

BUMDes Policy in Supporting Village Economic Independence Through the development of the Sambibulu Tourism Village at Sidoarjo

Yandika Sandah^{1*}, Hendra Sukmana²

^{1,2}Departement of Administration, Muhammadiyah Sidoarjo University, Sidoarjo, Indonesia

Email: rp.yandikasndha@gmail.com ; hendra.sukmana@umsida.ac.id

Abstract. This study aims to analyze the implementation of the Sambimadu BUMDes Policy in supporting village economic independence through the development of Tourism Villages. This research method is descriptive qualitative. The type of data used in this research is qualitative data, which is divided into primary data and secondary data. Implementing BUMDes policies in the development of Tourism Villages is the focus of this research. Sources of data obtained through Library Research are available online and offline, such as scientific journals, books, and news from trusted sources. The results showed that the implementation of the BUMDes policy in supporting the village's economic independence through the development of the Sambibulu Tourism Village had not been fully successful, this was due to the incompetent Human Resources of the Sambimadu BUMDes. The characteristics shown by BUMDes staff are that they only prioritize their interests so that they underestimate their duties and responsibilities. And they do not fully understand the BUMDes policy in developing tourist villages regarding their cognitive abilities. On the one hand, there is good communication support between the Village Government and BUMDes Sambimadu because every week, it evaluates activities to correct deficiencies in the BUMDes Policy Implementation process.

Keywords: Policy Implementation; Tourism Villages; BUMDes

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INTRODUCTION

Economic development is one of the important things in supporting the region to achieve a national scale, so the government is obliged to explore, manage and foster the people in order to achieve the potential of each region. That way the existence of the village must receive focused attention according to the government using related policies. This economic empowerment is carried out by collecting and institutionalizing people's economic activities. This BUMDes is an institution that moves in the field of asset management and village economic resources within the framework of empowering village people (Pangestu, 2017).

Village Owned Enterprises are business entities in which all or half of the capital is controlled by the village through a personal investment originating according to the wealth

Email Correspondence*:

rp.yandikasndha@gmail.com

of a village and separated in order to regulate the running of assets, services, and other businesses to prosper the village community, according to the Law. Number 06 of 2014. BUMDes was born into a new approach to improving the village economy, starting from the needs and potential of the village. The management of BUMDes is fully carried out by villagers, based on the village, by the village, and also for the village. The way BUMDes works is by using roads that accommodate the economic activities of residents in a form of a forum or business entity that is managed professionally but remains permanently standardized in the main potential of the village. This will make people's businesses more productive and effective. In the future, BUMDes will function as a pillar of the nation's independence and an institution that accommodates the economic activities of residents so that they can develop based on the special characteristics of the village to enhance the welfare of the villagers (Junaidi, 2018).

The number of BUMDes in Indonesia reaches 57,273, based on data from the Ministry of Village Development, Disadvantaged Regions, and Transmigration in 2021 (Hartono, 2021). The establishment and development of BUMDes as an important priority for the use of village funds mandated by the central government in a follow-up to the Village Law contained in the PDRT Ministerial Regulation No. 21 of 2015 concerning Priority Determination of the Use of Village Funds in 2015 in Article 9, regarding government targets center, BUMDes will continue to be improved (Sidik, 2017). BUMDes is intended in this case to be used as a pillar of economic activity in the village so that later it can function as a social and commercial institution using common goals, namely: improving the village economy, increasing PAD, developing village potential as a village character, and community needs as the backbone of village growth and equity (presidenri.go.id, 2016). In Indonesia, the establishment of BUMDes is based on Law Number 23 of 2014 concerning Regional Government and Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia Number 04 of 2015 concerning the Establishment, Management, and Management and Dissolution of Village-Owned Enterprises which aims to support village economic independence.

Referring to the existence of this BUMDes Policy, all local governments are encouraged and take steps to make it happen. The Regional Government of Sidoarjo Regency is one of the regional governments that implement this BUMDes Policy. The Sidoarjo Regional Regulation number 15 of 2019 regarding the preparation and management of BUMDes is divided into 18 villages, 322 village areas, and 31 urban villages. (Oktariyanda, et al., 2021)

In general, Sidoarjo Regency is located in a strategic location for tourism zones. However, unfortunately, the local government has not fully utilized its potential as a result, the condition of the area in the Sidoarjo area in the tourist zone is now stated to be lacking. As a new challenge, the local government of Sidoarjo can use a lot of potential in each village. For example, developing a tourist village, of course, through collaboration and coordination with the village government first, because not all villages have the same tourism potential. The village government has the authority of the local village in the development of tourist villages developing to collect royalties for the businesses it manages (Permendes, 2015). So through the authority, now the area has begun to pioneer and become a tourist village (Aristiono Nugroho, 2015).

