

# Policy Analysis of Nature Tourism Management Based on Village Owned Enterprises (BUMDes) in Empowering the Community Economy in Taman Dadapan, Tulungagung Regency

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**Abstract:** Village tourism management based on Village Owned Enterprises (BUMDes) is one of the steps taken by village governments to maximize local potential in order to improve community welfare. This study aims to analyze the implementation of BUMDes based natural tourism management policies in empowering the community's economy at Dadapan Tourism Park, Tulungagung Regency. This study applies a qualitative method with a literature review approach and public policy analysis based on George C. Edward III's policy implementation theory, which includes communication, resources, disposition, and bureaucratic structure. The research findings indicate that the management of Dadapan Tourism Park by BUMDes Raharja has successfully provided positive impacts on community economic empowerment, including the emergence of local business opportunities, increased community income, and the absorption of labor in the tourism area. However, tourism management still faces several challenges, such as limited human resources, less effective tourism promotion, and a lack supporting tourism facilities. Therefore, strengthening BUMDes management, improving tourism promotion, and providing infrastructure support are needed so that village tourism management can grow sustainably.

## 1. Introduction

Village development is one of the important agendas to improve the quality of life of the community and reduce the gap between urban and rural areas. Through policies related to village development, the Indonesian government seeks to strengthen the local economy based on the capabilities possessed by each village, so that rural communities become more financially independent. One approach taken to support the strengthening of the village economy is by establishing Village Owned Enterprises (BUMDes), which function as economic institutions jointly managed by the village government and its residents (Suwito & Yusuf, 2020). The existence of BUMDes is expected to optimize local economic potential by utilizing natural resources, labor, and institutional structures within the village, so that community

welfare can improve sustainably (Rahmawati, 2020). Legally, the existence of BUMDes is determined by Law Number 6 of 2014 concerning Villages and reinforced by Government Regulation Number 11 of 2021 regarding Village-Owned Enterprises. These provisions emphasize that BUMDes are business entities established by villages based on existing regulations and managed professionally to optimize the village economy. The establishment of BUMDes is carried out through village deliberations involving the village head, the Village Consultative Body (BPD), and village residents as the main stakeholders. In carrying out its operational functions, BUMDes acts as an economic entity that manages various business units that can contribute to Village Original Income (PADes).

The income generated can then be used to fund village infrastructure development and programs to empower the community (Hilmawan et al., 2023). In its implementation, BUMDes business activities vary and are adjusted to the economic potential available in each village. Dewi (2014) notes that BUMDes businesses can cover various sectors, including public services, rental of village facilities, payment intermediary services, production and sale of local products, village microfinance institutions, and joint ventures involving community business groups. Among these sectors, the village tourism sector shows significant growth by utilizing local natural and cultural potential as attractions for tourists.

Tourism development at the village level has become one of the strategies widely implemented by local governments to improve the economic conditions of communities in rural areas. Village tourism does not only function as a recreational sector, but also as a tool to empower the community's economy through the creation of new business opportunities for local residents. The management of village tourism through the BUMDes model allows villagers to participate directly in economic activities such as food businesses, providing tourism services, managing homestay accommodations, and selling local products (Sumiasih, 2018). With this community participation, the development of village tourism is expected to increase residents' income and strengthen the economic independence of the village. In the context of tourism growth, the government plays a crucial role in designing policies that can facilitate the development of tourist destinations based on local potential. Generally, regional tourism development policies focus on efforts to increase tourism attractiveness, strengthen community involvement, and improve the quality of tourist destination management. Through these policies, it is expected that local governments can identify tourism potential in their areas and encourage cooperation between village governments, communities, and business actors in order to develop village tourism (Surya & Suryaningsih, 2023).

Efficient tourism sector development does not only emphasize increasing the number of visitors, but must also consider environmentally friendly tourism principles. Sustainable tourism is an approach to developing this sector that pays attention to the balance between economic, social, cultural, and environmental aspects so that the benefits generated can be continuously enjoyed by local communities and future generations (Soeswoyo et al., 2021). In this regard, village tourism management needs to be able to provide economic benefits for residents while still maintaining environmental sustainability and local traditions (Istanti, 2021). Although it has great potential to improve the village economy, village tourism management based on Village-Owned Enterprises (BUMDes) still faces various obstacles. One of the main obstacles is the limited capacity of human resources in running village businesses, especially in the aspect of tourism management. Limitations in managerial capabilities often result in suboptimal management of tourist sites so that the village's potential has not been fully utilized. In addition, the low participation of the younger generation in the management of BUMDes is also one of the factors hindering the development of village businesses because many village youths consider that pursuing a career in this sector does not provide sufficient economic security (Nugroho, 2020). This issue can also be seen in the management of Taman Dadapan located in Punjul Village, Tulungagung Regency. Taman

Dadapan is a village tourist destination managed by BUMDes Raharja Punjul, utilizing village land as an artificial tourism area that possesses quite attractive natural appeal. This tourist site provides various recreational facilities such as ornamental gardens, playground areas, swimming pools, as well as natural scenery that attracts local residents.

