

Financial Governance, Operational Strategy, and Community Empowerment in Rural Enterprises: Case Evidence from BUMDes Wukirraya, Bantul

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Abstract

This study explores the business development strategies of BUMDes Wukirraya, a Village-Owned Enterprise located in Wukirsari Village, Imogiri Sub-district, Bantul Regency. As a reactivated entity since 2022, BUMDes Wukirraya operates five business units—coffee shop, gas depot, catering, tourism, and BUMDesmart—designed to support the local economy through diversified income streams. The research aims to investigate how this BUMDes manages its multi-unit structure, addresses internal limitations, and builds collaboration with external stakeholders such as tourism groups. A qualitative case study approach was employed, using semi-structured interviews, document analysis, and field observations to collect data. Thematic analysis was applied to identify key patterns related to strategic alignment, human capital, financial governance, and institutional synergy. The findings reveal that BUMDes Wukirraya exhibits adaptive governance by reallocating limited resources based on unit performance and seasonal demand. However, challenges persist in terms of managerial expertise, financial literacy, and limited synergy with local institutions. Despite these issues, the organization has shown steady growth in net income and increasing community participation. This study highlights the importance of flexible management, local potential utilization, and cross-sector collaboration in sustaining rural enterprises. The case of BUMDes Wukirraya provides valuable insights for rural entrepreneurship models in similar socio-economic settings. The case of BUMDes Wukirraya offers valuable insights for developing sustainable rural enterprises in similar socio-economic settings. These findings are especially relevant to Malaysia, where government-led initiatives like TEKUN, SME Corp, MARA, and Tourism Malaysia support community-based economic development. This study contributes to strengthening rural entrepreneurship strategies in both countries.

Keywords: *Community empowerment; Business model innovation; Village-Owned Enterprises; Adaptive governance; Sustainable rural development*

I. INTRODUCTION

Imogiri Sub-district in Bantul Regency, Yogyakarta, is renowned for its rich cultural heritage, stunning natural landscapes, and strong sense of community identity. The area is home to several

tourist attractions, including royal graveyards, traditional batik villages, and agricultural sites. Despite these potentials, the region's economic development remains uneven, with many villages still relying on informal and seasonal income sources. In response, the Indonesian government has encouraged the establishment of Village-Owned Enterprises (BUMDes) to support local economic development and empowerment (Kuncoro & Harini, 2025; Rozikin et al., 2020; Sakir et al., 2025; Shidiq Darajat & Susilowati, 2018; Maimuna et al., 2024; Astuti et al., 2024). These institutions are designed to mobilize village resources into productive, income-generating units managed collectively. One such example is BUMDes Wukirraya in Wukirsari Village, Imogiri.

Limited access to financing remains a major challenge for SMEs. However, government policies, including debt relief programs, fiscal incentives, and empowerment initiatives, can improve liquidity, foster innovation, and create a conducive business environment. In addition, the ability to adopt new technologies enables SMEs to compete in dynamic markets by enhancing operational efficiency and expanding market reach (Maimuna et al., 2024; Astuti et al., 2024)

In Malaysia, SME development has been supported by organizations such as TEKUN, SME Corp, and MARA, as well as formal national initiatives like the SME Masterplan (2012–2020). Despite these efforts, challenges in innovation, productivity, and inclusive growth persist, particularly among Bumiputera enterprises (Moin et al., 2023; Noraini & Nurul, 2021; Shahrnunizan et al., 2023). Recent findings also highlight the role of structured business excellence models in improving SME performance, emphasizing leadership, customer orientation, and strategic planning as critical drivers of sustainability. These issues are similar to those faced by Indonesia's BUMDes, highlighting that cross-sector cooperation, targeted capacity-building programs, and localized governance are crucial for rural business development. Enhancing SME business development strategies requires collaboration across sectors, which involves coordinated efforts by government, private industry, academia, and civil society to achieve shared objectives and address complex challenges. Such cooperation can help SMEs overcome capacity limitations, expand market access, adopt new technologies, and foster innovation by leveraging diverse resources and expertise (Maimuna et al., 2024; Astuti et al., 2024).

BUMDes Wukirraya was formally reactivated in 2022 with five operational units: a coffee shop, gas depot, catering service, village tourism, and BUMDesmart. These businesses target both internal and external markets, ranging from local schoolchildren to tourists visiting batik centers. As of 2024, the BUMDes reported a steady increase in net income from IDR 9 million in 2022 to IDR 24 million in 2024, despite starting with limited capital and staff. The organizational structure comprises unit heads and a central management board, with financial reporting conducted on a quarterly basis. However, challenges remain, especially in human resources and institutional collaboration. This case presents an opportunity to study BUMDes not merely as an administrative extension of the village but as a model of community-driven entrepreneurship.

