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Implementation of Sumber Agung Spring Management Policy as a Protected Area and Tourism Area: Study on Sumber Agung Spring Tourism, Margoyoso Village, Tanggamus Regency, Lampung Province

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Abstract

This research aims to describe and analyze the Sumber Agung spring management policy implementation in Desa Margoyoso, Tanggamus Regency, and identify the obstacles faced in this process. Villages have an essential role in the economy and national development, and village tourism that utilizes natural beauty and local culture is the primary strategy for improving the welfare of village communities. This research uses a qualitative descriptive method with Edwards III (1980) ^[3] policy implementation theory as the analytical framework. Data was collected through observation, interviews, and document collection, then analyzed through data collection, data reduction, data presentation, and conclusion.

The research results based on Edwards III (1980) ^[3] theory

show that communication Transmission of policies into SOPs needs to be clarified; Operational communication clarity is good; Consistency is supported by continuous communication channels. Resources: 1) Human resources face development constraints, 2) Limited budget for developing facilities, 3) Basic facilities are available, but infrastructure needs to be improved, and 4) Managers who do not have an official decision letter experience uncertainty. Disposition: 1) Bureaucratic appointment by BUMDes, 2) Low daily wage incentives. Bureaucratic Structure: 1) SOPs are not created; they only refer to the Desa Margoyoso Regulations; 2) The division of responsibilities is ineffective; some positions do not function.

Keywords: Policy Implementation, Edwards III (1980), Communication, Resources, Disposition, Bureaucratic Structure

Introduction

Villages are a buffer valve for the country's economy. Villages also have a very strategic role in the pace of national development. From the village, we can see the beauty and prosperity of nature and the surrounding community. Tourism, one of them, is a leading sector in Indonesia in increasing economic growth. According to data from the Ministry of Tourism and Creative Economy (Kemenparekraf), tourism's contribution to Indonesia's gross domestic product (GDP) was 3.83% until September 2023. This figure is higher than last year's 3.6% (Bayu, 2023) ^[2].

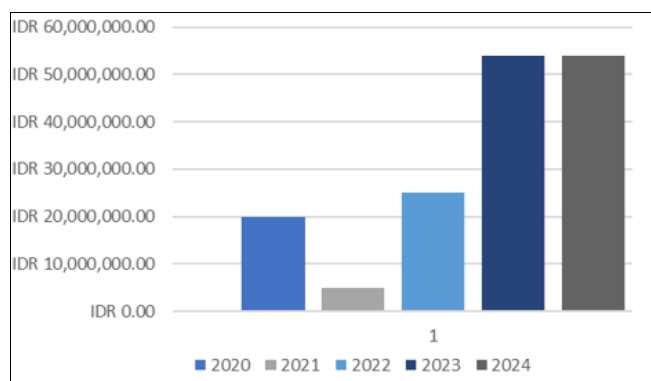
The tourism sector seems to guarantee the economic growth of the surrounding community. Tourism occurs in villages and creates a stage for financial development that various groups must touch and feel directly. This can be seen from the data that researchers have collected, which shows that from 2011 to 2022, the tourism sector has succeeded in contributing IDR 6,848,713 billion to GDP or USD 115,440 million in foreign exchange and creating 21.26 million jobs. (Gumilar, 2019). These figures reflect how important the tourism sector is in spurring economic growth through financial contributions and increasing employment opportunities for local communities. Thus, sustainable and inclusive tourism development and management is crucial to ensure that these economic benefits can continue to be felt by village communities and help improve their welfare.

Village tourism is a program used to explore every village's potential. A tourist village is a village that has tourist attractions, both natural tourism, cultural tourism, and artificial tourism, which are developed directly by the village community. This

program aims to maximize local wealth and improve the welfare of local communities through the tourism sector. Based on the 2018 Village Potential Statistics, the Ministry of Villages PDTT, Indonesia has 7,275 tourist villages spread across all provinces (Dinarwan, 2024)^[5]. Director of Destination 1 Development at the Ministry of Tourism and Creative Economy (Kemenparekraf) Sri Utari Widyastuti said that in Lampung Province, 129 villages need to continue to be developed. Lampung Province itself, he detailed the 129 tourist villages consisting of 97 pioneering tourist villages, 25 developing tourist villages, and 7 developed tourist villages (Kanafi, 2023)^[7].