However, the tourism potential of Taman Dadapan has not been maximally explored due to several obstacles, such as the limited human resources in managing tourism. In the context of village tourism development, community empowerment becomes a crucial element to ensure that tourism management provides economic benefits for village residents. Community empowerment is a process aimed at increasing the capacity of individuals and community groups in managing their resources, so that they can improve their standard of living (Rappaport in Endah, 2020). Through this empowerment, the community does not merely function as the object of development but also becomes the main actor in village economic activities.

Based on the explanation above, village tourism governance based on BUMDes has very large opportunities to improve the economy of rural communities. Nevertheless, the success of village tourism management greatly depends on the implementation of appropriate policies as well as the ability of BUMDes to utilize tourism potential efficiently and sustainably. Therefore, policy analysis is needed to understand the extent to which the management of village tourism through BUMDes can contribute to empowering the community's economy. This study aims to analyze the policy of managing nature-based tourism through BUMDes in order to empower the community's economy in Taman Dadapan, Tulungagung Regency. It is hoped that the results of this research can provide an understanding of the role of BUMDes in village tourism management and offer policy recommendations that can support the sustainable development of village tourism.

## 2. Literature Review

Hutomo (2000) in Agustina (2019) states that community empowerment can be implemented through several key components, namely fund distribution, infrastructure development, community guidance, organizational strengthening, and increased cooperation. By using this approach, it is expected that the community can independently and sustainably utilize the economic potential possessed by the village. Previous research also shows that community empowerment makes a major contribution to the development of tourism in villages. Andayani, Martono, and Muhamad (2017), in their study on community empowerment through the development of tourist villages, identified that the empowerment process is carried out through three main steps, namely increasing community awareness, improving community capabilities, and delegating authority to the community in managing village tourism. In addition, Nardin (2019) emphasizes that government policies implemented through BUMDes can play an important role in improving community welfare through village economic empowerment programs.

Studies on tourism management focusing on Village-Owned Enterprises (BUMDes) in improving community economies have been widely researched by many scholars. One related study was conducted by Istanti (2021), which examined the contribution of BUMDes to the development of village tourism in Indonesia. The research findings show that BUMDes play an important role in increasing community income by managing tourism businesses, developing local products, and creating employment opportunities in villages. However, the study also indicates that the effectiveness of BUMDes-based tourism management is strongly influenced by the managerial capabilities of the administrators and the level of community participation in village economic activities. Therefore, strengthening BUMDes institutions becomes a crucial aspect in the success of village tourism management as a step toward empowering the community's economy (Istanti, 2021).

The next study was conducted by Isnaini, Yuliati, and Ariefianto (2023), which examined community empowerment strategies through the development of tourism villages focusing on local potential. This study applied a qualitative approach to analyze the role of the community in managing tourism villages. The results showed that community empowerment through tourism destinations can increase residents' income while strengthening the local economy through the development of small businesses and tourism-based economic activities. The research also emphasized the need for cooperation between the village government, community members, and village institutions in managing village tourism so that community empowerment programs can be sustained (Isnaini et al., 2023).

Another study was conducted by Mbulu et al. (2023) examining the role of village institutions in tourism development through community empowerment. The research findings indicate that the success of village tourism development is strongly influenced by institutional factors, the availability of infrastructure, and support from village government policies. The study also revealed that strong village institutions can increase community involvement in tourism activities and encourage economic growth in the local area. Thus, strengthening village institutions and improving human resource capacity are important elements in the success of community-based village tourism management (Mbulu et al., 2023).

Research conducted by Ibrahim (2024) further emphasizes the management of Village-Owned Enterprises (BUMDes) as a tool to empower the rural community economy. The study shows that BUMDes can act as a driver of village economic growth by developing productive businesses and providing economic services for the community. Nevertheless, this study also reveals that BUMDes management still faces various obstacles, such as a lack of human resources, minimal innovation in business development, and weak organizational management systems. In this regard, strengthening management and increasing institutional capacity become crucial factors in improving the performance of BUMDes to empower the rural community economy (Ibrahim, 2024).

Another study was conducted by Fithriana, Eka, and Sasmito (2023) which examined the impact of village funds on community empowerment in the development of tourism villages. The research findings indicate that the distribution of village funds has a positive effect on increasing community involvement in tourism economic activities and the development of tourism-based microenterprises. The study also emphasizes that financial assistance from the village government is a crucial element in the success of village tourism development as well as in improving residents' welfare. With sufficient funding support, village communities can develop productive and sustainable economic businesses (Fithriana et al., 2023).

Referring to various previous studies, it is concluded that tourism management based on Village-Owned Enterprises (BUMDes) has significant potential to improve the welfare of rural communities through the empowerment of the local economy. Nevertheless, the success of implementing village tourism management policies is still influenced by several factors, such as institutional capacity, community participation, government support, and the availability of resources. Therefore, a study on the policy analysis of nature tourism management based on BUMDes at Taman Dadapan, Tulungagung Regency, is very important to conduct in order to assess the effectiveness of policy implementation in empowering the local community's economy.

