


Implementation of Village-Owned Enterprises within the Grindle Framework

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Abstract

This study analyzes the implementation of Village-Owned Enterprises (BUMDes) policy in Indonesia using Merilee S. Grindle's analytical framework that distinguishes between policy content and implementation context. Through a systematic literature review methodology, this research examines 8 international studies on community-based enterprises and compares them with Indonesian BUMDes practices. Similar practices in Finnish fishing cooperatives, Mexican community forest enterprises, Chinese rural development and Lao government-business partnerships provide valuable insights. The research shows that Grindle's framework offers a comprehensive analytical tool to understand the complexity of BUMDes implementation, emphasizing the critical role of the



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implementation context involving local political dynamics and community participation. Key findings indicate that successful community-based enterprises require strong institutional capacity, active community engagement, government support, and effective governance mechanisms. The study concludes that strengthening the implementation context, particularly institutional aspects and community participation, should be prioritized for effective BUMDes development in Indonesia.

KEYWORDS *Community-Based Enterprise, Policy Implementation, Public Policy, Rural Development, Village Enterprises.*

Introduction

Village-owned enterprises (BUMDes) are crucial rural development policy instruments in Indonesia, designed to improve the welfare of rural communities through local economic empowerment. Regulated in Law No. 6 of 2014 concerning Villages, BUMDes aims to strengthen village economic capacity and create sustainable sources of income for rural communities. Based on the latest data from the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration, more than 45,000 BUMDes have been established throughout Indonesia, with varying levels of success and sustainability.¹ Previous research has identified structural challenges in implementing BUMDes, including limited institutional capacity, inadequate financial management, and weak community participation.² The complexity of BUMDes implementation necessitates a comprehensive analytical framework that can integrate policy design elements and contextual factors influencing implementation outcomes.

¹ Chandra Wijaya and Vicky Dian Pratama Sari, "Encouraging Collaborative Governance in Badan Usaha Milik Desa (BUM Desa) Management in Indonesia," *Jurnal Ilmiah Ilmu Administrasi Publik* 9, no. 2 (2020): 225.

² Desti Fitriani, Amirul Shah Md Shahbudin, and Elvia R Shauki, "Exploring BUMDES Accountability: Balancing Expectations and Reality," *Cogent Business & Management* 11, no. 1 (2024): 2402083; Rohim et al., "Common Thread: The Management of Village-Owned Enterprises and Women's Empowerment," *Sustainability and Climate Change* 15, no. 3 (2022): 166–69.

However, an in-depth understanding of the factors that influence the success or failure of BUMDes is still limited. Several studies emphasize that obstacles such as limited skilled human resources, inadequate infrastructure, and a lack of capital and clearly defined business strategies often hinder BUMDes' operations in various regions.³ In addition, active community participation, which should be the central pillar in planning and implementing BUMDes initiatives, is often suboptimal due to low awareness of local economic potential and the lack of transparent accountability mechanisms. Based on these conditions, developing an analytical framework that examines not only policy design but also local social, political, and organizational contexts is crucial for identifying appropriate intervention points and formulating recommendations for more effective implementation strategies.

In this regard, several studies in the realm of policy implementation have adopted Merilee S. Grindle's framework as the basis for methodological analysis to evaluate the interaction between policy content and the context of its implementation.⁴ Grindle's framework emphasizes three main dimensions (clarity of policy logic, bureaucratic capacity, and stakeholder support) which simultaneously shape opportunities and obstacles in realizing policy objectives.⁵ Although this model has been widely applied to various development policies, its application in the context

³ Hikmah Nuraini et al., "Mobilizing Village-Owned Enterprises (BUMDes) Through Affirmative Development Policies in Rural Areas," in *Proceedings of the 1st International Conference of Education, Social and Humanities (INCESH 2021)*, 2021; Dri Asmawanti, Vika Fitranita, and Ratu Eva Febriani, "The Exploratory Study on Performance of Village-Owned Enterprises (BUMDes) in Small Regency Bengkulu," *Jurnal Akuntansi & Auditing Indonesia*, 2022, <https://doi.org/10.20885/jaai.vol26.iss2.art5>; M Zaenul Muttaqin et al., "Debate: Towards Accountability in the Village Enterprise Accounting System," *Public Money & Management*, 2025, 1–3.

⁴ Merilee S Grindle, *Politics and Policy Implementation in the Third World*, vol. 4880 (Princeton University Press, 2017).

⁵ John W Thomas and Merilee S Grindle, "Political Leadership and Policy Characteristics in Population Policy Reform," *Population and Development Review* 20 (1994): 51–70.

of BUMDes in Indonesia is still minimal.⁶ This raises an urgent need to test the suitability of Grindle's framework in relation to the institutional and socio-political characteristics of the village, as well as to identify local contextual variables that may modulate the effectiveness of BUMDes implementation. Thus, the use of Grindle's framework not only offers a comprehensive theoretical perspective but also the potential to explore more targeted and adaptive policy interventions for village dynamics.

In addition to domestic theoretical frameworks, international literature on community-based enterprises in rural areas offers an important comparative perspective. Various studies have demonstrated that rural enterprises play a vital role in driving income diversification, job creation, and enhancing the quality of life in rural communities.⁷ It is defined as economic units that prioritize local resources and community needs. Global findings also emphasize the importance of enhancing managerial capacity, promoting inclusive access to capital, and developing adaptive and community-oriented business strategies.⁸ The synergy between international lessons and the local Indonesian context is believed to enable the formulation of policy recommendations that are more responsive to the challenges and potential of BUMDes.

