

## **Kendala Pengembangan Badan Usaha Milik Desa (BUMDEs) Di Sumatera Utara (Studi Literatur)**

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**Abstrak:** This paper aims to identify obstacles and drivers for the development of BUMDEs in terms of research literature. Apart from that, this also offers solutions to improve the performance of BUMDEs. This article is methodologically based on conducting a review of literature and experience regarding BUMDEs. Taking into account current research on 20 articles published in the last issue. The author's findings show that there are 13 factors that constrain the development of BUMDEs, namely: management aspects (leadership, culture and commitment), human resource management, knowledge, business management, educational background, control by the village head's extended family, transparency, cooperation, communication and organizational behavior. Meanwhile, the drivers of BUMDEs development are: community social capital, innovation, community participation, education, experience, honesty (ethical behavior), responsibility, sincerity, seriousness and persistence, teamwork, transparency, communication, being religious, job satisfaction, commitment, visionary style and leadership style. This paper suggests that to encourage the development and performance of BUMDEs in the future, comprehensive comprehensive management is needed so that it is more focused and serious.

**Keywords:** Human resources, commitment and performance

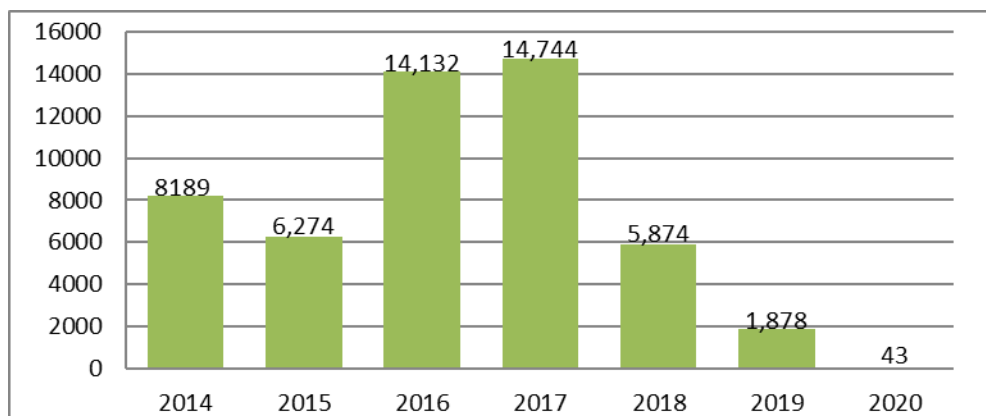
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### **INTRODUCTION**

Village-Owned Enterprises (BUMDEs) in Law Number 32 of 2004 explain that villages can form BUMDEs based on the needs and capabilities of the village, and Law Number 6 of 2014 concerning Villages, and also stated in Government Regulation (PP) No. 71 of 2005 concerning Villages. At this time, the legal basis governing the existence and management of BUMDEs has been further clarified by the Government with the enactment of Permendesa No. 4 of 2015 relating to Bumdes, and in Minister of Home Affairs Regulation no. 39 of 2010 concerning BUMDEs, and most recently in PP No. 11 of 2021 concerning BUMDEs. Strong support for BUMDEs to develop the village economy and as pioneers of the revival of the Indonesian economy which moves from the village level, in accordance with its objectives, namely improving community welfare, reducing poverty rates, opening up job vacancies, reducing unemployment rates and increasing village original income.

Currently, BUMDEs is being established in Indonesia increased quite significantly from 2014 to 2020, as seen in the graph below:

**Figure 1.1 Data on the Establishment of Indonesian BUMDEs for 2014/2020**



Source: <https://kemendes.go.id>

The graph above shows the increase in the establishment of BUMDEs which began in 2014, amounting to 8,189 units, while the highest number of BUMDEs establishments was in 2017, amounting to 14,744 units, and the least in 2020 was 43 units, thus a total of 51,137 BUMDEs units have been established in Indonesia (Kemendes.go.id).