### **3. Research Methods**

#### **Research Design**

This study adopts a qualitative method aimed at exploring social phenomena that occur within a particular context in depth and comprehensively. The qualitative method was chosen to investigate

various conditions experienced by the research objects, such as behavior, perspectives, motivations, and actions related to the implementation of nature tourism management policies based on Village-Owned Enterprises (BUMDes). This process is carried out descriptively through data collection in the form of words and narratives within a natural context by utilizing various data collection techniques (Moleong, 2019). With this approach, the research will provide deeper insight into how village tourism management policies are implemented and their influence on the economic empowerment of residents in Taman Dadapan, Tulungagung Regency. In this study, the qualitative method is used to investigate the facts and dynamics occurring in the management of nature tourism at Taman Dadapan, which is managed by BUMDes Raharja Punjul.

This research prioritizes the analysis of village tourism management policies as well as community economic empowerment activities carried out through the management of this tourism site. Therefore, the focus of this study is not only limited to village tourism management but also examines how policies are implemented by the village government and BUMDes managers in encouraging community participation and improving the local economic standard of living. This research highlights community empowerment activities as explained by Hutomo, which include several main dimensions, namely capital assistance, support for infrastructure development, community mentoring, institutional strengthening, and partnership development. These five dimensions serve as a framework for analyzing how effective BUMDes-based nature tourism management policies are in improving the economic empowerment of village communities (Hutomo in Agustina, 2019).

The information collection techniques in this study were conducted through interviews, observations, and document collection. Interviews were conducted to obtain a deeper understanding of village tourism management policies and their influence on improving the community's economy. Observations were carried out to directly observe tourism management activities and community participation in economic activities related to tourism in Taman Dadapan. Meanwhile, document collection was conducted by gathering various archives related to village policies, activity reports from the BUMDes, and other data important to the research. The data collected in this study were then analyzed using qualitative data analysis methods which include data reduction, data presentation, and conclusion drawing. Data reduction was carried out by selecting and focusing on information relevant to the research objectives. The reduced data were then presented in narrative form to make it easier for researchers to understand the relationships among the obtained data. The final step is drawing conclusions, which is carried out by interpreting the analyzed data to answer the research questions (Miles, Huberman, & Saldaña, 2014).

### **Data collection technique**

The data sources in this study include primary and secondary data. Primary data were collected directly from individuals considered to have knowledge of and involvement in the management of tourism at Taman Dadapan. The informants in this study consist of the village head, BUMDes administrators, and managers of village tourism business units operating under the BUMDes. The selection of these informants was based on the importance of their roles in formulating and implementing village tourism management policies. In addition, primary data were also obtained through direct interaction with community members who play a role in economic activities in the Taman Dadapan tourism area.

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### Data Analysis Techniques

The data analysis method in this study utilizes a descriptive qualitative analysis approach aimed at exploring the implementation of natural tourism management policies based on Village-Owned Enterprises (BUMDes) in improving the community's economy in Taman Dadapan, Tulungagung Regency. Qualitative data analysis was carried out systematically through stages of data organization, information grouping, and interpretation of meaning regarding the policy phenomena being studied. This method was chosen because public policy studies require a comprehensive understanding of the policy implementation process, interactions between actors, and the effects of policies on the local community (Lexy J. Moleong, 2017).

In this study, the data analysis method refers to the interactive analysis model proposed by Miles, Huberman, and Saldaña, which includes three main steps, namely data reduction, data presentation, and conclusion drawing or verification. Data were reduced by selecting, focusing attention on, and simplifying information obtained from various sources such as village policy documents, BUMDes management reports, and literature on village tourism management. This stage aims to identify information relevant to the focus of the study, especially those related to the implementation of BUMDes-based natural tourism management policies and their influence on improving the economic conditions of village communities (Michael Huberman, dan Johnny Saldaña, 2014).

Furthermore, the data are presented in narrative, table, and policy analysis matrix formats that illustrate the situation of natural tourism management at Dadapan Park. The presentation of data aims to make it easier for researchers to understand the relationships between variables and to identify patterns in policy implementation occurring at the village level. In the context of public policy research, data presentation is also carried out by applying policy implementation indicators from Edward III's theory, which include communication, resources, implementers' attitudes, and bureaucratic structure. These indicators function to evaluate the effectiveness of implementing BUMDes-based tourism management policies in improving the welfare of village communities (Edward III, 1980).

The final step in the data analysis method is drawing conclusions and validation. At this stage, researchers interpret the analyzed data to answer the formulation of research problems and to assess the effectiveness of implementing BUMDes-based natural tourism management policies in empowering the community's economy. The verification process is conducted continuously by comparing various data sources to ensure the validity and consistency of the research results. Therefore, the results of the data analysis are expected to provide an objective picture of the effectiveness of village tourism management policies in im In addition to applying a qualitative data analysis model, this study also uses public policy analysis as a method to assess the implementation of nature tourism management based on VillageOwned Enterprises (BUMDes). Policy analysis is conducted by examining policy content, implementation procedures, and the effects of policies on village communities. This method allows

researchers to evaluate the extent to which village tourism management policies can increase community income, create employment opportunities, and encourage the growth of micro-enterprises around the Dadapan Park tourism area (William N. Dunn, 2018).

### **Data Validity and Validity**

To ensure the validity of the data in this study, data validation techniques were used through source triangulation. Triangulation was carried out by comparing information from various data sources, such as village policy documents, BUMDes reports, and scientific literature related to village tourism management. This technique aims to increase the level of trust in the research results and minimize the possibility of bias in data analysis (Sugiyono, 2019).

