

PUBLIC-PRIVATE PARTNERSHIP IN THE MANAGEMENT OF THE VILLAGE-OWNED ENTERPRISE (BUM DESA) ELSAM IN SUNYALANGU VILLAGE, KARANGLEWAS DISTRICT, BANYUMAS REGENCY

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Abstract

The Elsam Village-Owned Enterprise (BUM Desa) in Sunyalangu Village, Karanglewas Subdistrict, Banyumas Regency, has been successfully exporting the village's key commodities overseas, namely crystal sugar to the United States and Europe since 2021, and cardamom since 2023. This success was not achieved independently but through a partnership strategy with the private sector. This study aims to describe the public-private partnership in the management of the Elsam Village-Owned Enterprise (BUM Desa) using the Contract-Add-Operate (CAO) model as an analytical tool. This study employs a qualitative method using a case study approach. Data were collected through interviews, observations, and documentation, and analyzed using the interactive model developed by Miles et al. (2014). Validity and reliability were ensured through triangulation. The research findings indicate that the public-private partnership in the management of the Elsam Village-Owned Enterprise is still not optimal. In terms of the contract aspect, cooperation with crystal sugar exporters still relies on personal trust, without a memorandum of understanding (MoU). In terms of the add aspect, training and mentoring provided by the private sector to cardamom farmers have not yet been implemented on a sustainable basis. In terms of the operate aspect, the export management process has been carried out in accordance with the capabilities and capacities of each party.

Keywords: Public-Private Partnership, Contract-Add-Operate (CAO), Village-Owned Enterprises, Exports

INTRODUCTION

As the basic unit of government, villages have the authority to manage and serve their residents in all aspects, including public services, development, and community empowerment

(Samaun et al., 2022). One of the strategic innovations created by the government to empower villages in Indonesia is the Village-Owned Enterprise (Rohman, 2025a). Before the establishment of BUM Desa, there was a significant economic disparity between villages and urban areas. During the New Order era, centralized development meant that villages were merely beneficiaries without any opportunity to manage their own resources.

Decentralization policies through Law No. 22 of 1999 on Regional Government began to provide villages with opportunities to become more self-reliant (Rohman, 2025b). The most significant milestone in strengthening the role of villages occurred when Law No. 6 of 2014 on Villages was enacted; Article 87 of this law states that every village may establish a Village-Owned Enterprise (BUM Desa) managed independently by the village government and the community. The law also emphasizes that Village-Owned Enterprises (BUM Desa) are established to boost the village economy, increase village original revenue (PADes), and foster sustainable well-being for the village community (Rohman, 2025b). This aligns with the Village Sustainable Development Goals (SDGs) agenda, particularly Village Goal 8: Equitable Village Economic Growth (Kemendesa, 2025).

One region implementing Village-Owned Enterprises is Banyumas Regency in Central Java Province, where the majority of the population depends on the agriculture, trade, and micro, small, and medium enterprises (UMKM) sectors for their livelihoods. According to data from the Banyumas Regency Department of Social Affairs and Community and Village Empowerment (Dinsospermasdesa), nearly all villages have established Village-Owned Enterprises (BUM Desa) with various types of businesses tailored to the potential of their respective regions, such as village tourism management, agriculture, clean water management, and trade.

Table 1 shows that the total number of Village-Owned Enterprises (BUM Desa) in Banyumas Regency is 300, and the majority are still in the early stages: 94 are classified as pioneer and 101 as beginner. There are 84 BUM Desa classified as developing and 7 as advanced, while 14 BUM Desa did not submit data.

Table 1 Status and Number of Village-Owned Enterprises (BUM Desa) in Banyumas Regency

Status Village-Owned Enterprises	Total Village-Owned Enterprises
Advanced	7
Developing	84
Beginner	101
Pioneer	94
No data entered for Village-Owned Enterprises	14
Total	300

Source: Banyumas Regency Department of Social Affairs and Community and Village Empowerment, 2024

Based on this mapping, Village-Owned Enterprises (BUM Desa) with developing status were selected as the research subjects because, according to initial observations, there were BUM Desa in the developing category engaged in trade and general services that had already been able to export their products: namely, BUM Desa Elsam in Sunyalangu Village and BUM Desa Kabul Ciptaku in Langgongsari Village. Of the two, the Elsam Village-Owned

Enterprise was chosen because it has developed business activities that reach export markets through two commodities: crystal sugar and cardamom. This phenomenon is worth examining because Village-Owned Enterprises with developing status in terms of institutional structure and capital are not yet at the self-sufficient or advanced stage. Nevertheless, these Village-Owned Enterprises have managed to penetrate foreign markets.