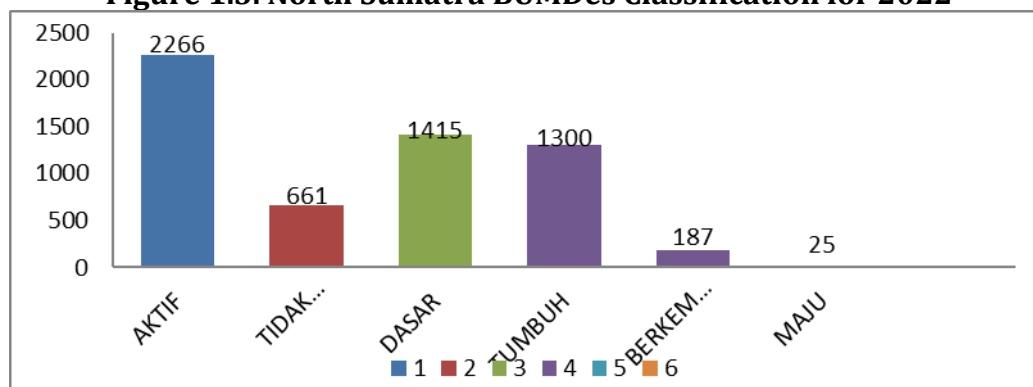
Findings from the Financial Audit Agency (BPK) Semester II 2018 stated that the use of Village funds, especially in Village-Owned Enterprises (BUMDEs), has not fully contributed to raising the level of the village economy. From the results of sampling tests carried out on 8,220 BUMDEs, it is clear that 2,188 BUMDEs that were formed are not running or operating, and 1,670 BUMDEs have not contributed to village income. Meanwhile, 1,034 BUMDEs did not provide reports, 817 BUMDEs whose formation had not been accommodated with due diligence, 864 BUMDEs had not received a report, 585 BUMDEs were not managed competently. As a result, BUMDEs have not contributed to the village economy (<https://www.cnnindonesia.com>).

Further data from the Ministry of Villages regarding the Village Development Index has not shown satisfactory results because it appears that there are still high numbers of underdeveloped villages and very underdeveloped villages. In the release, data from 2019 to 2020 shows an increase in independent, advanced and developing villages. Meanwhile, very underdeveloped and disadvantaged villages are still very high, totaling 16,427 villages or 25% of villages in Indonesia (<https://idm.kemendes.go.id>).

North Sumatra Province Head of PMD H.Asman Sofian said the number of BUMDEs in North Sumatra continues to increase, but only a few are developing and progressing. He further said that to move North Sumatra

BUMDes faster requires a lot of effort and the support of many stakeholders (<https://sumut.antaranews.com>). From data from the North Sumatra Village Community Empowerment Service (PMD), in 2017-2022 2,927 BUMDEs were formed in 5,417 villages. There has been an increase in the establishment of BUMDEs in North Sumatra from 27 regencies/cities, the largest being in Langkat Regency with 227 units, and the least in Padang Sidempuan City with 11 units (<https://dinaspmid.sumutprov.go.id/>). So far, the villages in North Sumatra of 5,417 villages and 693 sub-districts, with 2,927 BUMDEs, are not comparable to the number of villages in North Sumatra, and of the number of BUMDEs, many are not running effectively (Balitbang 2018). The results of the classification of BUMDEs for North Sumatra in 2022, according to Permendes No.3 of 2021 are as follows:

**Figure 1.3. North Sumatra BUMDEs Classification for 2022**



Source: North Sumatra PMD Service, 2022

Based on graph 1.2. it can be read that BUMDEs are classified as active 2,266 units, or 77%, 661 units or 23% inactive, 1,415 units or 48% basic status, 1,300 units or 44% growing, 187 units or 6% developing, and as many as 25 units or 1 % proceed. This shows that only 7% of those classified as developing and advanced are able to mobilize BUMDEs in North Sumatra and there are 93% of BUMDEs which to date have become a major problem that has not been resolved and costs the village budget billions of rupiah every year (North Sumatra PMD and Civil Registry Service, 2022).

