



Implementation of tourism village management policies based on Edward III's theory in Bintan Regency to achieve sustainable tourism

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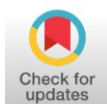
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Abstract:

Tourism villages have emerged as a crucial source of local income in Bintan Regency, yet the policy implementation for managing these villages faces both practical and theoretical challenges. This research aims to analyze the implementation of public policies in the management of tourist villages in Bintan, using Edward III's theory as a framework. The research employs a descriptive qualitative method, utilizing both secondary data from government documents and primary data collected through interviews with key informants. The findings reveal that although Bintan's tourism villages are generally managed effectively, several obstacles still hinder their full potential. These challenges include limited human resources, inadequate infrastructure, budgetary constraints, and social conflicts within the community. The study highlights the importance of communication as a key factor in policy implementation, where efficient and effective communication between stakeholders can improve service quality in the tourist villages. It also raises community awareness about the preservation of the environment and local culture, which are vital for attracting tourists. Moreover, the availability of both human and natural resources plays a significant role in enhancing tourist experiences. The attitudes and dispositions of tourism village managers are also essential in fostering an environment that supports environmental conservation and cultural heritage. The research underscores the need for a structured bureaucratic framework, characterized by clear policy hierarchies, active community involvement, government transparency, and better collaboration among agencies. To promote sustainable tourism in Bintan, this study recommends that the government provide training and support to local communities.

Keyword: Policy, Implementation, Tourism Village, Edward III's Theory



INTRODUCTION

The tourism sector currently features a new trend: villages. Tourism villages are defined as rural areas with specific characteristics that can serve as tourist destinations (Abnur et al., 2023; Irhandyaningsih, 2019). Tourism villages have a unique appeal due to their rural physical environment and the socio-cultural life of the local community (Zebua, 2016). The progress of tourism in a region must involve and benefit the local

community. Such policies are designed to encourage local community participation in developing the tourism potential of their villages, with the aim of improving economic and social welfare, as well as preserving local culture and the environment (Shelia et al., 2024). The management of tourism villages is closely tied to the role and wisdom of the local community, which acts as a driving force for tourism activities and adds value for tourists visiting these villages (Purwanti, 2019; Rayhaniah et al., 2024).

The development of tourism, specifically tourism villages, serves as a platform to create awareness of national identity and unity within diversity. The development of tourism villages is pursued using economic growth and equitable distribution approaches aimed at improving community welfare and regional development. This development focuses on empowering the community, encompassing various aspects of development (Prakoso & Lima, 2019; Sentanu & Mahadiansar, 2020). A tourism village offers a comprehensive rural experience, including natural attractions, traditions, and unique elements that can attract tourists by offering an immersive atmosphere (Antara & Arida, 2015). The development of tourism villages gained momentum when the central government enacted Law Number 6 of 2014 concerning Villages (Nofiyanti et al., 2018).

The Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration (Permendesa PDDT) Number 3 of 2015 governs village development, including tourism village development as a strategy for community empowerment and local economic enhancement. Additionally, the Regulation of the Minister of Tourism and Creative Economy Number 14 of 2016 provides guidelines for preparing and setting tourism business standards, including standards for tourism villages. The establishment of regulations related to tourism villages also aims to improve village management skills so that they can be managed professionally. Professional management of tourism villages contributes to poverty alleviation, preservation of resources and local wisdom, and increased Regional Original Income for sustainable economic growth (Fathur, 2021).

In Bintan Regency, several areas have been designated as tourism destinations based on Riau Islands Governor Regulation Number 62 of 2017 regarding Regional Leading Tourism Destinations (DPUD) in the Riau Islands Province. The designated destinations in Bintan Regency include the Lagoi International Tourism Area, Trikora Beach Tourism Area, Bintan Mountain Tourism Area, and Lepah River Tourism Area. The establishment of tourism villages is a crucial program initiated by the Regional Government to leverage the strategic tourism position of Bintan Regency. The development of tourism villages can be approached from three dimensions: tourism village institutional capacity, tourism objects and attractions, and tourism infrastructure and facilities.