## **4. Results and Discussion**

### **General Overview Of The Management Policy For The Dadapan Park Nature Tourism**

BUMDes Raharja was established in 2016 in Punjul Village, Karangrejo District, Tulungagung Regency. In the early phase of its formation, BUMDes did not yet have any active business units. The village government then provided assistance in the form of initial capital amounting to Rp15,000,000 which was intended to implement a cattle fattening program as one of the efforts to develop the village economy. However, after a joint deliberation between the village government and the BUMDes management, it was found that the capital was not sufficient to run the program, so the cattle fattening plan could not be implemented. As an alternative use of the funds, BUMDes Raharja once managed a savings and loan business for village residents. However, this activity did not last long because the BUMDes management had plans to develop the village's potential through a business in the tourism sector. Therefore, the lending program was discontinued and all loans that had been given to the community were returned. Subsequently, the initial capital owned by BUMDes was used as a first step to develop the village tourism business unit. The BUMDes management then submitted a request to the village government to utilize village land as a tourist attraction site. The Punjul Village Government then granted permission to use village treasury land covering approximately 3,500 m<sup>2</sup> located in Dadapan Hamlet RT/RW 08/02.

In 2017, the BUMDes management began the initial stage of development using the available capital. The early development included the construction of a fish pond, the building of a large gazebo, and the provision of electricity and water installations as basic facilities to support tourism activities. In 2018, there was no additional funding from the village government, so the development of the tourist attraction did not experience significant progress. However, in 2019, the village government again provided financial support amounting to Rp50,000,000 which was used to build a canteen, pave the roads in the tourism area, and excavate a swimming pool. With the construction of these facilities, Dadapan Park Tourism officially began operating in 2019 and started attracting local tourists from surrounding areas. The development of village tourism through BUMDes is one way of implementing village development policies aimed at increasing the economic independence of village residents by utilizing local resources.

This is in line with the provisions of Law Number 6 of 2014 concerning Villages which emphasizes that villages have the right to manage economic potential through the establishment of BUMDes as a tool to improve community welfare. The management of BUMDes is also regulated in more detail in the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 4 of 2015 which states that BUMDes acts as a village economic institution with the objective of

improving the village economy and community income. Organizational structure is a crucial element in managing an organization because it relates to the distribution of duties, authority, and responsibilities among the managers. Dadapan Park is managed by BUMDes Raharja in coordination with the Punjul Village Government. In its management, Dadapan Park Tourism has an organizational structure consisting of three active administrators, three supervisors, and three additional administrators who support the operational activities of the tourism site. The division of work within this organizational structure aims to ensure that tourism management runs effectively and in an organized manner.

## **Analysis Of The Implementation Of Bumdes-Based Natural Tourism Management Policy**

Policy implementation is a crucial step in the public policy process that determines how far a policy can achieve the objectives that were previously set. In the context of village development, policy implementation is not only related to carrying out programs, but also involves many actors such as the village government, village economic institutions, and the participation of the local community. Natural tourism management centered on Village-Owned Enterprises (BUMDes) is one form of policy aimed at developing local potential while improving the welfare of village residents through productive economic activities (Riant Nugroho, Public Policy Jakarta: Elex Media Komputindo, 2014). The tourist attraction Taman Dadapan, located in Punjul Village, Tulungagung Regency, is one example of the implementation of a village economic development policy through tourism management based on BUMDes. This tourism management is carried out by BUMDes Raharja by utilizing the village's natural resource potential as a tourist attraction. The existence of BUMDes as a village economic institution is regulated in Law Number 6 of 2014 concerning Villages, which grants authority to villages to manage their economic potential independently in order to improve community welfare. In addition, the management of BUMDes is also regulated in the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 4 of 2015, which emphasizes that BUMDes have the potential to develop various types of businesses in accordance with the potential and needs of village communities.

In examining the implementation of the Taman Dadapan tourism management policy, this study applies the policy implementation theory proposed by George C. Edward III. Edward III states that the success of policy implementation is influenced by four main factors: communication, resources, the attitude or disposition of implementers, and bureaucratic structure (Washington DC: Congressional Quarterly Press, 1980). These four factors are crucial indicators for evaluating the extent to which the implementation of BUMDes-based tourism management policies can be carried out effectively at the village level. With this approach, the analysis of policy implementation in this study is directed at how policy communication occurs between the village government, BUMDes management, and the community; the extent to which resources are available to support tourism management; how the commitment and attitudes of policy implementers influence the execution of tourism programs; and how the organizational structure and coordination mechanisms function in the management of Taman Dadapan tourism. The analysis of these four aspects is expected to provide insight into the effectiveness of village tourism management policy implementation and its impact on community economic empowerment in Tulungagung Regency.

## **Policy Communication in the Management of Dadapan Park Tourism Policy**

Communication is one of the important elements in the success of public policy implementation, because through communication, the objectives, direction, and methods of implementing a policy can

be clearly understood by implementers and the community that becomes the target. In the perspective of policy implementation theory proposed by George C. Edward III, communication plays a key role as a variable that influences the success of policy implementation in addition to resources, disposition, and bureaucratic structure. Policy communication functions as a tool to convey information related to policy objectives so that policy implementers can properly understand their duties and responsibilities. Edward III states that the effectiveness of policy communication can be assessed through three main indicators, namely the transmission of information, clarity of messages, and consistency in delivering policy to implementers as well as to the community receiving the policy (Washington DC: Congressional Quarterly Press, 1980). In the management of Dadapan Park Tourism in Tulungagung Regency, policy communication is carried out through cooperation between the village government, the management of BUMDes Raharja, and the local community who play an important role in the development of village tourism. This communication process usually takes place through village deliberation forums, meetings of BUMDes administrators, and socialization to the community regarding the management and development of tourism.