In line with this framework, this study aims to (1) analyze the implementation of BUMDes policies in Indonesia through the lens of the

⁶ Syahrul Mubarak et al., "Policy Implementation Analysis: Exploration of George Edward III, Marilee S Grindle, and Mazmanian and Sabatier Theories in the Policy Analysis Triangle Framework," *Journal of Public Administration Studies*, 2020, <https://doi.org/10.21776/ub.jpas.2020.005.01.7>.

⁷ Sheikh Feroze Rehan, John Sumelius, and Stefan Bäckman, "The Determinants and Purpose of Income Diversification of Rural Households in Bangladesh," *International Journal of Agricultural Resources, Governance and Ecology* 15, no. 3 (2019): 232–51; Christopher L Delgado and Ammar Siamwalla, "Rural Economy and Farm Income Diversification in Developing Countries," in *Food Security, Diversification and Resource Management: Refocusing the Role of Agriculture?* (Routledge, 2018), 126–43; Jinhong Wan et al., "Income Diversification: A Strategy for Rural Region Risk Management," *Sustainability* 8, no. 10 (2016): 1064.

⁸ Erwin Harinurdin et al., "Community Empowerment Utilizing Open Innovation as a Sustainable Village-Owned Enterprise Strategy in Indonesia: A Systematic Literature Review," *Sustainability* 17, no. 8 (2025): 3394; Nani Nurkomala, Diswandi Diswandi, and Luluk Fadliyanti, "The Role of Community Empowerment Institutions for Village Development," *European Journal of Development Studies* 3, no. 3 (2023): 76–82.

Grindle framework, (2) identify lessons from community-based enterprise practices at the international level to enrich contextual perspectives, and (3) formulate strategic recommendations to improve the effectiveness of BUMDes implementation based on a synthesis of comparative findings and theoretical analysis. Through this approach, it is hoped that the study can bridge the literature gap regarding managerial capacity, access to capital, and the formulation of business strategies that are adaptive to village socio-political dynamics.⁹ The empirical and conceptual contributions of this study are expected not only to enrich the study of public policy and development administration but also to provide practical guidelines for policymakers, development practitioners, and academics in designing more responsive and sustainable BUMDes implementation strategies.

Methods

This research utilizes a qualitative research design with a systematic review approach.¹⁰ The choice of qualitative design is based on the research objective to deeply understand the complexity of BUMDes policy implementation and identify implementation patterns from an international comparative perspective. Literature review was chosen to ensure comprehensiveness and systematicity in reviewing relevant literature. Comparative analysis was used to identify similarities and differences in the practices of community-based enterprises in different countries, so as to generate applicable lessons for the Indonesian BUMDes context.

Data was collected using multiple academic databases. National databases included Google Scholar with the keywords "Grindle approach,"

⁹ Mieczysław Adamowicz and Magdalena Zwolińska-Ligaj, "The 'Smart Village' as a Way to Achieve Sustainable Development in Rural Areas of Poland," *Sustainability* 12, no. 16 (2020): 6503.

¹⁰ Timur Sadykov et al., "A Systematic Review of Programmed Learning Approach in Science Education," *Cogent Education*, 2023, <https://doi.org/10.1080/2331186X.2023.2189889>.

"policy implementation," and "village-owned enterprises." International databases included Scopus with equivalent keywords: "Grindle approach," "policy implementation," and "village-owned enterprise." Additional searches were conducted to identify studies on community-based enterprises, cooperatives, and rural development in different countries. Inclusion criteria included articles published within the last 10 years, relevance to the research topic, and sufficient methodological quality. An in-depth analysis was also conducted on Grindle's works to comprehensively understand the theoretical framework.

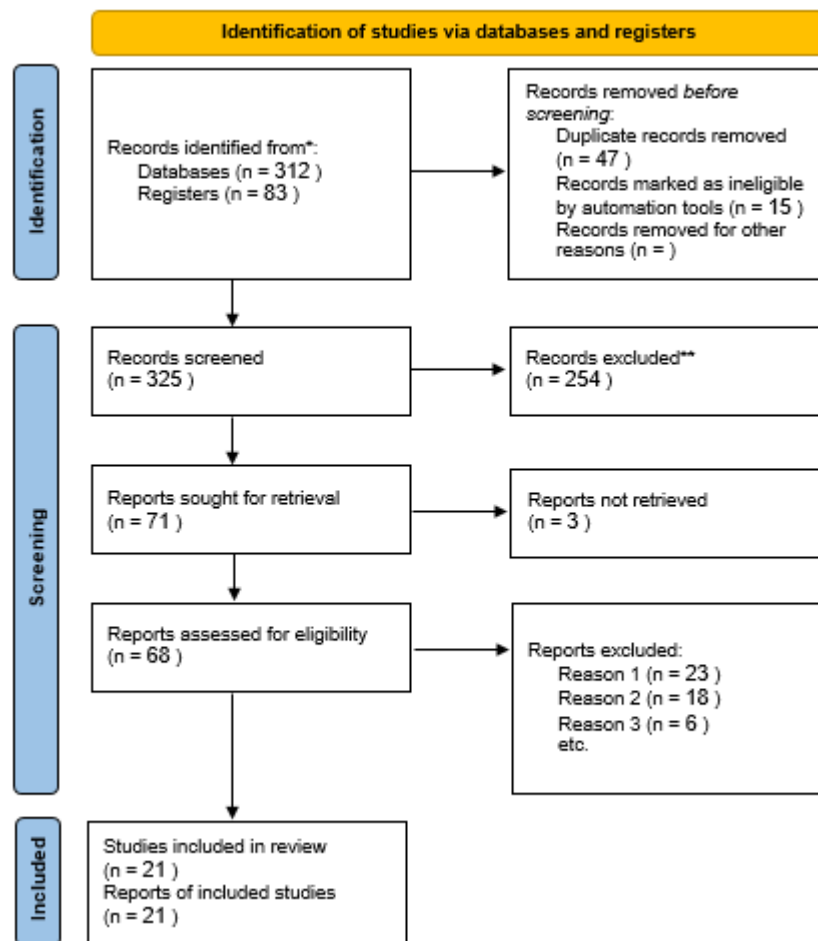
This study used purposive sampling to select literature relevant to the research topic. For national literature, the sample includes all articles that use Grindle's approach in the analysis of BUMDes implementation. For international literature, the sample was selected based on relevance to community-based enterprise practices and the quality of the research methodology. A total of 8 international articles were selected as the main sample for the comparative analysis, representing various geographical contexts and community-based enterprise models. The sample selection also considered the diversity of methodological approaches and findings to ensure comprehensiveness of the analysis.