Through Law Number 6 of 2014 concerning Villages, villages are expected to develop their potential as a form of productive enterprise to enhance community prosperity. This law mandates that each village establish a Village-Owned Enterprise (BUMDes) to manage productive businesses aimed at increasing village income. Furthermore, Bintan Regent Regulation Number 31 of 2022 on Tourism Villages and Tourism Kampongs in Bintan Regency regulates the establishment and management of tourism villages to promote village potential and improve community welfare through sustainable tourism. This regulation emphasizes infrastructure, promotion, and local community training. Moreover, Regional Regulation Number 4 of 2021 concerning the

Medium-Term Regional Development Plan (RPJMD) of Bintan Regency for 2021-2026 underscores the importance of developing tourism villages as a priority strategy to enhance tourism appeal and drive sustainable local economic growth.

The opportunity for villages to accelerate their development lies in the management of businesses under BUMDes, which source their operations from the natural potential of each village. Villages with significant tourism potential and communities capable of harnessing local resources can develop tourism villages. Stakeholders are defined as any group or individual who can influence or be influenced by the achievement of organizational goals. Stakeholder participation plays a significant role in enhancing organizational performance (Movahed et al., 2020; Rachman et al., 2021; Stoffelen et al., 2019). In the context of tourism village development, stakeholders' roles are crucial for the success of programs (Dwivedi, 2021).

The development of tourism villages involves various stakeholder roles. Roles are abstractions of the behavior of an entity that consist of parts of the entity's interactions, along with the constraints that may occur (Genilloud & Wegmann, 2000). One of the efforts to strengthen the national economy, beginning with regional empowerment, can be realized through strengthening the tourism sector (Setiawan, 2016). The development of the tourism sector inherently involves multiple stakeholders as part of a multi-sectoral industry (Arfandi & Adhayanto, 2017). To promote regional development and community welfare, tourism development must involve active community participation through the development of tourism villages (Gautama et al., 2020; Priatmoko et al., 2021).

The hallmark of tourism villages is that local communities serve as the main actors in developing tourism potential in their area, enabling them to develop independently. Several aspects that highlight the authenticity of tourism villages include their socio-cultural elements, traditional architecture, village spatial structure, local customs, and daily activities of rural communities. Furthermore, the integration of other tourism components, such as accommodations, attractions, and supporting facilities, adds to the village's appeal (Huttasin, 2008; Middleton & Hawkins, 1998; Widnyani, 2022). The tourism village phenomenon in Bintan Regency represents one of the region's tourism potentials, attracting both domestic and international tourists. However, preliminary observations conducted by researchers highlight factual problems in the management of tourism villages in Bintan Regency, such as a lack of coordination and communication among stakeholders. This can lead to overlaps in the implementation of policies and tourism village development activities.

To provide effective solutions and assist the communities in Bintan Regency's tourism villages, policy implementation must address these issues while considering the needs of local communities, protecting the environment, and improving integrated management of tourism villages. In analyzing tourism village management policies in Bintan Regency, it is crucial to identify and address theoretical problems that may arise, as well as formulate effective and integrated strategies to enhance sustainable tourism village management.

RESEARCH METHOD

The research method used in the study of Policy Implementation in Tourism Village Management in Bintan Regency is a descriptive qualitative method. This approach aims to deeply understand the phenomenon of policy implementation through

the collection of primary and secondary data (Johnston, 2014). Primary data is obtained through direct interviews with key informants such as government officials, tourism village managers, and the local community. Secondary data includes official documents such as government policies related to tourism village management, annual reports, and regional regulations supporting tourism village development.