There are several obstacles to creating a sustainable and competitive tourism village in several tourist village locations, including 1. Lack of leadership and collaboration, 2. Inadequate planning, 3. Duplication of tourism products often occurs due to a lack of innovation; 4. Competence in managing low tourist visits, 5. Poor waste management and handling of environmental impacts, thereby reducing the interest of potential tourists to visit, and 6. Less effective publication of tourist destination information and delays in handling consumer complaints (Dinarwan, 2024)^[5].

One of the tourist attractions in Tanggamus Regency is the Sumber Agung spring tourism located in Margoyoso Gunung Batu Village, Sumberejo District. Located in the highlands of Sumberejo sub-district, the spring tourism, originally a protected forest area, is now open to the public, making the Sumber Agung spring tourism a tourist attraction and managed directly by the village government of Margoyoso village.



Source: Primary Data Interview, PAD estimates for Sumber Agung water tourism

Fig 1: Graph of PAD Acquisition 2020-2025 at the Sumber Agung Water Tourism Object

In 2020, showing normal conditions with good management, PAD in the range of 20-25 million shows that the Sumber Agung Spring tourist attraction has a stable attraction for new tourist attractions; in 2021, there will be a significant decline due to the COVID-19 pandemic. Social distancing and a drastic drop in visitor numbers caused revenue to drop to 5-10 million. This shows the vulnerability of the tourism sector to unpredictable global situations. In 2022, there will be a transition period with adjustments to health protocols. This increase reflects tourists' and managers' gradual recovery and adaptation to new, safer conditions.

In 2023 and 2024, PAD will be 54 million, a period of full recovery with the number of visitors increasing drastically. The village government's PAD target of 54 million per year could indicate that tourist attractions have not increased in the past two years.

The management of Sumber Agung spring tourism is experiencing development in a relatively slow process. A village law is a significant asset for the village government in implementing governance. The village government is no longer only responsible for managing its household but also has a lot of power and space to manage its household. This research aims to describe and analyze the obstacles to implementing the Sumber Agung spring management policy in Margoyoso Village, Tanggamus Regency. Among them are mapping, presenting, and managing the village's tourism potential. In this case, Margoyoso village, researchers will examine village regulations regarding "Implementation of the Management Policy for Sumber Agung Springs as a Protected Area and Tourist Area in Margoyoso Village, Sumberejo District, Tanggamus Regency, Lampung Province."

Research Methods

Qualitative research uses a scientific background to interpret phenomena that occur and involves various existing methods (Moleong, 2014). *Qualitative research* is also defined as a type of assessment whose findings are not obtained through statistical procedures or other calculation forms. It aims to reveal symptoms holistically and contextually through data collection using researchers as key instruments (Eko, 2015)^[4].

This research focuses on implementing policies for managing the Sumber Agung Spring as a protected tourist area in Margoyoso Village, Sumberejo, Tanggamus, Lampung. By establishing this focus, researchers can more effectively investigate specific aspects of the implementation of the policy, such as implementation mechanisms, challenges faced, and impacts on local communities. The following is a list of informants:

Table 1: Research Informants

S. No	Informant	Reasons for Choosing Informants
1	Head of Margoyoso Village	As leader and implementer of the birth of village regulations regarding the management of the Agung Spring as a protected tourist area
2	BHP	As a suggestion provider, he participated in formulating the birth of village regulations
3	BUMDes	As implementer and responsible for the management of Sumber Agung water tourism
4	Manager	As an implementer of Village Regulation policies and in direct contact with maintaining and running tourist attractions