Institutionally, the Elsam Village-Owned Enterprise has an organizational structure with a clear division of tasks and functions. The only village government representative in this structure is the Village Head, who serves as an advisor, in accordance with Government Regulation (PP) No. 11 of 2021 on Village-Owned Enterprises, which stipulates that the position of advisor is held *ex officio* by the Village Head. Thus, governmental functions are separated from business functions. Its flagship export commodities are crystal sugar and cardamom. Production of organic crystal sugar has been maintained at around 10 metric tons per month, while export demand for cardamom to China reaches 15 metric tons per month, a demand that BUM Desa Elsam can currently meet only at 5 metric tons per month (Banyumas.suaramerdeka, 2024).

BUM Desa Elsam has been exporting crystal sugar to the United States and Europe since 2021. As shown in Figure 1, the highest sugar export revenue occurred in 2022 at Rp56,550,989, then declined in 2024 to Rp29,513,158. This decline has a direct impact on the sustainability of the production chain and the supply of raw materials. In terms of external factors, increasingly fierce competition has led many other companies to source products directly from farmers, thereby reducing BUM Desa Elsam's opportunities to maintain a stable supply and expand its market. As a diversification strategy, BUM Desa Elsam developed a second export commodity, cardamom, which it began exporting in 2023. As shown in Figure 1, cardamom has demonstrated a consistent growth trend, with the highest revenue of Rp50,931,950 recorded in 2024.



Figure 1. Graph of Export Revenue for the Elsam Village-Owned Enterprise
Source: Elsam Village-Owned Enterprise, Sunyalangu Village, 2022–2024 (Data processed, 2025)

The success of the Elsam Village-Owned Enterprise (BUM Desa) in penetrating the international export market did not occur independently but through partnerships with the private sector, namely CV. Pondok Daya as a partner for the export of crystal sugar and CV. Kapulogo Jaya Mandiri as one of the partners for the export of cardamom. Collaboration between the government, in this case, the Village-Owned Enterprise and the private sector is known as a public-private partnership, a significant breakthrough that governments can utilize to overcome various constraints and limitations (Kurniasih, 2021). Ramadhani et al. (2025) demonstrate that this approach enables the acceleration of infrastructure development while reducing the government's financial burden, and Vanishvili et al. (2025) show that public-private partnerships represent the optimal form of joint management of transportation and logistics facilities in Georgia. However, the majority of these studies still focus on large-scale physical infrastructure projects and have not yet explored public-private partnerships in the non-infrastructure sector, particularly in public enterprises, including Village-Owned Enterprises (BUM Desa). Based on this research gap, this study aims to describe the public-private partnership in the management of the Elsam Village-Owned Enterprise (BUM Desa) in Sunyalangu Village, Karanglewas Subdistrict.

METHODOLOGY

This study employs a qualitative method using a case study approach to describe the public-private partnership in the management of the Elsam Village-Owned Enterprise (BUM Desa) using the Contract-Add-Operate (CAO) model as an analytical tool. Informants were selected using purposive sampling; they included the management of the Elsam BUM Desa, officials of Sunyalangu Village, CV. Pondok Daya, crystal sugar farmers, and cardamom farmers. Research data were obtained through in-depth interviews, observations, and a review of documents. The data were analyzed using the interactive analysis (Miles et al., 2014), which consists of data collection, data condensation, data presentation, and the drawing and verification of conclusions. Data validity and reliability were assessed through a credibility test using source triangulation.

RESULT AND DISCUSSION

Contract (Agreement between the Village-Owned Enterprise and the Private Sector)

In this study, the contract aspect of the CAO model is interpreted as a cooperation agreement between the Elsam Village-Owned Enterprise and the private sector regarding export activities. This interpretation differs from the concept of contract in the CAO model for infrastructure projects, which emphasizes a lease-based relationship for facility management because the cooperation examined in this study pertains to local economic management. According to Badruzaman (2011), a contract is a legal act that gives rise to an obligation, that is, a legal relationship between two or more parties regarding property, in which one party is entitled to a specific performance and the other party is obligated to fulfill that performance.

The findings indicate that the forms of cooperation between the Elsam Village-Owned Enterprise and private parties fall along a spectrum. Cooperation with a crystal sugar exporter takes place through an informal agreement based on trust, whereas one collaboration with a

cardamom exporter has been formalized in a Memorandum of Understanding (MoU). This finding aligns with Wang et al. (2018), who state that the forms of public-private partnerships can exist on a spectrum, ranging from strong contractual arrangements to informal arrangements such as loose consortia.