Tourism Villages have become a program to explore the potential of each village, so many regions have begun to develop tourist villages (Baut, 2022). There are five 5 themes for developing village tourism programs, namely nature tourism, rural tourism and agricultural tourism. Therefore, by developing a tourist village in the Sidoarjo area, it will have a positive impact by increasing the economic income of each Pemdes. However, BUMDes in the Sidoarjo area are currently more dominated by commercial and rental development. Therefore, the Sidoarjo area lacks tourist sites that support and attract public interest (Maulidiah, 2022).

Was founded in 2018 by the Sambibulu Village Government Sidoarjo Regency Sambimadu BUMDes is one of Sidoarjo Regency BUMDes, based on Sambibulu Village Regulation 2018 Number 3 concerning Village Ownership (BUMDes). In their innovation, the Sambibulu village government and Sambimadu BUMDes realize the development of tourism villages through Sambibulu agro-tourism. In Sidoarjo Regency, Taman District, the village of Sambibulu is located, which has a dense population of around 9,000 people with a village area of 180,850. This is great to be developed into a tourist village through the development of agro-tourism called Agro Sambibulu (Maulidiah, 2022).

Several previous studies have discussed BUMDes Policy Implementation. First, the research was carried out by Asep Suryadi, Budiman Rusli, Mohammad Benny Alexandri in 2021, in his research entitled "Implementation of BUMDes Policy in Pameung Peuk District, Bandung Regency". The results of this study found that the implementation of the BUMDes policy in the Pameungpeuk sub-district, Bandung Regency based on the technical aspects had been implemented well. However, in its implementation it has not run optimally, because there are several policy implementation variables that are not met. The similarities between the previous research and this research are both using the theory of policy implementation from Van Meter

and Van Horn (1975). While the difference between the object of previous research and current research, the object of previous research refers to the sub-district, while this study refers more to the village (Asep Suryadi, 2021)

Second, research conducted by Happy Liow, Florence D.J Lengkong, Novie Palar in 2018, in his research entitled "Implementation of Village Owned Enterprise Management Policy in Tondegesan Village, Kawangkoan District". The findings in this study are that the implementation of the BUMDes program in general has been going well. Although the implementation of the SOP has not been maximized, the BUMDes program has not run optimally. The similarity between previous research and this research is about the process of implementing BUMDes. While the difference between previous research and current research, previous research uses policy implementation theory from Edward III, while current research uses policy implementation theory from Van Meter and Van Horn (1975), (Happy Liow, 2018). Third, the research was conducted by Ita Novita in 2017, in her research entitled "Implementation of BUMDes Policy in Natar District, South Lampung Regency". The results of this research are the implementation of BUMDes policies in Natar District, South Lampung has not been carried out optimally. The similarities between the previous research and this research are both using descriptive qualitative methods. While the differences in previous research and current research, previous research uses the theory of policy implementation by Edward III, while the current study uses the implementation theory of Van Meter and Van Horn (1975), (Novita, 2017).

In developing this tourist village, the implementation of the Sambimadu BUMDes policy is still not fully optimal. Although socialization has been carried out to the village community, the Sambibulu village government is still not able to embrace the whole community in participating in the implementation of BUMDes policies. This causes some people to be less aware of the implementation of BUMDes policies in Sambibulu village so that it shows the reaction of residents who do not pay attention to BUMDes policies before the development of Sambibulu agro-tourism. The lack of understanding on the regulation of the Sambimadu BUMDes Policy system shows that the Sambimadu BUMDes Human Resources are less united and inexperienced, due to the weak attitude of caring for each other. This high attitude of not caring for each other also occurs in residents Sambibulu village, in the midst of conditions that have not been able to provide sufficient wages for Sambibulu Agrotourism workers so that not many residents participate due to a lack of understanding of regulations regarding the existence of BUMDes in Sambibulu village. (Maulidiah, 2022).

