

DELIBERATIVE POLICY IN THE COOPERATION PROCESS FOR THE DEVELOPMENT OF JOINT VILLAGE OWNED ENTERPRISES (BUMADes) IN BANYUMAS REGENCY

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Abstract

This research aims to determine the deliberative policy process for cooperation in the development of joint village-owned enterprises (BUMADes) in Banyumas Regency. The role and institutional objectives of BUMADes are efforts to optimize the development of village resources and potential as a whole. The BUMADes development policy is an alternative in optimizing the management of the potential possessed by each village, so that it can be managed jointly to support and improve the economy of the village community. This research method uses descriptive qualitative research with a case study approach to the management of joint village-owned enterprises. The focus of the research is a deliberative approach in the BUMADes development process in Banyumas Regency, which is based on aspects of Representation and Recruitment, Framing and Forum Design, Facilitating Conversations and Synthesis of Results. The research results show that the deliberative process is an effective model in implementing cooperation between villages, especially implementing joint BUMADes through a system of communication flow, commitment and providing mutual benefits. In terms of management, BUMADes together is able to optimize village economic development in a sustainable manner. The policy for managing jointly owned business entities is one of the strategic steps in developing joint village-owned business entities and is a step in building partnerships between village. The policy for developing joint village-owned enterprises is an effort to support progress in developing village potential in a synergistic and participatory manner.

Keywords: *BUMADes, Deliberative Policy, Inter-Village Cooperation.*

1. Introduction

The implementation of the village autonomy policy is directed at building an effective government, and becoming a driver in empowering the community (empowering) and strengthening the government at the local level (1). This means that village governments are expected to be better able to recognize opportunities to improve development with their resources and potential (2). Through development in strategic sectors, the government is expected to reduce the gap between urban development and development in rural areas (3). Rural development approaches are often eclipsed by urban ones (4). This has resulted in an urban bias process, namely the development of rural areas, which was originally intended to improve the welfare of rural communities, has the opposite effect, namely the siphoning of rural potential to urban areas in terms of human resources, nature, and even capital (5). Rural development is one of the ways to alleviate poverty (6). Village development can be improved through the development of the village's economic potential and become a forum for rural communities to develop themselves and their environment independently and participatively (7). Successful ecotourism management requires collaborative governance, which has been highlighted more and more in recent academic discussions(7,8). This focus arises from the acknowledgment that conventional top-down governance frameworks frequently inadequately tackle the intricate issues of reconciling conservation

with development(9,10). Research conducted by Scheyvens et al. (1999) and Stone (2015) indicates that areas employing collaborative governance frameworks in ecotourism initiatives attain 40% superior sustainability metrics and 35% enhanced community satisfaction levels relative to those utilizing traditional management strategies(7,11). These findings highlight the essential role of multi-stakeholder involvement in attaining sustainable ecotourism results.

One of the new approaches that is expected to be able to drive development and the wheels of the village economy is through the establishment of village community economic institutions called Village-Owned Enterprises (BUMDes) as one of the mainstay programs in increasing the independence of the village economy (8). A joint Village-Owned Enterprise (BUMADes) is a business entity formed by the village government and the community jointly based on the principle of deliberation. BUMADes management is fully implemented by the village community, i.e. from the village, by the village, and for the village (9). The existence of BUMADes will function as a pillar of village economic independence and at the same time become an institution to improve the welfare of village communities managed jointly between villages (10).

The existence of BUMADes is also a means to channel village community initiatives, develop village potential, manage and utilize the potential of village natural resources, optimize human resources (villagers) in its management. (11). BUMADes development is the spirit of participatory village development, and a model of village community empowerment. The existence of BUMADes as an instrument to drive the community's economy as well as an embryo of the village economic center must be able to become an institution that gradually improves the welfare of the community at the village level. (12). The development of BUMADes as a pillar of economic activity that functions as a commercial institution is expected to be able to encourage the management of village economic potential in a sustainable manner. (13).

One of the districts that has a commitment in organizing BUMADes development is Banyumas Regency. The Banyumas Regency Government through Regional Regulation No. 6/2016 on Village-Owned Enterprises, clearly emphasizes that in an effort to build village economic strength, an institution called BUMADes is needed as a business unit formed based on an agreement between the village government and the community based on the potential and resources of the village. The Regional Regulation also mentions the establishment of BUMADes as a village economic power that utilizes village assets, develops village potential, develops work plans, creates market opportunities and networks to support community needs and services, and increases village community income and village original income. The following is the data of BUMADes in Banyumas Regency.

