

Policy Networks in Community-Based Tourism Management

Erwin Musdah, Wahyu Nurdiansyah Nurdin, Asmarianti

Politeknik STIA LAN Makassar, Indonesia. (email: erwinmusdah@stialanmakassar.ac.id)

Abstract

In recent years, tourist villages in Indonesia have experienced significant growth, reaching a total of 4,235 villages by 2022. This growth aims to enhance the local economy and preserve cultural potential. While tourist villages positively impact the economic, social, and environmental sectors, they also produce negative effects such as waste accumulation and economic disparities. To address these issues, community-based tourism (CBT) development has been proposed as an alternative, involving local communities in the management and budgeting of tourist villages. This study employs a qualitative descriptive method to analyze policy networks in the development of community-based tourism in South Sulawesi. Data were collected through in-depth interviews, observations, and document studies in two tourist villages with distinct characteristics: Ara Tourist Village and Latimojong Tourist Village. The findings indicate that the policy network in Ara Tourist Village is larger but centralized around the village government, while in Latimojong Tourist Village, it is smaller and focused on the Community Awareness Group (Pokdarwis). The policy networks in both villages remain concentrated in a single area, limiting community participation from other regions. This research highlights the importance of expanding policy networks to reduce economic disparities between communities in tourist areas and those not adjacent to tourist sites.

Keywords:

policy network; village tourisms; community-based tourism

Introduction

In recent years, tourism villages in Indonesia have been growing in both quantity and quality. As of 2022, the Ministry of Tourism and Creative Economy recorded around 4,235 tourist villages spread throughout Indonesia. The data increased from 1,302 tourist villages in 2014, to 1,734 in 2018 (Luthfi, 2021), and 1,838 in 2021 (Ramadhian, 2021). Based on data from the Tourism Village Network, out of 4,235 tourism villages, 2977 of them have pilot status, 970 have developing status, 275 have advanced status, and 13 have independent status.

Tourism villages are developed with the hope of improving the economy of residents in the village so that the rate of urbanization can be reduced. In addition, tourist villages are also expected to preserve and develop the cultural potential and local wisdom of the community in the village (Wirdayanti et al., 2021). Various studies have shown that village tourism can have a positive impact on the local economic sector of village communities (Hermawan et al., 2021; Nurhajati, 2018; Pramusita & Sarinastiti, 2020), the socio-cultural sector (Floresti & Rosiana, 2020; Rohani & Irdana, 2021; Sari & Nugroho, 2018), and efforts to preserve the village environment (Fitari & Ma'rif, 2017; Nugroho, 2017). Even so, the presence of tourism impacts

also creates a number of negative impacts such as waste accumulation (Nugroho, 2017), cultural degradation and community economic disparity (Wahyudiono & Imaniar, 2021).

To avoid this paradox, scholars recommend the development of community-based tourism or what is known as the concept of community-based tourism (CBT). The involvement of the community in tourism management has proven to be able to increase public awareness of waste problems and foster mutual respect between cultures. However, there is no strong evidence to show that CBT can solve the economic disparity of the community. The economic impact of tourism is generally only felt by village communities around the tourism area (Nurwanto, 2020).

The adaptation of CBT in the concept of tourism villages can be seen in the establishment, management and budgeting of tourism villages. One of the initial stages in establishing a tourism village is a proposal made by the community to the village government. Approval of the proposal can only be done through village meetings. Tourism villages can be managed by three institutions, namely tourism awareness groups (Pokdarwis), cooperatives, and village-owned enterprises (BUMDes). The tourism village budget comes from the APBDes, which must be determined through a village consultation process (Wirdayanti et al., 2021). The process above shows the important role of the community in proposing, budgeting, and managing tourist villages.

Community-based tourism village governance shows the existence of a network relationship between the government and the community. As a program/policy, state actors have an interest in the development of tourism villages. Conversely, many communities have an interest in being involved in the management of tourist villages, especially for reasons of access to economic resources. This exchange of interests allows the policy network to develop well (Parsons, 2011).

In the tradition of administrative science and public policy studies, there have been many studies on policy networks. However, there are still few studies that explain policy networks in the context of community-based tourism villages. It is important to develop this perspective because the relationship between the government and the community is usually not fixed and depends on the resources that are exchanged. Attention to the patterns of exchange between these actors allows tourism governance to evolve over time. In addition, attention to policy networks is expected to provide solutions regarding the economic gap between communities around tourist destinations and communities far from tourist destinations. Therefore, this study will focus on explaining the policy network model in the formulation and implementation of community-based tourism village policies.