Based on the explanations described previously, the researchers conducted research on the implementation of BUMDes policies to support the village economy through the development of Sambibulu Agrotourism. With the aim of analyzing the extent to which the process of implementing the BUMDes policy in Sambibulu village is running to support the village economy through the development of Sambibulu Agrotourism. So that later this research can be useful to find out to what extent the process of implementing the Sambimadu BUMDes Policy in the development of Sambibulu Agrotourism, and the surrounding community can understand the implementation of the BUMDes policy implemented in Sambibulu with the development of Agrotourism can also have a good impact on the villagers.

METHODS

The research method used in this study is a qualitative research method obtained, processed and described (Budiono, 2020). Researchers chose to use this qualitative research method to describe and explain more clearly the research from interviews and observations regarding the implementation of BUMDes policies to support the village economy through the development of the Sambibulu tourist village. This research was conducted in Sambibulu Village, Taman Sub-district, Sidoarjo Regency, at the Sambimadu Village-Owned Enterprise.

This study focuses on knowing how far the success rate of the BUMDes Policy Implementation process through the development of Sambibulu Agrotourism with the Policy Implementation Theory from Van Meter and Van Horn (1975) which consists of 6 indicators 1) Standard and Policy Objectives, 2) Resources, 3) Communication between organizations, 4) arrangement of implementers, 5) characteristics of implementers, 6) environmental conditions.

This qualitative method uses two types of data, namely primary and secondary. Field observations and interviews are included in primary data. Primary data in this study include interviews with stakeholders who are directly involved in the process of implementing BUMDes policies in the development of tourist villages, namely, the Head of BUMDes Sambimadu as key informants, Sambimadu Village Management as informants, BUMDes staff as key informants. informants, and local communities as informants. Meanwhile, books, journals, related official websites, and archival documents of the Sambimadu Village Owned Enterprise are secondary data sources obtained by researchers.

RESULTS AND DISCUSSION

Sambibulu Village Regulation Number 03 of 2018 concerning Village-Owned Enterprises (BUMDes) in Sambibulu Village is the reference for establishing the Sambimadu BUMDes by the Village Government. Sambibulu Village is a village located in Taman District, Sidoarjo Province, East Java Province. In the implementation of this BUMDes policy, the Sambibulu village government is carried out to support the village's economic independence by developing tourism villages through agro-tourism, it can be measured through the policy implementation model of Van Meter and Van Horn (1975) which has six indicators, namely 1) standards and policy objectives, 2) resources 3.) characteristics of implementing organizations 4) communication between related organizations and implementing activities 5) attitudes of implementers 6) social, economic, and political environment (Wennyta Eka Fauziyah, 2021). Therefore, the researchers made these six indicators as dimensions in research on the implementation of BUMDes policies in supporting village economic independence with the development of tourism villages through agro-tourism which will be described as follows:

1. Standards and Policy Objectives in Implementing BUMDes Policy Through Tourism Village Development

BUMDes was formed with the aim of fulfilling all economic activities and public services that are regulated directly by the village, to increase community income, both economic activities that develop in the local village community and economic activities that plan activities that are processed by villagers using government and local government programs. According to the Regional Regulation of Sidoarjo Regency No. 15 Years 2019. (Pemda, 2019)

In previous research, in early 2020, the implementation of the BUMDes policy in the development of Sambibulu agro-tourism began. The Head of Sambibulu Village, Basori said "For the beginning of the establishment of this Agrotourism, I had the initiative to dredge the land that was used as an outbound area. At that time, some pros and cons occurred among the villagers, but over time the villagers were able to accept the presence of this agro-tourism because they felt the benefits " (15/10/2020).