Data analysis was conducted through several systematic stages. First, content analysis was used to categorize the findings based on Grindle's framework, namely policy content and implementation context. Second, comparative analysis was applied to identify patterns of success and failure in the implementation of community-based enterprises in various countries. Third, thematic analysis was used to identify the main themes that emerged from the literature synthesis. Fourth, framework analysis was applied to organize the findings within Grindle's theoretical framework and generate new insights. The entire analysis process was conducted iteratively to ensure the validity and reliability of the findings.

To ensure transparency and rigor of the research methodology, the literature selection process followed the PRISMA (Preferred Reporting

Items for Systematic Reviews and Meta-Analyses) 2020 guidelines.¹¹ This systematic approach was necessary given the complexity of the research topic and the need to integrate findings from multiple geographic contexts and diverse methodologies. The systematic review process begins with comprehensive identification of multiple databases, followed by stepwise screening, eligibility assessment, and final inclusion of articles that meet quality criteria.

Figure 1. Systematic Review Process



The PRISMA diagram shows the systematic selection process from the initial 395 records to 21 studies that met the quality criteria (exclusion rate

¹¹ Andrea C. Tricco et al., “PRISMA Extension for Scoping Reviews (PRISMA-ScR): Checklist and Explanation,” *Annals of Internal Medicine*, 2018, <https://doi.org/10.7326/M18-0850>.

94.7%), of which 8 were international studies relevant for comparative analysis. This high exclusion rate reflects the application of high-quality standards and strict relevance criteria, in accordance with systematic review best practices for high-quality journal publications.

The stepwise elimination process included: (1) automatic removal of duplicates and ineligible records, (2) screening by title and abstract for topical relevance, (3) full-text assessment for methodological quality and appropriateness to the research objectives, and (4) final evaluation based on potential contribution to the research question. The main exclusion criteria included inadequate methodology (n=23), irrelevance to the research topic (n=18), and insufficient empirical data (n=6).

Articles that passed the final selection were then analyzed using framework analysis with a structured data extraction matrix. The selection process resulted in 21 articles that met the quality criteria, consisting of 13 domestic studies on rural policy using Grindle's approach and 8 international studies on community-based enterprises relevant for comparative analysis. Each article was categorized based on Grindle's policy content and implementation context variables, and evaluated for methodological quality and relevance of the findings for the Indonesian BUMDes context.

Results and Discussion

BUMDes Policy Implementation using Grindle's Framework

The results of the literature search revealed a dearth of BUMDes studies using Grindle's approach in both national and international publications. Based on a systematic search following the PRISMA guidelines, of the 21 articles that met the quality criteria, there were 13

domestic articles that used the Grindle approach in the context of rural Indonesia. Of these 13 domestic articles:

- a. 6 articles specifically analyzed BUMDes using Grindle's framework
- b. 7 articles analyze other rural policies using Grindle's approach which provides comparative insights for the analysis of BUMDes.

The six articles that specifically analyze BUMDes include research by Budiono, Purba et al., Faradin and Fanida, Rahmadani et al., Firmanudin and Rahmawati, and Nasution and Kurniawan.

Table 1. Publications with the Theme of Grindle's Implementation Approach to the Village-Owned Enterprise Policy

No	Authors	Title	Document Type	Source
1	Budiono, P. (2015)	Policy Implementation of Village-Owned Enterprises (Bumdes) in Bojonegoro (Study in Ngringinrejo Village, Kalitidu Subdistrict and Kedungprimpen Village, Kanor Subdistrict)	Article	Google Scholar
2	Purba, N; Hasan; Effendi (2022)	Government Policy on Village-Owned Enterprises: A Study of Geuchik's Policy in Managing BUMDes Gampong Tibang)	Article	Google Scholar
3	Faradin and Fanida (2021)	Management of Village-Owned Enterprises (BUMDesa) Tirta Abadi through the Development Strategy of Star Fruit Agrotourism in Ngringinrejo Village, Kalitidu District, Bojonegoro Regency	Article	Google Scholar

