

## Strategic Development of VOEs in Natural Resource-Based Sectors: Insights from Agriculture and Tourism

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**Abstract.** *Badan Usaha Milik Desa (BUMDes)* or Village-Owned Enterprises (VOEs) play an essential role in developing the rural economy. Unfortunately, there are numerous hurdles that VOEs must overcome, therefore many do not perform optimally. This study aims to examine how internal and external factors affect VOE performance in the agricultural and tourism sectors to boost rural economic development. Alternative solutions are then presented to improve VOE's performance. The study employs two samples: one VOE focuses on agriculture and the other on tourism. Observation, in-depth interviews, and a literature review were used to collect data, which was then evaluated using A'SWOT (AHP and SWOT). The findings demonstrate that both industries face infrastructure restrictions, market competitiveness, and poor branding. For agricultural VOEs, incorporating digital marketing to increase market reach, fortifying branding, and growing distribution networks are important tactics. Meanwhile, tourism VOEs should prioritize branding to boost destination appeal and infrastructure development to improve accessibility. Strengthening local branding through a compelling narrative and utilizing technology-driven marketing is critical for competitiveness. By implementing these strategies, VOEs can improve sustainability, attract a wider market, and support rural economic growth. Integrating branding, digital marketing, and infrastructure development ensures adaptability in an increasingly competitive landscape.

**Keywords:** *Badan Usaha Milik Desa (BUMDes)*; local economy; management strategy; Village-Owned Enterprises (VOE)

### INTRODUCTION

Village-Owned Enterprises (BUMDes) have an essential role in the economy of a village because VOE was formed to succeed the village fund program established by the central government ([Law Number 11 of 2020 on Job Creation \[Undang-Undang Nomor 11 Tahun 2020 Tentang Cipta Kerja\]](#), 2022). The establishment of VOE is based on the needs of the community, and the potential of the village ([Law Number 23 of 2014 on Regional Government \[Undang-Undang Nomor 23 Tahun 2014 Tentang Pemerintah Daerah\]](#), 2014), especially in VOE engaged in the agriculture and tourism sectors were chosen to be the VOE business sector due to the utilization of abundant natural resources in the village. For example, agricultural products produced by the village community and the beauty of the local nature are the primary basis for establishing this VOE. At the same time, the natural tourism sector

utilizes the natural beauty of the village to bring tourists to the village. So, the sustainability of the VOE is highly dependent on the sustainability of existing natural resources.

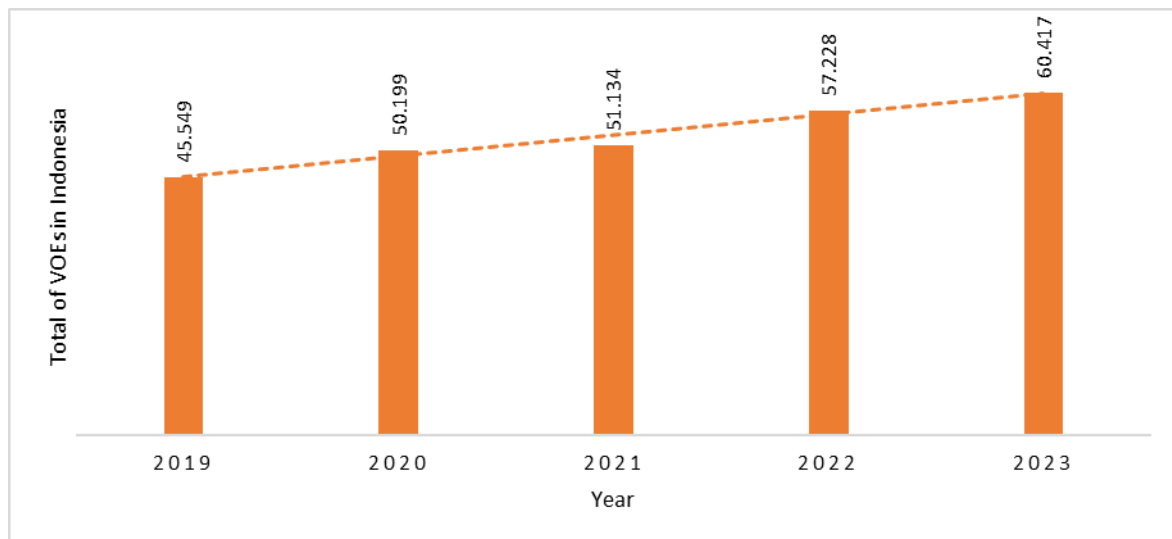
VOE activities provide external influences that are positive or beneficial to the community, including expanding employment and business opportunities, improving community welfare ([Saragih et al., 2023](#)), and contributing to regional development ([Kholmi et al., 2018](#)). According to research of [Tarlani et al., \(2022\)](#), the presence of VOE aids in the development of infrastructure, enhancing a region's economic growth. Several factors influence the outcome of VOE performance [Larasdiputra et al., \(2019\)](#) and [Puri & Khoirunurrofik, \(2021\)](#) mentioned that VOE performance is influenced by internal and external factors supporting VOE activities. Internal factors such as good management