This communication mechanism is designed to ensure that all parties understand the objectives of village tourism development, namely increasing village income and creating economic opportunities for the local community through trading activities, tourism services, and the management of tourism facilities. Efficient interaction between the village government and BUMDes management is also a crucial element in maintaining coordination in tourism management so that it proceeds in a planned manner and in accordance with the predetermined village development policies (Nani, Yacob Noho. 2021). In addition, the delivery of policies in the management of village tourism also functions to increase community involvement. By clearly and consistently informing the public about tourism development programs, the community can realize the economic benefits generated and become motivated to participate in various economic activities in the tourism area. This is in line with the view that good communication in policy implementation can reduce information distortion and increase the understanding of policy implementers regarding program objectives, so that policies can run optimally (Budi Winarno, 2012). Therefore, policy communication becomes a crucial aspect in supporting the success of the management of Dadapan Park Tourism as a BUMDes business unit aimed at encouraging the economic empowerment of rural communities.

## **Resources in the Management of Nature Tourism Based on BUMDes**

In research on the implementation of public policy, the availability of resources is one of the important elements that determine the success of implementing a policy. According to George C. Edward III, policy implementation will not be effective without sufficient resource support, including human resources, financial resources, as well as facilities and infrastructure that support the implementation of the policy (George C. Edward III, 1980). Therefore, resource analysis is crucial to assess the extent to which the management of Dadapan Park Tourism by BUMDes Raharja can implement village tourism development policies in order to improve the economic empowerment of the community in Punjul Village, Tulungagung Regency.

### **a. Human Resources in Tourism Management**

Human resources are a crucial element in village tourism management because they function in managing tourism activities, serving visitors, and developing the tourism potential that exists in the village. The management of Dadapan Park is carried out by BUMDes Raharja in coordination with the Punjul Village Government. In its management, BUMDes involves the main administrators, su-

pervisors, and operational staff, most of whom come from local residents. The involvement of local communities in tourism management is one way to empower communities aimed at increasing residents' participation in the economic activities of villages (Subarsono, 2011). Improving the capacity of human resources is also a crucial element in village tourism management. Tourism managers are required to have skills in destination management, financial management, and the development of tourism innovations in order to increase the attractiveness of tourist attractions for visitors. Studies on village tourism development show that the quality of human resources involved in managing tourism destinations greatly influences the success of community-based tourism development (H.R. Novandi, 2021). However, in the management of Dadapan Park there has been no assistance from the regional government to support the capacity of the management's human resources. This was explained by a business unit manager, stating that there has been no mentoring assistance for BUMDes members such as promotion strategies and other training for managing Dadapan Park (interview, June 9, 2023). However, institutional strengthening training has been held regularly at the sub-district level, and at the district level BUMDes has participated in training on preparing APK reports. The existence of these trainings greatly helps BUMDes to develop and progress further, and eventually it will return to the welfare of the people of Punjul Village. A BUMDes business unit manager with the initial K hopes that there will be special training in tourism management so that they know how to maintain the Dadapan Park tourism attraction. The business unit management has also conducted a study visit to Pujon to increase their knowledge of tourism management.

b. Financial Resources in Tourism Management

In addition to human resources, the success of village tourism management is also influenced by the availability of financial resources. The basic capital for the development of Dadapan Park Tourism comes from village government funds distributed to BUMDes Raharja. This was emphasized by the head of Punjul Village who stated:

"At this time, the source of capital is still obtained from village funds for the management of the hip-pam unit, the gapoktan unit, and the tourism unit. The capital comes from the village government." (Interview, June 19, 2023)

A similar statement was expressed by BUMDes management, where the village government provides the capital which is then managed by the units available in BUMDes. Until now there has been no investment from external parties or the private sector for the management of BUMDes. For example, if capital were obtained from external parties, it would strongly support the growth of businesses within BUMDes. The results of interviews with other managers explained in detail that: "The capital can be obtained from the village government. In 2017 there was 15 million rupiah, which was initially used for savings and loans. Eventually the savings and loans activity was closed, and from that 15 million it was used as capital for the tourism business. At that time, a large fish pond with a large gazebo was obtained, and it was also equipped with electricity supply and atmosphere.