In terms of research development, previous studies have primarily focused on the administrative function of BUMDes, capital utilization, or rural financial inclusion (Idriyanti & Agustina, 2024). Some have explored the social capital aspect or tourism linkages, but often without looking at the organizational dynamics or business innovation strategies (Sarjiyanto, 2022). There is a lack of empirical research that holistically examines the business development model, stakeholder integration, and governance innovations at the micro-level. Moreover, few studies focus on newly reactivated BUMDes that are expanding organically with minimal government

intervention. In this sense, BUMDes Wukirraya provides a unique context to fill this gap. This study aims to address that by integrating financial, institutional, and operational perspectives.

The state of the art in rural enterprise research in Indonesia points to a growing emphasis on community-based innovation, digital transformation, and sustainable development (Astuti et al., 2024; Risdalen et al., 2023). While BUMDes, as a concept, have been widely promoted, the gap between policy and practice remains significant. In particular, limited attention is paid to how BUMDes create synergies with other local institutions such as tourism groups (Pokdarwis) or women's cooperatives. The potential of integrated local economic ecosystems has not been fully explored. In the case of Wukirsari, the lack of synergy between BUMDes and Pokdarwis in managing tourism assets, such as Embung Imogiri, reveals missed opportunities. This study offers a novel perspective by investigating inter-organizational dynamics as a key element of rural entrepreneurship success.

Several recent studies in Malaysia continue to highlight the critical roles of internal strategic capabilities such as leadership, innovation culture, customer orientation, and dynamic capabilities in driving SME performance. Ramdan, Abd Aziz, Abdullah, Samsudin, Singh, Zakaria, Fuzi, & Ong (2022) found that innovation culture significantly influences SME performance through the mediating effect of contextual ambidexterity. Moin, Bakar, & Samat (2023) proposed a Business Excellence Model that emphasizes leadership, strategy formulation, and customer orientation as key drivers of firm resilience and growth. Furthermore, supply chain integration has been identified as a structural factor enhancing performance in Malaysian SMEs (Talib, Abd Razak, & Mahmud, 2023), while Adam et al. (2022) show that entrepreneurial orientation combined with knowledge management processes mediates the relationship between internal strategy and organizational outcomes. Together, these newer findings suggest that SME performance depends not only on basic strategic elements like human capital and ICT adoption but also on dynamic capabilities, excellence frameworks, and networked organizational practices. This has direct relevance for Indonesia's BUMDes, particularly those in resource-constrained and rural settings, in crafting strategies that go beyond mere adoption of technology or training.

Another novelty of this study lies in its focus on grassroots financial governance and human capital constraints in managing village businesses. BUMDes Wukirraya's treasurer, for example, comes from a biology background and learned accounting informally, raising questions about the adequacy of financial systems and reporting quality. This is an understudied area in BUMDes literature, where financial compliance is often assumed rather than interrogated (Rini Indahwati et al., 2023). The adoption of Kemendesa No. 136 financial reporting format without supporting digital systems limits transparency and scalability. This study will examine how financial practices are negotiated and adapted at the village level. This contributes to the literature on rural financial governance and adaptive public management.

This research also explores the strategic management and business model innovation within BUMDes, particularly the design and management of diversified business units. Unlike many BUMDes that operate a single venture, Wukirraya's multi-unit approach allows for cross-subsidization and risk spreading. This enables sustainability even when one unit underperforms. However, allocating capital, human resources, and managerial time among units is a complex issue. The effectiveness of these models in practice requires rigorous study. This research

provides policymakers and practitioners with insights on how to structure and govern multi-unit rural enterprises.

Based on these observations, this study aims to answer the following research questions:

- (1) *How does BUMDes Wukirraya manage and develop its multi-unit business model?*
- (2) *What challenges are faced in human resource capacity, financial governance, and inter-institutional collaboration?*
- (3) *What strategies does BUMDes Wukirraya employ to ensure financial sustainability and stakeholder engagement?*

By addressing these questions, the study makes both theoretical and practical contributions to the discourse on rural entrepreneurship. It also provides a model that can be replicated or adapted in similar rural settings. The emphasis on local agency, adaptive strategy, and institutional synergy distinguishes this research from existing literature.

