

Community Participation in the Planning, Formation and Supervision of BUMDes in Betimus Mbaru Village - Sibolangit

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Abstract

Village-Owned Enterprises (BUMDes) support village economic development, but community participation in Betimus Mbaru remained limited following the failed pig farming program. This study aims to analyze community participation in the planning, formation, and supervision of Village-Owned Enterprises (BUMDes) in Betimus Mbaru Village, Sibolangit District. This study uses a qualitative descriptive method with data collection techniques through observation, interviews, and documentation. The research informants consisted of the village government, BUMDes administrators, and the people of Betimus Mbaru Village who were involved in the management of BUMDes. The data was analyzed descriptively to determine the form and level of community participation in each stage of BUMDes management. The results of the study showed that community participation in the planning and formation stages of BUMDes was quite good through community involvement in village deliberations, providing ideas, and supporting village business programs. However, the implementation of BUMDes in Betimus Mbaru Village has failed, especially in the livestock development program. The failure was caused by limited human resources (HR), both in terms of knowledge, business management skills, and supervision of BUMDes activities. In addition, low community participation in the supervision stage is also a factor that affects the suboptimal management of BUMDes. Therefore, it is necessary to increase the capacity of human resources through training, mentoring, and strengthening transparency and supervision so that the management of BUMDes can run more effectively and sustainably.

Keywords: BUMDES, Community Participation, Human Resources, Rural Economic Development, Village Autonomy.

1. Introduction

Village-Owned Enterprises or BUMDes are an important instrument in village economic development because their existence is directed to manage the potential, assets, services, and business activities of the village for the greatest possible welfare of the community (Purwanto & Safira, 2020). In Law Number 6 of 2014 concerning Villages, villages are given the authority to organize government, development, community development, and village community empowerment, including through the establishment of BUMDes as village economic institutions. Further provisions regarding BUMDes are regulated in Government Regulation Number 11 of 2021 concerning Village-Owned Enterprises, which regulates, among others, the establishment, articles of association and bylaws, organization, work program plans, ownership, capital, accountability, and the development and development of BUMDes.

The importance of BUMDes does not only lie in the economic aspect, but also in the aspect of democratic, transparent, and accountable village governance (Prasetyo, 2020). BUMDes should ideally be formed and managed based on the needs of the community and the



local potential of the village. Therefore, community participation is the main element in every stage of the implementation of BUMDes, starting from planning, formation, implementation of business activities, to supervision (Marhaeni et al., 2022). Without community involvement, BUMDes risk becoming only a formal village institution that does not fully reflect the needs of the residents and does not provide equitable benefits to the village community. Normatively, village development must be carried out in a participatory manner. Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 21 of 2020 emphasizes that general guidelines for village development and village community empowerment are a reference for village communities, village governments, and related parties in carrying out village development. This shows that the community is not only the object of development, but also the subject who has the right to express opinions, participate in determining policy directions, and supervise the implementation of village programs.

In the context of Betimus Mbaru Village, Sibolangit District, the existence of BUMDes is expected to be a means of developing local economic potential, increasing village original income, and expanding business opportunities for the community. However, in practice, the level of community participation in the planning, formation, and supervision of BUMDes still needs to be studied further. The initial data on which this study is based shows the need to see the extent to which the community is involved in village deliberations, how the process of forming BUMDes is carried out, and whether the supervision mechanism has been running openly and involving community elements. This problem is important to research because the success of BUMDes is highly dependent on the support, trust, and supervision of the village community.

Based on this description, the legal issues discussed in this article are how to regulate the law regarding community participation in the planning, formation, and supervision of BUMDes, how to implement community participation in BUMDes in Betimus Mbaru Village, and what are the obstacles that affect community participation in the management of BUMDes. This issue is important because community participation is not only related to social aspects, but also related to the fulfillment of legal principles in the implementation of village government and the management of village-owned enterprises.