These differences in the forms of agreements can be understood through a single analytical lens: the level of relational closeness that had been established between BUM Desa Elsam and each partner before the collaboration officially began. In the crystal sugar collaboration, the relationship between BUM Desa Elsam and CV. Pondok Daya had been in place since 2016, long before BUM Desa Elsam was established. These long-standing personal relationships made trust a sufficient foundation for the collaboration, eliminating the need for written documents. Subsequently, the collaboration with one of the cardamom exporters, CV. Kapulogo Jaya Mandiri, began in 2022, when BUM Desa Elsam actively invited the exporter to share insights on market prospects and cardamom quality classifications. The absence of social capital in the form of pre-existing personal relationships in the cardamom partnership indicates why a written agreement (MoU) was deemed necessary as a binding instrument in the early stages of this collaboration.

These differences in the forms of agreement reveal interesting dynamics when linked to concepts in Public Administration. The classical model, or Old Public Administration (OPA), is characterized by a focus on legitimacy and compliance with predetermined rules and procedures (Iacovino et al., 2017), as well as by hierarchical organizations with control emanating from the top of the organization (Denhardt & Denhardt, 2015). In the context of this study, the collaboration with one of the cardamom exporters was formalized through an MoU, which can be understood as a binding instrument in the early stages of the collaboration. However, empirically, on-the-ground evidence shows that formal written instruments do not guarantee the sustainability of partnerships when faced with market dynamics such as fluctuations in spice commodity prices and the strategic considerations of Village-Owned Enterprises (BUM Desa) to maintain flexibility in securing the best possible prices; consequently, such formal collaborations were not renewed upon the expiration of their terms.

Furthermore, practices regarding crystal sugar align with the New Public Governance (NPG) approach, which positions networks and relational contracts as mechanisms for resource allocation, with an emphasis on the negotiation of value, meaning, and relationships (Osborne, 2010). The absence of a written MoU for crystal sugar did not hinder the smooth flow of exports, and the partnership has, in fact, endured to this day. This indicates that relationships based on trust can function without formal written instruments in this case. This finding is contextual, given that the two collaborations involve different commodities and partners. Although the forms of agreement vary, the research results show that each party performs functions according to its respective capacity. The village government is responsible for providing capital; the Village-Owned Enterprise (BUM Desa) manages the commodities and guarantees purchases; while the private sector handles quality standardization and export marketing in accordance with the characteristics of each commodity.

Regarding risk allocation, the research findings indicate that risks are tailored to each party's capabilities: exporters bear the risks associated with international trade and access to export markets, while the Village-Owned Enterprises (BUM Desa) and farmers are responsible for product quality and compliance with commodity standards. This finding aligns with

Yescombe (2007), who states that risks should be transferred to the party best able to control them at a low cost. This differs from Novianty (2025), who found that in public-private partnership schemes in Indonesia, risk sharing is often disproportionate, as the government bears a greater share of the risk than private entities. Meanwhile, payment mechanisms operate in accordance with the agreements among the parties and the characteristics of each commodity; thus, while payment patterns for crystal sugar and cardamom are not uniform, they remain consistent with the established agreements.

Overall, the contractual aspects have been effectively managed through the division of risks, responsibilities, and payment mechanisms that have been understood and agreed upon by all parties. Although the findings of this study indicate that trust and substantive collaboration can sustain the crystal sugar partnership without a written agreement, this sustainability essentially still relies on personal trust. This situation poses a long-term risk in the event of a change in the key actors who serve as the holders of that trust. Therefore, a written agreement in the crystal sugar partnership remains relevant to consider not as a substitute for the trust that has been established, but as a complementary instrument that provides legal certainty and safeguards the sustainability of the partnership even in the event of future changes in actors or circumstances.

Add (Added Value Generated)

In this study, the Add aspect of the CAO model is defined as the added value generated from the collaboration between the Elsam Village-Owned Enterprise (BUM Desa) and the private sector in export activities. This added value is not only understood as economic benefits but also encompasses capacity building, improved product quality, and expanded market access gained by both the BUM Desa and farmers through this collaboration. Public-private partnerships are based on the concept of shared added value generated through synergy between the public and private sectors. This added value can take the form of both material and non-material benefits such as knowledge development that would not be achieved if each party operated independently (Rakić & Rađenović, 2011). Furthermore, in a public-private partnership, each participant contributes something to the partnership. Therefore, for the partnership to be a genuine relationship, each party must contribute both material and non-material resources to the partnership (Akintoye et al., 2016).