4	Rahmadani, G; Basori, Y.P.; Meigawati, D. (2022)	Capacity Building for Village-Owned Enterprises (BUMDes) Management in Sagaranten Sub-district, Sukabumi Regency	Article	Google Scholar
5	Firmanudin and Rahmawati (2022)	Implementation of BUMDes Policy in Improving Community Economy through Waste Management in Bangunrejo Village, Kendal Regency	Article	Google Scholar
6	Nasution and Kurniawan (2023)	Implementation of Inter-Village Cooperation Policy in Joint Village-Owned Enterprises: Case Study of BUMDesma Kapung Batik in Klampar Village, Proppo District, Pamekasan)	Article	Google Scholar

Based on this table, articles with the Grindle approach on BUMDes are still relatively few. Budiono with a tendency towards policy content aspects.¹² His findings show that the implementer's accountability for BUMDes policy objectives requires regular evaluation and reporting mechanisms. Then research by Purba et al. shows that the BUMDes policy is not fully optimized.¹³ This is because policy implementation at the *Gampong* (Village) level is dominated by economic income objectives and ignores the social objectives of welfare development and community social capital. Then research by Rahmadani et al. focused on strategies for developing social capital, strengthening organizations, and institutional

¹² Puguh Budiono, "Implementasi Kebijakan Badan Usaha Milik Desa (Bumdes) di Bojonegoro (Studi di Desa Ngringinrejo Kecamatan Kalitidu dan Desa Kedungprimpen Kecamatan Kanor)," *Jurnal Politik Muda* 4, no. 1 (2015): 116–25.

¹³ Novita Purba, Effendi Hasan, and Novita Sari, "Kebijakan Pemerintah Terkait Badan Usaha Milik Gampong (Studi Terhadap Kebijakan Geuchik dalam Mengelola BUMDes Gampong Tibang)," *Jurnal Ilmiah Mahasiswa Fakultas Ilmu Sosial & Ilmu Politik*, no. 1 (2022).

reform of BUMDes that develop village tourism.¹⁴ Their research shows that BUMDes administrators have the knowledge capacity and regular forums to generate organizational development internally and establish cooperation with the private sector. The same focus is also shown in the research of Rahmadani et al. By affirming Grindle's policy content that includes social capital development, organizational strengthening, and institutional transformation, Rahmadani et al. showed that each implementation variable has constraints that include training only once a year, mismatches in the distribution of business results with applicable regulations, and cooperation that is limited to internal villages. Another view is expressed by Firmanudin and Rahmawati who used Grindle's approach on BUMDes in waste management.¹⁵ Their findings show that although the implementation of BUMDes shows an optimistic trend in terms of management, the external factors of this business are hampered by weak community support in maintaining a clean environment. Nasution and Kurniawan consistent with previous studies revealed that all policy content variables in Grindle's approach show optimistic BUMDes implementation, such as the compliance of implementers to achieve policy objectives.¹⁶

With the small number of studies utilizing Grindle's approach in BUMDes research, we then expanded the range of analysis by removing the keyword "BUMDes." In addition, most of the research results that intervene in BUMDes policies are limited to assessing the policy content and ignore the implementation context variables that involve the influence of the

¹⁴ Gilang Rahmadani, Yana Fajar Basori, and Dine Meigawati, "Peningkatan Kapasitas Pengelolaan Badan Usaha Milik Desa (BUMDES) di Kecamatan Sagaranten Kabupaten Sukabumi," *Professional: Jurnal Komunikasi dan Administrasi Publik* 9, no. 1 (2022): 193–204.

¹⁵ Rizzal Firmanudin and Maulida Putri Rahmawati, "Implementasi Kebijakan Bumdes dalam Meningkatkan Perekonomian Masyarakat Melalui Pengelolaan Sampah di Desa Bangunrejo Kabupaten Kendal," *Journal Publicuho* 5, no. 3 (2022): 672–84.

¹⁶ Parlindungan Arief Nasution and Badrudin Kurniawan, "Implementasi Kebijakan Kerjasama Antar Desa di Badan Usaha Milik Desa Bersama (Studi Kasus Bumdesma Kampung Batik di Desa Klampar Kec. Proppo Kab. Pamekasan)," *Publika*, 2023, 1915–26.

political power regime, economy and social society. Thus, the research findings result in recommendations that tend to be technocratic.

To enrich the comparative analysis in understanding the application of Grindle's framework to the broader context of rural policy, this research analyzes 7 additional articles that apply Grindle's approach to various rural development programs in Indonesia. These seven articles were found by searching with the keywords "Grindle," "implementation," and "village policy," namely the research of Budiasa et al., Dinar, Lubis, Safina and Trimurni, Ahmad et al., Arsyad and Ahmad, and Wijaya.