2. Literature Review

A number of empirical studies on BUMDes across Indonesia offer a comparative picture of how community participation actually plays out. In Mandailing Natal Districts, community involvement and participation in BUMDes implementation were found to be considerable, built on the social system and cultural values of the local community (Khairani et al., 2021). In Pejangik Village, by contrast, the role of BUMDes had not progressed well and had not significantly improved the local economy, a shortfall attributed to limited capital, low public awareness, and inadequate human resources (Salihin, 2021). A mapping study across villages in Central Java similarly found that BUMDes potential for economic recovery remained unrealized because of a weak business development concept and limited human resource and capital capacity (Sofianto & Risandewi, 2021). In Wologai Tengah Village, Ende, Flores, a culture of deliberation was found to keep the community involved in BUMDes decision-making, yet that same culture also left the institution vulnerable to fraud (Hapsari et al., 2021). In Pidie Jaya, Aceh, an assessment of village fund performance found that BUMDes establishment failed to generate Original Village Income at all (Iqbal et al., 2021). Taken together, these studies suggest that community involvement in BUMDes deliberation and

formation is often present across Indonesian villages, but that weak human resource capacity and limited supervision repeatedly undermine the sustainability of the business itself.

Building on this body of research, this study extends existing findings on BUMDes participation to Betimus Mbaru Village, Sibolangit District, a case centered on a livestock development program rather than the tourism, waste management, or agriculture-based ventures examined in the studies above. While prior research has identified weak human resource capacity as a recurring obstacle to BUMDes performance in general, this study contributes a legal-empirical account of how that capacity gap operates across each management stage, planning, formation, and supervision, and how it can result in the outright failure of a BUMDes business unit rather than only in suboptimal performance.

Theoretically, community participation can be understood as the active involvement of residents in the decision-making process, implementation, utilization of results, and supervision of a development program. In the implementation of village government, community participation serves to strengthen the legitimacy of village policies, prevent abuse of authority, and ensure that village programs are in accordance with the needs of the community (Ndraha, 1990). Thus, community participation in the management of BUMDes is part of the principles of good governance, especially the principles of transparency, accountability, democracy, and community empowerment. The government's efforts to strengthen the village economy are realized through the establishment of Village-Owned Enterprises (BUMDes) as economic institutions managed by villages and communities. Based on Government Regulation Number 11 of 2021 concerning Village-Owned Enterprises, Article 1 number 1, BUMDes was formed to manage the economic potential of the village through various business activities that can provide economic and social benefits for the local community. The existence of BUMDes is expected to be able to develop the potential of the village which has not been utilized optimally.

In the management of BUMDes, the planning stage has a very important role because it is the basis for determining the direction and type of business to be developed. Participatory planning allows the community to convey their aspirations, needs, and views on the economic potential available in the village (Soetomo, 2011). Through this process, various business opportunities can be found in accordance with the conditions and characteristics of the village community. The stage of forming BUMDes also requires the involvement of various elements of society through village deliberation forums. As stated in Law Number 6 of 2014 concerning Villages, Article 54, village deliberations are a means to discuss and agree on various matters related to the establishment of BUMDes, including the objectives, organizational structure, sources of capital, and business fields to be carried out. The involvement of the community in the forum shows the existence of a democratic process in decision-making at the village level. In addition to planning and formation, the supervision aspect is an important part of the governance of BUMDes. Supervision carried out by the community can take place through monitoring the implementation of work programs, budget use, and the achievement of business goals that have been set (Mardiasmo, 2021). The role of the community as a social supervisor is related to the need for transparency and accountability in the management of village economic institutions (Apriliana, 2025).

In its implementation, community participation in various stages of BUMDes management does not always run as expected. The level of community involvement can be influenced by various factors such as the level of education, access to information, understanding of BUMDes, and the intensity of communication between the village government and the community (Nurcholis, 2011).

