



Implementation of Regulations to Strengthen the Role of Village Consultative Bodies in Drafting Village Regulations for Economic Potential Development in Tarumajaya District, Bekasi Regency

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ABSTRACT

The Village Consultative Body (BPD) is a governmental institution whose members represent village residents based on territorial representation and are democratically appointed. The BPD plays a pivotal role in developing village economic potential, with one of its main functions being the drafting of village regulations (Perdes). This study seeks to examine the implementation of regulatory functions of the BPD in drafting Perdes and to assess the capacity-building efforts for BPD members in formulating Perdes for economic development in Tarumajaya District, Bekasi Regency. The research employed a combined normative juridical and empirical approach, with a review of relevant literature, followed by field observations in seven villages in Tarumajaya, interviews with stakeholders, and Focus Group Discussions (FGDs). The findings revealed that: (1) the implementation of BPD's regulatory functions in formulating Perdes on economic development across the seven villages in Tarumajaya remained suboptimal. The challenges identified included: (a) limited expertise of BPD members in legal drafting, (b) insufficient capacity to analyze village economic potential, and (c) an uncondusive working climate between village heads and the BPD. (2) Optimizing the capacity of BPD members in drafting Perdes on economic development was achieved through: (a) updating regulations concerning recruitment patterns and membership requirements of the BPD, (b) organizing training and workshops to strengthen members' legal drafting skills, (c) providing mentoring and technical assistance through model templates of village regulation draft (Raperdes) to serve as references, and (d) fostering collaboration with academics and non-governmental organizations.

Keyword: Regulation, Village Consultative Body (BPD), Village Regulation, Economic Potential Development.

1. Introduction

The village is the frontline governmental entity that strategically accelerates development and improves community welfare. Following the enactment of Law No. 6 of 2014 on Villages, villages were granted broad authority based on original rights and traditional rights recognized and respected within the governance system of the Unitary State of the Republic of Indonesia (Article 1 Number 1 of The Republic of Indonesia Law Number 6 of 2014 concerning Villages. Gunawan (2016), Consequently, the village determines the success of regional development and functions as the center

of economic, social, cultural, political, and legal development. The village also serves as the nation's last stronghold in resisting the rapid pace of industrialization that threatens to erode the strength of its social capital.

Village development is an effort to fulfill basic needs, develop village facilities and infrastructure, develop village economic potential, and eradicate poverty by utilizing natural resources and the environment in a sustainable manner.¹

Village development needs to be carried out with careful consideration of each village's unique potential and characteristics. A village should not be viewed merely as a legal-administrative unit, but also as an entity endowed with diverse social, cultural, and natural resources. Therefore, villages must develop a sustainable economy rooted in their local potential. A critical weakness in the context of village development in Indonesia has been the tendency to treat villages solely as legal-administrative units without recognizing that each village possesses distinct social, cultural, and natural resource characteristics.² Village development plays a crucial role in regional development to reduce poverty, inequality, and improve the welfare of rural communities, as well as being an effective strategy to improve the quality of life of rural communities and reduce development disparities between regions.³ Dika (2022), thus, one effective strategy is to foster village entrepreneurship in order to advance village development and improve community welfare. Village entrepreneurship can serve as a driving force for the rural economy and enhance the overall quality of life of the community.

Village governance is carried out by two main institutions, namely the Village Government (Village Head and village officials) and the BPD. The Village Government is responsible for leading and managing village administration, while the BPD plays a key role as a deliberative body that helps formulate village regulations (Perdes) in line with community needs. In the context of the village governance system, the BPD serves as an essential component with highly vital functions, namely accommodating and channeling community aspirations as well as overseeing the implementation of village administration.

The BPD has an important role as a bridge between the community and the village government in resolving problems and channeling community aspirations.⁴ Village governance, supported by the Village Consultative Body (BPD), will be well-structured and directed, even more advanced. This will help achieve a democratic, honest, clean, and corruption-free village government. With the Village Consultative Body (BPD) as a facilitator of village governance, village governance can become more structured, focused, and progressive. This can help realize a democratic, transparent, accountable, and corruption-free village government, thereby improving the quality of services and the well-being of village communities.⁵ The Village Consultative Body (BPD) serves as a forum for village democracy, initiating the process of formulating village policies and regulations. The BPD plays a crucial role in overseeing the implementation of village governance and development. The BPD's success in carrying out its functions depends heavily on the active participation of the community and harmonious cooperation between the community and BPD members in implementing

¹ Amalina Farhana, Ahmad Saifudin Mutaqi. (2023). Potensi Ekonomi Desa dan Prospek Pengembangannya (studi kasus : Desa Wukirsari, Cangkringan, Sleman), Jurnal Riset Rumpun Ilmu Teknik (JURRITEK) Vol.2, No.1 April 2023 e-ISSN: 2829-016X; p-ISSN: 2829. <https://doi.org/10.55606/jurritek.v2i1.902>

² Roli Pebrianto dkk. (2024). Optimalisasi Potensi Desa Melalui SDGS Desa Untuk Mendukung Indonesia Emas 2045, Jurnal Pengembangan Masyarakat Lokal, Volume 7, Desember 2024. <https://doi.org/10.58406/jpml.v7i2.1849>

³ Dhalia Soetopo dkk. (2022). Strategy For Developing Village Potential Through Role Youth Towards A Powerful Village And Tourism Village, Journal of Dedication Based on Local Wisdom ISSN: 2775-782X (Online), ISSN: 2775-9776 (Print) Volume 2 Nomor 1 Januari – Juni 2022, Page 105-112. <https://doi.org/10.35719/ngarsa.v2i1.287>

⁴ Toni Rudi Astono. (2023). Peran dan Fungsi Badan Permusyawaratan Desa (BPD) dalam Penyelenggaraan Pemerintahan Desa di Desa Kedaton Kecamatan Kapas Kabupaten Bojonegoro. Indonesian Journal of Social Development, Vol 1 No. 2. <https://doi.org/10.47134/jsd.v1i2.1881>

⁵ Lalu Ibrohim Burhan. Lalu M Zulhaedy. (2024). Peran Badan Permusyawaratan Desa (BPD) Di Desa Lendang Nangka Dalam Pelaksanaan Pemerintahan Desa, Jurnal Pengabdian Sosial, Vol. 1 No. 5, 317-326. <https://doi.org/10.59837/hjfhv15>

village development. Thus, the BPD can be a crucial pillar in realizing democratic and participatory village governance.⁶

In particular, in the village legislative process, the Village Law mandates the BPD to jointly deliberate and agree with the Village Head on the draft Perdes. This positioning makes the BPD not merely a supervisory body but also an equal legislative partner in producing legal instruments that are responsive to the needs and potential of the village.