Table 2. Publications with the Theme of Grindle's Implementation Approach to Rural Policy

No	Authors	Title	Document Type	Source
1	Budiasa, A.A.G.R; Raka, A.A; Mardika, I.M (2019)	Implementation of Cash Labor Intensive (PKT) Policy in Poor Communities in Lebih Village, Gianyar	Article	Google Scholar
2	Dinar (2015)	Implementation of the Mandara Integrated Village Development Movement (Gerbang Sadu) Program in Sibetan Village, Bebandem District, Karangasem Regency Bali (Study on Productive Economic Business Groups)	Article	Google Scholar
3	Lubis (2015)	Factors Affecting the Implementation of the National Program for Rural Independent Community Empowerment (PNPM MPD) (Case Study: Women's Savings and Loan Activities in Nagari Tanjung Betung, Pasaman Regency)	Article	Google Scholar
4	Safina and Trimurni (2022)	Implementation of Corporate Social Responsibility Program of Pertamina Hulu Energi NSB and NSO Limited Company in	Article	Google Scholar

		Rayeuk Meunye Village, Tanah Luas District, North Aceh Regency		
5	Ahmad, Mahsyar, Parawangi (2021)	Implementation of the Village Community Empowerment Program (P2MD) at the Selayar Islands Regency Village Community Empowerment Office	Article	Google Scholar
6	Arsyad and Ahmad (2024)	Policy Dynamics and Implementation of the Advanced Village Program: Literature Study and Policy Recommendations	Article	Google Scholar
7	Wijaya, D (2025)	E-Governmet: A Pillar of Transparency and Accountability in Village Government (Case Study of Baureno Village Jatirejo District, Mojokerto Regency)	Article	Google Scholar

Based on this table, Grindle's approach to policy implementation in rural areas includes the theme of Cash Labor Intensive Policy, Integrated Village Development Movement, National Program for Rural Independent Community Empowerment, Corporate Social Responsibility (CSR), village community empowerment, advanced village programs, E-Government. Research conducted by Budiasa et al. integrating the Grindle, Edwards III and Jan Mersee approaches shows results that lead to the success of the Cash Work Intensive policy, both in terms of implementers and factors supporting the achievement of goals.¹⁷ Furthermore, research using the Grindle approach is Dinar, on the Integrated Village Development Movement policy.¹⁸ With a focus on policy content and implementation context, Dinar shows that policy implementation has shown the support of competent implementers and is in line with policy content. On the other

¹⁷ Anak Agung Gde Rai Budiasa, A A Gde Raka, and I Made Mardika, "Implementasi Kebijakan Padat Karya Tunai (PKT) Pada Masyarakat Miskin di Desa Lebih, Gianyar," *Public Inspiration: Jurnal Administrasi Publik* 4, no. 2 (2019): 71–82.

¹⁸ Aniza Latifa Dinar, "Implementasi Program Gerakan Pembangunan Desa Terpadu (Gerbang Sadu) Mandara di Desa Sibetan Kecamatan Bebandem Kabupaten Karangasem Bali (Studi Pada Kelompok Usaha Ekonomi Produktif)," *Publika* 3, no. 5 (2015).

hand, the implementation context variable was not optimal due to the lack of active community involvement for the development of this policy.

Furthermore, research conducted by Lubis uses the Grindle approach to the National Rural Independent Community Empowerment Program.¹⁹ With a focus on gender empowerment, the results of his research show that the target households that should be specific to the poor are not in accordance with the empowerment objectives in the policy content. This finding is in line with Safina and Trimurni in their study using the Grindle approach to the cocoa cultivation CSR program which is less attractive to the target group community.²⁰

Ahmad et al. in their research confirmed that the Implementation of the Village Community Empowerment Program has obstacles at the institutional level such as realization that is different from the content of the policy.²¹ So that it is not in accordance with the needs and expectations of the community. Then Arsyad and Ahmad with literature analysis revealed that the Grindle approach in the Implementation of the Advanced Village Program revealed that there was clarity of policy objectives and adequate resource allocation, although there were constraints related to resource allocation and political support²². In addition, social, economic conditions and bureaucratic capacity at the local level also strongly influence the effectiveness of policy implementation, with limited human resources and

¹⁹ Ema Fitri Lubis, "Faktor-Faktor Yang Mempengaruhi Pelaksanaan Program Nasional Pemberdayaan Masyarakat Mandiri Pedesaan (PNPM MPd) (Studi Kasus: Kegiatan Simpan Pinjam Perempuan di Nagari Tanjung Betung Kabupaten Pasaman)," *PUBLIKA: Jurnal Ilmu Administrasi Publik* 1, no. 2 (2015): 304–17.

²⁰ Raina Safina and Febuati Trimurni, "Implementasi Program Corporate Social Responsibility Perseroan Terbatas Pertamina Hulu Energi Nsb & Nso di Desa Rayeuk Meunye, Kecamatan Tanah Luas, Kabupaten Aceh Utara," *Transekonomika: Akuntansi, Bisnis dan Keuangan* 2, no. 6 (2022): 325–32.

²¹ Ahmad Ahmad, Abdul Mahsyar, and Anwar Parawangi, "Implementasi Program Pemberdayaan Masyarakat Desa (P2MD) di Dinas Pemberdayaan Masyarakat Desa Kabupaten Kepulauan Selayar," *Kolaborasi: Jurnal Administrasi Publik* 7, no. 1 (2021): 114–24; M Zaenul Muttaqin, *State Administrative Law in Indonesia* (Taylor & Francis, 2024).

²² Sri Nurindah Sari Arsyad and Badu Ahmad, "Dinamika Kebijakan dan Implementasi Program Desa Maju: Studi Literatur dan Rekomendasi Kebijakan," *PAMARENDA: Public Administration and Government Journal* 4, no. 2 (2024): 285–95.

bureaucratic complexity being the main obstacles. This research emphasizes the importance of a comprehensive and responsive approach to local conditions in policy implementation and provides important insights for the development of future village development policies. Finally, Wijaya focused on Grindle's implementation context variables in the E-Government policy for transparency and accountability of village government.²³ It revealed optimistically that the service recipient community was satisfied with the changes in the electronic-based service mechanism.

