

Policy Implementation in the Development of Mangrove Bulaksetra Educational Tourism Objects in Babakan Village, Pangandaran District, Pangandaran Regency

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Abstract

This research has a problem background to analyze policy implementation in the development of the Bulaksetra mangrove educational tourist attraction in Babakan Village, Pangandaran District, Pangandaran Regency. Descriptive research uses a qualitative approach. The theory used in this research uses theories and indicators from George C. Edward III. The techniques used by researchers in this research are observation, interviews and documentation. Informants were determined using purposive sampling techniques. The results of this research are (1) communication, where the village government is quite good at communicating but not yet optimal in communication consistency so that the community does not understand the content of the policy, (2) resources, the village government and the PPKP group already have competent staff but lack coordination and Facilities that are not met make the implementation of policy programs limited, (3) disposition (attitude), the village government has an enthusiastic attitude towards the program, but has not yet optimally coordinated between fellow policy implementers, (4) the organizational structure has SOPs as the main reference in implementing policy program but the stages of authority and responsibility of each unit are not yet optimal. The conclusion of this research is that there are supporters and obstacles in implementing policies in developing Bulaksetra mangrove educational tourism objects which are found in the dimensions of communication, resources, disposition and organizational structure.

Keywords : Policy Implementation, Development of tourist attractions

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1. Introduction

Tourism has been included in Law of the Republic of Indonesia Number 10 of 2009 concerning tourism which states "that tourism is an integral part of national development which is carried out in a systematic, planned, integrated, sustainable and responsible manner while still providing protection for religious values, culture that lives in society, environmental sustainability and quality, as well as national interests."

These regulations relate to sustainable tourism, in other words, the development of tourist attraction areas needs to involve various stakeholders or basic interests through village apparatus organizations to support the tourism sector and support the involvement of the community in it. This is very important because the people have a lot of information and knowledge about the condition of an object in their area.

Tourism has been included in Law of the Republic of Indonesia Number 10 of 2009 concerning tourism which states "that tourism is an integral part of national development which is carried out in a systematic, planned, integrated, sustainable and responsible manner while still providing protection for religious and cultural values." living in society, environmental sustainability and quality, and national interests."

Based on Pangandaran Regency Regional Regulation Number 4 of 2022 Chapter I Article I paragraph 13 concerning general provisions for tourist villages, it states that tourist villages are a form of integration between potential natural tourist attractions, artificial tourism and cultural tourism in one particular area supported by activities, accommodation, and other facilities that have been institutionalized and managed by the Village Government and community. Therefore, the Village Government policy was issued to develop the potential of tourist attractions.

Babakan Village, Pangandaran District, Pangandaran Regency is one of the villages that can be said to have tourism potential for developing an independent and sustainable tourist attraction. In Babakan Village, Pangandaran District, there is a fishing tourism village, then there is also culinary and food production as a characteristic of the village, such as the processing of salted fish and so on, and there is also an educational tourism area for mangrove trees or called bulak setra in terms of its use for a the village environment, then there is a fish landing port which is always used as a relaxing place for local tourists to enjoy the atmosphere of community activities there, and there are still many small and medium businesses regarding local products carried out by the surrounding community

Therefore, the role of the Village Government is expected to be in determining efforts to achieve the goals that have been set and planned. Babakan Village, Pangandaran District, Pangandaran Regency has a policy in developing tourist attractions in the area. Researchers have conducted surveys and also looked for accurate data through print and electronic media regarding problems in Babakan Village, Pangandaran District and there are still some things that are not optimal in developing mangrove educational tourism objects in the village. According to Iskandar (2012) that the policy itself can be defined as a series of program plans, activities, actions, decisions, attitudes, to act or not to act carried out by policy actors, as stages to be able to resolve various problems faced.

