

Developing a Village-Owned Enterprise Model Based on Community Participation to Improve Village Community Welfare

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Abstract : This study examines community participation in the management of Village-Owned Enterprises (BUMDes) to strengthen rural welfare in Gorontalo Province. A mixed-methods sequential explanatory design was employed involving 249 respondents selected from 657 BUMDes units, followed by in-depth interviews and focus group discussions. Quantitative data were analyzed using participation index measurements, while qualitative data were used to validate and interpret the findings. The results show that community participation remains at the Degrees of Tokenism level, indicating limited involvement in decision-making processes. Centralized policy structures and external interventions were identified as the main constraints affecting participatory BUMDes management. The integration of Arnstein's Ladder of Participation with the Asset-Based Community Development (ABCD) approach produced a participatory transformation model consisting of asset mapping, capacity building, social capital formation, and collaborative partnerships. The study concludes that sustainable rural empowerment requires strengthening local autonomy, capacity, and social capital.

Keywords : Village-Owned Enterprises (BUMDes), Community Participation, Community Welfare

Abstrak : Penelitian ini mengkaji partisipasi masyarakat dalam pengelolaan Badan Usaha Milik Desa (BUMDes) untuk memperkuat kesejahteraan masyarakat desa di Provinsi Gorontalo. Penelitian menggunakan desain mixed methods sequential explanatory dengan melibatkan 249 responden dari 657 unit BUMDes, yang dilanjutkan melalui wawancara mendalam dan focus group discussion (FGD). Data kuantitatif dianalisis menggunakan pengukuran indeks partisipasi, sedangkan data kualitatif digunakan untuk memvalidasi dan menafsirkan hasil penelitian. Hasil penelitian menunjukkan bahwa partisipasi masyarakat masih berada pada tingkat Degrees of Tokenism, yang menandakan keterlibatan masyarakat dalam pengambilan keputusan masih terbatas. Struktur kebijakan yang tersentralisasi dan intervensi eksternal menjadi faktor utama yang memengaruhi pengelolaan BUMDes partisipatif. Integrasi teori Arnstein's Ladder of Participation dengan pendekatan Asset-Based Community Development (ABCD) menghasilkan model transformasi partisipatif melalui pemetaan aset, penguatan kapasitas, pembentukan modal sosial, dan kemitraan kolaboratif. Penelitian menyimpulkan bahwa pemberdayaan desa yang berkelanjutan memerlukan penguatan otonomi, kapasitas lokal, dan modal sosial.

Kata Kunci: Badan Usaha Milik Desa (BUMDes), Partisipasi Masyarakat, Kesejahteraan Masyarakat.

PENDAHULUAN

Village development is part of the national government's main program, as outlined in the sixth Asta Cita (Asta Cita), to develop from the village level to achieve economic equality and poverty eradication. Efforts to build the village economy and improve community welfare are

implemented through Village-Owned Enterprises (BUMDes), which act as legal entities to manage businesses, utilize assets, develop investment and productivity, provide services, and/or provide other types of companies for the benefit of the village community. (Peraturan Pemerintah Republik Indonesia Nomor 11 Tahun 2021 Tentang Badan Usaha Milik Desa)

Through government policies, Village-Owned Enterprises (BUMDes) are expected to serve not only as local economic entities but also as strategic pillars in strengthening the national economy by optimizing local and regional economic potential. BUMDes are intended to become the primary driving force of the village economy, with a dual function: as business entities capable of generating sustainable Village Original Income (PADes) and as effective instruments to accelerate improvements in village community welfare. (Andayani & Ketut, 2021; Ridlwan, 2014; Siga, 2020)

In BUMDes management, participation is a key principle for ensuring that BUMDes contribute significantly to village economic growth, through the actualization of the participatory tenets by making local communities the primary actors. Active community participation at every stage of management, from planning and implementation to evaluation, is crucial to ensuring program success. This approach aligns with the Community-Driven Development (CDD) paradigm introduced by the World Bank and adopted in the Urban Poverty Project, which emphasizes community empowerment as the primary actors in development. (Nugraha, 2023; Peraturan Pemerintah Republik Indonesia Nomor 11 Tahun 2021 Tentang Badan Usaha Milik Desa)