Lessons Learned from International Village-Based Enterprise Practices

To enrich the analysis, this research identified 8 international studies on similar practices of community-based enterprises from various geographical contexts. These include Finnish fishing cooperatives, Mexican community forest enterprises, Chinese land acquisition, Chinese village transformation, Beijing informal suburbanization, Lao government-business partnerships, South African commons, and Chinese corporate philanthropy.

Table 3. Publications with the Theme of Village-Owned Enterprise Policy

No	Authors	Title	Document Type	Source
1	Sipponen M. (1998)	The impact of ownership of fishing rights on professional fishing in Finnish lakes	Article	Scopus
2	Torres-Rojo J.M.; Guevara-Sanginés A.; Bray D.B. (2005)	The managerial economics of sustainable community forestry in Mexico: A case study of el Balcón, Tépán, Guerrero	Book chapter	Scopus

²³ Dian Wijaya, "E-Government: Pilar Transparansi Dan Akuntabilitas Pemerintahan Desa (Studi Kasus Desa Baureno Kecamatan Jatirejo Kabupaten Mojokerto)," *JUMINTAL: Jurnal Manajemen Informatika dan Bisnis Digital* 4, no. 1 (2025): 50–58.

3	Qingliang C. (2008)	How was a collective complaint arising from land acquisition solved?	Book chapter	Scopus
4	Yan S.; Chen C. (2018)	The spatial transformation of traditional rural villages driven by private investment in China's developed areas: The case of Daxi Village, Anji County	Article	Scopus
5	Zhao P.; Zhang M. (2018)	Informal suburbanization in Beijing: An investigation of informal gated communities on the urban fringe	Article	Scopus
6	Vorachith S. (2019)	Building a government-citizen-business partnership: Linking business with government in Laos	Book chapter	Scopus
7	Dickinson D. (2020)	A Contested Commons: Competition for Public Land in the Free State	Article	Scopus
8	He L.-Y.; Zhang H. (2022)	Does firm's philanthropy lead to more missions: theory and evidence	Article	Scopus

Based on the analysis of the 8 international studies, the implementation of BUMDes in Indonesia has similar patterns to the practice of community-based enterprises in various countries. Based on these themes, four relevant themes were revealed.

1. Collective Ownership and Market Dynamics

Sipponen examined the impact of collective ownership of fishing rights on fishing cooperatives in Finland and noted that conservative policy design and inappropriate technology adoption made fishermen passive in the face of market and environmental changes.²⁴ Torres-Rojo et al. argued that the community forest enterprise in El Balcón, Mexico, was able to compete in

²⁴ M. Sipponen, "The Impact of Ownership of Fishing Rights on Professional Fishing in Finnish Lakes," *Fisheries Research*, 1998, [https://doi.org/10.1016/S0165-7836\(97\)00091-X](https://doi.org/10.1016/S0165-7836(97)00091-X).

national and international markets because of its collective objectives that included economic (income), ecological (forest conservation) and social (community participation) aspects.²⁵ Dickinson investigates 'Butleng' - communal land in the Free State, South Africa - and highlights how bureaucratic elites leverage political contacts to drive creeping privatization that reduces communities' democratic access to land.²⁶

2. Land Acquisition and Economic Inequality

Qingliang analyzed in depth the acquisition of 54.54 mu of Ruyi Village land by China's tourism policy for the construction of the Sino-US Hotel, which transferred 187 farmers to light industry with 1.4 million yuan compensation.²⁷ As a result, most of the factories that housed the farmers closed in the early 1990s leaving them without a livelihood, while suburban land prices skyrocketed, creating an economic divide and triggering intensive protests against the Tourism Bureau between 1993 and post-2000.

3. Private Investment and Rural Transformation

In the case of Daxi Village, Anji, Zhejiang, Yan and Chen show how public investment in Tianhuangping Hydropower Station and the "Scenic Village" scheme successfully attracted private capital to the rural tourism sector, significantly impacting the physical, economic and social aspects of

²⁵ Juan Manuel Torres-Rojo, Alejandro Guevara-Sanginés, and David Barton Bray, "The Managerial Economics of Sustainable Community Forestry in Mexico: A Case Study of El Balcón, Tépán, Guerrero," in *The Community Forests of Mexico: Managing for Sustainable Landscapes*, 2005, <https://doi.org/10.7560/706378-014>.

²⁶ David Dickinson, "A Contested Commons: Competition for Public Land in the Free State," *Journal of Southern African Studies*, 2020, <https://doi.org/10.1080/03057070.2020.1718331>.

²⁷ Chen Qingliang, "How Was a Collective Complaint Arising from Land Acquisition Solved?," in *Good Governance in China - A Way Towards Social Harmony: Case Studies by China's Rising Leaders*, 2008, <https://doi.org/10.4324/9780203887684-21>.

the village.²⁸ Zhao and Zhang studied informal suburbanization in the suburbs of Beijing.²⁹ They found that despite offering a high quality of life, institutional discrimination against migrants as well as the high price of formal housing created local barriers; the ambiguity of control between central and local governments also reinforced invisible institutional barriers to informal housing development.