Methods

This qualitative research uses descriptive methods to examine policy networks in the formulation and implementation of community-based tourism villages in South Sulawesi. The research was conducted in two tourism villages with different characteristics: Ara Tourism Village (coastal) in Bulukumba Regency and Latimojong Tourism Village (mountainous) in Enrekang Regency. The research was conducted from March 2023 to December 2024.

Data were collected through in-depth interviews with key actors in both tourism villages, observation of policy implementation and geographical conditions, and document studies related to tourism village policies. The determination of informants used a snowball sampling technique, starting with the Head of Ara Village and the Head of the Enrekang Regency Tourism Office. Data analysis was conducted using a descriptive qualitative approach, including data reduction, data classification, data presentation, and data interpretation based on predetermined concepts.

Results and Discussion

Differences in Characteristics of Two Villages

The two Tourism Villages we studied have very different characteristics. Ara Tourism Village, located in Bonto Bahari Sub-district, Bulukumba Regency, South Sulawesi, has a strong tourism appeal thanks to its cultural heritage and local wisdom. The village is famous for its community's expertise in making Pinisi boats, an intangible cultural heritage that has been recognized by UNESCO since 2017. Pinisi making, which has been passed down from generation to generation, is not only a source of local pride, but also an attraction for tourists, both domestic and international.

Geographically, Ara Village has a hilly limestone topography covered with grasslands and shrubs. Despite limited agricultural land, most of the community works as Pinisi craftsmen, traders, and teachers. Apart from Pinisi making, Ara Village also offers natural beauty such as Mandala Ria Beach, Apparalang Cliff, and Passohara Cave, making it an increasingly popular tourist destination. The village is supported by the "ARA BERSINAR" Tourism Awareness Group which is active in managing the village's tourism potential.

The craftsmanship of making Pinisi boats symbolizes the social and cultural values of the Konjo people, including cooperation and respect for nature. In addition to enjoying cultural tourism, visitors to Ara Village can also enjoy natural beauty such as coral reefs and marine life. Government support and community participation are expected to make Ara Village one of the prima donna tourist destinations in South Sulawesi.

Latimojong Tourism Village, located in Buntu Batu Sub-district, Enrekang Regency, South Sulawesi, offers extraordinary natural and cultural tourism charm. Known as the “roof of Sulawesi,” the village is home to Mount Latimojong, the highest mountain in Sulawesi with a peak of Rante Mario (3,478m), part of Indonesia's Seven Summits. The presence of the rare endemic flower *Rhododendron* adds to its appeal.

In addition to climbing Mount Latimojong, tourists can enjoy Arabica Coffee Agrotourism, rafting in Karangan Hamlet, camping at Sivin Camp, and enjoying the beauty of the Waterfall and moss forest. Karangan Hamlet is also known for its challenging rafting, appealing to visitors who love adventure.

Latimojong Village also offers cultural tourism and local wisdom, with traditional events, traditional dances, and handicrafts that can be enjoyed by tourists. To support tourism, facilities such as villas, homestays, and camping equipment rentals are available. The village is also famous for producing the best Arabica coffee in South Sulawesi.

With beautiful natural panoramas, coffee plantations, clear rivers, and a soothing atmosphere, Latimojong Tourism Village provides a refreshing vacation experience. Sivin Camp's location on the Mount Latimojong hiking trail offers adequate facilities for tourists to enjoy nature while camping or enjoying river activities.

Establishment of Tourism Village

Ara Village was designated as a tourist village in Bulukumba Regency through a gradual process that began before participating in the Anugerah Desa Wisata competition in 2021. This determination was made after fulfilling various administrative requirements and field verification by the district team. Requirements include the potential of tourist attractions, the existence of tourism awareness groups, and the management of tourist villages.

The Bulukumba Regency Tourism Office supports this process by providing assistance, training, and facilitating the administration of tourist villages, including Ara Village. The designation of Ara Village as a tourism village is also based on a Bupati's decision that assesses the potential of natural, cultural and man-made tourism, as well as the involvement of local communities in tourism management.

The criteria for a tourist village include the existence of potential tourist attractions, an active community, local human resources, management institutions, adequate infrastructure, and tourist market opportunities. On this basis, Ara Village successfully met the requirements and was designated as a tourist village through the Decree of the Regent of Bulukumba.

Dusun Karangan, Latimojong Village, has been designated as a Tourism Village thanks to local government initiative and community participation. The process began with a directive from the local government to register Latimojong as a tourist destination in Enrekang Regency. The Latimojong Village Head explained that previously the area was only known as a hiking trail for Mount Latimojong, but with the government's encouragement, the village was proposed as a Tourism Village.