Babakan Village itself is still not optimal in implementing the development of its tourist attractions and it is very unfortunate that the potential of tourist attractions in this area is not yet optimal in its development regarding tourist attractions, whereas in essence the development of a tourist attraction in the Babakan Village area, Pangandaran District will really provide good results. positive for all parties in it in supporting the welfare and interests of the village. One of the tourist attractions that must be developed to boost the potential of tourist attractions in Babakan village is the Bulaksetra mangrove educational tourism. As well as the lack of coordination from the community and village government regarding the policies carried out by the Village Government so that the process has not been fully maximized. In the end, many tourists are still unfamiliar with the Babakan tourist village. Of course, this creates an obstacle regarding the development of tourist attractions in the area. This interest relates to the development of tourist attractions which must be realized in a systematic, structured, planned, integrated and responsible manner through policies by the Babakan Village Government, Pangandaran District, Pangandaran Regency.

2. Method

The sample collection method in this research uses a qualitative descriptive method which aims to determine the implementation of policies for developing the Bulaksetra mangrove educational tourism attraction, Pangandaran sub-district, Pangandaran Regency. The researcher's argument for using a qualitative approach is that first, policy implementation really requires input and suggestions that can be interviewed. Second, the implementation of the policy for developing the Bulaksetra mangrove educational tourist attraction, Pangandaran sub-district, Pangandaran Regency requires collecting data and seeking information using several stages, namely through observation, interviews, and the results of information that is relevant to the research.

The data collection used in this research is primary data and secondary data.

1. Primary Data Primary data in this research was obtained through direct interviews with research informants.
2. Secondary Data Secondary data in the research was obtained through documents related to the research, namely a general description of the Bulaksetra mangrove educational tourism attraction and the implementation of the Bulaksetra mangrove educational tourism development, documentation photos, and data related to mangrove educational tourism information Bulaksetra, books and regulations related to tourism, Tupoksi of Babakan village office, Pangandaran sub-district, Pangandaran Regency, as well as data on the number of facilities and various supporting tools therein

Data analysis in qualitative research is carried out during data collection and after data collection is completed within a certain period of time (Sugiyono, 2013). Apart from that, in analyzing data obtained in the field, researchers used the Miles and Huberman model, namely data reduction, data presentation and drawing conclusions/verification.

3. Results and Discussion

Discussion regarding the Implementation of Tourism Attraction Development Policy in Babakan Village, Pangandaran District, Pangandaran Regency.

Based on the discussion of Policy Implementation in the Development of Bulaksetra Mangrove Educational Tourism Objects in Babakan Village, Pangandaran District, Pangandaran Regency by conducting in-depth interviews with Mr. Wahab Ruswandi as Head of the Service Section, and Dede Iswara as Head of Planning Affairs. So the researcher concluded based on the theory that had been planned in this research, namely by using the theory according to George C. Edward III (Suparno, 2017: 33- 34) Put forward the dimensions of policy implementation, namely Communication, Resources, Disposition (attitude), Organizational Structure. The indicators related to George C. Edward III's theoretical dimensions (Suparno, 2017: 33-34) are:

1. Communication Dimensions

Regarding communication carried out by the village government, both to the groups it has formed and to the community, it is carried out by means of deliberation and also by conducting outreach so that the general public can find out information about programs regarding implementing policies related to the development of the Bulaksetra mangrove educational tourist attraction. However, the level of consistency of communication carried out is still not optimal, so there are still many people who do not know about the policy implementation program.

The SWOT analysis obtained includes strengths related to the communication dimension of good transmission indicators. Researchers conducted field observations and direct interviews in which the village government provided communication and outreach and formed a group of community mobilizers and coastal area managers. The decision was then made by SK to contribute to a policy implementation program regarding the development of the Bulaksetra mangrove educational tourist attraction. And in this communication dimension, the Babakan village government basically prioritizes negotiations or deliberations regarding the program being implemented.

Weaknesses found from the communication dimension in this indicator of communication consistency are that the Babakan village government itself has provided socialization, but the socialization provided is still not evenly distributed among community members, especially in Kamurang Hamlet, which is the location for the development of mangrove educational tourism objects. Many people still don't understand the programs being implemented and the benefits of mangrove plants being developed to become a Bulaksetra mangrove educational tourist attraction.