In summary, the study of BUMDes Wukirraya in Wukirsari, Imogiri, offers a rich case for exploring how rural enterprises can evolve under constrained conditions. It integrates insights from public administration, development economics, and organizational studies. The novelty lies in its multi-dimensional approach—combining grassroots financial practices, business model analysis, and institutional collaboration. The findings are expected to inform both academic understanding and village development strategies. This research responds to national calls for inclusive and sustainable rural development (Keputusan Menteri Nomor 136 Tahun 2022 Tentang Panduan Penyusunan Laporan Keuangan Badan Usaha Milik Desa Menteri Desa, Pembangunan Daerah Tertinggal, Dan Transmigrasi Republik Indonesia, 2025). It supports the vision of villages not just as administrative units, but as drivers of innovation and economic resilience. Many rural and micro-SMEs in Malaysia can relate to the study of BUMDes, which provides a compelling case for investigating how rural businesses might develop under limited circumstances. Integrating insights from public administration, development economics, and organizational studies, this multidimensional approach aligns with Malaysia's efforts to promote inclusive, community-driven growth through various initiatives programs. Combining financial practices, business model analysis, and cross-sector collaboration, offering practical strategies for enhancing institutional support and local entrepreneurship. These findings contribute to both academic discourse and policy development, reinforcing the vision of rural areas not merely as administrative zones but as key drivers of economic innovation and resilience in Malaysia.

II. METHODS

This research adopts a qualitative case study approach to explore the business development strategies of BUMDes Wukirraya in Bantul Regency, Yogyakarta. The case study method is particularly suitable for capturing the complexity of real-world phenomena, especially in rural institutional settings where strategic decision-making, resource allocation, and stakeholder dynamics are context-specific (Voza et al., 2023). This approach enables a deeper understanding of how BUMDes Wukirraya develops its business units based on local potential, manages its limited resources, and interacts with other village-level actors. The study aims to generate in-depth, contextual insights that can contribute to both academic discourse and policy recommendations for rural enterprise development. The focus on a single case—BUMDes Wukirraya—allows the researcher to investigate processes, challenges, and adaptations in detail. The research also seeks to

highlight innovations and local strategies that may not be visible through broader quantitative approaches.

Data collection was conducted through multiple methods, namely: (1) semi-structured interviews, (2) document analysis, and (3) field observations. Interviews were held with key stakeholders, including BUMDes management (the director and unit heads), village officials, and representatives from local tourism groups such as Pokdarwis. The interview questions were designed to gather information on strategic planning, financial governance, synergy with local institutions, and constraints in managing business units. Document analysis included financial reports, organizational charts, minutes of Musdes (village deliberation meetings), and administrative records related to capital distribution and operational planning. Field observations were conducted at various business unit locations—such as the coffee shop (Warkop), gas refill station, and tourism parking area—to assess infrastructure, business activities, and customer engagement.

The analysis technique used is thematic analysis, which allows the identification of key themes and patterns in qualitative data (Cejudo-García et al., 2022; Man & Lau, 2021). Data were transcribed, coded, and grouped into themes such as strategic alignment, local potential utilization, human resource challenges, and institutional coordination. Both inductive and deductive approaches were applied to ensure that coding captured emerging insights while remaining grounded in existing theories of rural development and enterprise strategy. The findings were then interpreted in the context of BUMDes governance and triangulated with supporting documents and field observations.

To ensure the trustworthiness of the research, several validation strategies were employed. Data triangulation was employed by collecting information from multiple sources and utilizing various data collection techniques. Member checking was conducted to validate interview interpretations with participants. The researcher also kept a reflective journal to maintain transparency in data interpretation and decision-making. Ethical approval was secured prior to data collection, and participants were informed of the study's purpose, procedures, and their right to confidentiality. Informed consent was obtained, and all identifiable information was anonymized to protect the privacy of individuals and organizations involved.

The unit of analysis in this study is BUMDes Wukirraya, an organizational entity, along with its five business units and their respective operational ecosystems. Special attention is given to how the enterprise adapts its strategy to the evolving local economy, particularly in relation to tourism, retail, and basic services. The study also explores the alignment between strategic intentions and actual performance, as well as the constraints and enablers of business expansion. This research provides empirical evidence on how small-scale village enterprises in Indonesia can achieve sustainable growth despite structural and resource constraints. The results are expected to inform both academic discussions on rural entrepreneurship and practical policies for BUMDes development across similar rural contexts in Indonesia.