This shows that the performance of BUMDEs in North Sumatra is very poor, resulting in the goal of improving and prospering village communities not being achieved. There are very few villages with status, independence, progress and development. Meanwhile, there are still very many underdeveloped and very disadvantaged villages, therefore there is a need to improve the performance of BUMDEs to realize village ideals. This was confirmed from 5,417 villages, only four villages had the status of independent villages, namely Raya Village (Karo Regency), Dolok Merangir Village (Simalungun Regency), Pasar Binanga Village and Parsomba Village (Padang Lawas Regency). Furthermore, 195 villages are advanced, 2,450 villages are developing, 2,045 villages are underdeveloped and 723 villages are very underdeveloped. This condition is not good for BUMDEs in North

Sumatra which will have an impact on village communities because BUMDes goals are not achieved. This condition is confirmed by the large number of poor people in North Sumatra, namely: in the city as many as 739.86 people and in rural areas as many as 528.33 people in March 2022. (<https://sumut.bps.go.id/subject/23/kemiskinan>)

Meanwhile, village funds for North Sumatra from 2015 to 2017 experienced an increase, namely from IDR 1.46 trillion to IDR 4.19 trillion. However, in 2018, village funds received by North Sumatra decreased to IDR 3.87 trillion or a decrease of 7.7%, distributed to 5,417 villages. Thus, each village in North Sumatra receives an average of IDR 715.13 million in village funds. This amount is quite low when compared to the national average which reaches IDR 800 million per village (Ministry of Finance, 2017) . This year, North Sumatra received village fund assistance amounting to IDR 4.5 trillion for 5,417 villages (<https://www.sumutprov.go.id>). On average, each village receives IDR 900 million (<http://dinaspmd.sumutprov.go.id>).

The low performance of BUMDes related to BUMDes governance in a number of areas, such as the types of businesses operated which are still limited, limited human resources to organize and run BUMDes and minimal community support due to their low level of knowledge is an obstacle to the development of BUMDes. The lack of transparency in BUMDes activities also means that this institution is not well known to the public, resulting in a sense of ownership and support from the community that cannot be seen at all in its daily activities (Edy Yusuf Agunggunanto, et al, 2016). Another difficulty for the development of BUMDes is changing the views of the public who assume that participation funds regulated by BUMDes are grant funds obtained from the government (Khairani, et.al, 2019). Control by the village head's extended family is still a problem that is often encountered in the BUMDes management structure, which results in management only revolving around them without being shared with other communities. Rudy believes that in order to solve this problem, detailed mapping is needed in order to find the source of obstacles in the management of BUMDes ([bumdes.id](http://bumdes.id)).

## **RESEARCH METHODS**

Study \_ This study uses a literature study method by reviewing journals and other internet sources that discuss the obstacles and drivers of developing BUMDes. The authors followed the approach proposed by Webster and Watson (2002) to conduct a structured literature review and applied the proposed three-step procedure: (1) identify relevant literature, (2) organize the review, and (3) contribute to theory.

The researcher used citation data from Google Scholar because Google Scholar indexes all categories of publications, and counted citations from non-peer reviewed works, such as practitioner journals, government documents, and newspapers, because Google Scholar is currently considered the leading tool in citation analysis. Therefore, we downloaded article citation data from Google Scholar published from 2017 to 2023.

To review 20 articles indexed by Google Scholar, the author used several steps, namely: the first step was to ensure replication, the core research question, the second step was to carry out a comprehensive literature search, the third step was to measure the impact of the identified articles.