This was reinforced by the Buntu Batu sub-district head who mentioned that every year, villages that show progress are directed to register as tourist villages. The official establishment of a Tourism Village involves several stakeholders, such as the village government, the Regent of Enrekang Regency, and the Village-Owned Enterprise (BUMDes). Pokdarwis (Tourism Awareness Groups) also play an important role in the management of climbing and tourism activities in the village.

However, there were obstacles in the process of making the Tourism Village Decree (SK) and Pokdarwis decree. One Pokdarwis member was reluctant to elaborate on the issue, calling it too complex an issue to discuss in depth.

Meanwhile, the idea for Sivin Camp Tourism Village came from the local community. A local trader, Mrs. Syahriani, revealed that although outside interventions, such as the BUMDes, have not been heavily involved, the Dusun Karangan community has started communicating with the BUMDes for further development. The process of establishing a Tourism Village in Karangan Hamlet reflects active community involvement and collaboration with various stakeholders, although it still faces some administrative challenges and coordination between institutions.

Tourism Village Institutionalization

The management of Ara Tourism Village in Bulukumba Regency is carried out by the Ara Bersinar Tourism Awareness Group (Pokdarwis), which is formally appointed through the Decree of the Ara Village Head Number 19 of 2023. Although there are slight differences in nomenclature between the decree and the terminology used on a daily basis, the Pokdarwis' main function remains focused on operational management and development of the tourism village. Pokdarwis' duties are organized to include technical, administrative, and supportive activities for the village government in the tourism sector.

Pokdarwis Ara Bersinar was first formed in 2021 as part of the requirements to register Ara Village as a Tourism Village in the Anugerah Desa Wisata (ADWI) program. The process of forming the group was conducted through community consultation, where interested individuals

were then selected to fill the management structure. The key figures in this process were people living around the Apparalang tourism area, who had interacted directly with tourism activities.

From the interviews, it appears that Pokdarwis Ara Bersinar focuses more on the Apparalang tourist area, although Ara Village also has other tourist attractions such as Gowa Passohara and Mandala Ria Beach. The group's management includes various sections, including marketing, development, and the tourism industry. However, structurally, Pokdarwis Ara often acts more as an executor of orders from the Village Head and Pokdarwis facilitators, rather than taking the initiative in planning and evaluation.

The Pokdarwis facilitator plays a central role in the coordination and implementation of village tourism activities, especially in the face of assessment for the ADWI program. This is also corroborated by acknowledgement from Pokdarwis members and local communities, indicating that the Pokdarwis liaison has a significant influence in ensuring village readiness for the tourism assessment program.

Overall, the process of forming Pokdarwis Ara Bersinar and the implementation of Desa Wisata management in Ara suggests that the group was formed to fulfill administrative requirements as well as to act as an organizer of tourism activities. However, limited knowledge and involvement in strategic planning aspects remain a challenge for this group in optimizing the village's tourism potential.

In Enrekang, the formation of a Tourism Awareness Group (Pokdarwis) in Karangan Hamlet, Latimojong Village, was an initiative of the local youth community who are members of KOMPAK (Karangan Youth Community). These young people, as tourism activists, felt it was important to form a more formal organizational structure to make the management of the tourism village more organized. One Pokdarwis member revealed that the idea of forming Pokdarwis came from the youth, but they needed a structure to make it easier to manage tourism. The village government then provided support by issuing a decree for the formation of Pokdarwis. The decree aims to combine the role of Pokdarwis with the Village-Owned Enterprise (BUMDes) to improve synergy in the management of local tourism destinations. The organizational structure of Pokdarwis consists of a chairperson, secretary, treasurer, and several heads of fields, such as security, cleaning, destination, and development.

Pokdarwis members are selected based on their interests and abilities. The selection of members is based on criteria that suit their roles, for example, those with design skills are assigned to the destination, and those with marketing expertise are placed in the promotion section. This is done to ensure each member works efficiently according to their respective expertise.

Pokdarwis in Dusun Karanganyar are active in participating in various activities, including technical guidance (bimtek), to improve their capacity in tourism village management. They also have a master plan that is flexible and always adjusted to the latest tourism trends. In its implementation, Pokdarwis develops tourist destinations in stages, in order to ensure the quality of management before marketing them more widely.

BUMDes are also involved in tourism management, particularly in the management of the Latimojong hike and the development of Sivin Camp Tourism Village. Although initially the BUMDes did not function optimally, revitalization efforts have been made to support village economic development through the tourism sector.

Tourist Village Supporting Facilities

One important facility in the context of a tourist village is a homestay, which serves as accommodation for tourists who want to experience local life. In Ara Village, there are several homestays managed by the community. However, information regarding these facilities is minimal, and the owners do not include a contact number for reservations, which reduces their appeal to tourists.