III. RESULT AND DISCUSSION

The strategic orientation of BUMDes Wukirraya centers on leveraging local economic potential through the establishment of diverse business units. The five core units—Warkop Pojok, gas

station, catering service, tourism parking, and the upcoming BUMDesmart—are designed to address both local consumption needs and market gaps. One respondent emphasized,

“We create business units that match the character of the village; students need snacks, so we build the Warkop”.



Figure 1. Interview Process with Director of BUMDES WUKIRRYA



Figure 2. Business Unit in BUMDES Wukirrya "BUMDESMART"

This illustrates a market-driven approach aligned with community demands. The strength of this strategy lies in its responsiveness to daily economic activities within the village. However, the scalability of these units remains limited by modest capital and limited managerial capacity.

Financial performance has shown consistent growth, with net income rising from IDR 9 million in 2022 to IDR 24 million in 2024. This increase suggests improved operational efficiency and better revenue management. The Director of BUMDes stated,

“Each month, after calculating net profit, we distribute it based on the agreement in the Musdes”.

The profit-sharing system is based on Musyawarah Desa (village deliberation), indicating strong community involvement and accountability. Nonetheless, interview data suggest that not all units contribute equally to revenue, with the Warkop and gas station being the most profitable. Units such as catering and tourism still need strategic intervention to boost profitability.



Figure 3. Interview Process with Warkop Keeper



Figure 4. Team Aisyiyah University of Yogyakarta and Poli-Tech Malaysia

From an organizational structure perspective, BUMDes adopts a decentralized model, with a head for each business unit and a small number of employees. There are only four full-time staff across the units, posing challenges in supervision and operational efficiency.

“Each unit has its leader, and we only have two workers at the Warkop,” said one unit head.

The limited workforce may hinder customer service and business continuity. Moreover, human resource capacity is constrained, as seen in the case of the treasurer who has a background in biology and lacks formal financial training. This affects the quality of financial reporting and internal control mechanisms.

Regarding financial governance, BUMDes Wukirraya utilizes simple financial statements based on Regulation No. 136 of Kemendes, which include a cash flow statement, an income

statement, and a balance sheet. However, financial reporting is primarily targeted at internal and external stakeholders, including village government officials. As the treasurer admitted,

“We submit reports every three months, but for the community, it is usually just verbal updates at Musyawarah Kalurahan”.

This practice reflects limited public transparency and may reduce community trust. It also suggests a need for capacity building in financial literacy and digital reporting. The lack of public disclosure can hinder investor confidence or future partnership prospects.

The issue of institutional synergy with local tourism bodies (Pokdarwis) remains a key challenge. Although both BUMDes and Pokdarwis operate in the same economic space, their collaboration is minimal. One official noted,

“We want to integrate tourism, but Pokdarwis and BUMDes have different authority lines”.

The fragmented coordination limits the ability to develop tourism as a cohesive economic sector in Wukirsari. This gap results in underutilized tourism potential, such as the Embung Imogiri site, which currently only generates income from parking. Bridging this gap requires clear policy direction and stronger institutional arrangements.

Capital investment in BUMDes is delivered in stages, totaling IDR 145 million over three disbursements. However, according to regulations (PP 11/2021), capital cannot be used for large fixed assets, such as vehicles or buildings, which limits expansion opportunities. The head of BUMDes said,

“We have assets like chairs, stoves, and tents, but not buildings or land due to regulation”.

This policy constraint hinders the scale-up of business units that require infrastructure, such as the catering and tourism segments. As a result, business development is focused more on operational rather than asset-based growth. Further support from the government or corporate social responsibility (CSR) programs may be necessary to bridge this gap.

Overall, BUMDes Wukirraya demonstrates adaptive strategy and institutional resilience in managing diverse small-scale enterprises. While capital and human resources are limited, community-based governance and responsiveness to local needs have driven sustainable growth. The current business model allows flexibility but lacks integration with broader village development efforts, especially in tourism. As stated by a village staff member,

“We need a more unified development plan between BUMDes, Pokdarwis, and the village government”.

This underlines the importance of collaborative planning and shared vision. BUMDes Wukirraya could serve as a reference for other rural enterprises seeking to scale through incremental innovation and local synergy.

IV. CONCLUSION

BUMDes Wukirraya, located in Wukirsari Village, Bantul, represents a promising model of community-based rural enterprise. Its establishment of five business units ranging from a student-oriented coffee shop to a community gas station reflects an adaptive response to local consumption patterns. Despite limited financial and human capital, the enterprise has managed to record increasing net income from IDR 9 million in 2022 to IDR 24 million in 2024. This suggests a sound operational strategy anchored in basic market logic and grassroots support. However, the sustainability and scalability of its operations remain constrained by regulatory limitations, capacity

issues, and weak institutional collaboration. These challenges call for a more structured developmental approach.