Source: Managed by Researchers

Results and Discussion

Policy implementation failed because there was no coordination and collaboration with all stakeholders (Puspawati *et al.*, 2023). This is also the focus of Edwards III (1980)^[3] fourth dimension in policy implementation;

Communication

a. **Transmission:** Overall, communication transmission regarding the implementation of Village Regulation Number 141 of 2020 in Margoyoso Village went quite well despite several obstacles. Face-to-face socialization ensured that most public and stakeholders understood the policy's aims, objectives, and benefits. Information is conveyed clearly to the Village Association Board, BUMDes, and tourism managers because they receive direct instructions from village

- officials and orders to run tourist attractions according to the Village Regulation. Therefore, information needs to be conveyed to policy actors so that policy actors can understand the content, objectives, direction, and target groups of policies so that policy actors can prepare everything related to policy implementation so that the policy implementation process can run (Puspawati *et al.*, 2023).
- b. **Clarity:** Clarity of communication in implementing the Sumber Agung spring tourism management policy is going well. Although there is a need for more provision of more detailed operational guidance beyond the PerDes, essential communication regarding regulations and responsibilities is clear. Using simple language, detailed explanations, and various direct and digital communication channels ensures that all relevant parties understand their roles and responsibilities, including managers, BUMDes, and the community.
 - c. **Consistency:** Consistent communication in implementing the Sumber Agung spring tourism management policy is running well. The use of PerDes as the main guideline, regular communication, and weekly reports to BUMDes ensure that policy messages remain stable and unchanged. Intensive relationships and coordination between managers, BUMDes, and village officials also help maintain this consistency.

This research is in line with the findings of communication in the context of policy implementation, Laary, Tulus & Dengo (2022)^[8], which stated that communication between the Village Government, other institutions or institutions and village community groups in the context of implementing security and order policies in the village went quite well. This policy is communicated, socialized, informed, and explained effectively to the village community. In line with this, Tirayoh and Waworundeng (2023)^[12] confirm that communication in the context of policy implementation includes three main aspects: Program transmission is carried out well through direct socialization by the government to the community. Clarity is also achieved because the government understands the needs needed to develop.

Apart from that, the consistency of communication can be seen in the government's efforts to continue to build and develop. This ensures that the public can understand, accept, and support the implementation of the policy. This good communication process involves various parties in the village, thereby creating synergy and collective support.

Resource

- a. **Human Resources:** Overall, implementing the management of the Sumber Agung Spring tourist attraction faces significant obstacles in terms of human resources. Even though it involves the participation of local communities, more basic training and instructions for managers is needed to reduce operational effectiveness and efficiency. One factor that influences the implementation and success of a policy or program is the availability of human resources (Puspawati *et al.*, 2023).
- b. **Budget Resources:** These limitations result in minimal facilities that can be provided and the need for significant funds for further development. Although there have been efforts to find partners and additional

- c. **Equipment Resources:** Overall, although several basic facilities are available at the Sumber Agung Spring tourist attraction, many aspects of the infrastructure still need to be repaired and upgraded. Managers' and researchers' criticisms indicate that more attention must be paid to improving accessibility, comfort, and visitor safety.
- d. **Authority Resources:** Managers who do not receive an official decree face uncertainty and lack of legitimacy in carrying out their duties. Without clear legality, the responsibility and authority of BUMDes and managers can be questioned, which can hamper management effectiveness and harm village interests. Ambiguous legality also opens up opportunities for legal problems that can disrupt project operations and continuity.

Overall, researchers found similarities in resources with the results of other studies; Hintalo and Tohopi (2024)^[6] revealed that existing resources needed to be more adequate and utilized correctly, especially human resources and budgets, which impacted other resources. Furthermore, the same findings also apply to the village's participation in monitoring and coordinating with the management and BUMDes; in line with the findings of Supriatna *et al.* (2023)^[11], the Village Government is a vital resource in carrying out policy implementation. It is necessary to monitor and formulate strategies, considering the critical roles of managers in increasing local original income (PAD). So, resources are critical factors in carrying out and successfully implementing policy.