Table 1. Data on BUMADes in Banyumas Regency

No	District	Number of villages with BUMADes
1	Wangon	2 Desa
2	Gumelar	3 Desa
3	Tambak	4 Desa
4	Sumpiuh	1 Desa
5	Baturraden	4 Desa

6	Sumabang	2 Desa
7	Somagede	6 Desa
8	Patikraja	13 Desa
9	Kedungbanteng	14 Desa
10	Kebasen	6 Desa
11	Pekuncen	3 Desa
12	Jatilawang	4 Desa
13	Rawalo	1 Desa
14	Lumbir	5 Desa
15	Cilongok	20 Desa
16	Purwojati	2 Desa
17	Kalibagor	12 Desa
18	Banyumas	3 Desa
19	Ajibarang	3 Desa
20	Kembaran	1 Desa
21	Kemranjen	2 Desa
22	Sokaraja	3 Desa

Source: Social Services Agency Bapermades 2017

The data above shows the existence of BUMADes in each sub-district and village in Kabupaten Banyumas. In reality, not all villages in Kabupaten Banyumas have BUMADes. Out of a total of 22 sub-districts, not all villages have BUMADes. Furthermore, from the researcher's observation that BUMADes in Kabupaten Banyumas have not fully run optimally as expected. With the condition of BUMADes that has not run optimally in each village, while the target of the local government of Kabupaten Banyumas is that all villages must have BUMADes and run to build business units based on their potential. Therefore, one of the alternative policies implemented by the kabupaten government and the village government is to increase the formation of BUMADes, which are village-owned business entities formed with cooperation between villages. The joint village enterprise program policy is based on Law No. 6/2014 as an effort to strengthen village economic institutions. The establishment of joint village-owned enterprises is an effort to build networks with the principles of common vision and mission, trust, mutual benefit, and encourage maximum, effective, and efficient management of village-owned enterprises. In addition, the development of joint village-owned enterprises (BUMADes) will be able to build the economy of village communities in a sustainable manner.

2. Research Method

This research uses qualitative research methods, where the explanation of qualitative research is to understand the phenomenon of what is experienced by the research subject, for example, behavior, perception, motivation, action and others holistically and by means of descriptions in the form of words and language in a special natural context and by utilizing various natural methods (14). The location of this research was in Kabupaten Banyumas, which includes Sibalung Village and Grujugan Village, Kemranjen Subdistrict, Tumiyang Village and Mandirancang Village, Kebasen Subdistrict, Panembangan Village and Sokawera Village, Cilongok Subdistrict, Pasiraman Lor Village and Pasiraman Kidul Village, Pekuncen Subdistrict. The targets in this research are the parties involved in the Joint Village-Owned Enterprises (BUMADes) program consisting of the Social Services Agency (Dinsospermades), Village Government, BUMADes Managers, Community Leaders, and Sub-district facilitators in the two BUMADes groups. The informant selection technique used in this study was purposive sampling technique(15).

3. Results and Discussion

Public policy cannot be separated from the policy formation process itself (16). Thus, one of the objectives of studying public policy is to analyze how the stages of the public policy formation process are interrelated so that a certain public policy is realized. These stages are summarized as a cyclical process of public policy making. Each stage in the public policy formation process contains various steps and methods that are built comprehensively. (17). Analysis in public policy will create a causal process of policies implemented both from the side of government institutions as policy makers (Executive, Legislative and Judicial Institutions) and from the community (18). Deliberative policy is a form of variation of democracy as well as the basis for the shift from government to governance (19). Deliberative policy prioritizes the use of decision-making procedures that emphasize deliberation and problem exploration through dialogue and exchange of experiences among parties and citizens (20). The goal of deliberative policy is to reach consensus through deliberation based on the results of discussions by considering various criteria (21).

The deliberative process is also a feedback process between citizens and the government in determining or implementing a policy (22). In building a deliberative process, it is possible to have a cross-sectoral role (stakeholders), both the government, civil organizations, and professionals so that a one-way perception is built in determining a policy (23). The deliberative concept will certainly be an alternative for each group in policy making (24). The main subject of the deliberative process is the citizen/community as the main component that is most affected by the policy. Therefore, community responsiveness in the deliberative process must be truly awakened. So that various efforts are needed for the government to increase community response in making certain policies. The following is one of the deliberative policy process models (25).

3.1. Representation and Recruitment

Based on the results of the research, information can be obtained that the amount of capacity for planning and implementing joint village-owned enterprises has begun to run optimally, this can be seen from the dimensions of local development agencies, the dimensions of local development programs, the dimensions of political and institutional support tend to be high in the potential of the village owned by each village (26). The results showed that the amount of development planning capacity of village-owned enterprises was quite capable in an effort to develop business units. The development of cooperation between villages in managing business entities is not only in the economic aspect, but also social aspects and community involvement to encourage growth and improvement of the economy and community welfare. The inter-village cooperation policy is able to open various economic opportunities that can be managed jointly between villages so as to optimize the various village potentials owned by each village.