and the quality of human resources managing VOE ensure that VOE activities run effectively and efficiently (Hidayat & Sulastri, 2019). External variables such as the active participation of village communities can be evident in VOE activities that involve a lot of stimulating work, expanding and providing jobs, and economic prospects (Nihayah et al., 2021). VOE units have a backward linkage through economic activities that produce goods and services needed during the activity process (Kania et al., 2021). VOE frequently manufactures things from village communities, such as agricultural processing firms that use village agricultural products. Furthermore, government support is crucial in assisting VOE in enhancing the quality of VOE human resources and other facilities required by

VOE (Purbasari et al., 2019). VOE's overall performance and contribution to local economic development are improved when the government provides policy frameworks and capacity-building programs that enable them to adjust to market demands and technological improvements effectively (Sari et al., 2024). It can be concluded that internal and external factors influence each other in optimizing VOE performance.

In 2021, 57,288 VOE were recorded, and throughout 2015-2021, the allocation of village funds for VOE capital has reached 4.2 trillion and has succeeded in achieving a profit of 1.1 trillion Village Original Revenue (PAD) in 2021 (LAN, 2022), this profit is expected to continue to increase as the number of VOE in Indonesia increases, the data is as follows in Figure 1.



**Figure 1.** Diagram of the development of the number of VOEs in Indonesia from 2019 to 2023 (Kemendesa, 2023)

The data in Figure 1 shows the average growth rate in 2019-2023 of 7.4%, indicating that VOE, as one of the economic and business actors, has a vital role in the economy. The contribution of VOE in improving the economy is evidenced by village cooperation between VOE and business actors and village economic empowerment through village economic activity units that significantly influence the economy of rural communities (Larasdiputra

et al., 2019). Not all VOEs are actively operating; based on data from the Ministry of Villages in 2023, from 60,417 VOEs, 79% of VOEs were active, or 47,807 VOEs, while the remaining 21%, or 12,610 were not actively operating. This figure shows that many villages still cannot operate VOE properly, so they do not optimally contribute to the village economy. In addition, after the Covid-19 pandemic, the village enterprises in the tourism sector in Wonogiri Regency have not

been able to restore their condition as before the pandemic, resulting in a decrease of up to 85% of tourists (Director of VOE Sendang Pinilin, personal communication, March 2024). Based on the contribution of VOE to economic activities, VOE has the potential to contribute to economic growth. However, previous research has not yet explored VOE's internal and external challenges in managing natural resources as supporting evidence to identify the existing gaps. Most discussions have primarily focused on village development and funding aspects. Therefore, this research aims to analyze the influence of internal and external factors on VOE performance and formulate strategies to enhance VOE performance in the natural resource sectors, particularly in agriculture and tourism.

## METHODS

This research was conducted in Wonogiri Regency and focused on VOE in natural resource sectors, especially agriculture and tourism. Samples were selected using the purposive sampling technique based on a study case with specific criteria (Sugiyono, 2021). The selected samples were VOE Desa Genengharjo, Kecamatan Tirtomoyo, which is engaged in agriculture (specifically coffee production), and VOE Desa Sendang, Kecamatan Wonogiri, which operates in the tourism sector (nature tourism). These VOEs were chosen based on their recognition as best practices in their respective fields within Wonogiri Regency, as identified through pre-research interviews with the Department of Community and Village Empowerment (Dinas PMD) of Wonogiri Regency. In addition to VOEs, this study also involves relevant agencies and stakeholders contributing to developing the agricultural and tourism sectors, including the Agricultural Office, Tourism Office, academics, associations, and local farmers. Primary data were obtained from focus group discussions, interviews, and observations, while secondary data were collected from

documentation and literature studies. Data were analyzed using A'WOT, a combination of SWOT and Analytic Hierarchy Process (AHP) (Kajanus et al., 2012; Kangas et al., 2001; Saaty, 1980), to generate and assess the optimal strategy. The AHP assessment was based on the perspectives of two officials from the Department of Community and Village Empowerment (Dinas PMD) and one expert in the field of economics. The collected scores were then processed using the AHP application by SpiceLogic.