Disposition

- a. **Bureaucratic Appointment:** The village government's appointment of managers through BUMDes reflects efforts to select people directly involved in the local community. These people are expected to be highly concerned about the successful management of tourist attractions related to the interests of community members.
- b. **Incentives:** This incentive system presents several challenges in its management. Even though income from tourist attractions exists, this income must be deducted from operational costs and managers' salaries before being paid back to the village. This indicates that the incentives managers receive are low, which can affect manager motivation and performance. To ensure operational sustainability and the development of tourist attractions, incentives in the form of wages can be increased, improving the welfare of managers and the village of Margoyoso.

Researchers found the same obstacles in other research. Amjah *et al.* (2022)^[1] found in their research that bureaucratic appointments and human resources were not equipped with competence in the field being managed, and incentives in the form of monthly honorariums received by waste management officers were still very low. This can trigger the enthusiasm and productivity of human resources in implementing the Village Regulation. In the future, more advanced tourist attractions can be balanced with increased incentives and maximum bureaucratic responsibilities.

Bureaucratic Structure

- a. **Creating a Standard Operating Procedure (SOP):** Researchers recommend that for improvement to overcome this problem, the first step that needs to be taken is that BUMDes, together with the Village Government, must immediately prepare and implement a comprehensive SOP. This process must involve experienced tourism managers to ensure the SOPs created are relevant and practical. SOPs should cover all operational aspects, including facility management, visitor interaction, security procedures, and financial management.
- b. **Implementing Fragmentation:** Overall, fragmentation in the management of Sumber Agung Springs is going well because there is a clear division of tasks, defined responsibilities, and routine reporting mechanisms. In managing the Sumber Agung Springs tourist attraction, various units and positions are responsible for various tourism operations and development aspects. Policy implementation involves the participation of many stakeholders by providing education through outreach to the community so that responsibilities can be carried out properly (Puspawati *et al.*, 2023).

Overall, the researchers saw that the bureaucratic structure was clear and coordinated, meaning that the segmentation was running according to the Village Regulation, but in terms of SOPs, there was no definition of the Village Regulation, which was changed into an SOP; this is in line with Hintalo and Tohopi (2024) ^[6] who revealed the Standard Operating Procedures (SOP) used in carrying out the program -The BUMDes program has been stated in the BUMDes AD/ART but has not been socialized, so operational procedures do not run well. In line with this, Amjah *et al.* (2022) ^[1] found in their research that the village government created no standard operational service procedures, so services in the field needed clear guidelines. These two things reveal that SOPs are not implemented in the policy implementation process.

Conclusion

This research describes and analyzes the implementation of the policy for managing Sumber Agung Springs as a protected tourist area in Margoyoso Village, based on Edwards III theory, which includes four success factors. Communication factors consist of 1) Transmission, which is less clearly identified at the implementation stage of the Village Regulation into SOP; 2) Clarity, where communication through direct dialogue and operational messages occurs clearly and quickly; 3) Consistency, supported by continuous communication channels and in-depth content from various parties. Resource factors include 1) Human Resources, which face significant development obstacles; 2) Budget Resources, with financial shortages for developing facilities and infrastructure; 3) Equipment Resources, which require infrastructure repairs and upgrades; 4) Authority Resources, with managers who do not receive official decrees, thus facing uncertainty and lack of legitimacy. Disposition factors include 1) Appointment of Bureaucracy through BUMDes; 2) Incentives, which are still low. The bureaucratic structure includes: 1) Making SOPs based on Margoyoso Village Regulations, which do not exist, which is a weakness; 2) Fragmentation, with non-optimal distribution of responsibilities.

Supporting factors for implementing Village Regulations include multi-party involvement, revenue regulation, operational commitment, and development efforts. Inhibiting factors include limited funds and human resources, lack of business structuring, supervision, transparency, supporting infrastructure, limited external support, and non-compliance with regulations.

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