3. Methods

This study uses a descriptive qualitative approach. A descriptive qualitative approach is used to understand and describe in depth various social phenomena that occur in people's lives based on actual conditions in the field (Anto et al., 2024). Through this approach, the researcher seeks to obtain comprehensive information on community participation in the planning, formation, and supervision of Village-Owned Enterprises (BUMDes) in Betimus Mbaru Village, Sibolangit District. The qualitative approach was chosen because this research focuses on understanding the behavior, views, experiences, and forms of community involvement in the management of BUMDes. Qualitative research emphasizes the disclosure of meanings, processes, and social interactions that cannot be measured statistically, so as to be able to provide a deeper picture of the phenomenon being studied (Suprayitno et al., 2024). Thus, this research is directed to obtain descriptive data through direct interaction with informants involved in the management of BUMDes and village communities. The research data was obtained through observation, interviews, and documentation conducted directly at the research site. The combined use of these three techniques also functions as a form of method triangulation, in which information gathered through one technique can be cross-checked against the others to strengthen the credibility of the findings. The technique is used to extract information about the form of community participation, factors that affect community involvement, and the monitoring mechanism carried out on BUMDes (Nababan & Marpaung, 2024). The data obtained were then analyzed descriptively by organizing, interpreting, and drawing meanings from various information found during the research process.

4. Results and Discussion

The results of the study show that community participation in the planning, formation, and supervision of BUMDes in Betimus Mbaru Village, Sibolangit District, has not been running optimally. The establishment of BUMDes in the village was once directed to the pig farming business as a form of utilizing the local economic potential of the community. The business was initially seen as having opportunities because some people had social closeness and basic experience with livestock activities. In the initial stage, the existence of BUMDes is expected to be a source of village income and open up new economic activity spaces for residents. However, this hope did not develop as planned because the pig farming business failed in implementation. This failure is mainly related to the low understanding of the management and the community towards fund management, division of labor, business management, and strengthening human resources. Field findings show that it is not enough to establish BUMDes only based on capital and business ideas, but requires mature institutional readiness. Community participation should emerge from the early stages so that residents understand the goals, risks, capital needs, and responsibilities in managing BUMDes. The community should not only be placed as a beneficiary, but should be part of the decision-making process. This condition shows that the main problem of BUMDes in Betimus Mbaru Village lies in the weak substantive participation and limited capacity of village business governance.

At the planning stage, community participation in Betimus Mbaru Village has not been fully seen in the process of identifying needs and mapping the potential of the village. The selection of a pig farming business does have a relationship with certain social conditions in the village, but this choice still requires a more measurable feasibility study. BUMDes planning should be carried out by assessing market potential, management ability, feed availability,

livestock disease risk, cage needs, and financial recording capabilities. If these aspects are not discussed openly, it will be difficult for the public to understand the risks that will be faced by BUMDes. Village deliberations need to function as a deliberative space, not just a forum for administrative approval of predetermined programs. In the case of Betimus Mbaru Village, the community does not seem to have enough space to test whether the pig farming business is really feasible to run as a BUMDes business unit. Weak planning also has an impact on the lack of community ownership of business sustainability. When the community does not understand the basis for business selection, social support for BUMDes becomes limited. Research on BUMDes confirms that community participation has a great influence on the success of village business management and sustainability (Rismanita & Pradana, 2022). The findings show that participation in planning must be laid as the main basis before BUMDes carry out economic activities.

At the formation stage, pig farming BUMDes in Betimus Mbaru Village showed weaknesses in the institutional aspects and management election. The establishment of BUMDes should not only be interpreted as the formal establishment of village business entities, but also as the development of economic organizations that have clear duties, authorities, and responsibilities. BUMDes administrators need to be selected based on managerial ability, business understanding, integrity, and willingness to prepare accountability reports. In practice, the formation of administrators is often influenced by social proximity or administrative considerations, so that technical competence is not paid much attention. This situation can cause the management to be unprepared to face business problems that require practical knowledge and quick decisions. In the pig farming business, the management must understand the procurement of seeds, feed, cage care, livestock health, marketing, and cost control. If the work structure is not clear, then the responsibilities between the management become blurred and decision-making becomes ineffective. BUMDes also require internal rules regarding reporting, bookkeeping, profit sharing, supervision, and performance evaluation. The BUMDes management literature explains that strong institutions greatly determine the ability of BUMDes to manage the economic potential of the village in a sustainable manner (Hasanah et al., 2022).