4. State-Business Partnerships and the Environmental Agenda

Vorachith reveals how the Lao People's Revolutionary Party and state apparatus used partnerships with farmer cooperatives and chambers of commerce to expand access to public sector jobs and agriculture and promote cross-border trade as a key lever for rural policy implementation.³⁰ He and Zhang highlight the paradox of corporate philanthropy in rural China, where higher philanthropic investments correlate with greater pollution emissions due to reduced pollution control inputs.³¹ Thus, driving the need for stricter environmental supervision systems in rural areas to prevent 'emissions for charity' practices.

Table 4. Comparative Analysis Matrix of Community-Based Enterprise Research Themes

Theme	Country/Study	Policy Content	Implementation Context	Key Learning	Relevance of BUMDes
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²⁸ Simin Yan and Chen Chen, "The Spatial Transformation of Traditional Rural Villages Driven by Private Investment in China's Developed Areas: The Case of Daxi Village, Anji County," *Journal of Regional and City Planning*, 2018, <https://doi.org/10.5614/jrcp.2018.29.2.6>.

²⁹ Pengjun Zhao and Mengzhu Zhang, "Informal Suburbanization in Beijing: An Investigation of Informal Gated Communities on the Urban Fringe," *Habitat International*, 2018, <https://doi.org/10.1016/j.habitatint.2018.01.006>.

³⁰ Sirisamphanh Vorachith, "Building a Government-Citizen-Business Partnership: Linking Business with Government in Laos," in *Governance Innovations in the Asia-Pacific Region: Trends, Cases, and Issues*, 2019, <https://doi.org/10.4324/9780429453977-7>.

³¹ Ling Yun He and Hongzhen Zhang, "Does Firm's Philanthropy Lead to More Missions: Theory and Evidence," *China Agricultural Economic Review*, 2022, <https://doi.org/10.1108/CAER-11-2020-0280>.

Collective Ownership and Market Dynamics	Finland (Sipponen, 1998)	Collective fishing rights, conservative regulation	Slow technology adoption, change resistance	Collective ownership does not automatically result in innovation	Need innovation mechanism in village asset management
	Mexico (Torres-Rojo et al., 2005)	Multi-purpose: economic, ecological, social	Active community participation, government support	Multi-purpose orientation can be competitive in the market	BUMDes need to integrate economic-social-environmental aspects
	South Africa (Dickinson, 2020)	Land belongs to the commons	Elite capture, creeping privatization	Threat of privatization by elites reduces community access	Importance of transparency and accountability in management
Land Acquisition and Economic Inequality	China (Qingliang, 2008)	Land acquisition for tourism, 1.4 million yuan compensation	Loss of livelihood, community protests	Compensation without alternative livelihoods creates conflicts	BUMDes must ensure local economic sustainability
Private Investment and Rural Transformation	China (Yan and Chen, 2018)	"Beautiful Village" program, infrastructure investment	Public-private synergy, rural tourism	Public investment can attract private capital	Partnership model for tourism village development
	Beijing (Zhao and Zhang, 2018)	Informal suburbanization	Institutional discrimination, ambiguity of control	Institutional barriers hinder development	Importance of regulatory clarity and institutional support
State-Business Partnership	Laos (Vorachith, 2019)	Government-citizen-	Political party support,	Political-administrative support	Need consistent local government support

and Environmental Agenda	business partnership	farmer cooperatives	key to success	
China (He and Zhang, 2022)	Corporate philanthropy	Pollution- giving paradox, weak supervision	Need strict environmen- tal monitoring system	BUMDes must consider environmental impacts

The table shows an analytical synthesis of eight international comparative studies organized around Grindle's framework with four main themes. The analysis reveals a consistent pattern that the success of community-based enterprises is determined more by implementation context than policy design. Contextual factors such as active community participation (Mexico), political-administrative support (Laos), and public-private synergy (China) proved more critical than the quality of policy content. In contrast, implementation challenges such as elite capture (South Africa), change resistance (Finland), and institutional barriers (Beijing) were the main obstacles despite relatively good policy design. These findings provide important implications that the development of BUMDes in Indonesia should prioritize strengthening the implementation ecosystem, particularly aspects of transparency, accountability, and sustainable institutional support.

Based on the analysis of the four themes, it is revealed that in the existing literature, rural policies cannot be separated from political hegemony and active community participation, which form patron-client networks to agrarian reform and agribusiness. Studies in Finland, Mexico and South Africa illustrate how collective ownership creates market dynamics while triggering tensions over resource access. In addition, the cases of land acquisition for tourism in China and the transformation of Daxi Village and informal suburbanization in Beijing demonstrate the impact of economic inequality, the role of public-private investment, and complex institutional barriers on rural development. Furthermore, strategic state-business partnerships in Laos and the paradox of corporate

philanthropy in rural China emphasize the need for inclusive governance and adaptive environmental stewardship to achieve sustainable rural development. These findings provide important insights that the success of community-based enterprises is highly dependent on the balance between economic, social and environmental interests, and requires strong institutional support from various stakeholders. Synergies between participatory policies, collective ownership and responsible investment are therefore key to strengthening local capacity and maintaining ecological and social sustainability in rural Indonesia.