This approach uses the theory of policy implementation proposed by Edward III (1980) as a foundation for analysis. This theory focuses on four main elements in policy implementation: communication, resources, the disposition of implementers, and bureaucratic structure. The study examines how effective and efficient communication can enhance community awareness and the quality of tourism village services. In addition, aspects of human and natural resources are also emphasized to improve the service capacity of tourism management. The data collection techniques include interviews, observations, and documentation (Afrizal, 2014; Moleong, 2012). The researcher conducted direct observations in tourism villages in Bintan Regency to understand the obstacles and challenges faced in management. Interviews with key informants provide direct perspectives from various stakeholders. Data analysis is carried out in-depth and inductively, where findings from the field are compared with theoretical frameworks to derive relevant and practical conclusions.

RESULT AND DISCUSSION

1. General Conditions of Tourism Management in Bintan Regency

Bintan Regency, strategically located near Singapore and Malaysia, is renowned as an island with a variety of coastal and marine attractions. Bintan has been projected as a tourism and relaxation island due to its many beautiful beaches adorned with luxurious facilities, mostly located along the island's northern coast, particularly in the Lagoi area, which directly faces Singapore and Malaysia. The tourism destinations developed in Lagoi include the Exclusive Integrated Tourism Area of Lagoi (Bintan Resort), Sebong Perih Beach, and the Sebong Perih Tourism Village, which offers marine tourism. Bintan Island is not only famous for Lagoi but also other tourist attractions ranging from natural tourism, ecological tourism, cultural tourism, and historical tourism. These include Tanjung Berakit Beach, Trikora Beach, the Kawal Fishermen's Village, small island beaches surrounding Bintan Island, Bintan Leisure Park, as well as the Gunung Bintan Waterfall, Gunung Bintan Cave, and the Natural Tirta Lake (a former bauxite mining site) in Teluk Bintan District, Bintan Regency.

In addition, these tourist destinations are no less beautiful than the Lagoi area. Other activities include tree planting in mangrove forests along the eastern coast of Bintan Island and conservation forests in Gunung Kijang and Bukit Kucing. Bintan also routinely hosts international events, particularly international sports events. Some notable examples include the Kite Festival, the International Triathlon "Meta Man," the International Golf Championship, and the Tour de Bintan, among others. To enhance the quality and quantity of tourists visiting Bintan Regency, the local government has developed various destinations that offer unique tourism experiences. One prominent example is the Exclusive Integrated Tourism Area of Lagoi (Bintan Resort), which offers marine tourism and luxurious facilities along the island's northern coast.

Additionally, there is Sebong Perih Tourism Village, which highlights cultural and ecological tourism. Beyond the Lagoi area, Bintan Island boasts other equally attractive

destinations, such as Tanjung Berakit Beach, Trikora Beach, and the Kawal Fishermen’s Village. The small islands surrounding Bintan Island offer unique natural tourism experiences. Furthermore, there are destinations like Bintan Leisure Park, the Gunung Bintan Waterfall, Gunung Bintan Cave, and the Natural Tirta Lake, which offer historical and natural tourism experiences.