The threats found are related to the communication dimension of the communication consistency indicator, namely if many people still do not understand the contents of the policies implemented by the Babakan village government due to lack of consistent communication, then the threat that the Babakan village government has is the difficulty of community participation. in implementing the tourist attraction development policy. So the Babakan village government must

continue to provide direction and outreach to the groups it has formed regarding the implementation of policies for developing the Bulaksetra mangrove educational tourist attraction.

Therefore, the researcher can draw conclusions, so in the communication dimension related to the policy implementation program, the researcher concludes that regarding the development of the Bulaksetra mangrove educational tourist attraction, communication with the community, especially with coastal area mobilizers and managers who have been given a decree to collaborate or work together. in developing the Bulaksetra mangrove educational tourist attraction in Babakan Village, Kamurang Hamlet.

2. Resource Dimension

From the results of observations and interviews, researchers provide data information on this resource dimension. The SWOT analysis obtained includes the strengths of the Babakan village government regarding the resource dimension in the competent staff indicator, namely that the Babakan village government already has a unit in charge of policy implementation programs related to the development of the Bulaksetra mangrove educational tourist attraction. Head of service, planning head, as well as selected communities formed into a group of mobilizers and managers of coastal areas. Then the Babakan village government also has strategic land for developing tourist attractions which is a policy implementation program and every year special education and training is always carried out related to the program itself.

Weaknesses related to the resource dimension of competent staff indicators and facilities faced by the Babakan village government are that internal parties are still not optimal in coordinating the policy implementation program they are running. And the budget is still limited so the process of seeding and maintenance is still as is, and also Babakan village does not have a website, which if it existed it would be more helpful to the Babakan village government itself regarding the policy programs being implemented.

The opportunities that the Babakan village government has regarding the resource dimension of the facilities indicator are that Babakan Village has strategic land to be used as an opportunity for development and optimization carried out by the village government and groups formed to achieve the goals of the policy implementation program for developing educational tourism objects. Bulaksetra mangrove. So that later the people of Babakan village can experience the results of the policy implementation program. And also if Babakan village has a website, there is a big possibility of inviting various stakeholders to work together so that they can help implement or implement the policy program for developing the Bulaksetra mangrove educational tourist attraction.

The threats faced are related to the resource dimension of the existing facility indicators in the Babakan village government by using and maximizing facilities, some of which are still limited and technology that is still minimally used, if this has not yet been changed regarding the facilities provided and carried out by the village government and groups that have been formed, there is a lag in the policy programs carried out by the Babakan village government and other villages regarding the development of tourist attractions that already have adequate facilities and resources.

So the researcher can conclude regarding the dimensions of resources. The researcher concludes that in the resources here there are staff who are competent in carrying out programs created by the Babakan village government based on special education and training. However, the incongruence of the Planning Head does not explain that the Planning Head also is involved in the policy program for developing Bulaksetra mangrove educational tourism objects, whereas according to the Head of Services, the Head of Planning plays a role in overseeing the policy program relating to location planning. Then related to facilities in this resource dimension, the Babakan village government has facilities that Babakan Village does not yet have, namely in the form of facilities owned by the village, some of which are still not optimal, such as budget or financing and a website that does not yet exist and is still in the planning stage due to employee resources. who still lack competence in digital information technology.

3. Disposition Dimension

From the results of observations and interviews, the researcher provides the results of data information on the disposition (attitude) dimension. The SWOT analysis obtained includes strengths in the disposition (attitude) dimension on the disposition effect indicators owned by the Babakan village

government and the group of coastal area movers and managers. has a positive attitude and is very supportive of the policy implementation program for developing the Bulaksetra mangrove educational tourist attraction in order to improve the community welfare sector. And in the implementation process, both the village government and coastal area driving and management groups always carry out direct checks and supervision of locations that are part of the Bulaksetra mangrove educational tourism attraction development program.

Weaknesses found related to the disposition dimension (attitude) in the disposition effect indicator by the Babakan village government were the attitude taken by the village government regarding providing information regarding the content of the policy for developing the Bulaksetra mangrove educational tourist attraction to the community. Then the attitude of each unit, both from the village government and the group driving and managing coastal areas, is not yet optimal in coordinating between policy implementers. And the Babakan village government still hasn't taken a stance on the rubbish that is stuck on riverbanks and mangrove trees, which will gradually damage the environmental ecosystem, so there is still no unified attitude or joint action regarding rubbish, let alone a special place to dispose of and collect it rubbish.