Article 55 of the Village Law regulates the functions and duties of the BPD, namely: (a) to deliberate and agree on draft Perdes with the Village Head; (b) to accommodate and channel the aspirations of the village community; and (c) to oversee the performance of the Village Head. In its role as a legislative body at the village level, the BPD acts both as a representative of the community and as a supervisory institution for implementing village governance.⁷ The role of the BPD in improving Human Resource Management (MSDM) and exploring the potential of the Village through Village Deliberations invites the community and the local Village Youth Organization to carry out activities, namely searching for and gathering MSMEs that have the potential to develop their businesses, under the BUMDES umbrella in order to develop business potential.⁸

Accordingly, the BPD must be integrated with the community and serve as a bridge between the community and the village government. This role is crucial, as the BPD is tasked with identifying and articulating community aspirations and ensuring these are conveyed in the processes of development and governance at the village level. Through this function, the BPD is expected to provide a platform for village residents to participate in shaping development policies that are aligned with the community's needs and potential.

In the process of drafting Perdes with the Village Head, the draft Perdes proposed by the BPD must align with the public interest as well as higher-level laws and regulations. The regulatory framework governing the BPD's role in drafting Perdes has been established through Minister of Home Affairs Regulation No. 111 of 2014 on Technical Guidelines for PerDes and Bekasi Regent Regulation No. 11 of 2010 on Guidelines for the Formation and Drafting Mechanism of PerDes. Findings from field survey data and the first Focus Group Discussion (FGD I) reveal that BPD members in seven villages in Tarumajaya District, Bekasi Regency, have not yet been fully effective in drafting Perdes. In fact, some BPD members are uncertain regarding the measures to be taken in efforts to enhance village economic potential, even though Tarumajaya District, Bekasi Regency, possesses diverse economic resources ranging from agriculture and fisheries to home industries and marine tourism. However, this potential has not been fully utilized due to the absence of a comprehensive and supportive Perdes. One of the key reasons behind the suboptimal formation of Perdes by the BPD is its members' limited understanding and expertise in carrying out their legislative functions at the village level, particularly in drafting, formulating, and enacting Perdes.

The BPDs in Tarumajaya District represent one of many cases in Bekasi Regency where implementing their functions in drafting Perdes warrants closer examination. Many of the villages in Tarumajaya are coastal areas with considerable economic potential that require regulatory recognition through Perdes before they can be developed. However, findings from a study conducted by the Research Team of the Faculty of Law, As-Syafi'iyah Islamic University (UIA), in Bekasi Regency

⁶ Nita Ajeng Liyani, Tuti Handayani. (2022). Peran Organisasi Badan Permusyawaratan Desa Dalam Pembangunan Pemerintahan Desa (Studi Desa Margoajaya Kabupaten Mesuji Timur Kabupaten Mesuji), *Jurnal Progress Administrasi Publik*, 2(2), 24-32. <https://doi.org/10.37090/jpap.v2i2.557>

⁷ Christine Ayu Setyaningrum, Fifiana Wisnaeni. (2019). Pelaksanaan Fungsi Badan Permusyawaratan Desa Terhadap Penyelenggaraan Pemerintahan Desa, *Jurnal Pembangunan Hukum Indonesia Program Studi Magister Ilmu Hukum Fakultas Hukum Universitas Diponegoro*, Volume 1, Nomor 2. <https://doi.org/10.14710/jphi.v1i2.158-170>

⁸ Eko Santoso dkk. (2024). Peran BPD Dalam Pengembangan Msdm Dan Potensi Desa Di Desa Plandaan, Kedungwaru Tulungagung. *JANITA : Jurnal Pengabdian Kepada Masyarakat*, 4(2), 59-64. <https://doi.org/10.36563/pengabdian.v4i2.1332>

during 2023–2024 indicate that the BPDs in seven villages of this district have not yet been able to carry out their functions effectively in the drafting of Perdes. One of the key reasons behind this suboptimal performance lies in BPD members' limited understanding and skills in fulfilling their role of drafting, formulating, and enacting Perdes. The implementation of BPD functions in the formation of Perdes is particularly constrained by the members' insufficient expertise in the field of legislative drafting.

The expectation that the BPD should be able to optimally carry out its function of drafting Perdes for economic development is reasonable and justified. As concrete legal instruments, Perdes serve as a form of policy law designed to drive socio-economic change. In its legislative capacity, the BPD stands as a central pillar in establishing legal certainty and shaping public policy.

The legal basis for the BPD's function in formulating village regulations drafts (Raperdes) is provided by Law No. 6 of 2014 on Villages, as amended by Law No. 3 of 2024 on the Second Amendment to Law No. 6 of 2014 on Villages, Minister of Home Affairs Regulation No. 111 of 2014 on Technical Guidelines for PerDes, Minister of Home Affairs Regulation No. 110 of 2016 on the Village Consultative Body, Bekasi Regency Regional Regulation No. 8 of 2016 on Villages, and Bekasi Regent Regulation No. 11 of 2010 on Guidelines for the Formation and Drafting Mechanism of Perdes. Given this clear regulatory framework, the drafting of Perdes can be carried out more effectively and in a more focused manner. In the context of developing village economic potential, the BPD plays a vital role in deliberating and approving PerDes that can enhance the welfare of village communities.