In addition to homestays, Ara Village also has villas that can be rented, however, the lack of contact information makes booking difficult. Although these villas were built to support Anugerah Desa Wisata, rental rates have not yet been set, which may hinder further development. This is due to the absence of regulations from the village or tourism area managers as well as the impact of the post-COVID-19 pandemic drop in visitors.

Local cuisine is also an important element in the development of tourism villages, but in Ara Village, the availability of specialty cuisine is still limited. Traditional foods such as kue dumpi have the potential to attract tourists, but a lack of information and coaching has left these products unorganized. Similarly, typical village souvenirs, such as miniature phinisi, are not easy to find, as there are no sellers specifically offering these products at tourist sites.

The Karanganyar hamlet in Latimojong Village possesses homestay potential that has yet to be fully realized. Local residents tend to feel hesitant to rent out homestays due to close familial ties. Although there are homestays available, as stated by their owners, there are no clear rates, and payments are generally treated as donations. Nevertheless, the facilities offered by homestays in Karanganyar hamlet do not meet established standards, and visitors come primarily to experience the simplicity of local life.

The pricing system for homestays is managed by the Community Tourism Awareness Group (Pokdarwis), which also ensures that payments are not made directly to the owners. In

addition to homestays, Karangan hamlet features other tourist attractions such as Sivin Camp, white-water rafting, and villas, most of which are managed by the local community, with some receiving government funding.

The implementation of the Latimojong Festival was initiated by the Tourism Office to boost tourist visits and showcase local traditions. However, the culinary offerings in the area remain limited, and Pokdarwis must further develop attractions and distinctive culinary products. Meanwhile, souvenir businesses are managed by Pokdarwis, with local vendors suggesting the introduction of regional specialties to attract tourists. At Sivin Camp, the rental of tubes and floats is overseen by Pokdarwis with the support of local traders, demonstrating the collaboration between government and community in tourism development.

Policy Networks in the Management of Tourist Villages

The management of tourist villages involves a substantial policy network in these two villages. The policy network will be elaborated upon using the seven dimensions of policy networks as proposed by Waarden (1992).

First, regarding the actor dimension, the number and types of actors involved significantly influence the policy network. An increase in the number of actors will naturally lead to a larger network size. The actors can include both individuals and organizations (Waarden, 1992). The following is the identification of the actors involved in the management of tourist villages in Ara Village and Latimojong Village:

Table 1.
Number and Types of Actors
in the Policy Network of Tourist Villages in Ara Village

Types of Actors	Desa Ara	Desa Latimojong
Government	▪ Provincial Government ▪ Bulukumba Regency Tourism Office ▪ Bulukumba Regency Transportation Office ▪ Bontobahari Subdistrict Government, Bulukumba Regency ▪ Ara Village Government ▪ Ara Village Consultative Body	▪ Enrekang Regency Youth and Tourism Office ▪ Enrekang Regency Community Empowerment Office ▪ Buntu Batu Subdistrict Government, Enrekang Regency ▪ Latimojong Village Government ▪ Latimojong Village Consultative Body
Civil Society	▪ Tourism Awareness Group ▪ Daya Desa ▪ Family Empowerment and Welfare	▪ Tourism Awareness Group ▪ Head of Karangan Hamlet

Types of Actors	Desa Ara	Desa Latimojong
Private Sector	- Apparalang Pioneer Foundation - Homestay/Villa Owner - Culinary Entrepreneur - Souvenir Entrepreneur	- Homestay/Villa Owner - Culinary Entrepreneur - Owner of Sivin Camp Land
Individual	Ariati Husain (Daughter-in-law of the Village Head) -	
Total	14 Actor	10 Actor

Source: Processed Data

The actors involved in the policy network in Ara Village appear to be more numerous and slightly more diverse than those in Latimojong Village. The most notable differences lie in the involvement of the provincial government, cultural organizations, foundations managing tourist sites, and the presence of individual actors. Each of these actors is absent from the policy network in Latimojong Village.

Second, regarding function. The function dimension serves as a bridge between structure and actors. The most common functions within policy networks include directing access to decision-making processes, consultation, negotiation, cooperation, and coordination (Waarden, 1992). Functions can also refer to what the actors do within the network (Hidayat et al., 2015). The functions of each actor in the policy network of tourist villages in Ara Village and Latimojong Village are as follows:

Table 2.
Actor Functions in the Policy Network of Tourist Village Ara

Types of Actors	Institution	Funtion
Government	Provincial Government	Provide infrastructure, provide funding assistance
	Bulukumba Regency Tourism Office	Establish tourist village, conduct training for tourism awareness groups (Pokdarwis), support the evaluation process of the tourist village
	Bulukumba Regency Transportation Office	Provide infrastructure
	Bontobahari Subdistrict Government, Bulukumba Regency	Supervise the tourist village program, coordinate with the regency government
	Ara Village Government	Responsible for the tourist village, establish tourism awareness groups (Pokdarwis), create policies for the implementation of the tourist village
	Ara Village Consultative Body	Create policies for the implementation of the tourist village
Civil Society	Tourism Awareness Group	Assist the village government in preparing for the evaluation of the tourist village