Financial reporting practices at BUMDes Wukirraya are compliant with Ministry regulations (Kemendesa No. 136) but remain primarily internal and informal. Reports are submitted quarterly, yet public disclosure is limited, often relying on verbal updates during village meetings. This approach, while culturally acceptable, does not promote full accountability or invite external interest. The current treasurer, with a non-finance background, acknowledged difficulties in managing structured financial documentation. Enhancing financial literacy and digital skills among staff is crucial (Maimuna et al., 2025). Transparent and accessible reporting will strengthen community trust and attract potential partners or investors.

The lack of synergy between BUMDes and Pokdarwis is another significant issue affecting the development of local tourism. Both institutions operate in overlapping sectors, yet their strategies are not aligned, resulting in inefficiencies and missed opportunities. For example, Embung Imogiri—a potentially strategic tourism site—is only generating minimal income from parking fees. A formal partnership between BUMDes and Pokdarwis, through Memoranda of Understanding (MoUs) or shared development plans, could optimize resources and enhance the visitor experience. Village stakeholders recognize the urgency for coordinated action in tourism development. Integration would also enable joint funding proposals and more extensive promotion.

Human resource constraints are also evident in BUMDes operations, as seen in the multitasking roles and limited number of full-time employees. Each business unit has a head, but overall management lacks sufficient professional support. As reported during interviews, staff often learn by doing, with minimal training provided. This limits innovation, hinders growth, and affects service quality. A structured capacity-building program, through partnerships with local universities, should be implemented. Training in financial management, digital tools, and customer service would greatly enhance business performance.

In response to these findings, it is recommended that BUMDes Wukirraya implement a multi-phase capacity-building program for staff. This should include technical training in accounting, reporting, and basic business analytics. Such capacity development will not only improve internal operations but also align BUMDes with good governance principles. Collaboration with educational institutions and professional associations will provide credibility and consistency. Training can also be extended to Pokdarwis members to foster joint capability growth. A well-trained team will be better equipped to manage business units and engage in strategic planning. Secondly, it is recommended that BUMDes and Pokdarwis institutionalize their collaboration through formal agreements. The implementation of fiscal incentives and empowerment programs has demonstrated positive impacts on the performance and sustainability of SMEs. Studies indicate that such policies not only alleviate financial burdens but also enhance competitiveness and innovation within the sector. This will ensure role clarity, joint ownership of projects, and more impactful tourism management. Co-developing tourism packages, cultural activities, and village-based events can significantly boost local income. Government support should be sought to facilitate integrated planning and access to funding. This model of public–community collaboration can serve as a pilot for other rural tourism destinations. Effective integration will strengthen the local economic ecosystem and avoid program duplication. Third, BUMDes should adopt a simple digital platform for financial and activity reporting. This platform

could include an online dashboard or a community-accessible communication channel to publish reports, updates, and achievements. Transparency will not only boost internal accountability but also provide data for potential grant or CSR applications. As indicated by one staff member, the community often feels disconnected due to limited access to real-time information. A digital approach will bridge this communication gap while building public support. This also aligns with the broader government goal of digitalizing village administration.

In conclusion, the case of BUMDes Wukirraya illustrates how rural enterprises can evolve through adaptive strategies, community-based governance, and incremental innovation. The findings provide evidence of both progress and structural limitations, offering valuable insights for other BUMDes models in Indonesia. Key implications of this study include the importance of synergy among local institutions, investment in human capital, and improved financial transparency. By implementing these recommendations, BUMDes Wukirraya can transition from small-scale village trading to a more integrated and professionalized rural economic hub. Future research can explore longitudinal impacts or cross-village comparisons to enrich this discourse. Ultimately, empowered village enterprises like BUMDes Wukirraya play a vital role in achieving inclusive and sustainable rural development.

In addition, the case of BUMDes Wukirraya indicates how adaptive strategies, basic financial governance, and community-driven management can promote consistent growth even under resource constraints. Although the study focuses on an Indonesian model, its implications applicable with the Malaysian rural enterprise environment, particularly in enhancing local SMEs such as the need for capacity-building, transparent reporting, and established collaboration with local stakeholder can benefit similar initiatives in Malaysia. Although this article presents only a limited comparative contribution, it offers valuable insights into how structured support and cross-sector collaboration can strengthen rural entrepreneurship and promote inclusive, sustainable development.

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