Wiyono (2008), conceptually, economic potential is conceived as the ability or capacity of a region, country, or individual to foster economic activities that can enhance welfare and promote economic growth. Potential may be defined as an underlying capacity that can be realized into actual capacity. Hence, economic potential refers to resources or capacities possessed by a region that are suitable for further development. Proper management of a region's economic potential enables it to become a source of prosperity for its people in line with the distinctive characteristics of that region. At the village level, economic potential is understood as an opportunity that can be developed into economic strength. Economic potential is something a region possesses that is worthy of development. With the economic potential a region possesses, its people can experience prosperity by managing the economic potential that characterizes each region.⁹ This potential encompasses various aspects, including natural and human resources, geographical conditions, infrastructure, and priority sectors such as agriculture, fisheries, tourism, industry, and services. Optimizing such potential requires careful planning, adequate investment, appropriate policies and regulations, as well as collaboration among government, the private sector, and local communities.

According to Asnuryati, strategies for sustainable economic development in rural areas must be carried out holistically and integrated, engaging various aspects of local community life. These strategies include utilizing existing village resources to enhance the local economy, fostering associations and cooperatives to strengthen the community's economic capacity, empowering women and youth to increase their participation in rural economic development, and promoting agriculture and small-scale industries to improve household income. In addition, sustainable management of the rural environment is essential to ensure that economic development does not harm the ecosystem. By adopting such strategies, rural economic development is expected to be both sustainable and capable of improving community welfare.¹⁰ Rural economic development can be achieved by developing industries that have backward linkages to the agricultural sector, as well as forward linkages that focus

⁹ Heldia Fitri dkk. (2023). Analisis Potensi Ekonomi Kebun Plasma Dalam Meningkatkan Kesejahteraan Masyarakat Ditinjau Dari Maqasyid Syariah: Studi Kasus Di Desa Kub. Tompek Kec. Batahan Kabupaten Mandailing Natal, *VISA: Journal of Visions and Ideas* Vol 3 No 3 Tahun 2023, 475 - 486 E-ISSN 2809-2058 P-ISSN 2809-2643, <https://doi.org/10.47467/visa.v3i3.3991>

¹⁰ Asnuryati. (2023). Pengembangan Ekonomi Berkelanjutan di Desa: Mendorong Pemberdayaan Komunitas dan Kemandirian Ekonomi Lokal, *Innovative: Journal Of Social Science Research* Volume 3 Nomor 2 Tahun 2023 Page 2175-2183 E-ISSN 2807-4238 and P-ISSN 2807-4246, <https://doi.org/10.31004/innovative.v3i2>

on increasing added value and effective marketing, so that the resulting products have high economic value and are not wasted. This way, economic development can be more sustainable and inclusive.¹¹

In general, the villages in Tarumajaya District possess considerable economic potential. This potential derives from various sources, including natural resources (the sea, coastal areas, and land), adequate human resources, and a strategic geographical location bordering the Special Capital Region of Jakarta and the City of Bekasi. It is further supported by sufficient infrastructure, access to toll roads, and proximity to or inclusion within industrial zones. The economic potential also extends to leading sectors such as fisheries and marine resources, agriculture, tourism, and services. Some of these resources have been managed, yet their utilization has not reached its maximum capacity. A significant portion of economic potential remains untapped and requires further exploration to foster economic growth and increase community income.

Prior to this study, conducted by the Research Team of the Faculty of Law of UIA, several earlier studies had been carried out by previous scholars. One was conducted by Sofian Malik, entitled "The Role of the Village Consultative Body in Village Governance." His research found that the Village Consultative Body (BPD) in Labuang Village, Namrole District, South Buru Regency, had been unable to perform its role optimally. This limitation was primarily attributed to the low human resource capacity of BPD members, particularly in terms of education, which hindered their understanding of the measures that needed to be undertaken in relation to their supervisory and oversight functions over the performance of the village government or village head. In addition, the operational budget of the BPD was severely constrained, its facilities and infrastructure were inadequate, and it lacked a dedicated office. As a result, BPD members were unable to actively disseminate PerDes.¹² 2) A study conducted by St. Ainun Mardiyah entitled "Analysis of the Role of the BPD in the Administration of Village Governance in Pao Village, Tombolopao District, Gowa Regency" illustrated that the BPD in Pao Village had effectively carried out its role in drafting Perdes. The BPD collaborated with the Village Head to discuss and agree upon draft regulations. Through effective coordination between the village government and the BPD, the institution accommodated community aspirations and channeled them appropriately, in line with public expectations.¹³ 3) Research by Erna Sri Rejeki et al., entitled 'The Role of the Village Consultative Body in the Formation of Village Regulations in Jrahak Village, Selo District, Boyolali', shows that the BPD in Jrahak Village, Selo District, still faces several challenges in carrying out its role in the formation of village regulations. Several obstacles were identified, including the lack of facilities to support the performance of the BPD, members' limited understanding of their roles and responsibilities, and the low level of community participation in the process of drafting Perdes. These challenges have hindered the BPD from performing its role effectively. Accordingly, efforts are needed to enhance members' understanding and communication with the community, provide adequate facilities, deliver training for new members, and encourage greater community participation to optimize the role of the BPD in formulating Perdes.¹⁴

Based on the findings of the aforementioned studies on BPD, it is considered both important and urgent to conduct research on the implementation of regulatory functions of the BPD in the formulation of Perdes aimed at developing the economic potential of villages in Tarumajaya District, Bekasi Regency. The novelty of this study lies in its effort to formulate a conceptual framework for

¹¹ Vanya Benita dkk. (2023). Strategi Pengembangan Ekonomi Pedesaan Melalui Penguatan Potensi Sumberdaya, Manivest : Jurnal Manajemen, Ekonomi, Kewirausahaan, dan Investasi Vol.1, No.2 Desember 2023 e-ISSN: 2988-0890 ; p-ISSN: 2988-0882, Hal 32-43. DOI: <https://doi.org/10.59581/manivest.v1i4.47>