Types of Actors	Institution	Funtion
Private Sector	Daya Desa	Inventory the culture in the village, organize the village cultural festival
	Family Empowerment and Welfare	Assist in the preparation for the evaluation of the tourist village
	Tourism Awareness Group	Open and manage the Apparalang tourist attraction
	Daya Desa	Provide accommodation services, assist in the preparation for the evaluation of the tourist village
	Family Empowerment and Welfare	Provide culinary services
Individual	Tourism Awareness Group	Provide souvenir services and assist in the preparation for the evaluation of the tourist village
	Ariati Husain	Lead the evaluation process of the tourist village

Source: Processed Data

Table 3.

Actor Functions in the Policy Network of Tourist Village Latimojong

Tipe Aktor	Institusi	Fungsi
Government	Enrekang Regency Youth and Tourism Office	Conduct training for tourism awareness groups (Pokdarwis), encourage the village to become a tourist village
	Enrekang Regency Community Empowerment Office	Encourage the village to become a tourist village
	Buntu Batu Subdistrict Government, Enrekang Regency	Coordinate with the regency government
	Latimojong Village Government	Responsible for the tourist village, create policies for the implementation of the tourist village
	Latimojong Village Consultative Body	Create policies for the implementation of the tourist village
Civil Society	Tourism Awareness Group	Initiate the formation and management of the Sivin Camp tourist site, manage the Latimojong trekking tourism, set homestay and parking rental prices, distribute visitors to homestays
	Head of Karangan Hamlet	Act as an extension of the village head in overseeing the tourist village in Karangan
Private Sector	Homestay/Villa Owner	Provide accommodation services.
	Culinary Entrepreneur	Provide culinary services.

Type Aktor	Institusi	Fungsi
	Owner of Sivin Camp Land	Provide land for camping locations, be responsible for the cleanliness of each land, participate in tourism development programs

Source: Processed Data

Third, structure. Structure refers to the pattern of how actors relate to one another, which is crucial in a policy network. Several important points regarding this pattern include: size, boundaries, types of membership, patterns of relationships, strength of relationships, density, clustering, centralization, delegation, and so on (Waarden, 1992). The structure of the actor networks in Ara Tourist Village and Latimojong Tourist Village is as follows:

Table 4.

Actor Network Structure in Ara Tourist Village

Type of Actor	Institution	Size	Type of Membership	Type of Coordination	Nature of Relationship
Government	Provincial Government	Many	Voluntary	Coordination	Cooperative
	Bulukumba Regency Tourism Office	Many	Mandatory	Coordination	Cooperative
	Bulukumba Regency Transportation Office	Many	Mandatory	Coordination	Cooperative
	Bontobahari Subdistrict Government, Bulukumba Regency	Few	Voluntary	Consultation	Cooperative
	Ara Village Government	Few	Mandatory	Coordination	Command
	Ara Village Consultative Body	Few	Mandatory	Coordination	Cooperative
Civil Society	Tourism Awareness Group	Few	Mandatory	Coordination	Cooperative
	Daya Desa	Few	Mandatory	Coordination	Cooperative
	Family Empowerment and Welfare	Few	Voluntary	Consultation	Cooperative
Private Sector	Tourism Awareness Group	Few	Mandatory	Coordination	Cooperative
	Daya Desa	Few	Mandatory	Coordination	Cooperative

Type of Actor	Institution	Size	Type of Membership	Type of Coordination	Nature of Relationship
Individual	Family Empowerment and Welfare	Few	Mandatory	Coordination	Cooperative
	Tourism Awareness Group	Few	Mandatory	Coordination	Cooperative
	Ariati Husain	Few	Voluntary	Consultation	Cooperative

Source: Processed Data

Table 5.