Opportunities that can be found related to the disposition dimension (attitude) in the disposition effect indicator from both the Babakan village government and the group of coastal area movers and managers if there is more optimal coordination and have an attitude or uniformity of action in small to large matters related to In the implementation program for the development of the Bulaksetra mangrove educational tourist attraction policy, the things that are an opportunity are to overcome the accumulation of rubbish, making it easier to implement policies related to the mangrove educational tourist attraction development program. So that later with the unity of action or attitude that each unit has, it can make it easier to carry out ongoing program activities.

Threats faced regarding the disposition (attitude) on the disposition effect indicator, both from the Babakan village government and coastal area mobilizers and managers, there is a lack of unity of action between policy implementing units which creates a threat in the policy implementation program regarding the development of educational tourism objects Bulaksetra mangrove. Therefore, if this continues, the Babakan village government and the coastal area management and mobilization groups will experience problems regarding the implementation of ongoing policy programs.

So the researcher can draw conclusions regarding the disposition dimension (attitude) after the researcher conducted direct observations in the field and interviews, there is a disposition effect where the attitude of the Babakan village government has an impact or creates obstacles from internal parties related to the policy implementation program for developing educational tourism objects. Bulaksetra mangrove. This disposition effect is one of the obstacles in implementing policies regarding the development of the Bulaksetra mangrove educational tourist attraction. So, in this Disposition dimension, it can be seen that the Babakan village government has shortcomings which become obstacles and difficulties for the coastal area mobilization and management group which has been formed and made a decree by the Babakan village government. So that obstacles like this have an effect or impact on the community or group itself to take initiative and voluntarily in carrying out the process of the ongoing policy program.

4. Dimensions of Organizational Structure

From the results of observations and interviews, the researcher provides the results of data information on the dimensions of this Organizational Structure. The SWOT analysis obtained includes the strengths (Strengths) possessed in the dimensions of organizational structure on standard operational standard indicators from the Babakan village government, SOPs or standard rules for conducting work program that has been agreed and determined by the Babakan village government and the coastal area mobilization and management group. So that this stipulated SOP becomes a basic work rule regarding the program being carried out related to the implementation of the policy for developing Bulaksetra mangrove educational tourism objects, as well as the phasing or fragmentation of authority or responsibility for each unit implementing the policy in accordance with and in line with the jointly

determined SOP. So that implementation of the policy program for developing mangrove educational tourism objects can be well-directed and coordinated.

Weaknesses in the organizational structure dimension of this fragmentation or phasing indicator, the lack of uniformity in actions as well as the authority and responsibilities carried out by the Babakan village government and the coastal area driving and managing groups are still not optimal so it is still difficult for each unit to be less than optimal.

Opportunities obtained in this organizational structure dimension are that the Babakan village government and the coastal area mobilization and management group have SOPs and phasing of authority regarding the responsibilities of each unit. If the Babakan village government and the coastal area mobilization and management group have unified action, then the opportunity to carry out or implement a program related to the development of the Bulaksetra mangrove educational tourist attraction can be realized optimally.

The threats faced in the organizational structure dimension in this fragmentation or phasing indicator are that the Babakan village government and the group of coastal area mobilizers and managers, there are still some who are negligent in each of their units so that the authority and responsibilities that must be carried out are not yet optimal. implementing policies related to the development of Bulaksetra mangrove educational tourism objects. If this still occurs, it is certain that the authority and sense of responsibility that each unit has will disappear and make the implementation of the programmed policies continue to be slow.