From research conducted by researchers that in 2021 the implementation of BUMDes policies in village development is said to be successful, seen from the measure of the success of implementing BUMDes policies because the implementation process is consistent with the successes carried out. The development of this tourist village has succeeded in reducing the numbers, improving the local economy, and increasing the village's economic independence. The purpose of BUMDes in developing tourist villages can be said to be successful if these goals can

be achieved. This can be seen from the presence of the Sambibulu village community who participate in utilizing the surrounding land provided by the Sambimadu BUMDes to trade when agrotourism is opened. The youth of Sambibulu village who were previously unemployed can now earn a fortune by working as ride guides, parking attendants, and others. Through this Sambimadu BUMDes, the development of Sambibulu agro-tourism has an impact on improving the economy and the living standards of rural communities. Through the Sambibulu Village Law Number 3 of 2018 concerning village government, it is explained in article 2 that the purpose of the BUMDes in line with Sambimadu is to increase village income to prosper the village community through the implementation of the entire village economy through the potential of the village. So the results of the 2020 and 2021 research in the standards and objectives of implementing the BUMDes policy in the development of Sambibulu Agrotourism can be said to be successful.

2. Resources in the Implementation of BUMDes Policies in Tourism Village Development

Van Meter and Van Horn (1975) as quoted from Subarsono (2011), state that policy implementation needs the support of human resources and the support of non-human resources (Subarsono, 2011). First, it relates to human resources. In implementing the Sambibulu Agrotourism BUMDes Policy, there is a separate organizational management structure. Based on the Decree of the Sambibulu Village Head Number 03 dated March 17, 2018, the BUMDes manager/ BUMDes administrator should carry out their respective duties according to their part. According to the Decree of the Head of Sambibulu Village No. 03 17 March 2018, BUMDes managers/BUMDes administrators have obligations. First, form and develop BUMDes into organizations that serve the economic needs or public services of rural communities. Second, take advantage of the potential of BUMDes to increase PADES. Third, enforce other economic organizations in the village. Fourth, carry out financial management activities, in accordance with administrative activities. The management's obligations in managing BUMDes are as listed in Table 1.

In this regard, human resources in the implementation of the Sambimadu BUMDes policy must involve all sectors of the Sambibulu village, especially the citizens. The results showed that the Human Resources of BUMDes Sambimadu had problems and weaknesses. The process of implementing the Sambimadu BUMDes policy through the development of Sambibulu agro-tourism does not only involve the Sambibulu agro-tourism management organization but must involve all people from the village, one of which is the village

community. But in reality, there are still problems in the human resources of BUMDes Sambimadu. Where initially BUMDes began to be established, many parties criticized and did not want to participate in the implementation of BUMDes policies in the development of this tourist village.

Table 1
List of BUMDes Agrotourism Managers in Sambibulu

Number	Position	Name
01	Chairman	Juni Warsono
02	Secretary	Romadi, SE
03	Human Resource Development	Mas'ulah Sisca
04	Public Relations and Publications	Mia Fury Rahayu
05	Creative Development and Recreation	Mustofa
06	Tourist Rides	Fandy, Slamet Heryanto, Subur, Alfa Ridho, Alif Setiawan
07	Equipment	Mulyono, Abd.Rosyid, Wanto
08	Security & Order	Sukamto

Source: Primary Datar (2022).

Even for the agro-tourism development, only a few people participate in developing the Sambimadu BUMDes tourist village. For the recruitment of the BUMDes Sambimadu management, it is only based on the volunteerism of the Sambibulu village community. Thus, BUMDes human resources can be said to have failed in the process of implementing BUMdes policies through village development because many human resources in agro-tourism areas are not qualified and competent and do not clearly understand the tasks and procedures for developing tourist villages. Competence in developing a tourist village was achieved when the Sambibulu village government held training for BUMDes staff on developing villages, starting with implementing the Implementation Operational Standards. For example, from all agro-tourism games consisting of flying fox and water bikes, the ride guide officers must know the safety procedures.

Next, financial resources. The effectiveness of a policy will be weak if the policy is not sufficiently capitalized and adequate. In developing this agro-tourism, the funds used come from

various kinds, one of which is from the income obtained when the Sambibulu agro-tourism was opened. The BUMDES manager said, when the BUMDES tourist village was opened, the number of visitors was very large, around 400 visitors so that the income reached 7 million per day.