In 2018, BUMDes did not receive capital. In 2019, the tourism sector received a budget of 50 million rupiah to build a building and a canteen, but now it has become a karaoke location, then land was excavated for a swimming pool, and flowers were purchased. In 2017 and 2019 the funds were received in the form of money, but in the following years they were in the form of buildings." (Interview, June 19, 2023) In village development policy, BUMDes is positioned as a village economic institution aimed at managing local economic resources and increasing Village Original Income (PADes) (Riant Nugroho, 2014). This policy is in accordance with the provisions in Law Number 6 of 2014 concerning Villages, which grants authority to villages to manage economic potential through

the establishment of BUMDes as a village economic institution managed independently and professionally. In addition, the Regulation of the Minister of Villages, PDTT Number 4 of 2015 explains that BUMDes can develop various businesses in accordance with village potential to improve community welfare. Income from Dadapan Park Tourism comes from various tourism activities such as entrance tickets, parking fees, rental of tourism facilities, and community economic activities around the tourism area. Effective management of tourism income will support the increase of village revenue and create business opportunities for local communities (Riant Nugroho, 2014)

c. Tourism Facilities and Infrastructure

The availability of facilities and infrastructure is a crucial element in supporting the success of village tourism management. Dadapan Park offers various tourism facilities such as a swimming pool, flower garden, gazebos, parking area, and play rides for visitors. These facilities become the main attraction for tourists who come to the tourist area. In the development of village tourism destinations, the availability of adequate tourism facilities is a crucial factor to increase visitor comfort and improve the competitiveness of tourism destinations. Adequate tourism infrastructure not only improves the visitor experience but can also encourage local economic growth by increasing business activities of communities around the tourist destination (Budi Winarno, 2012). According to a manager named F, the addition of facilities in Dadapan Park increases tourist attraction: "The existence of good facilities will certainly attract visitors to come. Alhamdulillah, the tourism business unit has a swimming pool and a karaoke place, so many visitors come to swim and sing. In addition, the cost for swimming is also affordable, which is 5 thousand per person, while for karaoke it is 10 thousand for 4 songs." (Interview, June 19, 2023). The addition of these facilities is also complemented by Hippam as a water source for the community. Hippam is one of the BUMDes units. Another manager also explained that assistance in the form of buildings was provided in 2020, such as paving for fences, a swimming pool, and five small gazebos.

## Disposition or Commitment of Policy Implementers

In the theory of policy implementation proposed by George C. Edward III, the attitude or disposition of policy implementers is a crucial factor influencing the success of policy implementation. Disposition relates to attitudes, commitment, and how prepared policy implementers are in carrying out the policies that have been determined. If policy implementers have strong dedication to policy objectives, then the policy implementation process will run more efficiently and in line with the expected goals (George C. Edward III, Congressional Quarterly Press, 1980). Thus, the analysis of disposition in this study is directed at the attitudes of the village government and BUMDes managers, commitment to community empowerment, as well as the level of community participation in the management of Taman Dadapan Tourism in Tulungagung Regency.

a. Attitude of the Village Government and BUMDes Managers .

The behavior of the village government and BUMDes administrators is a key element in supporting the success of village tourism management. The Punjul Village Government supports the development of Taman Dadapan Tourism by implementing a policy of using village treasury land as a tourism location and providing capital to BUMDes Raharja to develop tourism businesses. Support from the village government is a form of implementing village development policies aimed at optimizing local economic potential through the development of village enterprises. From a public policy perspective, the commitment of the village government as a policy implementer has a crucial role in ensuring the sustainability of village development programs. This is in line with the view that

the success of policy implementation is largely determined by the attitudes and commitments of policy implementers in carrying out programs that have been designed (Budi Winarno, CAPS, 2012). With assistance from the village government and management carried out by BUMDes Raharja, the development of Taman Dadapan Tourism has become one of the efforts to increase the economic activities of the village community. According to the manager of the initial business unit, F, the current business partner is only the village government. Therefore, BUMDes unit managers must communicate with the village government so that misunderstandings do not occur. The hope is that in the future BUMDes, in managing Taman Dadapan tourism, will obtain partners either from universities or the private sector.

b. Commitment to Community Empowerment

The development of village tourism destinations through BUMDes also shows the commitment of the village government and BUMDes managers in supporting community empowerment. Community empowerment is one of the main targets in village development because it can increase the community's ability to manage local potential independently. The management of Taman Dadapan Tourism does not only focus on increasing village income but also creates economic opportunities for the surrounding community through various business activities such as selling food, parking services, and renting tourism facilities. The concept of community empowerment in village development focuses on increasing community involvement in local economic activities. With the management of village tourism, the community can directly participate in various economic activities that support the tourism industry, thereby improving the welfare of the village community (Subarsono, 2011). This shows that the development of village tourism based on BUMDes not only functions as a village business unit but also as a tool for community economic empowerment.

c. Community Involvement in Tourism Management

Community participation is one of the crucial indicators of the success of village tourism development policy implementation. In the management of Taman Dadapan Tourism, the community participates in various operational activities such as parking management, cleanliness of the tourism area, and the management of culinary businesses around the tourism site. This community involvement indicates that the development of village tourism is not only managed by the village government and BUMDes but also involves active community participation as part of local economic development.

In research on community-based tourism development, the involvement of the local community becomes a crucial element in maintaining the sustainability of tourism sites and increasing economic benefits for the surrounding community. Studies on village tourism development indicate that community involvement in tourism management can strengthen the sense of ownership toward the tourism site so that the community actively contributes to maintaining and developing the tourism potential of the village (H.R. Novandi, 2021). Therefore, community participation in the management of Taman Dadapan Tourism becomes one form of implementing policies for empowering the village community's economy through the development of BUMDes-based tourism.