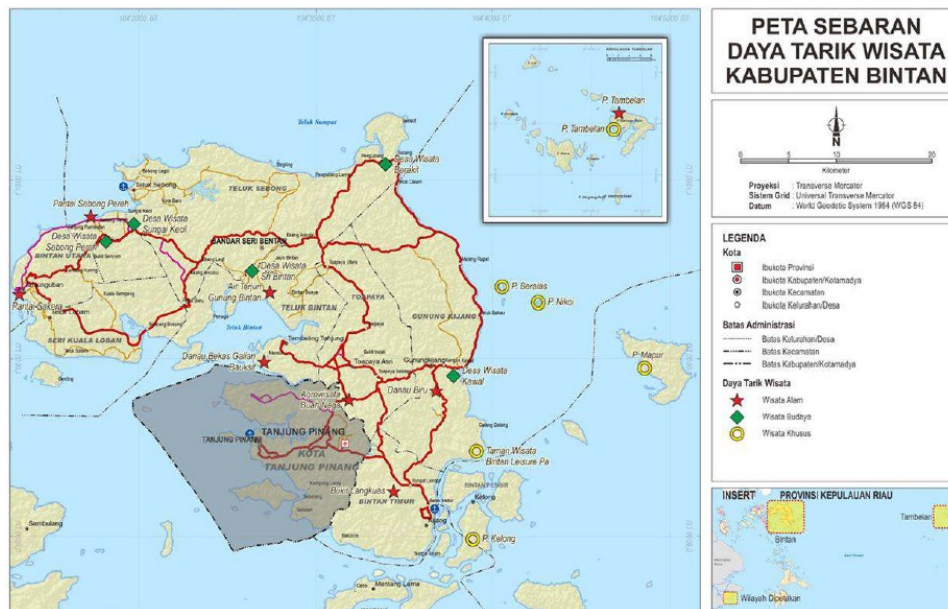


Figure 1. Map of Distribution of Tourist Attractions in Bintan Regency
Source: RIPPARDA Bintan Regency

To enhance the quality and quantity of tourists visiting Bintan Regency, the local government has developed various destinations that offer unique tourism experiences. One prominent example is the Exclusive Integrated Tourism Area of Lagoi (Bintan Resort), which offers marine tourism and luxurious facilities along the island’s northern coast. Additionally, there is Sebong Perih Tourism Village, which highlights cultural and ecological tourism. Beyond the Lagoi area, Bintan Island boasts other equally attractive destinations, such as Tanjung Berakit Beach, Trikora Beach, and the Kawal Fishermen’s Village. The small islands surrounding Bintan Island offer unique natural tourism experiences. Furthermore, there are destinations like Bintan Leisure Park, the Gunung Bintan Waterfall, Gunung Bintan Cave, and the Natural Tirta Lake, which offer historical and natural tourism experiences.

In improving the quality of tourism management, the local government has also made efforts to preserve the environment by planting trees in mangrove forests along the eastern coast of Bintan Island and conservation forests in Gunung Kijang and Bukit Kucing. This initiative aims to maintain environmental sustainability and prevent pollution, ensuring the effective implementation of tourism management. In addition, the local government has organized various international events, such as the Kite Festival, the International Triathlon "Meta Man," the International Golf Championship, and the Tour de Bintan, among others. These efforts aim to enhance the popularity of Bintan Regency as a tourist destination and increase regional revenue, fostering a sustainable economy.

Implementing tourism management policies, the local government must continue to improve the quality of tourism facilities and infrastructure while raising community awareness about the importance of environmental preservation. In this regard, the local government can collaborate with other stakeholders, such as the tourism industry, local communities, and non-governmental organizations, to achieve these goals. Furthermore, to strengthen the foundation of Tourism Villages, reference is made to the Bintan Regent Decree Number: 158/II/2023 on the Designation of Tourism Villages in Bintan Regency for 2023, as outlined in the following table.

Tabel 1. Determination of Tourism Villages in Bintan Regency 2023

No	Village Name	Location	Potential	Category
1	Ekang Tourism Village	Ekang Anculai Village, Teluk Sebong District	Ecotourism	Developing
2	Pengudang Sumpat Tourism Village	Pengudang Village, Teluk Sebong District	Ecotourism	Emerging
3	Sebong Lagoi Tourism Village	Sebong Lagoi Village, Teluk Sebong District	Ecotourism	Emerging
4	Berakit Tourism Village	Berakit Village, Teluk Sebong District	Cultural Tourism	Emerging
5	Tosela Ecotourism	Toapaya Selatan Village, Toapaya District	Ecotourism	Emerging
6	Mapur Culinary Village	Busung Village, Seri Kuala Lobam District	Culinary	Emerging
7	Busung Tourism Village	Busung Village, Seri Kuala Lobam District	Ecotourism	Emerging

Source: Author, 2024

In 2023, the Regent of Bintan designated several villages as tourism villages through Bintan Regent Decree Number 158/II/2023. In this designation, several categories were used to determine the selected tourism villages, namely ecotourism and cultural tourism. Ecotourism is a category used to identify tourism villages with high economic potential and adequate facilities and infrastructure. The table above shows that several villages have been designated as tourism villages under the ecotourism category, such as Ekang Tourism Village, Pengudang Sumpat Tourism Village, and Sebong Lagoi Tourism Village. In addition, there are also villages designated as tourism villages under the cultural tourism category, such as Berakit Tourism Village.