Actor Network Structure in Latimojong Tourist Village

Type of Actor	Institution	Size	Type of Membership	Type of Coordination	Nature of Relationship
Government	Enrekang Regency Youth and Tourism Office	Many	Mandatory	Coordination	Cooperative
	Enrekang Regency Community Empowerment Office	Many	Voluntary	Consultation	Cooperative
	Buntu Batu Subdistrict Government, Enrekang Regency	Few	Voluntary	Consultation	Cooperative
	Latimojong Village Government	Few	Mandatory	Coordination	Cooperative
	Latimojong Village Consultative Body	Few	Mandatory	Coordination	Cooperative
Civil Society	Tourism Awareness Group	Few	Mandatory	Coordination	Cooperative
	Head of Karangan Hamlet	Few	Voluntary	Consultation	Cooperative
Private Sector	Homestay/Villa Owner	Few	Mandatory	Coordination	Cooperative
	Culinary Entrepreneur	Few	Mandatory	Coordination	Cooperative
	Owner of Sivin Camp Land	Few	Mandatory	Coordination	Cooperative

Source: Processed Data

Fourth, Institutionalization. The level of institutionalization refers to the formal nature and stability of the network structure. This depends on the structural characteristics of the network, and the higher the level of institutionalization within the network, the more effective the policy network is (Waarden, 1992). In each village, no efforts have been found to

institutionalize all involved actors. The institutionalization efforts in these two tourist villages are still limited to the establishment of the Tourism Awareness Group (Pokdarwis). In the villages we studied, the Pokdarwis in Latimojong is more advanced in terms of its institutionalization process compared to that in Ara. In Latimojong, the Pokdarwis was formed through consensus, while in Ara it was appointed by the Village Head. Moreover, the establishment of the Pokdarwis in Latimojong occurred long before the emergence of the tourist village policy. Mount Latimojong, which is a trekking tourist site, has long been recognized as a common resource that requires community-based management. This explains why the Pokdarwis in Latimojong is very powerful. They initiate the formation of new tourist sites, manage the finances of stakeholders such as landowners and homestay operators, and mobilize the community for the maintenance and development of tourism.

The tourist village policy initiated by the central government serves as a catalyst for expanding the institutionalization of the network at the local government level. The prestige gained when the village was nominated for the Indonesian Tourist Village Award (ADWI) seems to bring pride not only to the village government but also to the district and provincial governments. The Pokdarwis in Latimojong also benefits from this policy. The district government has become increasingly aggressive in identifying tourism potential in various villages. Ultimately, the tourism awareness groups receive more attention and support from the district government through grants and training programs. Consequently, the network of tourism awareness groups has become more extensive.

A slightly different situation occurs in Ara. The tourism awareness group was formed in response to the requirements for the village to be designated as a tourist village. The prominent tourist attraction in Ara, Apparalang, has had its own management from the beginning. Although the Apparalang tourist area is located on government land, it remains associated with the Apparalang Pioneer Foundation. Apparalang is not considered a common resource, which ultimately did not stimulate the initiative to establish a tourism awareness group. This also affects the legitimacy of the tourism awareness group formed later. This group does not drive the management of the tourist village; it merely functions as an auxiliary body acting on the orders of the Village Head or the Pokdarwis facilitator.

Fifth, Rules of Behavior. Networks have interaction conventions that govern exchanges within them, related to the perceptions of roles, attitudes, and interests of the actors. These conventions can stem from broader political and administrative cultures. In policy networks, some common conventions include adversarial vs. consensus approaches, public vs. private interests, confidentiality vs. openness, and politicization vs. depoliticization (Waarden, 1992).

The large size of the networks involved in managing the tourist villages tends to diversify the perceptions and interests of the actors. Fortunately, the ADWI has become the most successful consensus tool for uniting these varied perceptions and interests. The desire to win the Tourist Village Award serves as a common goal that mitigates many conflicts in the management of tourist villages.

In Ara, conflicts over the management of the Apparalang area had been an issue before they participated in the ADWI, particularly regarding land ownership. These conflicts eased when Ara was nominated as a national tourist village. After the ADWI assessment, the network became loose again, and differences in perceptions and interests re-emerged, especially concerning the contribution of tourist sites to the village's original revenue. As of our research, these differing viewpoints have yet to reach a consensus. The Village Government, the Apparalang Pioneer Foundation, and the Village Consultative Body have held several meetings to discuss the draft village regulation regarding contributions from tourist sites to the village, but a satisfactory agreement for all parties has not yet been found.

In Latimojong, we found a latent conflict between the tourism awareness group and the village government. There were differences in perception regarding the costs of homestays and their contributions to the village. These differences have been reconciled through the involvement of Pokdarwis in the Village-Owned Enterprises (BUMDes) that were re-established to support tourism management in the village. This meeting was facilitated by the sub-district and district governments. The Tourist Village Award seems to strengthen the bargaining position of the tourism awareness group and facilitate consensus.

Sixth, Power Relations. Policy networks also involve power relations, determined by the distribution of resources and needs among actors, as well as their organizational structure. There are four types of dominance in the state-business relationship: liberation, autonomy, instrumentalization, and symbiosis. The distribution of power within the network can drive structural changes, including shifts in dominance (Waarden, 1992).