Low community participation is a key focus in efforts to optimize the role of Village-Owned Enterprises (BUMDes) as a strategic instrument for improving the welfare of rural communities. The low level of active community involvement across various aspects of BUMDes management, from planning and operations to program evaluation, is a crucial factor that directly affects the effectiveness and performance of BUMDes. (Aprilia *et al.*, 2021; Riyanti & Adinugraha, 2021; Suparwi *et al.*, 2022)

Research findings and field observations confirm that the lack of community participation not only hinders the development of BUMDes' institutional capacity but also contributes to low levels of village community empowerment. As a result, BUMDes' potential to increase Village Original Income (PADes) and create a significant economic impact for villagers is suboptimal. Therefore, strategic and systematic efforts are needed to encourage broader community involvement, both in decision-making and in the operational activities of Village-Owned Enterprises (BUMDes), so that BUMDes can genuinely serve as a driving force for an inclusive and sustainable village economy. (Junus *et al.*, 2024; Nur *et al.*, 2023; Rudin *et al.*, 2025; Tiballa, 2017)

Developing a BUMDes model is a strategic effort to enhance BUMDes's effectiveness and directly contribute to improving the welfare of village communities. In this proposed research, model development will build on a community participation model that focuses on the internal and external growth of community participation, to establish mutually beneficial social relationships, utilize local assets in BUMDes management, increase community involvement in decision-making, and build strategic partnerships with external parties. (Aragones & Sacherz-Pages, 2008; Maclure, 2023; Sulaksana & Nuryanti, 2019; Tsounis & Xanthopoulou, 2024; Voinov & Gaddis, 2017)

Based on the background of the research, the researcher formulated the research questions proposed in this study as follows:

- ❖ What is the level of community participation in BUMDes management?
- ❖ What factors influence the success of a community participation-based BUMDes?
- ❖ What is an effective participation-based BUMDes development model for improving the welfare of village communities?

The problem-solving approach in this research consists of:

- ❖ **First Stage:** Measuring the Level of Community Participation. This involves measuring the level of community participation in Village-Owned Enterprises (BUMDes) using the Ladder of Citizen Participation, which comprises Non-participation, Degrees of Tokenism, and Degrees of Citizen Power. (Varwell, 2022)
- ❖ **Second Stage:** Analysis of Supporting Factors for Village-Owned Enterprises (BUMDes) Based on Community Participation. This involves conducting an in-depth analysis of each supporting factor in the management of Village-Owned Enterprises (BUMDes) with respect to community participation.
- ❖ **Third Stage:** Study of the BUMDes Development Model Based on Community Participation. This involves analyzing the BUMDes development model based on community participation, focusing on the internal and external capacities of the community that can support BUMDes development.

This approach is expected to implement a BUMDes development model based on community participation, focusing on the community's internal and external capacities to increase community involvement in BUMDes management and ultimately improve village welfare. (Aragones & Sacherz-Pages, 2008; Maclure, 2023; Sulaksana & Nuryanti, 2019; Tsounis & Xanthopoulou, 2024; Voinov & Gaddis, 2017)

To operationalize this participatory development approach, it is necessary to establish a systematic mechanism for measuring and evaluating the extent of community involvement in BUMDes management.

1. Community Participation Index

Measuring the community participation index in Village-Owned Enterprise (Bumdes) management is conducted to provide a comprehensive overview of the level of community involvement. To determine the level of involvement, the Ladder of Citizen Participation model gives comprehensive guidance to understanding and measuring community participation, ranging from the lowest (non-participation) to the highest (Citizen Power). This model is beneficial for designing a community-participation-based BUMDes model as a strategic and measurable instrument for evaluating participation. (Bungin, 2015; Choguill, 1996; Cooper, 2023; Gaber, 2019; Varwell, 2022).

2. Factors Supporting Community Participation

In Village-Owned Enterprise (Bumdes) development, community participation is a crucial principle for ensuring the effectiveness of Bumdes management (Sulaksana & Nuryanti, 2019). Therefore, factors that support participation are essential for realizing Bumdes as a productive, equitable economic institution oriented towards sustainable community welfare (Bigby, 2023; Hendriyani *et al.*, 2024).