2. Community Empowerment in the Development of Tourism Villages Based on Innovation and Local Wisdom in Bintan Regency

The role of the community involved in Tourism Villages serves as an empowerment approach that positions the community as key actors and places them within the context of a new paradigm for sustainable development (Kedang & Soesilo, 2021). Through institutional roles, village organizations are established, consisting of local community members who have care, responsibility, and serve as drivers to create a conducive environment for the growth of tourism in the village area and the realization of *sapta pesona* (seven charms of tourism). Among the POKDARWIS (Tourism Awareness Groups) in Bintan Regency's Tourism Villages that remain active today are:

Table 2. POKDARWIS in Tourism Villages of Bintan Regency

No	Name of POKDARWIS	Type of Activity	Location
1	Desa Wisata Pesona E kang	Recreational Park	Desa E kang Anculai, Kecamatan Teluk Sebong
2	Desa Wisata Sumpat	Mangrove Tour	Desa Pengudang, Kecamatan Teluk Sebong
3	Desa Wisata Mutiara Bhinekka	Village Tour	Desa Sebong Lagoi, Kecamatan Teluk Sebong
4	Desa Wisata Mancing Berakit	Fishing	Desa Berakit, Kecamatan Teluk Sebong
5	Eco Wisata Tosela	Mangrove, Recreation	Desa Toapaya Selatan, Kp. Simpangan Km 16
6	Perisai Mapur	Marine Tourism	Desa Mapur, Kecamatan Bintan Pesisir

Source: DISBUDPAR Bintan, 2021

The implementation of BUMDesa (Village-Owned Enterprises) in Bintan Regency has been carried out since 2016, with the first establishment of BUMDesa administratively accompanied by the formulation of bylaws based on Law No. 6 of 2014, which mandates that every village must have a BUMDesa. BUMDesa serves as one of the key actors supporting the success of village tourism development. In the Riau Islands Province, BUMDesa focusing on the tourism sector is predominantly located in Bintan Regency, indicating that villages in this area are leveraging their tourism potential through BUMDesa initiatives. One notable example of successful tourism village management is E kang Anculai Tourism Village in Bintan Regency, which has been recognized as a model tourism village in Indonesia by the Ministry of Tourism and Creative Economy (KEMPAREKRAF). This recognition was granted because E kang Anculai Tourism Village is managed by the local community while applying local wisdom. The village was developed on a site previously used for rubber plantations that are no longer in production.