¹² Sofyan Malik. (2020). Peran Badan Permusyawaratan Desa Dalam Penyelenggaraan Pemerintahan Desa', Jurnal Ius Constituendum, Vol 5, No 2, <https://doi.org/10.26623/jic.v5i2.1740>

¹³ St. Ainun Mardiyah. (2019). Analisis Peran Badan Per-musyawaratan Desa (BPD) Dalam Penyelenggaraan Pemerintahan Di Desa Pao Kecamatan Tombolopao Kabupaten Gowa, Government: Jurnal Ilmu Pemerintahan Volume 12, Nomor 2, Juli (108-115)

¹⁴ Erna Sri Rejeki dkk. (2024). Peran Badan Permusyawaratan Desa dalam Pembentukan Peraturan Desa di Desa Jrahak, Kecamatan Selo, Boyolali', Borobudur Law and Society Journal Vol. 3 No. 2 (2024) pp. 37-42. <https://doi.org/10.31603/11780>

strengthening the role of the BPD in drafting Perdes to support the development of local economic potential in Tarumajaya District, Bekasi Regency.

2. Research Method

This study employed a descriptive legal research design, aimed at examining the application of regulations concerning the enhancement of BPD functions in Tarumajaya District, Bekasi Regency, particularly in drafting Perdes to support local economic potential. The typology adopted was a sociological approach, utilizing qualitative methods to generate insights into the implementation of BPD's regulatory functions, with a focus on the performance of BPD members in formulating Perdes for economic development. Further, in order to address the research problems, a combined juridical-normative and empirical approach was applied, drawing on both secondary and primary data. The normative juridical component involved reviewing and analyzing literature, specifically secondary sources comprising primary, secondary, and tertiary legal materials related to the role of BPD in drafting Perdes. The data collected consisted of statutory regulations and other legal documents relevant to BPD's functions and the PerDes design and drafting mechanisms.

Meanwhile, the empirical juridical method was carried out through surveys and the organization of FGDs. The survey covered seven villages in Tarumajaya District, namely Pantai Makmur, Segara Makmur, Segarajaya, Setia Mulya, Pusaka Rakyat, Samudra Jaya, and Pahlawan Setia. Data collection employed both observation and interviews. Observation was conducted to obtain a real picture of the economic potential of the seven villages in Tarumajaya District, while interviews were conducted to gain insights into the implementation of BPD regulations in drafting Perdes for economic development. The interviews involved stakeholders related to the functions of BPD, including district officials, village heads or secretaries, BPD members, non-governmental organization (NGO) representatives, and community leaders.

Meanwhile, the FGDs were organized to formulate strategies for strengthening the implementation of the BPD's regulatory function in drafting PerDes on local economic potential development, drawing on insights from experts and stakeholders. Two FGDs were conducted. The first FGD aimed to capture stakeholder perspectives on the implementation of the BPD's function in the formulation of Perdes for village economic potential development. Participants included the District Head and the Head of Governance Affairs of Tarumajaya District, members of the BPD, Village Heads, Village Secretaries, and community leaders. This session also facilitated an analysis of village potential development from the perspective of village authority. Thus, to gain insights into implementing the BPD's function in drafting Perdes, resource persons from the Legal Bureau of the Bekasi Regency Government were invited. In addition, for the analysis of village economic potential, an Expert/Consultant on Village Economic and Investment Development from the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration was also engaged. The second FGD was organized to formulate concepts and strategies for developing the economic potential of villages in Tarumajaya District, a coastal area whose potential can be optimized through the BPD's regulatory function in Perdes drafting. This second session invited academics from various fields, including law, economics, industrial engineering, and marine biology and two keynote speakers, a Professor of Constitutional Law specializing in legislation and a Marine Biology expert.

Furthermore, after all the data had been collected, an analysis was conducted on the implementation of regulations aimed at strengthening the role of the BPD in drafting Perdes for the development of village economic potential. In this analysis, the research team examined how the BPD's functions were carried out in the drafting process and formulated a conceptual framework to enhance the regulatory role of the BPD in promoting local economic potential. Data analysis was carried out qualitatively and presented descriptively in order to address the research questions. The

descriptive process was structured sequentially, with an examination of the legal foundations, followed by an assessment of the implementation of BPD's regulatory function in Perdes drafting, the conceptual framework for village economic development, and the enhancement of BPD's capacity in formulating Perdes for economic potential development.

3. Results and Discussion

3.1 Economic Potential of Villages in Tarumajaya District

Tarumajaya District Data in Figures (2024), Tarumajaya District is located in the northern part of Bekasi Regency, covering an area of approximately 44 km², which is administratively divided into seven villages and one subdistrict. The largest village is Samudrajaya, with an area of 7.52 km², while the smallest is Pahlawan Setia, covering only 0.45 km². Geographically, Tarumajaya lies between 6.1017° and 6.1722° South Latitude and 106.9764° and 107.0242° East Longitude. The district is about 3.3 meters above sea level with a relatively gentle slope (15–24 degrees). Tarumajaya is characterized by a distinctive spatial structure, which a blend of industrial zones, agricultural land, and residential areas. Despite its proximity to large-scale industrial estates such as MM2100, the villages in Tarumajaya continue to maintain and develop diverse local economic potentials that remain promising for future growth.

The Bekasi Regency Government has planned to develop Tarumajaya into a coastal-based maritime economic hub. This plan encompasses the establishment of various facilities, including maritime industries, ports, conservation forests, food crop cultivation, aquaculture, mangrove ecosystems, tourism, and urban settlements designed with the concept of a waterfront city. In line with this development, Tarumajaya is expected to become an investment magnet and enhance the overall economic value of Bekasi Regency. Furthermore, the waterfront city concept is envisioned to improve the local community's quality of life and serve as an attractive tourism destination. The establishment of this northern coastal economic hub is anticipated to foster a new investment climate and create extensive employment opportunities for the people of Bekasi Regency.