## RESULTS AND DISCUSSION

### *Description of Case Study*

#### 1) VOE in the agriculture sector

The VOE in the agricultural sector taken as a research sample is the VOE of Genengharjo Village, Tirtomoyo Subdistrict, Wonogiri Regency. This VOE has several business units that have seven administrators, namely coffee, manage) office stationery, bricks (currently discontinued), and gallons of drinking water (currently discontinued). Among these business units, coffee is the main focus of developing and cultivating Librika coffee, a rare Dutch coffee with a potential market (Rahadi et al., 2021). This coffee management business is considered very potential because coffee is favoured by all groups (Rosyani et al., 2019), and the market can be exported so that if VOE has a good product development and marketing strategy, it will get maximum profit (Yanti et al., 2023).

#### 2) VOE in the tourism sector

The VOE in the tourism sector that was taken as a research sample was the VOE of Sendang Pinilih Village, Wonogiri District, Wonogiri Regency. This VOE has a central business unit in the tourism sector (Watu Cenik and Puncak Joglo) and other businesses, namely the BRILink Business Unit and Financial Services. Watu Cenik and Puncak Joglo Tourism Objects have various potentials, which are presented in 2 points:

physical and non-physical potential. Physical potential is divided into four aspects, namely aspects of physical conditions, aspects of tourist attractions, aspects of accessibility, and aspects of facilities and infrastructure. The non-physical potential is divided into two aspects, namely community support and response and tourist response (Febiani, 2022). According to Chim-Miki & Batista-Canino, (2017), a tourism business must have aspects of "cooperation or competitiveness" VOE Sendang Pinilin already has both aspects, so this tourist attraction has been able to compete and advance into superior tourism in the Wonogiri region, Central Java.

**Internal and External Factor Analysis**

The analysis of internal and external conditions resulted in strategic factors that

affect the sustainability of the VOE. These strategic factors are sorted into four groups: strengths, weaknesses, opportunities, and threats. Strengths and weaknesses are obtained from the internal environmental analysis, while opportunities and threats are obtained from identifying the external environmental analysis (Dyson, 2004). The process of grouping these factors was conducted based on the results of interviews at each VOE in the agriculture sector and VOE in the tourism sector. The weighting and ranking of strategic factors was conducted by respondents after the mapping stage of all internal and external strategic factors was conducted. The resulting weight is a weighted value for each strategic factor, which can be seen in Table 1 and Table 2.

**Table 1:** Internal Factors

Internal Factors	Weight		Rating		Score	
	Ag	Trm	Ag	Trm	Ag	Trm
<b>Strength</b>						
Mastery of local sourcing	0.13	0.12	4	4	<b>0.50</b>	<b>0.47</b>
Active involvement of VOE members	0.11	0.12	4	3	0.45	0.35
Good VOE management	0.13	0.12	4	4	<b>0.50</b>	<b>0.47</b>
Supportive infrastructure, facilities, and technology	0.11	0.12	3	4	0.34	0.47
Good VOE finance and funding	0.13	0.12	4	4	<b>0.50</b>	<b>0.47</b>
<b>Total Strength</b>					<b>2.29</b>	<b>2.21</b>
<b>Weaknesses</b>						
Ineffective monitoring	0.10	0.10	2	2	0.20	0.21
Insufficient manpower	0.11	0.10	2	2	0.23	0.21
Inadequate facilities	0.09	0.10	2	2	0.18	0.21
Product promotion is not maximized	0.10	0.10	1	1	<b>0.10</b>	<b>0.10</b>
<b>Total Weaknesses</b>					<b>0.70</b>	<b>0.73</b>
<b>Total IFE Score</b>	<b>1.00</b>	<b>1.00</b>			<b>2.99</b>	<b>2.94</b>