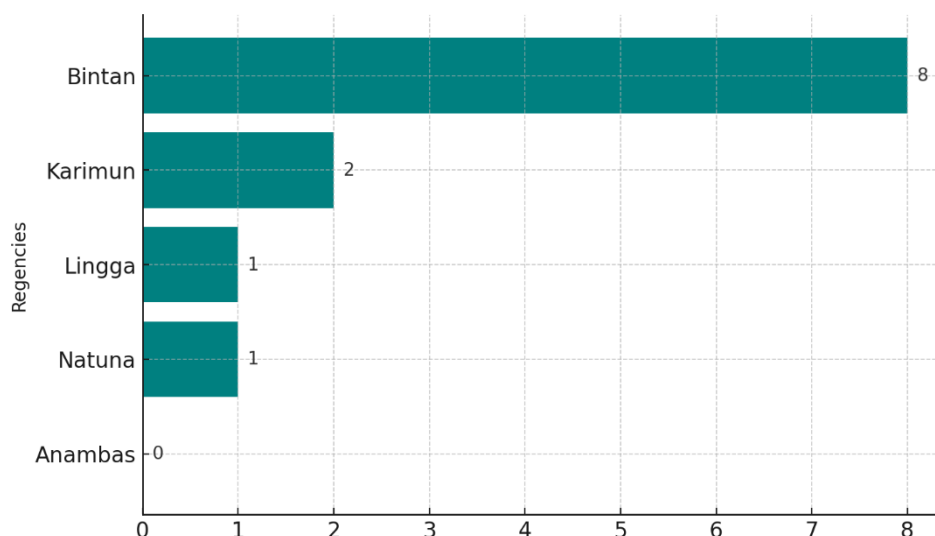


Figure 2. Graph of the Number of BUMDes in the Tourism Sector of the Riau Islands Province
Source: Milyawati, 2021

The accommodations available around the village are constructed from bamboo and equipped with various facilities for visitors/tourists, such as horseback riding and agrotourism. The Minister of Tourism and Creative Economy (MENPAREKRAF), Sandiaga Salahuddin Uno, stated that E kang Anculai Tourism Village is planned to become a prototype for tourism villages (Fathur, 2021). It is expected that E kang Anculai Tourism Village will serve as a prototype replicable by other regions. Through the implementation of local wisdom and involving the community—including village residents, youth organizations (karang taruna), and tourism awareness groups (POKDARWIS)—the village has experienced rapid development. This demonstrates the potential to optimize village tourism management, which can be implemented by other communities.

The village's location, consisting of hills, rubber forests, and a beautiful lake, is considered highly scenic. Apart from its natural beauty and infrastructure or offered facilities, another factor that makes E kang Anculai Tourism Village a leading example is collaboration. The collaborative model involves youth as managers working alongside the local community, which consists of approximately 800 households (Ramadhian, 2021). In tourism village development, public participation in tourism management must be ensured. Public participation is strongly embedded in community-based tourism development. Awareness of public participation arises from policymakers' recognition of the need to understand the stakeholders affected by the policy and those with the power to influence the policies implemented.

There has been an increase in the results of regional innovation in Bintan Regency in 2020 compared to 2019. While the implementation of regional innovation has been carried out by regional agencies and initiated by the community, challenges remain, particularly in identifying the forms of activities implemented. The positive impact of these innovations has influenced governance in Bintan Regency. Currently, the Bintan Regency Government, through the Village Empowerment and Community Service Office, has implemented a village innovation market program at the village level (Budiman et al., 2021). Regent Regulation No. 27 of 2013 on the Establishment of Regional Leading Tourism Destinations in Bintan Regency reflects the local government's decision to enhance and strengthen the tourism sector in the area.

This document provides guidelines and identifies potential tourism sites capable of attracting more national and international visitors. In this context, a "Leading Tourism Destination" is defined as a site with high quality, uniqueness, and the potential to influence tourism development in Bintan Regency. The Regent Regulation facilitates the effective development and marketing of tourism in the region. Furthermore, Regional Regulation of Bintan Regency No. 11 of 2008 on the Delegation of Government Affairs to Village Governments states that village governments—comprising the Village Head and village apparatus—are obligated to manage tourism potential within their territories. This regulation serves as the initial step in developing tourism villages in Bintan Regency to achieve independently managed tourism destinations.

However, the development of tourism villages in the region faces challenges due to a lack of support from the local community. This is evident as local residents are often unable to maintain existing tourism facilities, posing a significant obstacle to the development of tourism areas. Additionally, limited support from the government, particularly concerning the lack of information available at tourism sites, is further

exacerbated by the limited education levels of the local tourism community (Arifin, 2017).