Tarumajaya District comprises seven villages and one subdistrict. Each of the seven villages is equipped with a BPD, whereas the subdistrict does not have one. The villages with BPDs are: (a) Pantai Makmur, (b) Segara Makmur, (c) Segarajaya, (d) Setia Mulya, (e) Pusaka Rakyat, (f) Samudra Jaya, and (g) Pahlawan Setia.

Based on a review of relevant literature, direct observations, and interviews with key informants in the field, the economic potential of the seven villages in Tarumajaya District can be outlined as follows:

- a) Pantai Makmur Village has economic potential in non-production industrial zones (warehousing, equipment, and storage), medium, small, and micro-scale trade (MSMEs), service enterprises related to industry and commerce, aquaculture and fisheries activities, as well as Betawi batik handicraft industries.
- b) Segara Makmur Village demonstrates economic potential in non-production industrial zones (warehousing, equipment, and storage), MSMEs, service enterprises related to industry and commerce, and aquaculture and fisheries activities.
- c) Segarajaya Village has economic potential in non-production industrial zones (warehousing and equipment), oil exploration areas operated by PT Pertamina and service units of PT PLN, MSMEs, service enterprises related to industry and commerce, aquaculture and fisheries, water-based tourism, and residential areas (self-built housing, traditional villages, and formal housing estates).

- d) Setia Mulya Village demonstrates economic potential in trade and MSMEs, service industries related to commerce and trade, agricultural activities, and residential areas (self-built housing, traditional settlements, and formal housing estates).
- e) Pusaka Rakyat Village possesses economic potential in trade and MSMEs, warehousing industries, service enterprises related to industry and commerce, and residential areas (self-built housing, traditional settlements, and formal housing estates).
- f) Samudra Jaya Village has diverse economic potential, including trade and MSMEs, service industries linked to commerce and trade, aquaculture, water-based tourism, inland fisheries and livestock activities, agricultural activities, and residential areas (self-built housing, traditional settlements, and formal housing estates).
- g) Pahlawan Setia Village possesses economic potential in MSMEs, service enterprises related to industry and commerce at the MSME level, agricultural activities and inland fisheries, farm activities, as well as residential areas (self-built housing, traditional settlements, and formal housing estates).

Based on the overview of economic potential in Tarumajaya District, Bekasi Regency, the aspects that require immediate regulation through Perdes across all villages are the development of MSMEs and Village-Owned Enterprises (BUMDes). BUMDes can serve as an effective instrument for enhancing both village and community income, thereby contributing to improvements in rural residents' overall quality of life.

Yadi Hadian (2024), BUMDes are established to harness the full range of economic potential, economic institutions, as well as natural and human resources, with the ultimate goal of improving village welfare. A BUMDes may be founded by a single village or jointly by multiple villages. Its functions include managing enterprises, utilizing assets, expanding investment and productivity, providing services, and developing other types of business activities. The empowerment of BUMDes plays a crucial role in strengthening the management of local economies. Functionally, BUMDes operates as an instrument of "village governance law," enabling village administrations to pursue community welfare more effectively.¹⁵ BUM Desa was born as a new approach in efforts to improve the village economy based on village needs and potential.¹⁶

The establishment of BUMDes begins with identifying the potential of the village, introducing the concept of BUMDes to the community, forming a drafting team, conducting a Village Assembly, and issuing a Perdes. BUMDes has the potential to serve as a significant source of Village Original Revenue (PADes).¹⁷ The management of BUMDes is fully carried out by the village community, namely from the village, by the village, and for the village.¹⁸

¹⁵ Pardi. (2019). Economic Institution through Village-Owned Enterprise In Developing Countries. *International Journal of Economics, Business and Accounting Research (IJEBAR)* page 407-411, <https://doi.org/10.29040/ijebar.v5i2.2508>

¹⁶ Reza M. Zulkarnaen, (2016) Pengembangan Potensi Ekonomi Desa Melalui Badan Usaha Milik Desa (Bumdes) Pondok Salam Kabupaten Purwakarta. *Dharmakarya Jurnal Aplikasi Iptek Untuk Masyarakat*, <https://doi.org/10.24198/dharmakarya.v5i1.11430>

¹⁷ Akhmad Abaabii Alfirdausi, Guntur Riyanto. (2019). 'The Role Of Village Owned Enterprises (Bumdes) On Efforts To Increase Original Village Income (Pades) And Village Community Welfare (Case Study On Tirta Mandiri Bumdes In Pongkok Village, Polanharjo District, Klaten Regency)', *Journal of Applied Economics in Developing Countries* Vol. 4 No. 2. <https://doi.org/10.20961/jaedic.v4i2.44402>

¹⁸ Tarmidzi, Ifka Arismiyati. (2018). Pengembangan Potensi Ekonomi Desa dalam Upaya Meningkatkan Ekonomi Masyarakat Melalui Badan Usaha Milik Desa. *Dimas: Jurnal Pemikiran Agama untuk Pemberdayaan*. <https://doi.org/10.21580/dms.2018.181.2917>

Among the seven villages in Tarumajaya District, only one, Segara Makmur Village has managed its BUMDes effectively, primarily through the operation of a multipurpose community hall, the rental of business spaces for MSMEs, as well as service businesses related to industry and trade.