3. Community Participation Model Approach

The participation model approach is implemented holistically, combining several previously developed participation models that focus on strengthening the internal and external capacity of the community to create mutually beneficial social relationships, utilize local assets in the management of Village-Owned Enterprises (BUMDes), increase community involvement in decision-making, and build strategic partnerships with external parties. (Aragones & Sacherz-Pages, 2008; Çalışkan & Ezilmez, 2021; Maclure, 2023; Pateman, 2010; Qiaoyu *et al.*, 2024; Sulaksana & Nuryanti, 2019; Tsou, 2007; Voinov & Gaddis, 2017)

METODE PENELITIAN

This method combines a quantitative approach to measure the level of community participation with a qualitative approach to explore supporting factors and to develop a development model.

Stage 1: Quantitative Approach

Objective: To measure the level of community participation and the relationship between socioeconomic factors and the effectiveness of BUMDes management.

Design:

1. Population: All village community members who interact with BUMDes (managers, members, beneficiaries). (a) Target population: all managers and community members involved in BUMDes activities in Gorontalo Province. (b) Total BUMDes population: 657 units, with the following activity distribution:

Table 1. Total BUMDes Population in Gorontalo Province

REGENCY	TOTAL BUMDes	ACTIVITY		
		ACTIVE	LESS ACTIVE	INACTIVE
Gorontalo	191	39	24	128
North Gorontalo	123	41	20	62
Pohuwato	101	13	20	68
Bolemo	82	22	22	38
Bone Bolango	160	58	69	33
Total	657	173	155	329

Source: Dinas Kependudukan dan Pencatatan Sipil serta Pemberdayaan Masyarakat dan Desa Provinsi Gorontalo, 2025

2. Sample: Purposive sampling or proportionate stratified random sampling. To obtain a statistically valid sample size, the Slovin formula is used: $n = \frac{N}{1 + N(e)^2}$

With:

$$N = 657$$

$$e = 0.05 \text{ (Error rate 5\%)}$$

Minimum sample size = **249 respondents**

Instrument: 4-point Likert-scale questionnaire for the following variables: (1) Participation (referring to the Ladder of Citizen Participation), (2) Internal factors (motivation, education, trust); (3) External factors (government support, partnerships) (4) BUMDes performance (PADes, services, innovation)

Analysis : (1) Descriptive statistics (mean, SD, participation rate). (2) Relationship tests: Pearson correlation and multiple linear regression. (3) Validity & reliability: Cronbach's Alpha test ≥ 0.7 .

Stage 2 : Qualitative Approach

Objective : To explain and validate quantitative findings and develop a participatory development model.

Design : (1) In-depth interviews with BUMDes administrators, community leaders, and the village government. (2) Focus Group Discussions (FGDs) to validate the model.

Data Validity : (1) Triangulation of sources and methods (respondents, documents, observations). (2) Member checking of the initial model results.

Stage 3 : Developing a Village-Owned Enterprise Development Model

Using the Miles & Huberman interactive analysis method: (1) Data reduction; (2) Data presentation; (3) Conclusion drawing

Then, a "Community Participation-Based Village-Owned Enterprise" model was developed using the following approaches: (1) Internal empowerment (community, social and economic capacity); (2) External collaboration (strategic partnerships, policy support)