Therefore, the researcher can conclude regarding the dimensions of the organizational structure after the researcher conducted direct observations in the field and interviews, the organizational structure of the Babakan village government and the PPKP group has SOPs or what is usually said to be standard work rules and also phasing or fragmentation of the division of authority or responsibility between units. policy implementation section. The SOP set by the Babakan village government is already in operation but its implementation is still not optimal. regarding the division of authority or responsibility between the units in the program being implemented is quite good and there are already responsibilities between the units. So in terms of the division of tasks between each policy implementer. So that the organizational structure that is owned by the village government is then created and then developed by forming a group from the community, so that the structure that is created and the fragmentation of responsibilities can be owned by each unit based on the SOPs that have been determined regarding the policy implementation program for developing Bulaksetra mangrove educational tourism objects.

Discussion of Obstacles and Efforts to Implement Policies from the Village Government in developing tourist attractions in Babakan Village, Pangandaran District, Pangandaran Regency

One of the main tasks and functions of a state civil servant is to provide a service to the public or community in government agencies or public organizations. However, as explained above, there are several obstacles found in the implementation of the policy implementation program regarding the development of the Bulaksetra mangrove educational tourist attraction in Babakan Village, Pangandaran District, Pangandaran Regency, which include the following:

1. Communication Dimensions

In the communication dimension, there are obstacles that exist in this indicator of communication consistency with the Babakan village government regarding the socialization provided which is still uneven and delayed to community members, especially in Kamurang Hamlet which is the location point for the development of mangrove educational tourism objects. Many people still don't understand the programs being run and the benefits of mangrove plants being developed to become a Bulaksetra mangrove educational tourist attraction. Efforts made to overcome obstacles in the communication dimension are from a group of coastal area mobilizers and managers, one of whose members carried out their own initiative to provide a form of communication by socializing, informing them of the policy implementation program made by the Babakan village government in developing the Bulaksetra mangrove educational tourist attraction. . So that people little by little understand the purpose and benefits of mangroves which are developed to become one educational tourist attraction.

2. Resource Dimension

In this resource dimension, there are obstacles in the indicators of competent staff and facilities faced by the Babakan village government, namely that internal parties are still not optimal in coordinating the policy implementation program they are running. As well as the remaining budget is limited so that the process from seeding to care is still as is, and also Babakan village does not have a website which if it existed it would be more helpful to the Babakan village government itself regarding the policy programs being implemented.

Efforts to overcome obstacles in the resource dimension are that the Babakan village government itself always strives and optimizes existing or planned resources, such as creating a website which will later help every program being implemented, including the policy implementation program regarding the development of the Bulaksetra mangrove educational tourist attraction, and The Babakan village government also sets aside a budget every year and proceeds from self-help from village governments, groups and communities for the maintenance and development of mangrove educational tourism objects in stages. Then the Babakan village government will also coordinate with each other to avoid major obstacles.

3. Disposition Dimension

In the disposition (attitude) dimension, there is an obstacle encountered in the disposition effect indicator by the Babakan village government, namely that the attitude of each unit, both from the village government and the coastal area driving and managing groups, is not yet optimal in coordinating between policy implementers. And the Babakan village government still has not taken a stance on the trash that is stuck on riverbanks and mangrove trees which will gradually damage the environmental ecosystem, so there is still no unified attitude or joint action regarding waste, let alone a special place to dispose of and collect it. rubbish.

An effort to deal with obstacles in the source disposition (attitude) dimension is that the community group formed by the Babakan village government, namely the Coastal Area Mobilization and Management Group (KPPKP), has members who are experts in their fields so that they are immediately responsible for any obstacles they are aware of by going directly to field, however, the group and the Babakan village government have coordinated with stakeholders, namely the Ciamis VII region forestry service branch, so that this collaboration helps the ongoing policy implementation program run smoothly.

4. Dimensions of Organizational Structure

What the researchers found after conducting field observations and interviews were that there were obstacles in the organizational structure dimension in this fragmentation or phasing indicator, the lack of uniformity in actions as well as the authority and responsibilities carried out by the Babakan village government and coastal area mobilization and management groups were still not optimal so it was still difficult to each unit part is less than optimal.

Efforts to overcome obstacles in the dimensions of the organizational structure include the awareness of the Head of Services and individuals from the PPKP group to always invite and make efforts and maximize other members or units in the implementation program of the Bulaksetra mangrove education tourism attraction policy development so that the program created will run well. and checks and supervision are always carried out by the Babakan village head.