Table 2
Revenue Data of BUMDes Agrowiasata Sambibulu

Month	Total Income
September 2020	Rp 17.500.000
October 2020	Rp 13.500.000
November 2020	Rp 13.500.000
December 2020	Rp 8.000.000
January 2021	Rp 10.000.000
February 2021	Rp 8.000.000
March 2021	Rp 8.000.000
April 2021	Rp 10.000.000
May 2021	Rp 20.000.000
June 2021	Rp 15.000.000
July 2021	Rp 10.000.000

Source: Sambibulu Agrotourism BUMDes Management

It can be said that the revenue from the opening of the Sambibulu Agro-tourism BUMDES on September 13, 2020 where the income received by Sambibulu agro-tourism is very high. However, after 2 months of operation, the East Java government has issued a policy to cause community operations (PPKM) which led to a sharp decline in revenue and visitors, the initial 7 million days sales dropped to 1 million days as shown in the Table 2 . Luckily, when the budget from Sambibulu's agro-tourism income experienced a sharp decline due to the Covid 19 pandemic. The development of Sambibulu Agro-tourism received a budget that came from the Village Fund but from the Regional Government and funds from the Village competition winners participated in the capital for developing Sambibulu agro-tourism.

So it can be said that the Sambimadu BUMDes in implementing the BUMDes policies have not been successful in terms of human resources because they have not been qualified to implement the Sambimadu BUMDes policies. On the other hand, regarding sources of financing in Sambibulu Agrotourism's income has decreased, but a lot of budget goes to Sambibulu Agrotourism in its development, so it is called an efficient source of financing because the

sources of financing are very diverse, one of which is the Village Fund from the APBD that can be utilized properly in developing tourist villages.

3. Inter-Organizational Communication Related to BUMDes Policy Implementation Through Tourism Village Development

Communication is one of the key aspects that determine the success of public policy implementation, because every policy will run well if there is an effective exchange of information between the person in charge of implementing the policy program and the policy policy group (Happy Liow, 2018). In this study, communication is seen through coordination between village communities and various organizations involved in the development of tourist villages, including PKK women, youth groups, BPD, and East Java DPM managers of the ODGJ program in the process of implementing the Sambimadu BUMDes policy. in developing tourist villages. The Sambibulu village government communicates with its residents for socialization activities with consideration of the village RKPDes and village Musrenbangdes. So that the village community will understand the potential they have to develop a tourist village. Increasing public awareness is very much needed in the development of tourist villages. This is because in running this tourist village requires support from the community to be able to run it.

Communication with the village government and the head of the Sambimadu BUMDes also communicates with residents on a daily basis by holding meetings at the Sambibulu Agrotourism office to discuss the development of tourist villages. To encourage the purpose of implementing the Sambimadu BUMDes policy in developing a tourist village where the communication carried out will go in a positive direction for the purpose of policy implementation. This can be seen from the presence of the Sambibulu community who use the space provided, BUMDes Sambimadu to trade when Sambibulu agro-tourism begins to open.

Therefore, it can be said that communication between the Sambimadu BUMDes and the stakeholders involved in implementing the Sambimadu BUMDes policy to develop tourism villages has been achieved. This is because the Sambibulu villages are able to coordinate and meet with the Sambibulu village community, including Karang Taruna, Head of RT and RW, community leaders and related organizations.

4. Characteristics of Implementing Organizations in Implementing BUMDes Policy Through Tourism Village Development

In terms of the policy implementation process, there are policy implementers that trigger and slow down. The implementing actors for the Sambimadu BUMDes policy are the village government, the head of the BUMDes, BUMDes staff and residents. Sambimadu BUMDes

employees tend to be busy with their respective activities so Sambibulu agro-tourism is only opened every Saturday and Sunday. In this case, it can be seen that the Sambimadu BUMDes staff has neglected their responsibilities at Sambimadu BUMDes. So that the process of developing Sambibulu agro-tourism did not go well, finally Sambibulu agro-tourism only opened on weekends depending on the employee's schedule. However, considering the characteristics of the community and village officials in implementing the Sambimadu BUMDes policy, it runs with full support through the intake of village government funds for Sambimadu BUMDes so that it is able to improve facilities in Sambibulu Agrotourism. Therefore, it can be concluded that the actors involved in implementing the Sambimadu BUMDes policy cannot succeed, because there are obstacles in terms of BUMDes staff who have character within themselves so that they are not professional and responsible in running BUMDes. Instead, it is used by the village government which is full of support in developing tourist villages.

