving ceremonies, Islamic observances, and other communal events redistributing economic gains from the agricultural sector to the broader village community, including non-farming residents. This creates social cohesion and collective identity that (Moore, 1995) recognizes as a dimension of public value exceeding purely economic calculus. Simultaneously, the 25% PADes contribution per season strengthens the village's fiscal capacity to fund public programs and services. (Hidayat et al., 2024) identify PADes contribution as a key indicator of indirect substantive value, confirming that BUMDes "Jaya Tirta" circulates its created value back into the public sphere through institutional channels.



Figure 7. Village Thanksgiving Event Supported by BUMDes "Jaya Tirta" CSR Fund

Source: Secretary of BUMDes "Jaya Tirta", 2026

BUMDes responsiveness to evolving farmer needs is demonstrated across multiple moments. The reduction of the harvest-share tariff from one-sixth to one-seventh reflects a proactive equity orientation rather than a response to external pressure. The IDR 180 million compensation issued during the 2022 flood crisis when the root cause originated from an external party demonstrates that BUMDes positions itself as a community economic buffer, not merely an irrigation operator. The ongoing advocacy for a post-harvest grain dryer through the Provincial Government and the Deputy Regent reflects responsiveness to a structural limitation: farmer dependence on intermediary buyers who set prices below the national reference (HET Bulog). If realized, the dryer unit would enable BUMDes to process and brand packaged rice independently, substantially increasing value capture for farmers (Hidayat et al., 2024). (Rismanita & Pradana, 2022) note that farmer participation in strategic planning remains limited; strengthening participatory planning mechanisms would further align BUMDes development with long-term community aspirations and deepen the substantive value it creates.

CONCLUSION

This study demonstrates that BUMDes "Jaya Tirta" has successfully created public value for the farming community of Gedongarum Village through all three elements of Moore's (1995) Strategic Triangle, though with varying degrees of development across each dimension. In terms of legitimacy and support, BUMDes "Jaya Tirta" has secured recognition and trust from multiple stakeholders. Village Regulation No. 2 of 2017 establishes a clear delineation of roles between the village government and BUMDes management, while accountability is maintained through seasonal LPJ forums and physical report distribution to RT-level representatives. Community participation operates through both formal musyawarah mechanisms and informal communication channels, and farmer trust has grown organically from the direct benefits they experience consistent with Moore's (1995) conception of performance-based legitimacy as the most durable foundation of public institutional authority.

Regarding operational capacity, BUMDes "Jaya Tirta" exhibits solid and progressively strengthening performance. Its 57 functionally organized personnel, the 2011 transition from diesel to electric-powered pumps serving over 600 hectares, structured monthly coordination mechanisms, and an omset of IDR 3.5 billion per season with self-financed asset development collectively reflect a mature operational base. Remaining areas for improvement include formal competency training for field staff, continued irrigation infrastructure development, and reducing structural dependence on intermediary buyers (tengkulak) through post-harvest processing capabilities. With respect to substantive value, BUMDes "Jaya Tirta" has generated outcomes that fundamentally transform the agricultural and economic conditions of local farmers. The pompanisasi system increased harvest frequency from once to two or three times annually and raised per-hectare yield from 6–7 tons to 10–12 tons. Indirect benefits extend to the broader village community through CSR activities and a 25% PADes contribution each season. BUMDes responsiveness is further evidenced by the downward tariff adjustment, the IDR 180 million compensation issued during the 2022 flood crisis, and the ongoing advocacy for a post-harvest grain dryer to address the structural pricing disadvantage faced by farmers in the tengkulak-dominated supply chain.

To further optimize public value creation, three actionable recommendations are proposed. First, BUMDes should digitalize its accountability reporting by developing a dedicated transparency portal on the official Gedongarum Village website within the next six months, featuring downloadable financial reports, real-time irrigation service updates, and a community feedback mechanism, thereby enabling independent public access beyond forum attendance or RT-mediated distribution. Second, BUMDes management should undergo a structured digital literacy training program, conducted in collaboration with the local government or nearby universities, covering website administration, official social media management, and basic data visualization, with at least two dedicated staff assigned as digital communication officers to ensure sustainability. Third, and most strategically, BUMDes "Jaya Tirta" should establish an independent post-harvest processing unit within a two-year implementation horizon, beginning with a feasibility study in year one, followed by procurement of large-scale rice milling equipment and development of a branded rice packaging line under a registered Gedongarum Village label in year two. This unit should be governed by a formal profit-sharing scheme that directly channels margins to registered farmer members, thereby systematically reducing dependence on tengkulak, increasing value capture for farmers, and establishing a distinctive agricultural identity for Gedongarum Village.

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