4. Conclusion

Based on the research results carried out by researchers and also a description of the discussion regarding the implementation of policies in developing mangrove educational tourism objects in Babakan Village, Pangandaran District, Pangandaran Regency, so that the conclusions obtained are as follows:

1. Policy implementation in developing the Bulaksetra mangrove educational tourist attraction in Babakan Village, Pangandaran District, Pangandaran Regency can be measured using George C. Edward III's theory and indicators through four dimensions, namely communication, resources, disposition (attitude), and organizational structure .
 - 1) Communication dimension, based on the results of research conducted by researchers regarding observations, interviews and documentary evidence that the communication carried out by the Babakan Village government is socialization so that the general public can find out information regarding the implementation of tourist attraction development policies. However, the level of consistent communication carried out is still not optimal, so there are still many people who do not know about the program implementation of the policy.
 - 2) Resource dimension, there are staff who are competent in carrying out programs created by the Babakan village government based on special education and training. However, there is a lack of coordination between the planning department and the service section, meaning that the planning department is also involved in the field of policy implementation programs. And also the facilities they have are still not optimal, such as the budget or financing and the website which does not yet exist and is still in the planning stage due to employee resources which are still less competent in digital information technology.
 - 3) Disposition dimension (attitude), the attitude of the Babakan village government and the PPKP group is very enthusiastic and supportive and takes a position quickly and precisely. However, it can be seen that the Babakan village government has shortcomings which have become obstacles and difficulties for the coastal area mobilization and management group which has been formed and made a decree by the Babakan village government.
 - 4) Dimensions of organizational structure, from the Babakan village government, SOPs or standard rules for carrying out work programs have been made that have been agreed and determined by the Babakan village government and the coastal area mobilization and management group. However, the lack of uniformity in actions as well as the authority and responsibilities carried out by the Babakan village government and the coastal area mobilization and management group is still not optimal, so it is still difficult for each unit to be less than optimal.
2. The obstacles and efforts made by the Babakan village government and the PPKP group regarding the implementation of policies in developing the Bulaksetra mangrove educational tourism attraction in Babakan Village, Pangandaran District, Pangandaran Regency which have been carried out are as follows:
 - 1) Obstacles and efforts in the communication dimension, this communication with the Babakan village government regarding the socialization provided is still uneven and delayed to the community. Many people still don't understand the program being implemented. Efforts were made by a group of coastal area activists and managers, one of whose members carried out their own initiative to provide a form of communication by socializing, informing them of the policy implementation program created by the Babakan village government in developing the Bulaksetra mangrove educational tourist attraction.
 - 2) Obstacles and efforts in the resource dimension, where internal parties are still not optimal in coordinating the policy implementation programs they run. And the budget is still limited so the process of seeding and maintenance is still as is, and also Babakan village does not have a website. The efforts made by the Babakan village government itself always try and optimize existing or planned resources such as creating a website, and also the Babakan village government sets aside a budget every year and the results of the village government, groups

and community's self-help for the maintenance and development of educational tourism objects mangroves gradually.

- 3) Obstacles and efforts in the disposition (attitude) dimension, namely the attitude of each unit, both from the village government and groups driving and managing coastal areas, are not yet optimal in coordinating between policy implementers. And the Babakan village government has still not taken a stance on the trash stuck in the riverbank and mangrove trees. The efforts made are that the Coastal Area Mobilization and Management Group (KPPKP) has members who are experts in their fields, however, the group and the Babakan village government have coordinated with stakeholders, namely the Ciamis VII region forestry service branch.
- 4) Obstacles and efforts in the organizational structure dimension, namely the non-uniformity of actions as well as the authority and responsibilities carried out by the Babakan village government and the coastal area mobilization and management groups are still not optimal so it is still difficult for each unit to be less than optimal. Then the awareness efforts of the Head of Services and individuals from the PPKP group always invite and strive and maximize other members or units in the policy implementation program and checks and supervision are always carried out by the Babakan village head..

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