In terms of fund management, the failure of pig farming BUMDes in Betimus Mbaru Village shows the low financial literacy of the management. BUMDes funds should be treated as village business capital that must be managed carefully, transparently, efficiently, and accountably. In livestock activities, funds are not only used to buy livestock, but also to finance cages, feed, medicines, labor, hygiene, transportation, and risk reserves. If all cost components are not calculated from the beginning, then the business capital can be exhausted before the business makes a profit. Weaknesses in fund management are also seen if there is no recording of cash inflows, cash outflows, inventories of goods, and projected cost needs. Without simple bookkeeping, it is difficult for administrators to know whether the business is still healthy or has suffered losses. It is also difficult for the public to supervise if financial statements are not publicly available. The absence of financial statements can reduce public trust in BUMDes management. Studies on the sustainability of BUMDes show that strict financial management, transparency, and community participation are important factors in maintaining village business performance (Rares et al., 2023).

The management of BUMDes cannot only rely on the spirit of mutual cooperation without appropriate skill support. The spirit of togetherness is still important, but village economic efforts still require competence, work discipline, and management knowledge. Management training is an important need so that BUMDes are not managed by trial and error. Books and studies on BUMDes emphasize the importance of increasing the capacity of

human resources, entrepreneurship, and business management in developing BUMDes (Suleman et al., 2020). Weak supervision causes mismanagement to continue until the business can no longer be maintained. BPD and the village government also need to play an active role in ensuring that BUMDes administrators make periodic reports. Supervision is not intended to hinder management, but to keep village funds and village businesses managed responsibly.

Based on the findings of the research, the re-establishment of BUMDes in Betimus Mbaru Village needs to be carried out through more systematic stages and based on the provisions of laws and regulations. There are stages that serve as guidelines in organizing the BUMDES program, namely:

- A. The first stage is to hold village deliberations that really open up space for the community to convey their needs, potentials, objections, and business ideas.
- B. The second stage is to prepare a business feasibility study that includes market aspects, capital, risk, human resources, and potential profits.
- C. The third stage is to select administrators based on competence, experience, integrity, and ability to make accountability reports.
- D. The fourth stage is to prepare a simple business plan that contains capital requirements, operational costs, revenue targets, marketing strategies, and success indicators.
- E. The fifth stage is to build a bookkeeping system that is easy for administrators to understand and can be checked by the village government, BPD, and the community.
- F. The sixth stage is to provide training to administrators in the fields of entrepreneurship, simple accounting, business management, and internal supervision so that the failure of pig farming BUMDes does not repeat
- G. The seventh stage is to establish a periodic evaluation forum so that the public knows the development of BUMDes businesses on a regular basis and can participate in supervising the use of funds and the performance of the management.

The strengthening of governance is in line with Government Regulation Number 11 of 2021 concerning Village-Owned Enterprises which regulates the establishment of BUMDes, articles of association and bylaws, organizations, employees, work program plans, capital, assets, business units, accountability, and the development and development of BUMDes. The use of village financial support also needs to pay attention to the provisions of the Village Fund, especially because Government Regulation Number 60 of 2014 concerning Village Funds Sourced from the State Budget has been revoked and the management of Transfers to the Regions, including Village Funds, is now regulated in Government Regulation Number 37 of 2023 concerning the Management of Transfers to the Regions. Figure 1 documents the field research process through which these findings on BUMDes governance in Betimus Mbaru Village were obtained.