5. Disposition of Implementers in Implementing BUMDes Policy Through Tourism Village Development

Which by Van meter and van horn quoted from Widodo (2010), states that a high disposition affects the success rate of policy implementers, in this case the disposition to achieve as a tendency, desire, and agreement of the implementers to implement the policy. To see the effectiveness of the implementation of BUMDes policies in developing tourist villages in Sambibulu village to be successful, several efforts were made, including:

First, the response of the implementer to the implementation of the policy. The findings of this study are that the reaction of the village government to BUMDes policies fully supports the implementation of BUMDes policies to develop villages through financial support sourced from village funds. Second, Cognitive Ability. The problem is to determine the extent to which those who are responsible for policy implementation through existing mechanisms to implement BUMDes policies. Those in charge of BUMDes policies are the Sambibulu village head, BUMDes head and BUMDes staff. However, based on the results of the study, there are still some BUMDes employees who do not fully understand the implementation of BUMDes policies in developing tourist villages. The staff of the Sambimadu BUMDes will never know about the development of their tourism village in the future, because they have never participated in special training and knowledge. Third, the intensity of disposition. In the intensity of implementers who can influence policy implementers. This limited or perhaps lack of disposition can lead to policy failure. The holder of the most important role, as a pioneer and driver in the Implementation of the Sambimadu BUMDes Policy, is the head of the Sambibulu village. In order to improve the village

economy and the standard of living of the community, the village head of Sambibulu really understands that the implementation of BUMDes policies has a very positive impact on its citizens.

Therefore it can be said that the disposition of the implementer can affect the implementation of BUMDes policies in the development of tourism villages through Sambibulu Agrotourism, it can be said that the attitude of the implementers has not been fully successful in its implementation. On the cognition indicator, there are obstacles regarding understanding the mechanism of the Sambimadu BUMDes policy, which causes the policy implementation process cannot be carried out optimally in the implementation of BUMDes policies in tourism village development.

6. Social, Economic, Political Environmental Conditions in the Implementation of BUMDes Policy Through Tourism Village Development

It should be understood that the external environment has an important influence on policy implementation. Van Meter and Van Horn say that the success or failure of policy implementation is influenced by the support and interaction of external institutions, if external institutions support, then the implementation of the policy will be successful. If you get support from the surrounding community, a BUMDes policy can run well. On the other hand, if you refuse, the policy will fail. The external environment includes:

Based on the results of the study, the finding of harmony in the social conditions of the majority of the population of Sambibulu whose livelihood is as a trader. Through the development of Sambibulu agro-tourism, it has a good impact on the community in accordance with the needs of community life and the welfare of the village community as the goal of BUMDes. Meanwhile, in the economic environment in the process of implementing the Sambimadu BUMDes policy, the community's economy is still classified as lower middle class, this can be seen from the large number of villagers, especially young people who do not have jobs. However, with the establishment of agro-tourism slowly, it can help the community's economic income to increase. Meanwhile, regarding the political environment in implementing the Sambimadu BUMDes policy, it received assistance from the Sidoarjo Regency Government to develop a tourist village. This can be seen clearly with the inclusion of Sambibulu village in the Village Competition of East Java Province in 2021 which won 2nd place. Therefore, it can ensure that the process of implementing BUMDes policies in building village independence through village development is not hampered, so that it is successful in terms of the social, economic environment, and politics.

CONCLUSIONS

Research shows that the implementation of BUMDes policies to support village economic independence in developing villages has not been fully qualified and achieved when considering the 6 policy implementation indicators by Van Meter and Van Horn, namely. First, the implementation process and standard BUMDes policies in the development of tourist villages are considered to have been achieved. Second, Not yet fully successful, Sambimadu HR has developed the tourism potential of its village, this is because there is no training for staff. On the other hand, the finances were declared successful through financial capital starting from agro-tourism income, winning money, and village APBDes. Third, communication regarding the policy for implementing BUMDes was stated to have been achieved in terms of carrying out outreach to village residents. Fourth, the characteristics of the implementation of the Sambimadu BUMDes include the village village head, the head of the BUMDes, his staff, and the residents. The nature of the implementing agency has not been fully achieved due to the individualism of the BUMDes staff in the implementation process. Fifth, the Implementor's Disposition cannot be said to be fully successful due to the weakness in the capacity of the Sambimadu BUMDes staff. Sixth, the state of the social, economic, and political environment in the implementation of the BUMDes policy is stated to have been achieved from these three aspects where the three influence each other so that they have a positive impact on improving the village economy.

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