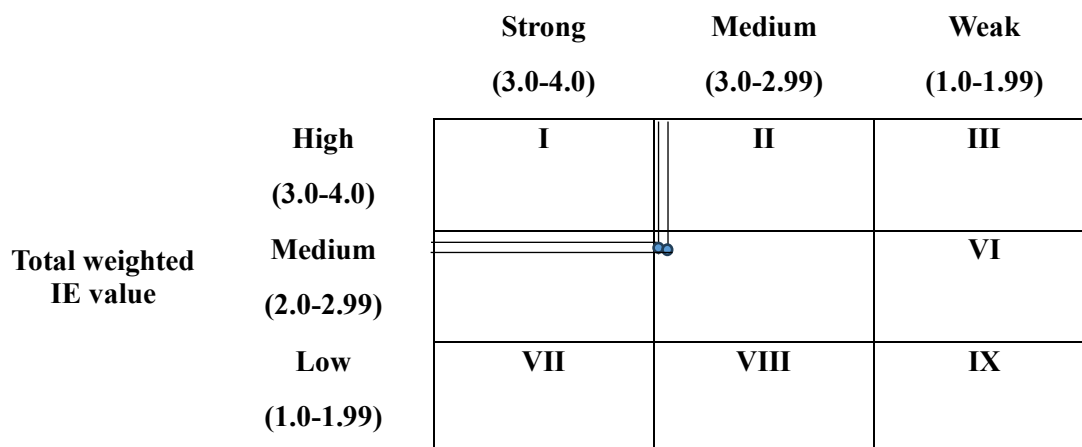
Based on the analysis of internal and external factors, the greatest strengths of the village enterprises are local control of natural resources, VOE Management and VOE finance and funding. The biggest weakness of both VOE is that product promotion needs to be maximized. Regarding external factors, the most

extensive opportunities are policy changes that support local economic development and village government support, while the most significant threat is weather constraints. Based on the internal and external strategic factors analysis, it can be mapped in the IE matrix, which can be seen in Figure 2.

**Table 2:** External Factors

External Factors	Weight		Rating		Score	
	Ag	Trm	Ag	Trm	Ag	Trm
<b>Opportunities</b>						
Open cooperation with business partners	0.13	0.11	4	4	0.50	0.44
Technological developments help sales and introduction of VOE units more widely through social media	0.11	0.10	4	4	0.45	0.40
Support from local government for VOE development (e.g., HR training)	0.13	0.12	3	3	0.38	0.37
Policy changes that support local economic development	0.13	0.12	4	4	<b>0.50</b>	<b>0.49</b>
Village government support	0.13	0.12	4	4	<b>0.50</b>	<b>0.49</b>
Total Opportunity					2.33	2.20
<b>Threat</b>						
Many competitors	0.09	0.12	2	1	0.18	0.12
Inadequate accessibility	0.10	0.10	2	2	0.20	0.20
Weather constraints	0.13	0.11	1	1	<b>0.13</b>	<b>0.11</b>
Economic uncertainty that may affect people's purchasing power	0.08	0.09	2	2	0.15	0.17
Total Threat					0.65	0.60
Total EFE Score	1	1			2.98	2.80

Description: Ag;Agriculture, Trm;Tourism



**Figure 2.** Results of internal-external matrix analysis

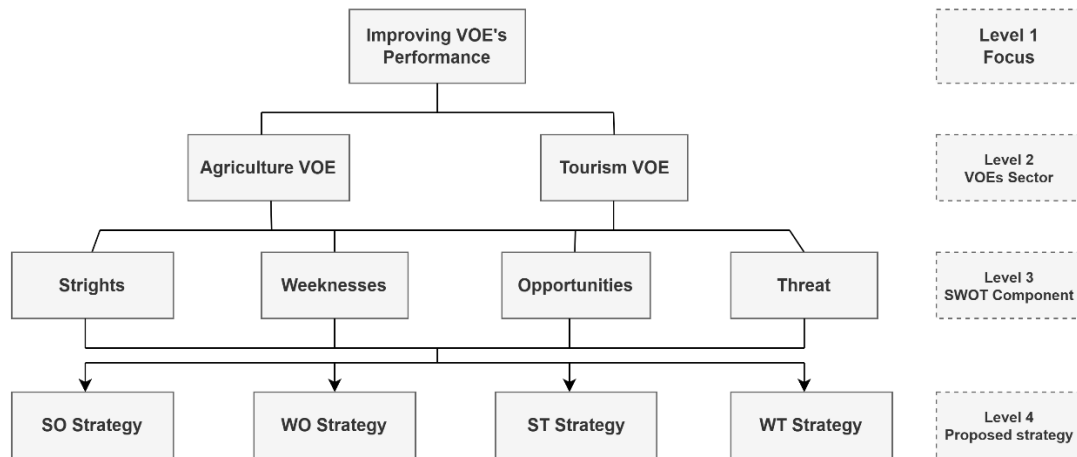
Based on the results of the IE matrix, the two VOE are in quadrant V; according to [David \(2017\)](#) the recommended strategy for VOE in quadrant V is "hold and maintain". VOE must focus on maintaining the success achieved, maintaining operational stability, and making continuous improvements to strengthen competitiveness in the market.