3.2. Framing and Forum Design

This stage tries to frame/gather shared information from the problem to be discussed. Furthermore, the groups involved together decide on the problem to be solved in one view/perception (27). In practice, all procedures and mechanisms carried out in the implementation of joint village-owned enterprises are in accordance with existing regulations. This stage discusses the forum model that will be used in the deliberation process. It also discusses the mechanism for implementing the deliberation forum to support community participation. Managing discussions between groups in developing decisions. Based on the results of the research, the form of the forum and the flow of communication are carried out by deliberation through the village forum.

The results also explain that the communication and coordination process carried out by the parties involved in the implementation of the BUMADes forum are all facilitated by the respective village governments. The forum used as a means of communication and coordination of BUMADes implementation by participating in village deliberation activities. In the village meeting, various parties involved in the management of BUMADes conveyed various directions, ideas, and activities that have been carried out by BUMADes. This village meeting is a means of communication and coordination between the village government and BUMADes managers. In addition to village meetings, in the implementation of BUMADes implementation, communication and coordination is also carried out through the BUMADes forum. In addition, the communication forum for BUMADes implementation in Kabupaten Banyumas, which is conducted by BUMADes managers, is conducted through various non-formal forums and activities. Communication and coordination in the implementation of BUMADes is also conducted outside the village deliberation forum or BUMADes forum. However, communication and coordination carried out by BUMADes managers also utilize non-formal activities and forums.

3.3. Facilitating Conversations

This stage discusses how the government facilitates the deliberation process both technically and conceptually, facilitating various interests in discussions between groups. Based on the research results, in general, the institutional support dimension in the implementation of joint BUMADes is quite good. This can occur due to the strong support in the coordination process and support in the provision of resources provided by the village government in organizing inter-village cooperation so that the implementation and management of joint BUMADes can gradually be implemented properly. The results of this study also explain that the village government facilitates the implementation of this village-owned enterprise by using village assets, such as agricultural land management, public service facilities for the community, and business development in the field of agricultural equipment rental.

3.4. Synthesis of Results

This stage is the stage where the deliberation process carried out produces mutually agreed results. This stage is an important stage where the main problems will be executed with the establishment of policies (28). Based on the results of the research in general, this dimension leads to aspects of local development agencies which are characterized by indicators of transparency in the implementation of joint village-owned enterprises. In addition, each party that cooperates in the implementation of joint BUMADes is also responsive to existing conditions.

Furthermore, the Political Pressures aspect is also one of the factors that also determines the sustainability of the joint BUMADes. This can occur because of the organizational/institutional aspects of managing BUMADes together in ensuring the continuity of work programs and business programs that are run. This means that in the process of expected results, efforts to encourage the inclusion of programs related to community empowerment, public services, and economic development of village communities

are the main indicators. Thus, it can be seen that the process of inter-village cooperation in the development of joint BUMADes has now begun to get quite good results. This can be seen from the process of cooperation carried out by inter-villages such as cooperation in the development of the agricultural sector, joint land management, economic development and various services between cooperating villages.

3.5. Management of Joint Village-Owned Enterprises

Village-Owned Enterprises (BUMADes) are institutions managed by the community and village government based on village potential in order to build the basis of village economic strength and increase Village Original Revenue (PADes) (29). The establishment of BUMADes is a goodwill in contributing to comprehensively improving the welfare of the community from the capitalist economic system in rural areas (30). Based on the Minister of Villages, Disadvantaged Regions and Transmigration Regulation No. 4 of 2015, the establishment of BUMADes is one of the manifestations of productive economic management with participatory values in a sustainable manner. Furthermore, related to the establishment of BUMADes, it must lead to the improvement of the village economy and increase the source of PADes directed at business development, village formation, empowerment of the poor, and improvement of social services through the management of revolving funds. So that the establishment of BUMADes is in accordance with the Village Business Design Guidelines, the goal:

1. Improve services to the community to develop businesses at the village level.
2. Empowering villages as autonomous regions, with regard to productive businesses as an alternative to alleviating poverty, unemployment, and increasing village revenue.
3. Increase the independence and capacity of villages and communities in strengthening the village economy.

Meanwhile, BUMADe is one of the alternatives in the formation of village business entities that are managed jointly. The principle applied in the management of BUMADes departs from the spirit of building village economic independence in a sustainable manner. Joint Village-Owned Enterprises are managed by two or more villages that are members of inter-village cooperation in developing and optimizing the potential of each village. The purpose of the establishment of BUMADes Bersama is a step to build village economic institutions, in addition to the existence of BUMADes Bersama the village has a business unit that is managed collectively between villages. In addition, the existence of BUMADes Bersama will increase the ability of villages to be competitive and innovate in building business entities and facing market competition together. BUMADes Bersama is one of the strategic policy alternatives in building cooperation between villages.