## **DISCUSSION**

### **Obstacles faced by BUMDEs**

The North Sumatra Province Balitbang research found various problems in the field related to the implementation of BUMDEs in three research locations, namely the West Coast in Madina Regency, the East in Labusel Regency, the Highlands in Tobasa Regency, out of 163 communities, 29% knew about and participated in the deliberations on the establishment of BUMDEs, were aware of their existence. BUMDEs but were not involved in the deliberations on the establishment of BUMDEs, did not know about and were not included in the deliberations on the establishment of BUMDEs. Furthermore, not knowing about the existence of BUMDEs, does not help the community's economy. Next, accountability for BUMDEs management is only around 6% of the community who know, 94% don't know, the implementation of BUMDEs does not follow SOPs, there are no written financial reports, and BUMDEs has not provided input to PAD. (<https://analisadaily.com>)

Some of the obstacles faced by Village-Owned Enterprises (BUMDEs) in North Sumatra include conditions in which the application of agency principles is still low (Lubis & Muda, 2017) . BUMDEs Pematang Johar is also hampered because business management in business units is not run professionally by capable people (Bumdes et al., 2023) . BUMDEs management is not optimal due to low performance and limited human resources willing to become BUMDEs employees and managers (Utami & Nugroho, nd) . The obstacles experienced by BUMDEs in Serdang Bedagai Regency are limited understanding in the use of technology, unequal educational backgrounds of administrators, the presence of blank spots in the network, the existence of a number of incorrect thought patterns regarding BUMDEs, and limited funds (Purba, nd) . Institutions through BUMDEs by building strong social capital without ignoring the role of village leadership as agents of change (Diversity et al., nd) . BUMDEs in Serdang Bedagai Regency is currently experiencing a decline due to the impact of Covid-19, there is still a lack of apparatus resources in DPMD and the public is not yet aware of BUMDEs. The DPMD budget is lacking, the village is not utilizing existing potential, the facilities and infrastructure are quite good (Sukma, 2020) . The results of other research found that there are still several obstacles and obstacles in the development of BUMDES Mandiri Jaya, namely related to management commitment, discipline and work ethic which are still low (Tenerman & Yenni, 2022)

Various factors inhibiting the growth and development of BUMDes in North Sumatra include (a) limited managerial knowledge to understand the meaning of leadership, management and governance of BUMDes and the lack of entrepreneurial experience of directors to run business institutions, (b) this BUMDes only operates in one business field so that does not have a cooperative relationship with any party, (c) BUMDes was not born from the spirit of regional liberation, and joining BUMDes is just an ordinary routine, not a main activity (d) the BUMDes tradition is not yet strong. Low level of solidarity, cooperation and mutual cooperation between people village communities (e) BUMDes do not receive full support from local villages (Welli Indra, 2016) . Based on research findings on BUMDes Maju Makmur, there are variables that influence the level of BUMDes organizational performance. When organizational culture is good, performance in an organization will also be good. Meanwhile, if the organizational culture is bad, the performance of an organization will also worsen. (Syabila et al., 2018) Furthermore , Aprillia's research results (2021) also found several factors that influence the failure of the performance of Village-Owned Enterprises in North Sumatra, namely motivation, commitment, education, work experience, leadership style, organizational culture and work environment. (Aprillia et al., 2021)

The main problem that hinders the development of BUMDes from within is weak management and organization, and from outside product marketing competition (Firmansyah, 2018). Ronnie Jaya and MD. Rafi , found that the failure of BUMDes was influenced by several factors, such as poor ability and ability to manage human resources who still lacked experience and entrepreneurial spirit, resulting in the freezing of BUMDes business units. Inefficient communication factors and limited information flow around the village elite. Differences in interpretation of regulations related to BUMDes, lack of community support and participation , as well as limited standards and business scope (Rony Jaya and Mhd. Rafi, 2018). One of the factors that influences the performance of BUMDes is its people , Muhajir Kemenko. PMK said that the BUMDesa journey has been running for two years since the publication of PP 11/2021 with the stipulation of National Village BUM Day on February 2. However, the contribution of BUM Desa is not optimal for professional bodies and can have a material impact on PAD.