There are differences in power distribution between Ara and Latimojong. In Ara, the Village Head and the Pokdarwis facilitator possess a larger share of power compared to other actors. This is evident in their ability to control various elements, especially within the village. The Village Head determines who becomes a member of the Pokdarwis. The Pokdarwis facilitator directs all community elements in preparation for the assessment of the tourist village award.

Meanwhile, in Latimojong, power is more predominantly held by the tourism awareness group. This group tends to operate autonomously and has the ability to control community actors in managing tourist sites and providing supporting services, especially in Dusun Karang. The

autonomy of the Pokdarwis is reflected in their determination of the structure and membership, which is conducted through consensus without interference from the village government. The Village Head of Latimojong appears to have no power in managing the tourist village beyond administrative authority.

Seventh, Actor Strategies. Actors in policy networks have strategies related to the network and within the network itself, encompassing actor selection, relationship structures, provision of functions, and the establishment of conventions. Previous studies on policy networks have focused more on the private sector and its strategies. However, networks can also be analyzed from the perspective of the state, such as the administrative institutions that create networks in the context of their intervention policies, and the strategies that involve various dimensions of the network (Waarden, 1992).

The strategies of actors, particularly key actors in the two villages, also appear different. In Ara, the Village Head controls the network by offering more measurable objectives. The Village Head positions the registration for the Tourist Village Award as the focal point of the network that mobilizes the internal village and sub-district government. After Ara was established as one of the top five nominees for the ADWI, it gained increasing attention. The planned visit by the Minister of Tourism caused the network to expand further, and power became increasingly concentrated in the Village Government.

In contrast, in Latimojong, the tourism awareness group controls the network with ideas and the management of new tourist areas in Sivin Camp, which successfully attracts a substantial number of visitors in a short time. This condition encourages landowners and homestay providers to place full trust in the Pokdarwis to manage budgets and organize the tourist area. The tangible results of the work are felt by the community members involved in the tourism governance network in Dusun Karangan, strengthening the bargaining position of the Pokdarwis within the network.

Conclusion

The concept of the Tourist Village policy encourages the management of tourist villages to be implemented based on community participation (community-based tourism). The requirements for establishing the status of a tourist village mandate that the community actively participate in tourism management, either through tourism awareness groups or as providers of culinary services, homestays, or souvenirs. From this designation alone, policy networks naturally develop within the internal village area.

The network expands further due to the Indonesian Tourist Village Award (ADWI). This competition has prompted sub-district, district, and provincial governments to provide support to village governments in their efforts to obtain the tourist village award. We identified no fewer than ten actors involved in each tourist village we studied. These actors come from government, community, and private sectors. Each actor has specific roles related to the assessment of the Tourist Village Award as well as the management of the tourist village.

We observed that the policy network in Ara tends to be larger but is centralized around the Village Government. In contrast, the policy network in Latimojong is smaller but is centered around the Tourism Awareness Group (Pokdarwis). The policy network in Ara is more connected through the Tourist Village Assessment, while the network in Latimojong is driven by existing shared resources prior to the implementation of the Tourist Village policy. The internal village networks developed in both villages are still somewhat concentrated in a single area. In Ara, network members do not significantly involve the community in tourist areas outside of Apparalang. Similarly, in Latimojong, the network is only established in Dusun Karangan and has not yet integrated with other hamlets.

Based on these findings, we recommend that the Village Government of Ara expand the policy network to include other tourist locations such as Mandala Ria and Goa Passohara. The Tourism Awareness Group in Ara should be given a more significant role in the comprehensive development of the tourist village and not merely involved as technical implementers. Additionally, the Tourism Awareness Group in Latimojong should extend its coverage beyond the boundaries of Dusun Karangan. This is essential for distributing goods and services to support the development of the tourist village.

References

- Fitari, Y., & Ma'rif, S. (2017). Manfaat Pengembangan Desa Wisata Wonolopo terhadap Kondisi Sosial, Ekonomi dan Lingkungan Masyarakat Lokal. *Jurnal Wilayah Dan Lingkungan*, 5(1), 29–44. <https://doi.org/10.14710/JWL.5.1.29-44>
- Floresti, D. A., & Rosiana, M. (2020). DAMPAK SOSIAL EKONOMI DAN STRATEGI PENGEMBANGAN DESA WISATA KAMPOENG NOPIA MINO DI DESA PEKUNDEN KABUPATEN BANYUMAS. *Jurnal Ekonomi, Bisnis, Dan Akuntansi*, 22(4), 501–513. <https://doi.org/10.32424/JEBA.V22I4.1784>
- Hermawan, Y., Hidayatullah, S., Alviana, S., Hermin, D., & Rachmadian, A. (2021). Pemberdayaan Masyarakat Melalui Wisata Edukasi dan Dampak yang Didapatkan Masyarakat Desa