**Strategy Identification and Strategy Prioritization Using A'WOT**

SWOT analysis is a tool used to match several strategies based on internal conditions that become strengths and weaknesses and the external environment that becomes opportunities and threats for VOE ([Rangkuti, 2019](#)). By using this tool, VOE is expected to get alternative strategies based on a

combination of internal and external factors. The obtained strategies include the SO (Strength-Opportunities) strategy, the WO (Weakness-Opportunities) strategy, the ST

(Strength-Threats) strategy, and the WT. The strategy outcomes are then assessed with AHP to establish the strategy's priority; the AHP structure is displayed in Figure 3.



**Figure 3.** Hierarchy of A'WOT

Based on the IE analysis and AHP structure, the A'WOT analysis in this study is

presented in Table 3 (Agriculture VOE) and Table 4 (Tourism VOE).

**Table 3:** Results of A'WOT analysis of VOE in the agriculture sector in Wonogiri Regency

Strategy of Genengharjo VOE (Agriculture Sector)		AHP Score (%)
<b>SO</b>	Collaborate with stakeholders to improve coffee product differentiation and develop effective online marketing programs and sustainable promotions (S1, S4, O1, O2, O3, O5)	22.97
<b>WO</b>	Improve product promotion through digital marketing training. (W4, O2, O3, O4) Cooperate with educational institutions in internship programs to improve human resources (W2, O1)	13.95
<b>ST</b>	Build a network of distribution partners and strengthen coffee branding to face competitors. (S1, T1)	<b>55.49</b>
<b>WT</b>	Collaborate with the local government to conduct training and educate farmers on the application of agroforestry systems (W2, T3)	3.81
Total		100

Based on the results of the A'WOT analysis, the dominant strategy for agricultural VOE in Wonogiri Regency focuses on expanding distribution networks and strengthening product branding to enhance competitiveness, accounting for 55.49% of the strategy preference. This approach aims to increase market reach, improve product recognition, and ensure a stable supply chain for agricultural products.

A well-established distribution network allows VOE products to penetrate not only local markets but also regional and national levels, providing broader economic opportunities for local producers (Ginting et al., 2023). Strengthening branding efforts further enhances the visibility and attractiveness of VOE products through effective promotion via social media, e-commerce platforms, and other digital

technologies. In the increasingly competitive agricultural sector, brand differentiation is crucial in establishing a sustainable market presence and consumer trust (Islachudin et al., 2024).

Building strong local product brands involves more than just logos or packaging, it requires compelling narratives that highlight regional uniqueness, local craftsmanship, and sustainable practices. These factors build an emotional connection with consumers, strengthening loyalty and sustaining long-term brand value (Win et al., 2024).

An alternative method found in the A'WOT investigation is using digital marketing for product promotion, making up 22.97% of the strategy weight. This method uses online platforms like e-commerce sites, social media, and search engine marketing to enhance visibility, draw in more customers, and keep up with the rise of digital commerce (Cheung et al., 2021). The change in how consumers act online shows that agricultural VOEs need to use digital marketing techniques like social media marketing,

special promotions, and working with local influencers to expand their reach and stay competitive. Research indicates that effective digital marketing not only raises brand awareness but also increases community engagement and involvement, helping VOEs to build stronger connections with their target audience (Alford & Jones, 2024).

Digital marketing has benefits, but mixing online and offline methods is also important for reaching more people and being sustainable long-term. The success of this mix relies on how well online and offline methods work together. According to (Xu et al., 2022), this teamwork affects not just how consumers act but also societal welfare. However, moving from online to offline may not always produce good results for customers or the market, showing the need for a balanced strategy that considers both competition and consumer advantages. Agricultural VOEs need to think carefully about how online-offline integration affects access and community involvement to avoid creating inefficiencies or market issues.