### **Impact of Tourism Management Policy on Community Economic Empowerment**

Regional tourism management through Village-Owned Enterprises (BUMDes) is one form of implementing rural development policy aimed at improving community welfare by utilizing local economic potential. From a public policy perspective, the success of implementing a policy can be measured by

the effects it produces for the community as the group targeted by the policy. William N. Dunn argues that public policy evaluation can be conducted by observing the extent to which the policy can create beneficial social and economic effects for society (William N, 2018). Thus, the analysis of the impact of the Dadapan Park Tourism management policy is focused on increasing residents' income, business opportunities for the local community, and the absorption of local labor. 1. Increase in Community Income.

The presence of Dadapan Park Tourism contributes to the growth of community economic activities in Punjul Village and the surrounding areas. Tourism activities trigger the emergence of various economic businesses such as selling food and beverages, renting tourism equipment, and providing parking services for visitors. In the context of the local economy, the development of village tourism can increase community income through the multiplier effect that occurs due to tourism activities (Budi Winarno, 2012). According to village tourism management data, the increase in the number of tourists contributes to the income of community members involved in economic activities in the tourism area. This is in line with research on village tourism development which shows that community-based tourism can increase the income of local residents and encourage village economic growth (H.R. Novandi, 2021).

a. Business Opportunities for Local Communities.

In addition to increasing residents' income, the presence of Dadapan Park Tourism also creates new business opportunities for village residents. These business opportunities appear in the form of food businesses, sales of local products, parking services, and the provision of tourism facilities for visitors. From a public policy perspective, the development of local businesses through village tourism is one way to empower the community's economy with the aim of increasing the economic independence of rural communities (Subarsono, 2011). The village tourism development policy is in line with the provisions of Law Number 6 of 2014 concerning Villages, which grants villages the right to manage their economic potential by establishing BUMDes as village economic institutions. Through BUMDes, the village government can develop various types of businesses that focus on regional potential in order to improve the welfare of village communities.

**Table 1.** Types of Community Businesses Developing in the Dadapan Park Tourism Area.

Type of Business	Activity Description
Food and beverage stall	Providing snacks and drinks for tourists
Parking services	Managing parking for visitors' vehicles
Tourism equipment rental	Renting life jackets, game rides, and tourism facilities
Local product sales	Selling agricultural products and village MSME products

Source: Field observations and interviews with business actors (2024).

b. Absorption of Local Labor

Another consequence of village tourism development is the increase in employment opportunities for local residents. The management of Dadapan Park requires human resources to carry out various operational activities such as ticket management, maintaining the cleanliness of the tourism area, regulating parking, and managing tourism facilities. The participation of local communities as workers in tourism management is one form of economic empowerment for village communities. In research on communitybased tourism, the tourism sector has significant potential to create job opportunities for local residents and improve community welfare in tourism areas (Riant Nugroho, 2014). Therefore, the development of Dadapan Park Tourism not only provides economic benefits

for the village government through village revenue, but also directly impacts the increase in employment opportunities for local residents

### Supporting and Inhibiting Factors in Policy Implementation

In public policy research, the success of policy implementation is not only determined by the proper formulation of the policy but also by the factors that support and hinder its implementation. According to George C. Edward III, policy implementation is influenced by several crucial variables such as communication, resources, disposition, and bureaucratic structure that interact to determine the success of public policy (George C. Edward III, 1980). Therefore, analyzing the supporting and inhibiting factors in the implementation of the Dadapan Park Tourism management policy is very important to assess the extent to which the village tourism development policy based on BUMDes can be implemented effectively.

**Table. 2** Supporting and Inhibiting Factors in the Implementation of the Dadapan Park Tourism Management Policy

Aspect	Supporting Factors	Inhibiting Factors
Tourism Potential	Has natural tourism potential in the form of a recreation park and swimming pool that attract local tourists	Development of tourist attractions is still limited so the tourism appeal is not yet optimal
Village Government Policy	There is support from village policy through the establishment of BUMDes as the tourism manager	Coordination with regional government and the tourism sector is still not optimal
Community Participation	The community is involved in economic activities such as vendors, parking attendants, and managers of tourism facilities	The level of community skills in tourism management is still limited
Tourism Infrastructure	Basic facilities are available such as swimming pools, gazebos, and parking areas	Accessibility to the tourist location still needs improvement
Tourism Promotion	Promotion is carried out through social media and visitor recommendations	Digital promotion strategies and tourism branding are still limited
Human Resources	Managers come from the local community, thereby increasing village economic empowerment	Limited training and capacity of tourism managers
Funding	There is village capital participation through BUMDes	Tourism development funds are still limited for building new facilities

The table above broadly describes the factors that support and hinder the empowerment of BUMDes in managing Dadapan Park tourism in Punjul Village, Karangrejo District, Tulungagung Regency. It is known that the supporting factor for the success of Dadapan Park tourism is the support from the village government in the form of funds and buildings for the development of Dadapan Park tourism. Meanwhile, the inhibiting factor is the absence of assistance from the government or private sector to improve human resource capacity, such as training. Currently, training is only held at the sub-district and government level and tends to focus on BUMDes management. In addition, another inhibiting factor is the absence of partners from outside the village government.