Yesi Mutia Basri et al, in their research explained that *human capital* has no influence on the performance of BUMDes. This research has contributed to improving the performance of Village-Owned Enterprises. (Basri et al., 2021) . Andrian Dolfriandra Huruta et al , said that the success of BUMDes Tirta Mandiri has been able to develop seven business units, and can increase output, income and employment (multiplier effect) for the residents of Ponggok village. It cannot be separated from community social capital for the development of BUMDes. Furthermore, community participation is actualized through investment which is a sign of community trust in BUMDes ( Andrian Dolfriandra Huruta, 2020) . Kania I et al, found that BUMDes has proven

capable of providing encouragement to rural entrepreneurship with aspects of empowerment and exploration , capacity building, as well as support and participation of all interested parties . BUMDes was established in accordance with government policy based on the village deliberation process as part of the culture of the Indonesian nation by involving elements of village government, associations and the community ( Kania, et.al, 2021) .

### **Driving BUMDes development**

The results of A Ryono and Tohir 's research noted that the increase in the contribution of BUMDes to PADEs was caused by 1) natural resources supporting BUMDes businesses, 2) human resources, encouragement and high performance in managing BUMDes, 3) support from the village government, 4) village community participation (Jaryono & Tohir, 2019) . With a firm but humble spirit, the village head provides a sense of security for the village community and the people he leads. Supporting factors for leadership are environment and culture, the ability and emotional intelligence of the leader, as well as the acceptance of the leadership style by the people they lead. Meanwhile, the inhibiting factors are the limitations of village officials and reports from village communities whose veracity is uncertain ( Rahmadayanti, et.al 2021) .

Meanwhile, Valentine Queen Chintary et al., said that a good management concept is needed which includes : BUMDes governance must be transparent and known to the community, BUMDes governance must be able to be accountable to the village community based on established laws and regulations , village communities must be actively involved in the design , implementation and monitoring of the process, and BUMDes governance must be The results provide continuous benefits for the population (Valentine Queen Chintary & Asih Widi Lestari, 2016).

Then Hafiez Sofyani et al, found several factors that encourage BUMDes to excel, namely the spirit of sacrifice and enthusiasm of BUMDes employees, skills, training, level of education, experience, honesty (ethical behavior), responsibility, sincerity, seriousness, care for the environment and community, and persistence. , togetherness teamwork, transparent communication between BUMDes managers, never give up attitude in trying to achieve performance targets, religious attitude, job satisfaction, visionary (transformational) leadership style, and the existence of incentive mechanisms (Hafiez Sofyani, 2019). Next is the Village Head P Graceful H Arjo is able to show leadership patterns in managing BUMDes . (Ambang.Yudanto, 2019)

Based on the obstacles, problems or gap phenomena that are seen faced by BUMDes, they are in the aspects of management (leadership, culture and commitment), human resource management, knowledge, business management, educational background, control by the village head's extended family, transparency, cooperation and behavior. organization which is indicated by the still low performance of the organization. Performance can

be determined by growth and development and good resource management, where the higher the growth and development of BUMDes, the better the organizational performance.

The successful performance of an organization depends on the performance of its people, the performance of groups within units or subunits, and the performance of teams. Both internal teams across units or subunits, as well as external teams or the entire organization. This performance is influenced by the state of the organization, which is also influenced by competence, motivation, organizational culture, individuals and employees, leaders, commitment from the middle to lower levels, as well as internal and external aspects. Performance is the final result of organizational activities, including the real results of the strategies implemented by the organization. Performance describes how well an organization achieves its economic goals, and how economic goals maximize economic returns (Sukarno & Syaichu, 2006)