- Pujonkidul. *Edusia: Jurnal Ilmiah Pendidikan Asia*, 1(1), 1–13.
<https://doi.org/10.53754/EDUSIA.V1I1.21>
- Hidayat, A. R., Alwi, A., & Susanti, G. (2015). Model jaringan kebijakan publik (Perumusan kebijakan masyarakat adat ammatoa kajang di kabupaten bulukumba). *JAKPP (Jurnal Analisis Kebijakan & Pelayanan Publik)*, 209-218.
- Luthfi, W. (2021, September 7). *Jumlah Desa Wisata Kian Meningkat dan Bentuk Sinergi Banyak Pihak Kelola Potensi Desa*. Good News From Indonesia.
<https://www.goodnewsfromindonesia.id/2021/09/07/jumlah-desa-wisata-kian-meningkat-bentuk-sinergi-banyak-pihak-kelola-potensi-desa>
- Nugroho, D. S. (2017). DESA WISATA SEBAGAI COMMUNITY BASED TOURISM. *Upajiwa Dewantara: Jurnal Ekonomi, Bisnis Dan Manajemen Daulat Rakyat*, 1(2), 68–82.
<https://doi.org/10.26460/MMUD.V1I2.1974>
- Nurhajati, N. (2018). DAMPAK PENGEMBANGAN DESA WISATA TERHADAP PENINGKATAN KESEJAHTERAAN MASYARAKAT (Studi di Desa Mulyosari Kecamatan Pagerwojo Kabupaten Tulungagung). *Publiciana*, 11(1), 1–13.
<https://doi.org/10.36563/PUBLICIANA.V1I1.136>
- Nurwanto. (2020). Evaluasi Dampak Pembangunan Pariwisata Menggunakan Konsep Community Based Tourism (CBT) di Kawasan Wisata Tebing Breksi. *Jurnal Kepariwisata Indonesia: Jurnal Penelitian Dan Pengembangan Kepariwisata Indonesia*, 14(2), 109–124. <https://doi.org/10.47608/JKI.V14I22020.109-124>
- Parsons, W. (2011). *Public Policy: Pengantar Teori dan Praktik Analisis Kebijakan* (Cetakan ke). Kencana.
- Pramusita, A., & Sarinastiti, E. N. (2020). Aspek Sosial Ekonomi Masyarakat Lokal dalam Pengelolaan Desa Wisata Pantai Trisik, Kulonprogo. *Jurnal Pariwisata Terapan*, 2(1), 14–25. <https://doi.org/10.22146/JPT.35378>
- Ramadhian, N. (2021, August 1). *Berapa Jumlah Desa Wisata di Indonesia?* Halaman all - Kompas.com.
<https://travel.kompas.com/read/2021/08/01/180600927/berapa-jumlah-desa-wisata-di-indonesia-?page=all>
- Rohani, E. D., & Irdana, N. (2021). Dampak Sosial Budaya Pariwisata: Studi Kasus Desa Wisata Pulesari dan Desa Ekowisata Pancoh. *Jurnal Master Pariwisata (JUMPA)*, 128–151.
<https://doi.org/10.24843/JUMPA.2021.V08.I01.P07>

- Sari, N. K., & Nugroho, S. (2018). Dampak Sosial Budaya Pengembangan Dusun Sade Sebagai Dusun Wisata Di Kabupaten Lombok Tengah. *JURNAL DESTINASI PARIWISATA*, 6(1), 159–164. <https://doi.org/10.24843/JDEPAR.2018.V06.I01.P24>
- VAN WAARDEN, F. (1992). Dimensions and types of policy networks. *European Journal of Political Research*, 21(1–2), 29–52. <https://doi.org/10.1111/J.1475-6765.1992.TB00287.X>
- Wahyudiono, A., & Imaniar, D. (2021). Dampak Pariwisata terhadap Aspek Sosial Budaya Masyarakat Desa Adat Kemiren di Kabupaten Banyuwangi. *Representamen*, 7(01). <https://doi.org/10.30996/REPRESENTAMEN.V7I01.5123>
- Wirdayanti, A., Asri, A., Anggono, B. D., Hartoyo, D. R., Indarti, E., Gautama, H., S, H. E., Harefa, K., Minsia, M., Rumayar, M., Indrijatiningrum, M., Susanti, T., & Ariani, V. (2021). *Pedoman Desa Wisata* (Edisi II). Kementerian Koordinasi Bidang Kemaritiman dan Investasi. <https://www.ciptadesa.com/2021/06/pedoman-desa-wisata.html>