**Table 4:** Results of A'WOT analysis of VOE in the tourism sector in Wonogiri Regency

Strategy of Sendang VOE (Tourism Sector)		AHP Score (%)
SO	Developing nature tourism with the support of business partners (such as the development of new rides or new photo spots at Watu Cenik) (S1, O1)	3.74
	Utilize digital technology and social media for tourism promotion (W4, O2)	19.32
WO	Cooperate with influencers to promote tourist destinations (W4, O1, O2)	8.22
	Cooperate with stakeholders to develop attractive dining facilities or cafes to increase tourist attractiveness. (W3, O1, O3, O5)	5.1
ST	Strengthening tourism branding to increase destination attractiveness. (S1, T1)	<b>31.81</b>
	Improve facilities to deal with weather and accessibility constraints. (W3, T3)	27.46
WT	Developing affordable tourism programs to attract more tourists (such as tour packages) (W4, T1)	4.34
Total		100

Based on the results of the A'WOT analysis, the main strategies for Tourism VOEs in the regency focus on strengthening tourism branding (31.81%) and improving facilities to overcome weather and accessibility constraints (27.46%). Enhancing tourism branding aims to increase destination attractiveness, improve visitor

engagement, and create a strong identity for the tourism VOEs, making them more competitive in the market. Watu Cenik and Puncak Joglo, as important tourism sites, must emphasize their distinctive selling characteristics, such as breathtaking natural landscapes and paragliding experiences, in all marketing efforts. Creating a strong visual

identity, including memorable slogans and commercial campaigns focused on the unique experiences these destinations provide, can help reinforce their attractiveness ([Mandagi et al., 2024](#)). A well-executed branding strategy will make it easier for potential visitors to recognize and be drawn to these locations.

Branding strategies integrated with digital technology significantly enhance market penetration. The rise of digital tourism platforms allows businesses to reach a broader audience, increase global visibility, and attract more visitors through personalized marketing strategies ([Zaidan, 2017](#)). Technology allows direct connections with travelers through online reviews and social media, improving the company's image and increasing public trust. Good online reviews and recommendations from people are important in shaping how customers act, so a strong online presence is essential for building brand image ([Ly & Ly, 2020](#)).

Besides brand building, better facilities are key for fixing infrastructure issues like weather problems and access. Many tourist spots face issues like bad weather and tough-to-reach areas, which can harm visitor comfort and experience. To tackle these problems, VOEs can build sheltered areas like gazebos or tents in good locations to protect customers from rain or heat, ensuring they stay comfortable no matter the weather. Making access better, like keeping roads in good shape, is also needed to help visitors reach attractions safely and easily.

Improved infrastructure will make Watu Cenik and Puncak Joglo more appealing to tourists, even when faced with outside challenges. By using these plans, tourism VOEs can boost their market status, draw in more visitors, and aid the local economy. These actions will not only make tourism more sustainable but also support long-term growth in the area by making Wonogiri's tourism sector stronger and more competitive.

## CONCLUSION

The analysis of VOEs in Wonogiri Regency reveals great strengths in managing local resources, particularly in agriculture and tourism. However, there are some limitations, such as a lack of product advertising and poor infrastructure. Outside forces present both opportunities and hazards, with government changes supporting local economic growth while weather difficulties and stiff market competition continue to offer risks. To improve market position, agricultural development plans focus on expanding distribution networks and improving product branding.

Agricultural development strategies focus on building distribution networks and enhancing product branding. Mixing traditional and digital sales methods builds a stronger business model that can handle changes in consumer preferences and economic downturns. In tourism, better destination branding is key for boosting visitor engagement and market appeal. Tourist spots like Watu Cenik and Puncak Joglo can gain from specific branding campaigns that showcase their natural beauty and unique activities like paragliding and scenic views. Also, infrastructure upgrades are needed to solve weather and access issues, creating a smoother experience for travellers. Providing shaded rest areas, improving road access, and enhancing public facilities can elevate the visitor experience, increasing the chances of return visits and positive recommendations.

Future research ought to contain more VOE with various types of organizations to achieve more comprehensive results. To increase firm sustainability, VOE should focus on improving human resource quality and developing strategic alliances. Meanwhile, the government is encouraged to increase the monitoring of VOE performance and provide quality training that can aid in the capacity growth and success of VOE.



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