In addition to PerDes concerning the development of MSMEs and BUMDes, several areas of economic potential in the seven villages of Tarumajaya District, Bekasi Regency, may be developed and regulated through Perdes. These include:

- a) Village authority. This regulation serves as the foundation for the BPD, with the Village Government, to issue various other regulations, including those related to the development of economic potential. Every village is required to establish a Zaenal Arifin Hoesein (2025), Perdes on Village Authority, as it stipulates the village's rights over village assets, community self-help initiatives, and local resources.
- b) Utilization of village treasury land (TKD). (This includes TKD located within the Tarumajaya district as well as TKD situated outside the district's territory).
- c) Development of economic potentials linked to the coastal location of the villages in the Tarumajaya district, such as:
 - aquaculture and marine fisheries;
 - agriculture, plantation, and livestock activities adapted to coastal environments;
 - handicrafts derived from marine products and by-products;
 - coastal and mangrove tourism, fishing, and boat-based activities; and
 - coastal culinary enterprises.
- d) Development of small- and medium-scale manufacturing industries, particularly as partners to the industrial sector located in nearby industrial estates.
- e) Collaborative management of small-scale industrial waste (non-hazardous and non-toxic), in partnership with industries located within the local industrial estate.
- f) Collaboration in food and beverage provision for employees working in the industrial estate.
- g) Village levies/ Mutual Assistance Fund
- h) Utilization of Corporate Social Responsibility (CSR) funds.
- i) Development of BUMDes and cooperatives.
- j) Development of village markets and night markets.
- k) Utilization of local human resources as labor for industries operating in the surrounding industrial estate.
- l) Provision of administrative services for permits (such as driving licenses, vehicle registration, passports, business licenses, and environmental permits).

This data illustrates that the villages in Tarumajaya District possess strong, diverse, and sustainable economic resources. The key to their development lies in the empowerment of MSMEs, the strengthening of business group institutions, the application of appropriate technologies, and the regulatory support of village administrations through Perdes. Such regulations can safeguard all economic activities, provide legal certainty, and foster a healthy investment climate at the village level. The role of the BPD as the policy-making authority at the village level is therefore crucial in formulating Perdes that are pro-local economic growth, ultimately contributing to the improvement of community welfare.

3.2 Implementation of BPD Functions

3.2.1 Implementation in the Drafting of Perdes

The regulations governing the functions of the BPD in Tarumajaya District regarding the drafting of Perdes are stipulated in several legal provisions, which serve as key references, namely:

1. Article 55 of Law Number 6 of 2014 on Villages, as amended by Article 62 of Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 on Villages;
2. Government Regulation Number 43 of 2014 concerning the Implementation of Law Number 6 of 2014 on Villages in conjunction with Government Regulation Number 47 of 2015 amending Government Regulation Number 43 of 2014, as well as Government Regulation Number 11 of 2019 on the Second Amendment to Government Regulation Number 43 of 2014 on the Implementation of Law Number 6 of 2014 on Villages, and Government Regulation Number 11 of 2021 concerning BUMDes;
3. Article 5 of the Ministry of Home Affairs Regulation Number 111 of 2014 on Technical Guidelines for PerDes;
4. Articles 31, 55(1), and 63 of the Ministry of Home Affairs Regulation Number 110 of 2016 on the BPD;
5. Articles 85 and 93 of the Bekasi Regency Regional Regulation Number 8 of 2016 on Villages;
6. Articles 28(d) and 29(i) of the Bekasi Regent Regulation Number 6 of 2018 on Guidelines for the Implementation of the BPD;
7. Bekasi Regent Regulation Number 11 of 2010 on Guidelines for the Establishment and Mechanism of Drafting PerDes.

The BPD's duties, functions, and authorities in proposing and drafting Perdes represent a significant responsibility. Perdes serve as the legal framework for policy implementation in village governance and development, elaborating on higher-level statutory provisions. Therefore, the drafting and formulation of Perdes represent a significant responsibility for BPD members. Regarding technical aspects, the establishment of Perdes must also comply with specific procedural and technical requirements, as stipulated in the Ministry of Home Affairs Regulation Number 111 of 2014 concerning Technical Guidelines for PerDes.

Despite BPD's strong regulatory functions, its members face numerous challenges in practice, particularly in drafting Perdes aimed at developing economic potential.

In general, all BPDs in the Tarumajaya District, Bekasi Regency, have carried out their function of drafting Perdes. However, only the Draft Village Budget Regulations and the Draft Revised Village Budget Regulations are regularly drafted and discussed in coordination with the Village Government. Non-budgetary Raperdes, including those related to the development of village economic potential, have not been consistently implemented by all BPDs. Consequently, non-budgetary Perdes are rarely proposed or deliberated.

Table 1. Number of Village Regulations (Perdes) in Tarumajaya District, 2020–2025

No	Village Name	Number of Perdes on Village Budget (APBDes) and Their Amendments	Number of Non-Village Budget (Non-APBDes) Perdes	Total
1.	Pantai Makmur Village	10	-	10
2.	Segara Makmur Village	10	1	11
3.	Segarajaya Village	10	2	12
4.	Setia Mulya Village	10	-	10
5.	Pusaka Rakyat Village	10	1	11
6.	Samudra Jaya Village	10	-	10
7.	Pahlawan Setia Village	10	-	10
Total		70	4	74

Source: Processed from interviews with Village Heads, Village Secretaries, and BPD members

Table 1. shows that over a five-year period, the seven villages in Tarumajaya District have each issued 10 Village Budget Regulations (Perdes) or two Village Regulations annually: the Village

Budget Regulation and the Village Budget Amendment Regulation. These Village Regulations were initiated by the Village Government. Meanwhile, non-Village Budget Regulations (Perdes) are still very limited. Only three villages have issued non-Village Budget Regulations. This indicates that the performance of BPD members in drafting Village Regulations is still weak.

Three villages that have been able to compile village regulations related to increasing economic potential: a) BUMDes in Segara Makmur Village and Segarajaya Village; b) utilization of village communal land in Pusaka Rakyat Village; and c) village tourism in Segarajaya Village. Despite regular Village Deliberations and weekly meetings conducted by all BPDs, the drafting of Perdes for economic development has not been systematically integrated into their discussion agendas.