3.6. The existence of a common vision and mission in implementing the Joint Village-Owned Enterprise Program

In the implementation of the BUMADes program, of course, it cannot be separated from inter-village cooperation, one of the most important things in initiating a cooperation agreement is the existence of a common vision and mission between the two parties (31). The existence of a common vision and mission is one of the important things in building cooperation between villages. A common vision and mission will be able to move the organization and strengthen the parties involved in managing the business entity. This means that a common vision and mission is very important in supporting the implementation of inter-village cooperation. Some aspects of implementing BUMADes are as follows

1. A common vision and mission.
2. The aspect of trust.
3. Mutual benefit

4. Efficiency and effectiveness

Meanwhile, specifically based on joint village regulations regarding the common vision and mission of implementing the joint BUMADes program in Kabupaten Banyumas as follows:

1. To realize an independent village to improve community welfare and efforts to increase village income.
2. To provide services to the needs of the community, increase business opportunities in order to reduce unemployment.
3. To protect community interests involving two villages.
4. To encourage synergy between villages in supporting development.

Regarding the similarity of vision and mission in the implementation of the Joint Village-Owned Enterprise program in Kabupaten Banyumas, in general, they have the same vision and mission. This means that all villages implementing the BUMADes program have the same vision and mission in improving village development in synergy. Regarding the common vision and mission of joint village-owned enterprises (BUMADes) in Kabupaten Banyumas. Of the four existing joint BUMADes, all have the same vision and mission. Specifically, the similarity of vision and mission in each village that runs a joint BUMADes has differences, but in general the vision and mission in each village that runs a joint BUMADes have something in common.

3.7. Commitment to Implement the Joint Village-Owned Enterprise Program

Commitment is an important aspect in the cooperation process, commitment is the basis for an agreement between the two parties involved through an official agreement and has a legal basis that binds both parties. In cooperation to form a Joint Village-Owned Enterprise (BUMADes), of course, commitment is one of the supporting factors, where with a joint commitment, both parties will automatically work together in accordance with the agreement that has been made without having to harm each other. Therefore, this commitment is very important to be considered as one of the directions in implementing joint efforts. Regarding commitment in the implementation of BUMADes management between Sibalung Village and Grujugan Village, it is carried out with the existence of a joint Perdes and the establishment of BUMADes bylaws that have been agreed upon by the two villages.

One of the aspects considered in the commitment to the implementation of the joint BUMADes program is the efficiency and effectiveness of the business program implemented. The efficiency and effectiveness of the Joint Village-Owned Enterprises program implementation must be able to utilize and manage existing resources by both villages to achieve the objectives of establishing business units to improve the development and welfare of village communities. That is, whether the existence of BUMADes in the two villages can run effectively, as well as being an alternative for business development and a solution to the problems faced by the community. The effectiveness of the joint village-owned enterprise program is seen from the aspects of human resources (managers), facilities and infrastructure, managerial aspects, and policy aspects.

From the results of research on the efficiency and effectiveness aspects of the implementation of the Joint Village-Owned Enterprise (BUMADes) program in Kabupaten Banyumas, it is known that. The implementation of the current BUMADes program in terms of efficiency provides an opportunity for villages with limited resources to work together and form a joint business unit. To date, the implementation of BUMADes business units has been able to provide benefits and increase synergy between villages in building joint economic management opportunities. In addition, business units run jointly experience optimal growth and development in supporting economic activities at the village level. Joint Village-Owned Enterprises in Kabupaten Banyumas have been running well and are quite effective in developing village potential in a synergistic and participatory manner. The implementation of Joint Village-

Owned Enterprises has been able to run effectively as a pattern of cooperation between villages that can be implemented sustainability.

4. Conclusion

Based on the results of the research, it can be concluded that the cooperative process of Joint BUMADes Development in Banyumas Regency is trying to be implemented with a deliberative mechanism. Where aspects of policy formulation in the implementation of joint BUMADes are carried out with a deliberation mechanism through a village forum and involve various elements of stakeholders. This deliberative process is a fairly effective model in the implementation of inter-village cooperation, especially the implementation of joint BUMADes with communication flow, commitment and mutual benefit. Meanwhile, in terms of joint BUMADes management, it can be seen from several things. First, in terms of policy objectives, the implementation of BUMADes is in accordance with the expected objectives, until now the formation of business units that have been running and are well managed by each village that works together. This is quite helpful in developing business units that have the potential to be developed together. Secondly, the prerequisite aspect of implementing the BUMADes program policy in terms of the similarity of vision and mission, all villages that implement BUMADes have a common vision and mission on community empowerment, not leading to a vision of business development. Third, the existing BUMADes in Kabupaten Banyumas are gradually becoming village business units oriented towards sustainable community economic development. In the implementation of the program (BUMADes) has been able to provide a role for the involvement of multi-stakeholders through a deliberative process.

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