Based on the research findings, the private sector provided a number of resources that supported the business development of the Elsam Village-Owned Enterprise (BUM Desa), particularly in the form of knowledge, certification facilitation, and support for production facilities. For the crystal sugar commodity, the private sector provided knowledge regarding organic standards aligned with export market needs; this knowledge encompassed organic production processes, including the use of organic pesticides, organic fertilizers, and natural materials in the production process. The private sector also facilitated the organic certification process and provided production equipment that would have required relatively high costs if borne by the Village Government or the Village-Owned Enterprise. These contributions demonstrate that the resources brought by the private sector were subsequently transferred in the form of knowledge to those involved in production, enabling farmers to gain an understanding of production practices aligned with export standards and leading to improved product quality.

A similar process was also observed in the cardamom spice commodity, although its sustainability differs from that of crystal sugar. In 2022, the Elsam Village-Owned Enterprise (BUM Desa) conducted a joint training session with CV. Kapulogo Jaya Mandiri to provide knowledge regarding market prospects and cardamom quality classifications. From this training, the BUM Desa learned that cardamom is classified into four grades based on quality. The Village-Owned Enterprise then utilized this knowledge to sort the cardamom by quality before marketing the product. This finding demonstrates that the private sector not only acts as a buyer but also provides knowledge that the Village-Owned Enterprise can use to improve its commodity management processes.

However, capacity building for cardamom has not been sustained, as the mentoring activities that were initially conducted at the start of the partnership are no longer being carried out by the cardamom export partner. This aligns with the findings of Mistarihi et al. (2013) regarding the importance of developing local human resources to take over management responsibilities so that the beneficiaries of the partnership can manage their businesses independently. Meanwhile, expanded market access is evidenced by exports of crystal sugar to the United States and Europe, as well as cardamom to China. Overall, these findings indicate that collaboration with the private sector provides added value for Village-Owned Enterprises (BUM Desa) and farmers. However, for cardamom farmers, there has been no continuity in the training or mentoring provided by the private sector. This finding aligns with research conducted by Ghasemi et al. (2022) in the context of primary health care, which shows that public-private partnerships serve as a means for the exchange of knowledge and expertise, the integration of resources, and the optimization of efficiency.

Operate (Implementation of operational activities within the partnership)

In this study, the operate aspect of the CAO model is defined as the implementation of operational activities within the partnership between the Elsam Village-Owned Enterprise (BUM Desa) and the private sector in export activities. This definition is adapted from the operate component of the CAO model in infrastructure projects, which refers to the private sector operating the project for the duration of the agreed-upon partnership period.

Based on the concept of public administration according to Simon et al. (1991), who state that administration is a collaborative effort within a group to achieve common goals, it is evident that the implementation of operational activities in the collaboration between the Village-Owned Enterprise and the private sector is carried out through the division of functions and responsibilities in accordance with each party's respective capacities. For crystal sugar, the Village-Owned Enterprise (BUM Desa) plays a role in purchasing the product from farmers and managing the product to ensure quality before it is handed over to the private sector. Subsequently, the private sector conducts further quality control and handles the international export process.

A similar pattern is observed for cardamom, where the Village-Owned Enterprise (BUM Desa) is responsible for collecting and sorting the product based on quality specifications, while the private sector handles the subsequent stages through the export process. However, although the operational stages for both commodities follow a similar pattern, there is a fundamental difference that affects the collaboration: the certainty of product offtake. For crystal sugar, the Village-Owned Enterprise (BUM Desa) has an export partner that acts as a steady buyer with a clear commitment to purchasing the product, ensuring that

both the BUM Desa and the farmers have the certainty that their production will be absorbed on a sustainable basis. In contrast, for cardamom, the BUM Desa does not have a steady buyer but instead sells its products to any private sector entity offering a suitable price.

Furthermore, monitoring of the export process for both crystal sugar and cardamom is carried out through a clear division of responsibilities: the Village-Owned Enterprise (BUM Desa) monitors the collection process until the commodities are handed over to the exporter's warehouse. Meanwhile, monitoring the international shipping process falls under the exporter's responsibility. This aligns with Henri Fayol's classical management principles, specifically the principle of division of labor (Poperwi, 2018). This principle emphasizes that work must be divided based on function and expertise to ensure effective execution. In this study, the division of labor is evident in that the Village-Owned Enterprise (BUM Desa) handles the collection and management of commodities at the village level, while the private sector carries out functions related to advanced quality control and the export process. The findings of this study share a similar context with the research by Sumantri et al. (2024), which found that public-private partnerships in agricultural commodity supply chains involve interconnections among actors who perform different yet interrelated functions.