HASIL DAN PEMBAHASAN

The Level Of Community Participation in BUMDes Management

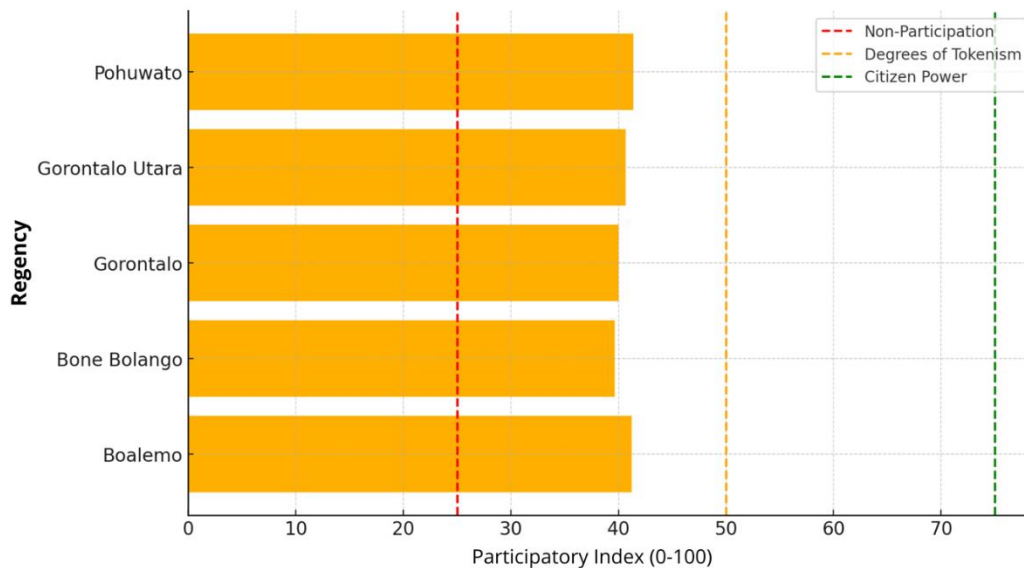
The results of measuring community participation using the Ladder of Citizen Participation model Arnstein (2019) indicated an average index of 40.40, classified as "Degrees of Tokenism." This finding suggests that community participation remains formalistic communities attend village deliberation forums but do not yet have substantive power to shape the direction of village economic policy.

Table 2. Community participation index in the management of BUMDes in Gorontalo

REGENCY	PARTICIPATION INDEX	ARNSTEIN CATEGORY	INTERPRETATION
Boalemo	41.24	Degrees of Tokenism	The public is given limited consultation space. The public is given limited consultation space.
Bone Bolango	39.68	Degrees of Tokenism	Participation is formal, not yet substantial
Gorontalo	40.01	Degrees of Tokenism	The management's dominance is still strong
North Gorontalo	40.67	Degrees of Tokenism	Community aspirations are partially accommodated
Pohuwato	41.39	Degrees of Tokenism	Participatory awareness is starting to grow but is not yet empowered

Source: Processed Data by Researchers, 2025

Figure 1. BUMDes community participation index per district (Arnstein Model)



Source: Processed Data by Researchers, 2025

This phenomenon aligns with a study by Varwell (2022), which asserts that, in the context of participation in developing countries, communities often occupy a middle-rung position, in which involvement is interpreted as administrative presence rather than deliberative involvement.

In the Gorontalo context, the community's role remains limited to receiving information (informing) and participating in consultations, not reaching the level of partnership or citizen control. This indicates that participation mechanisms do not fully reflect the principles of Community-Driven Development, as emphasized by the World Bank and Nugraha (2023).

1. Factors Influencing the Success of a Community Participation-Based BUMDes

Based on interviews with BUMDes administrators, village heads, and local facilitators, two dominant groups of factors were identified that influence the success of BUMDes-based community participation.

a. Structural Factors: Policy Centralization

Uniform BUMDes development policies across regions, without consideration of local contexts, constitute a significant obstacle. Respondents reported that government policies remain top-down, with business types and business models often determined by central or district program directives.

This phenomenon supports DiMaggio and Powell's (Hansen & Rieper, 2010) view of coercive isomorphism, which posits that local institutions tend to imitate government-established models to gain legitimacy, even when these models do not align with local socioeconomic characteristics.

As a result, the unique potential of each village is not optimally utilized. However, according to Sulaksana & Nuryanti (Sulaksana & Nuryanti, 2019), the success of BUMDes depends heavily on the village's ability to integrate local potential (natural, social, and institutional resources) into participatory economic strategies.

b. External Factors: Policy Intervention and Competition for Funds

A strong external factor emerged: concerns about national policy intervention, particularly the Red and White Cooperative program, which is feared to divert some Village Fund allocations from Village-Owned Enterprises (BUMDes). Thus, the two factors mentioned above, policy

centralization and external intervention, represent structural constraints that hinder the transition from tokenism to citizen power.

2. Conceptual Model Integration

The diagram presented in Figure 2 exemplifies the hierarchical and transformative relationship between the levels of community participation, as delineated by the Arnstein Ladder, and the stages of asset-based development outlined in the ABCD Framework. This integration underscores that enhancing community participation in BUMDes management requires a phased strategy that emphasizes capacity building and the utilization of local resources.