## Policy Strengthening Model for BUMDes-Based Tourism Management

Village tourism management based on Village-Owned Enterprises (BUMDes) is one of the village development policy approaches aimed at maximizing local economic potential and improving the welfare of rural communities. In the context of public policy implementation, policy strengthening is necessary so that established policies can function effectively and sustainably. William N. Dunn states that policy strengthening can be carried out through evaluation and improvement processes that focus on increasing the effectiveness, efficiency, and impact of policies on society (William N. Dunn, \*Public Policy Analysis\*, 2018). Consequently, it is important to strengthen the policy for managing Dadapan Park Tourism with an integrated approach that involves the village government, BUMDes managers, and the community as the main stakeholders in the development of village tourism. From the perspective of policy implementation, the success of village tourism management is influenced by communication, resources, attitudes, and bureaucratic structure as explained in George C. Edward III's policy implementation theory (George C. Edward III, Quarterly Press, 1980). Therefore, the policy strengthening model for managing Dadapan Park Tourism must take these four aspects into account so that village tourism management can operate optimally. Improving policy communication can be achieved by strengthening coordination between the village government, BUMDes managers, and the community in the decision-making process regarding the development of village tourism. Effective coordination will facilitate policy implementation and increase community involvement in tourism management. In addition, strengthening resources becomes a crucial element in the development of village tourism. Resource enhancement can be carried out by improving the capacity of human resources managing tourist destinations, strengthening BUMDes business capital, and improving the quality of tourism infrastructure and facilities. Improving the capacity of human resources is essential to increase the professionalism of village tourism management so that it can attract more visitors. Another aspect that must be considered in the policy strengthening model is increasing community involvement in village tourism management. Community-based tourism development emphasizes the role of local communities in managing and developing tourist destinations so that the economic benefits of tourism activities can be directly felt by local residents. Involving the community in tourism management will maintain the sustainability of village tourism destinations and provide positive impacts on improving the welfare of residents .

In addition to strengthening human resources and community involvement, policy strengthening must also be carried out by improving tourism promotion strategies. Efficient tourism marketing can increase the number of visitors and expand the tourism market reach. The use of digital technology such as social media and tourism promotion platforms can be an efficient way to increase the visibility of village tourism destinations (Budi Winarno, 2012). Thus, the policy for strengthening the BUMDesbased management model of Dadapan Park Tourism can be carried out through the integration of strengthening BUMDes institutions, improving human resource capacity, increasing community participation, and developing more efficient tourism promotion strategies.

## 5. Conclusion

The results of the study show that the implementation of the management policy for the Taman Dadapan Nature Tourism area in Punjul Village, Tulungagung Regency, managed by BUMDes Raharja, has been running well and has provided a positive impact on community economic empowerment. This can be seen from the communication and coordination established between the village government,

BUMDes managers, and the community in managing tourism. In addition, resource support such as village investment, utilization of natural resources, and community participation in tourism economic activities also supports the success of managing the tourism site. From an economic perspective, Taman Dadapan Tourism can create business opportunities for local communities such as culinary businesses, parking services, and tourism facility rentals, as well as provide increased income and employment opportunities for surrounding residents. However, tourism management still faces several challenges, such as a lack of tourism promotion, limited human resource capacity, and limitations in facilities and funding for tourism development. Therefore, it is necessary to improve village tourism management policies through enhancing the capabilities of BUMDes managers, developing tourism marketing, and increasing support for infrastructure and funding so that Taman Dadapan Tourism can grow sustainably and provide more significant economic benefits for the village community

### Suggestions And Recommendations

Based on the research results regarding the Policy Analysis of Nature Tourism Management Oriented toward Village-Owned Enterprises (BUMDes) in Community Economic Empowerment at Taman Dadapan, Tulungagung Regency, several suggestions that can be proposed are as follows:

1. Improving the Capacity of BUMDes Managers. The village government must improve the capacity of human resources managing BUMDes through training in tourism management, financial management, and services for tourists. This is intended so that tourism management can be carried out more professionally and be able to improve the quality of service to visitors.
2. Enhancing Tourism Marketing and Branding. BUMDes administrators must design a more comprehensive marketing strategy using digital media such as social media, village websites, and collaboration with tourism promotion platforms. Successful promotion can increase tourist visits and expand tourism market access.
3. Development of Tourism Facilities and Infrastructure. The village government together with BUMDes is expected to improve the quality of tourism facilities such as recreation areas, sanitation provision, road access, and other supporting facilities so that visitor comfort is maintained and the attractiveness of the tourist destination increases.
4. Increasing Community Involvement. Village tourism management must continue to involve local communities in various economic activities such as culinary businesses, selling MSME products, and tourism services. In this way, the economic benefits from tourism activities can be felt more evenly by the village community.
5. Strengthening Collaboration with Regional Governments and Tourism Stakeholders. The village government and BUMDes managers must collaborate with regional governments, tourism offices, and the private sector to develop village tourism. This cooperation can include promotional support, training for tourism managers, or tourism infrastructure development.
6. Innovation in Sustainable Tourism Development. Tourism managers are expected to create tourism innovations rooted in local potential such as educational tourism, cultural tourism, and creative economic activities so that Taman Dadapan Tourism attracts more interest and can develop sustainably.

With these recommendations, it is hoped that the management of Dadapan Park Tourism based on BUMDes can develop better and provide a more significant contribution to improving welfare and empowering the community's economy in Tulungagung Regency

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