Figure 1. Documentation of Research Activities

Overall, the results of this study show that community participation in the planning, formation, and supervision of BUMDes in Betimus Mbaru Village still needs to be strengthened. The failure of pig farming BUMDes shows that the establishment of village business entities cannot only rely on initial capital and the spirit of building the village economy. BUMDes require careful planning, competent management, clear bookkeeping, open supervision, and sustainable community support. The failure also shows that a lack of understanding in fund management can cause business capital to not be used effectively. Limited human resources make the management unable to overcome technical and managerial problems in the livestock business. The village government needs to strengthen coaching so that BUMDes do not run without direction and without assistance. BPD needs to optimize its supervisory function so that financial statements and business developments can be known to the public. The community needs to be placed as the main subject who participates in planning, assessing, supervising, and supporting the sustainability of BUMDes. The experience of Betimus Mbaru Village is a lesson that the success of BUMDes is greatly influenced by the combination of citizen participation, management capacity, fund transparency, and institutional governance. Therefore, the improvement of BUMDes in Betimus Mbaru Village must be directed at strengthening community participation, improving management capabilities, improving the financial system, and establishing an open supervisory mechanism so that BUMDes can become a sustainable village economic institution.

5. Conclusion

Answering the three legal issues raised at the outset of this study, the findings can be summarized as follows. First, on the regulation of community participation: Law Number 6 of 2014 concerning Villages and Government Regulation Number 11 of 2021 concerning Village-Owned Enterprises together position the community as a subject with the right to be involved in planning, formation, and supervision, not merely as a beneficiary of BUMDes. However, this study shows that a sound legal framework does not by itself guarantee substantive participation in practice.

Second, on how community participation was actually implemented in Betimus Mbaru Village: participation was present at the level of village deliberation, but did not extend into the more technical stages of BUMDes management. At the planning stage, the community was not fully involved in potential mapping, business feasibility studies, risk analysis, and determining a business form suited to the village's capabilities. At the formation stage, the BUMDes institution was not supported by a clear organizational structure, division of duties, or competency-based selection of management. Read together, these two stages show that participation in Betimus Mbaru Village remained largely consultative rather than substantive.

Third, on the obstacles affecting community participation: the recurring obstacle across all three stages was limited human resource capacity, both in technical business management and in financial recordkeeping, compounded by weak community supervision once the pig farming BUMDes was operating. This combination left fund management disorderly, non-transparent, and unsupported by adequate financial records, and left the management unable to run the livestock business professionally in technical, administrative, financial, and marketing terms.

Community supervision of BUMDes in Betimus Mbaru Village also still needs to be strengthened so that village business management is not only the responsibility of the management, but also a shared responsibility between the village government, BPD, BUMDes

managers, and the community. The re-establishment of BUMDes in Betimus Mbaru Village needs to be carried out through open village deliberations, careful business feasibility studies, the selection of competent administrators, business management training, and a reporting system that can be accessed by the community, in line with the applicable legal provisions on BUMDes and Village Fund management. Thus, BUMDes in Betimus Mbaru Village can be redeveloped as a village economic institution that is more participatory, transparent, accountable, and sustainable.

This study is limited to a single village case, Betimus Mbaru Village in Sibolangit District, so its findings should not be generalized to BUMDes across other villages or regions without further comparison. In addition, because the pig farming BUMDes did not maintain adequate bookkeeping and did not make financial statements publicly available, the analysis of the causes of its failure relies on the researchers' interpretation of informant accounts and observation rather than on the enterprise's own financial records. This absence of documentation is itself a finding worth noting, since it reflects the same weak recordkeeping capacity identified as a core obstacle in this study.

Future research could extend this study through a comparative analysis of BUMDes participation across multiple villages within Sibolangit District, or through a follow-up study examining Betimus Mbaru Village's BUMDes should it be re-established following the seven-stage governance framework proposed in this study.

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