Figure 2. Conceptual Model Integration (Arnstein and ABCD Models)



Source: Arnstein (2019) and Maclure (2023)

Conceptually, Arnstein's (2019) eight-step ladder of participation is categorized into three main participatory layers:

- a. Non-Participation (Manipulation, Therapy): community involvement is not substantively limited.
- b. Degrees of Tokenism (Informing, Consultation, Placation: community involvement is limited and formalistic.
- c. Citizen Power (Partnership, Delegated Power, Citizen Control): community participation has substantive control over decision-making.

Each layer is then linked to the four stages of Asset-Based Community Development as a strategic bridge to village community independence, namely:

Table 3. Conceptual Framework

ARNSTEIN LAYERS	ABCD STAGES	TRANSFORMATION FOCUS	EXPECTED OUTCOME
Non-Participation	Asset Mapping	Identifying the social, economic, and institutional potential of villages as capital for participation	The community recognizes its assets and strengths.

Tokenism	Capacity Building		Enhancing the technical and institutional capacity of residents to enable active involvement	The community begins to contribute to planning and consultations.
Tokenism to Citizen Power	Social Capital Formation	Capital	Strengthening social trust networks and horizontal partnerships between Village-Owned Enterprises (BUMDes)	Participation evolves from consultative to collaborative.
Citizen Power	Collaborative Partnership		Establishing equal partnerships between the community, government, and external parties	Village-Owned Enterprises (BUMDes) become independent and sustainable economic institutions.

Source: Arnstein (2019) and Maclure (2023)

This integrative model highlights that participation develops gradually through a multi-layered social and institutional learning process (participatory learning cycle).

- a. In the initial stage (Asset Mapping), communities need space to identify their own assets and strengths (Mathie & Cunningham, 2003).
- b. The next stage (Capacity Building) is the phase of strengthening local technical and Leadership capabilities so that participation does not cease at the level of tokenism.
- c. Next, Social Capital Formation becomes the core of building trust and synergy between village actors (Tsounis & Xanthopoulou, 2024)
- d. Finally, Collaborative Partnership reflects the ideal state of Citizen Power as proposed by Arnstein, where communities become co-decision-makers in village economic governance.

Thus, this model combines a structural approach (Arnstein), which focuses on the level of power in participation, with a transformative approach (ABCD), which highlights strengthening local capacity as a driver of change.

Based on research findings, most village-owned enterprises (BUMDes) in Gorontalo remain characterized by tokenism, in which community involvement has not yet reached a collaborative level.

However, the implementation of this integrative model can be used as a roadmap for increasing participation through the following four strategic steps:

- a. Identifying village assets (Asset Mapping) to identify local economic strengths.
- b. Building the capacity of administrators and the community (Capacity Building) to enable active participation.
- c. Establishing social networks (Social Capital Formation) between BUMDes and business groups.
- d. Collaborative partnerships that enable communities and village governments to manage assets on an equal footing.

This model is expected to serve as a conceptual basis for formulating participatory policy strategies at the regional and national levels, in line with the Sustainable Rural Development agenda.

KESIMPULAN DAN SARAN

This study concludes that the level of community participation in the management of Village-Owned Enterprises (BUMDes) in Gorontalo Province remains within the "Degrees of Tokenism" category, with an average score of 40.40 (0–100). This means that communities are only involved at the consultative and informative stages, but do not yet possess substantive power (citizen power) in village economic decision-making.

The main factors influencing the success of community-participatory BUMDes include two crucial aspects: (1) Policy centralization which leads to low sensitivity to local potential and hinders participatory innovation. (2) External policy interventions, such as the national Red and White Cooperative program, may reduce BUMDes resources and foster institutional dualism at the village level.

These two factors indicate a tension between top-down policy structures and bottom-up local community initiatives. Therefore, strengthening community participation can only be achieved if local autonomy is expanded and community social capacity is strengthened.

The integration of the Arnstein Ladder model and the Asset-Based Community Development (ABCD) approach provides strategic direction for transforming participation through four evolutionary stages: (1) Asset Mapping: identifying the village's social and economic potential, (2) Capacity Building: strengthening local management and Leadership capacity, (3) Social Capital Formation: establishing a network of trust and social partnerships, (4) Collaborative Partnership: establishing equal partnerships between the community, government, and external parties.

Through these four stages, community participation can move from tokenism to citizen power, enabling BUMDes to truly function as an inclusive, independent, and sustainable village economic institution.

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