Most research has tried to classify behavior, issues such as perception, motivation, work attitudes, organizational culture and organizational responsibility are some of the factors that analyze most human behavior in the workplace (Hasani, KS. & Sheikhesmaeili, 2013). The findings have implications that job performance together with organizational climate play an important role in organizations (Hasani, KS. & Sheikhesmaeili, 2007). A performance management system (management system) is the process of finding, measuring and evaluating the performance of an agency's employees. (Mauliza et al., 2017)

Many factors contribute to effectiveness in implementing organizational change. However, many change efforts fail due to several factors such as lack of commitment, leadership style, and emotional pressure on employees who have to implement the change (Nordin, N, 2012). Dadfar, believes that the accumulation of commitment regarding the business itself can influence performance (Dadfar H, et.al, 2014). To make performance successful, there needs to be support from key leadership from the top, a strong culture that can drive through policies consistently and fairly with no sudden changes in direction, and there must also be a willingness throughout the organization to appreciate that success can come through effective utilization of human resources. (John Stredwick, 2005)

Sangmook Kim, (2005), said that in his study he focused on individual level factors, such as leadership, job satisfaction, organizational culture, affective commitment, public service motivation, and organizational citizenship behavior. Organizational performance will be improved by increasing job satisfaction for organizational progress (Kim, 2005). Behavioral factors that influence at the individual level, related to groups and organizations and their relationship to performance. Therefore, it is necessary to develop a categorization that cuts across all levels of behavior based on four broad categories: relational, learning, knowledge and conflict factors (Gehrisch & Süß, 2022). History has shown that any foundation on



which management practice is based will only be successful if it reflects meaning for society at large ( Zuboff, S. & Maxmin, J. 2002) . Where the level of management performance will affect the organization's performance. (Gibson, et al, 1997)

According to Fco Javier Lloréns Montes, to increase profits and gain competitive advantage, it is necessary to direct strategic planning, create a work environment based on leadership support and teamwork cohesion and obtain a high level of innovation, both technical and innovative. (Montes et al., 2005) Leaders play a key role in innovation. Explains successful teamwork as a result of the community climate and the type of leadership that supports teamwork . Identifying lack of support from leadership as one of the most important reasons for teamwork failure. Effective leadership is very important and has an impact on organizational performance. Leaders must know what actions to increase subordinate commitment and work performance must take into account appropriate leadership behavior. (Donkor et al., 2021) If the leader is better, the level of employee performance will also be higher. (Aprillia et al., 2021) . The important role of leaders in achieving high performance, the resource-based view also places an important role in achieving competitive advantage.

## **CONCLUSION**

Several literature study findings show that the obstacles faced by BUMDes relate to the Human Resources (HR) aspect. Thus, the correlation between practice and performance still needs to be studied more deeply, because organizations need human resources and a clear and attractive vision. However, several studies show that the role of human resources in organizations needs to be explored and explore appropriate explanations about the concept, focus and significance of the role of human resources in improving the performance of BUMDes.

There is a need for systematic efforts in BUMDes to improve performance with commitment . A number of studies have been carried out relating to the important role of commitment to the organization which is the main interest of management relationships, and BUMDes from different perspectives, especially from a behavioral perspective . Comprehensive management to ensure that every step taken by BUMDes is integrated and confirmed with the main objectives of BUMDes itself.

From the various descriptions above, it is clear that the significant impact of human resources has on the development of BUMDes . Therefore, further research needs to be carried out to ascertain how big the role of management and human resources is a factor in the successful performance of BUMDes. Various aspects that need further research are: community social capital, innovation, community participation, education, experience, honesty (ethical behavior), responsibility, sincerity, seriousness and persistence, teamwork, transparency, communication, being religious, job satisfaction , commitment, style and visionary leadership style. Measuring BUMDes

performance To be something that is very urgent, there are two ways to measure performance, namely objective and subjective measurements. Objective measurements use real organizational numbers, while subjective measurements use respondents' perceptions.

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