CONCLUSION

The results of this study indicate that the public-private partnership in the management of the Elsam Village-Owned Enterprise (BUM Desa) in Sunyalangu Village has not been optimal. This can be seen from the following description:

1. In terms of the contract, the cooperation between the Elsam Village-Owned Enterprise and the private sector takes the form of different agreements for each commodity. Although the implementation of cooperation for both commodities still demonstrates a division of responsibilities, a sharing of risks, and payment mechanisms carried out based on the parties' agreements, the collaboration between BUM Desa Elsam and the crystal sugar exporter still relies on personal trust; therefore, this aspect requires further attention to ensure the sustainability of the collaboration in the future.
2. In terms of value added, the collaboration between BUM Desa Elsam and the private sector generates added value in the form of increased capacity, improved product quality, and market access for the commodities. However, in the cardamom unit, farmers have not yet received ongoing training and guidance from the exporter; consequently, the value added from cardamom is not yet on par with that achieved for crystal sugar.
3. In the Operate aspect, operational activities are carried out through a division of functions between the Village-Owned Enterprise and the private sector, in accordance with their respective roles. The Village-Owned Enterprise (BUM Desa) plays a role in commodity management at the village level, including processing, quality control, and ensuring product standards are met before the commodities are handed over to the private sector, while the private sector is responsible for further quality control and managing the export process. Additionally, monitoring of the cooperation's implementation is carried out in accordance with the respective authorities of each party.

IMPLICATIONS

Based on the study's conclusions, the implications of this research are as follows.

1. Contractual Aspects

The study's findings indicate that the forms of cooperation agreements between the Elsam Village-Owned Enterprise (BUM Desa) and private partners vary widely. The cooperation with the crystal sugar exporter took place informally and was still based on personal trust between the Village-Owned Enterprise management and the exporter, without a written contract. Meanwhile, the cooperation with one of the cardamom exporters was initially formalized in a three-year Memorandum of Understanding (MoU), but was not continued due to fluctuations in the spice market price.

This situation indicates a sustainability risk in the crystal sugar partnership, as the relationship relies on personal trust that could be disrupted if there is a change in leadership on either side. In the cardamom partnership, the absence of a formal agreement following the MoU also makes the long-term stability of the partnership uncertain. Based on these findings, the Elsam Village-Owned Enterprise (BUM Desa) and the crystal sugar exporter should consider drafting a written agreement (MoU) as an institutional risk mitigation tool, without undermining the nature of the relationship that has been built on trust. Meanwhile, BUM Desa Elsam and the cardamom exporter should consider a more flexible contract structure—such as one with periodic price adjustment clauses—to ensure that a formal agreement can be maintained without harming either party when market prices fluctuate.

2. Value-Added Aspects

Research findings indicate that the value added derived from the collaboration differs between the two commodities. For crystal sugar, the transfer of organic standards knowledge and certification facilitation by exporters has been followed by consistent improvements in product quality at the farmer level. In contrast, for cardamom, the quality classification training provided by the private sector in 2022 has not yet been implemented on a sustainable basis, and product quality at the farmer level has not shown a significant improvement. Additionally, organic certification for crystal sugar is facilitated by the private sector.

These conditions indicate that the value added from the collaboration is not yet evenly distributed across commodities. Based on these findings, cardamom export partners need to consider the sustainability of assistance to farmers, rather than focusing solely on purchasing activities. The Elsam Village-Owned Enterprise (BUM Desa) needs to leverage the quality classification knowledge it has acquired to conduct regular independent training for cardamom farmers, while also exploring opportunities for collaboration with partners who can provide ongoing assistance.

3. Operational Aspects

The research results show that the division of operational functions between the Village-Owned Enterprise (BUM Desa) and the private sector has been carried out in a clear and complementary manner. At the village level, the BUM Desa handles upstream processes, ranging from harvest collection and initial processing to basic quality control such as checking moisture content and product size before the products are delivered to the exporter's warehouse. Subsequently, the private sector implements advanced quality control using technologies not yet available to the Village-Owned Enterprises

(BUM Desa), such as laboratory testing for substance content and metal detection (magnetic traps), before the products are further processed for export.

This arrangement indicates that the current division of operations aligns with each party's respective capacities: BUM Desa plays a role in stages that are within the scope of its available resources, while stages requiring more complex monitoring technologies are delegated to the private sector. Based on these findings, BUM Desa Elsam can maintain this operational division because it supports business sustainability and operates in line with its current capabilities.

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