Recommendations to Improve the Effectiveness of BUMDes Implementation

The research findings confirm the relevance of Grindle's framework for analyzing BUMDes implementation, with the implementation context proving more critical than policy content in determining success. International learning shows that the success of community-based enterprises is not only determined by policy design, but mainly by contextual factors such as political support, institutional capacity, and community participation. The hypothesis that strengthening the implementation context is more important than improving policy content is confirmed through a comparative analysis that shows that successful community-based enterprises are characterized by a strong implementation context, although their policy design varies. The separation between policy content and implementation context helps identify that the failure of BUMDes is often not due to poor policy design, but due to an unsupportive implementation context. This interpretation is in line with the findings of Torres-Rojo et al. who showed that Mexican community forest enterprises succeeded not because of a perfect design, but because of a conducive implementation context including active community participation,

government support, and adequate managerial capacity.³² In contrast, Sipponen's study of Finnish cooperatives revealed that a good collective ownership design can fail if the implementation context does not encourage innovation and adaptation.³³

The results of this study enrich the policy implementation literature by demonstrating the applicability of Grindle's framework to the previously unexplored context of community-based enterprises. In contrast to existing BUMDes studies that are mostly descriptive in nature,³⁴ this study provides a systematic theoretical analytical framework. The findings are also consistent with Vorachith's study on Laos, which emphasizes the importance of political and administrative support, and Yan and Chen's study on China, which reveals the importance of public-private sector synergies. However, this study differs from Dickinson's study that shows conflicts between community and elite interests, indicating variations in the implementation context based on specific local political-economic conditions.

Research Limitations

This research has several limitations that need to be acknowledged. First, methodological limitations in the form of reliance on secondary data through literature review without direct empirical verification in the field. Second, geographical limitations because the focus on Indonesian literature and comparative studies is limited to eight international cases that may not be globally representative. Third, temporal limitations as most of the

³² Torres-Rojo, Guevara-Sanginés, and Bray, "The Managerial Economics of Sustainable Community Forestry in Mexico: A Case Study of El Balcón, Técpan, Guerrero."

³³ Sipponen, "The Impact of Ownership of Fishing Rights on Professional Fishing in Finnish Lakes."

³⁴ Firmanudin and Rahmawati, "Implementasi Kebijakan Bumdes dalam Meningkatkan Perekonomian Masyarakat Melalui Pengelolaan Sampah di Desa Bangunrejo Kabupaten Kendal"; Novia Megasari and Hendra Sukmana, "Implementasi Kebijakan Bumdes dalam Mengembangkan Agrowisata Belimbing Desa Watesari Balongbendo Sidoarjo," *Jurnal Noken: Ilmu-Ilmu Sosial* 8, no. 1 (2022): 41–53.

available BUMDes studies are relatively recent and have not captured the long-term impact of implementation.

Based on these limitations, several recommendations for future research can be formulated. First, future research is recommended to conduct direct empirical studies using mixed-methods methods that combine quantitative surveys and in-depth interviews with BUMDes stakeholders to obtain more comprehensive primary data. Second, the geographic scope needs to be expanded by involving more international cases from various developing and developed countries to obtain a more representative global perspective on community-based enterprises. Third, it is recommended to conduct long-term longitudinal studies of at least 5-10 years to analyse the sustainable impact of BUMDes implementation on village economic development and community welfare.

Conclusion

Based on a systematic analysis of BUMDes policy implementation using the Grindle framework and lessons learned from international community-based enterprise practices, this study concludes that the success of BUMDes is more determined by the implementation context than the policy content. The findings indicate that although BUMDes regulations have a clear legal basis in Law No. 6 of 2014, their implementation still faces significant structural challenges, including limited institutional capacity, inadequate financial management, and weak community participation. Lessons learned from eight international studies confirm that successful community-based enterprises—such as the cases of community forests in Mexico and government-business partnerships in Laos—are characterized by a strong implementation context, including consistent political and administrative support, active community participation, and public-private sector synergy, although the policy design varies. This study has theoretical and practical implications. Theoretically, the research extends the

application of Grindle's framework to new contexts and contributes to the literature on policy implementation in developing countries. Practically, the findings indicate the need to reorient BUMDes development strategies from a top-down approach that emphasizes design standardization towards a bottom-up approach that strengthens the local implementation context. Lessons learned from international practices suggest that investments in institutional capacity building, facilitation of community participation, and strengthening government support are more critical than refining regulations and procedures. Policy implications include the need to differentiate BUMDes development approaches based on local context characteristics, strengthening community-based mentoring systems, and developing participatory monitoring-evaluation mechanisms.

This study is one of the first to systematically apply Grindle's analytical framework to the implementation of BUMDes policies in Indonesia. Most existing BUMDes research is limited to assessing policy content and neglects the context of variable implementation, resulting in technocratic recommendations. Based on the findings, only six articles specifically analyzed BUMDes using Grindle's framework out of 21 articles that met the quality criteria. This indicates that research employing this approach remains rare. Empirically, this study makes an important contribution by filling a critical gap in the academic literature through an approach that moves beyond the previously predominantly descriptive nature of BUMDes studies. This study provides a systematic theoretical and analytical framework that clearly distinguishes between policy content and implementation context, creating a new paradigm for understanding the complexities of BUMDes policy implementation at the village level. Thus, this study not only presents a novel application of Grindle's theory to the context of BUMDes in Indonesia but also provides a structured analytical foundation for understanding the dynamics of policy implementation previously unavailable in the academic literature related to BUMDes and policy implementation in developing countries.

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