Aris Ahmad Risadi (2025), the obstacles faced by BPD members in proposing Raperdes for the development of economic potential include: (a) identifying and inventorying local potential, (b) developing (MSMEs, (c) improving human resource quality, (d) promoting village tourism, (e) leveraging technology, (f) strengthening institutional capacity, (g) marketing and promotion, and (h) fostering community participation. A single party cannot carry out the development of village economies. It requires synergy among the Village Government, the BPD, BUMDes, cooperatives, MSMEs, and regional and central government support. Each stakeholder plays a strategic role within its authority to realize village self-reliance and community welfare.

R. Indarjani, M.Sc. (2025), alternative models for coastal/village economic development can be implemented based on the blue economy approach, including: (a) sustainable fisheries, (b) agro-tourism, (c) ecotourism, (d) local craft development, (e) community empowerment, (f) cooperatives and joint ventures, (g) economic diversification, (h) transportation and logistics models, and (i) technology innovation programs.

3.2.2. Implementation of BPD functions in Responding to Economic Potential

The implementation of BPD functions in the villages of Tarumajaya District was analyzed based on their ability to respond to and manage specific local potentials as follows:

a. Role in Planning (Musrenbangdes)

Findings indicate that aspirations submitted through Musrenbangdes remain general and focused on physical projects, such as road construction or drainage improvements. Furthermore, there have been no strategic regulation-based proposals from the BPD aimed at targeting the management of the villages' key economic potentials. For example, in Pantai Makmur Village, which possesses Betawi batik potential, the BPD did not propose programs for training, marketing, or the drafting of a Raperdes concerning labeling authentic Pantai Makmur batik products. Similarly, in Segarajaya Village, which has aquatic tourism potential and the Pertamina area, no ideas were submitted by the BPD regarding a Raperdes on village-company cooperation procedures or tourism management.

b. Role in Drafting Village Regulations (Perdes)

The findings indicate that only three villages in Tarumajaya District have Perdes that specifically and comprehensively regulate the management of their key economic potentials, namely the Perdes on BUMDes, the Perdes on Utilization of Village Land Assets, and the Perdes on Tourism Villages. This reflects a weakness in the BPD's initiation function. The BPD tends to wait for initiatives from the Village Government, which often lacks the capacity to draft strategically economic Perdes. This is despite the fact that the Village Law grants broad authority for such regulatory initiatives. Consequently, several opportunities in the villages of Tarumajaya District remain underutilized, as follows:

1. Samudra Jaya village has yet to establish a Perdes governing the management of water tourism, including regulations on ticketing, hygiene standards, and the mandatory involvement of local vendors;
2. Segara Makmur village, which hosts industrial areas, lacks a Perdes on Corporate Social Responsibility (CSR) that obliges companies to empower local MSMEs;
3. Pantai Makmur village has not enacted a Perdes concerning the protection and development of Betawi batik motifs;

4. None of the villages in Tarumajaya District have established a Perdes ensuring equitable business opportunities for local residents in newly developed residential areas.

c. Role in Oversight

The findings reveal that the oversight function of the BPD in the villages of Tarumajaya remains largely conventional, with primary attention given to supervising the APBDes. Oversight regarding the broader economic impacts of large industrial entities, such as factories, warehouses, Pertamina facilities, and PLN operations (PLTU Muara Tawar) is largely absent. In villages with industrial zones, the BPD has not actively monitored or questioned agreements between the village and companies concerning local workforce absorption or the empowerment of MSMEs. These BPDs lack oversight instruments for matters beyond administrative concerns.

3.3. Factors Hindering the Implementation of BPD Regulatory Functions in Responding to Economic Potential

Several factors hinder the implementation of BPD regulatory functions in villages within Tarumajaya District in responding to local economic potential, as outlined below:

a. Human Resources

Complexity of Potential: BPD members with backgrounds as farmers, traders, security personnel, or teachers face difficulties addressing complex economic potentials such as logistics, tourism, and engagement with large corporations (Pertamina, PLN, and industrial and warehousing companies).

b. Communication

Communication Gap with Corporations: No formal mechanism to connect the BPD with the management of large companies to formulate win-win regulatory solutions.

c. Disposition (Attitude)

Government-Centric Mindset: BPD members continue to focus primarily on internal village governance rather than adopting a development-oriented mindset as drivers of local economic growth, limiting their willingness to initiate innovative regulations.

d. Bureaucratic Structure

Regulatory Overlap: The presence of large national-scale companies such as Pertamina, PLN, and other industrial enterprises creates hesitation among BPD members to draft PerDes, as they perceive their jurisdiction to be already governed by stronger national sectoral regulations.

Several dominant constraints were identified, including the insufficient capacity of BPD members to manage the complexities of modern sectors (logistics, energy, tourism) and a mindset that has not yet shifted toward regulation-based economic development.

Similar to the research conducted by Ombi Romli, Elly Nurlia, the factors that cause the weakness of the Tegalwangi Village Consultative Body (BPD) are the lack of capacity of BPD Human Resources, inadequate supporting facilities for the work of the Village Consultative Body, small income or allowances for BPD members, and the absence of policies that can strengthen the position of the BPD in carrying out its functions.¹⁹

3.3 Proposed Strategies for Strengthening BPD Capacity in Drafting Perdes for Economic Potential Development

¹⁹ Ombi Romli, Elly Nurlia. (2017). Lemahnya Badan Permusyawaratan Desa (Bpd) Dalam Melaksanakan Fungsi Pemerintahan Desa (Studi Desa Tegalwangi Kecamatan Menes Kabupaten Pandeglang), COSMOGOV Jurnal Ilmu Pemerintahan Vol 3 No. 2. <https://doi.org/10.24198/cosmogov.v3i1.12635>

Capacity-building activities for BPD in drafting Perdes aimed at enhancing the economic potential of villages can be implemented through the following:

- a. Development of synergy and collaborative programs between the Regency Government and stakeholders with expertise in assessing village economic potential and investment. The Bekasi Regency Government, with the Tarumajaya District and village administrations, can collaborate with universities, professional organizations, the business sector, and non-governmental organizations that possess adequate human resources.
- b. Enhancing the capacity of BPD members through regular training, workshops, and guidance in drafting Perdes (legal drafting) in the form of Technical Guidance for Drafting Perdes and Technical for Perdes Templates. Legal drafting training should also be extended to village officials and staff to ensure that partnerships in drafting Perdes are conducted in accordance with established norms. A strategic solution to overcome human resource limitations is the implementation of intensive education and training programs for BPD members. These programs should cover policy formulation techniques as well as the use of information technology to support transparency.
- c. Strengthening the role of local government in providing guidance, monitoring, evaluation (monev), and oversight of BPD performance in their function of drafting Perdes. This program should be supported by incentive and disincentive policies to encourage all BPDs to strive for excellence.
- d. Provision of adequate infrastructure and budgetary support from local government to enable BPDs to channel community aspirations through the drafting of Perdes optimally. Furthermore, support BPD functions in drafting Perdes, the provision of hardware facilities such as computers/laptops, printers, and projectors is necessary.
- e. Activating the role of the Inter-Institutional Village Communication Forum (FKAKD) to harmonize the working climate and collaboration between Village Heads and BPDs in the process of drafting Perdes.
- f. The development of village economies through the Blue Economy concept emphasizes sustainable economic development by utilizing marine and aquatic resources within the village to enhance community welfare while preserving environmental sustainability. Implementing this concept requires prudent management of marine and aquatic resources, innovation, and active participation from village communities. R. Indarjani, M.Sc. (2025), The Blue Economy framework includes: a) environmental sustainability, b) enhancement of community welfare, c) food security, d) innovation and technology, e) economic diversification, f) protection against climate change, g) empowerment of local communities, and h) recognition of neglected economic values and environmental services.
- g. Developing creative economic activities. Dhety Chusumastuti dkk. (2024), Developing creative economic activities involves transactions of creative products, both goods and services, derived from human creativity and possessing economic value. This aligns with the mandate of the 1945 Constitution (UUD 1945), Article 33, Paragraph 4, which states that “The national economy shall be organized based on economic democracy with principles of togetherness, efficiency with justice, sustainability, environmental insight, independence, and by maintaining a balance between progress and national economic unity.” Maksum Rangkuti. (2024), The creative economy focuses on sectors and industries that combine creativity, expertise, and cultural value to produce goods and services with added economic value. It emphasizes creative expression, innovation, and the application of specialized skills in producing products and services that integrate art, design, culture, and creativity. The creative economy's key sectors include culinary and digital creative industries, such as animation, creative software, and digital content creation.
- h. Digital technology (IT) is utilized through the Village Information System and Artificial Intelligence (AI). The Village Information System (SID) is a platform for village administrations to manage data and information supporting evidence-based planning and budgeting. The development of SID aims to enhance village governance by enabling more effective, inclusive, and accountable planning and budgeting processes, which benefits the community, particularly marginalized and vulnerable groups, in accordance with the mandate of the Village Law. Village

governance under this framework adheres to participation, accountability, inclusivity, and sustainability principles.²⁰

- i. Empowerment of Village Facilitators. Village facilitators at the district level play a crucial role in supporting rural development and community empowerment. They assist village governments and communities across various aspects, including planning, implementation, and evaluation of village development programs. Furthermore, they contribute to enhancing the capacity of village administrations, promoting community participation, and fostering local economic development. Village facilitators act as both facilitators and consultants, providing guidance on good governance practices. In performing their duties, they are required to collaborate closely with the Village Head, village officials, and the BPD, ensuring that village development is carried out effectively, transparently, and in alignment with the needs of the community.

4. Conclusion

1. The implementation of regulations enhancing the functions of BPD in drafting Perdes for the development of economic potential in Tarumajaya District, Bekasi Regency, remains suboptimal, resulting in a significant gap between the objective economic potential of each village and the capacity of BPD to translate it into applicable Perdes. The main constraints include: (a) the limited skills and expertise of BPD members in drafting regulations (legal drafting); (b) insufficient ability of BPD members to identify and prioritize economic potentials of the village as regulatory targets; (c) lack of technical guidance in preparing Perdes that align with local economic conditions; (d) inadequate infrastructure and budget to support the drafting of Perdes; and (e) a non-harmonious working relationship between the Village Head and BPD in the drafting process. Therefore, there is a need to revise or replace regulations concerning the functions of BPD in drafting PerDes in accordance with legal developments and local community conditions, particularly regarding the qualifications of BPD members, the recruitment system, and the requirement that BPD members possess sufficient knowledge and competence, especially in drafting PerDes.
2. Proposals for enhancing the capacity of BPD in formulating Raperdes to develop economic potential include: (a) fostering synergy and collaboration between the Regency Government and parties with expertise in assessing village economic potential and investment, such as universities, professional organizations, the business sector, and non-governmental organizations (NGOs); (b) strengthening the capacity of BPD members through Technical Guidance and Technical Assistance in drafting Perdes, focusing on village economy with real case studies aligned to the village's potential, such as regulations on CSR, Tourism Villages, and Village Leading Products; (c) enhancing the role of local government in providing guidance, monitoring, evaluation, and oversight of BPD performance in drafting Perdes, supported by incentive and disincentive policies; (d) providing budgetary support and standardized infrastructure for BPD members in Perdes drafting; (e) developing blue economy and creative economy concepts at the village level; (f) utilizing digital technology, including Village Information Systems and Artificial Intelligence (AI); and (g) implementing programs to empower village facilitators.

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²⁰ Asep Koswara. (2024). Digitalisasi Ekonomi di Pedesaan: Mengkaji Kesenjangan Infrastruktur Digital di Indonesia, *Jurnal Al Azhar Indonesia Seri Ilmu Sosial*, Vol. 05, Nomor 03, Oktober, Hal. 180 – 187. <http://dx.doi.org/10.36722/jaiss.v5i3.3407>

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