3. The Implementation of Edward III's Policy in the Management of Tourism Villages in Bintan Regency

The implementation of tourism village management policies ensures that tourism villages operate optimally, delivering balanced benefits to the local community, visitors, and the environment. Such policies must be based on an analysis of the strengths and weaknesses of the tourism villages, as well as their alignment with regional development goals. In practice, the village government and the local community must collaborate to identify existing tourism potentials, improve service quality, and develop the necessary infrastructure. The findings and discussion of this study employ Edward III's policy implementation model, which can be elaborated as follows:

a. Bureaucratic Structure

The bureaucracy is a system consisting of various visible and invisible elements that work together to achieve specific goals within an organization. In managing tourism villages, the bureaucratic structure is critical for maintaining security, order, and efficiency in the management of tourism objects. In Bintan Regency, the tourism village management bureaucracy operates through several hierarchical levels and interconnected elements. The bureaucratic structure in implementing tourism village management policies in Bintan Regency involves staged processes. According to Santi Rosalinda, Head of Programs at the Bintan Regency Department of Culture and Tourism, she explained:

"Certainly, it involves the participation of the community as members of the tourism village. Before a tourism village is officially established, it is mandatory to form a Tourism Awareness Group (POKDARWIS). This group comprises the various tourism potentials available in each village. Once POKDARWIS is established, the tourism village structure is formed. The decree (SK) for POKDARWIS and the tourism village is issued by the local government and forwarded to the regent through the tourism department, after which the regent issues the decree for the tourism village."

From the explanation above, it can be analyzed that the bureaucratic structure in implementing tourism village management policies in Bintan Regency demonstrates a hierarchical policy. This policy begins with the establishment of the Tourism Awareness Group (POKDARWIS), which identifies and organizes the tourism potentials in each village. The decrees for POKDARWIS and tourism villages are issued by the local government, forwarded to the regent via the Department of Culture and Tourism, and formally approved by the regent. This process aligns with a statement from Asrul of the Bintan Regency Village Empowerment and Community Service Office, who emphasized:

"The tourism village technically falls under the supervision of the Department of Culture and Tourism, and they are the ones responsible for establishing and managing it. Meanwhile, the Village Empowerment Office

focuses more on aspects related to the management of BUMDes (Village-Owned Enterprises), and the regent eventually issues the decree."

In the bureaucratic structure for managing tourism villages in Bintan Regency, each bureaucratic element plays a distinct role in achieving tourism village management objectives. The hierarchical involvement of multiple actors—such as the local government (Pemda), the regent, and the Department of Culture and Tourism—ensures effective coordination. Therefore, it can be concluded that the implementation of tourism village management policies in Bintan Regency reflects a well-ordered bureaucratic structure, which is crucial for maintaining security, order, and efficiency in managing tourism attractions. This structured approach highlights the importance of inter-agency collaboration and community involvement in achieving successful tourism village management.

b. Implementers' Attitude or Disposition

In the context of tourism village management in Bintan Regency, the attitude or disposition of the implementers is crucial, as tourism villages have significant potential to become a primary source of income for the local community. The management of tourism villages in Bintan Regency focuses not only on developing infrastructure and facilities but also requires a positive attitude and disposition from the implementers. The implementers' attitude or disposition can be defined as a combination of knowledge, skills, and values possessed by individuals or teams in managing tourism village activities. This point is emphasized by community leaders who possess knowledge about tourism village management. According to the Chairman of the Lembaga Adat Melayu (LAM) of Bintan Regency, he explained:

"But regarding knowledge, Alhamdulillah, we have experience as facilitators appointed by the local government. At that time, we were also given an honorarium, so we understand tourism villages, the polarization of tourism villages, and the programs that need to be implemented in these tourism villages across Bintan Regency."

From the statement above, it is clear that the attitude and disposition of implementers highlight active community participation beyond the bureaucracy in managing tourism villages in Bintan Regency. This indicates that the community does not merely rely on the bureaucracy to regulate and manage tourism villages but actively engages in the process. This aligns with the views of youth group members (Karang Taruna) such as Dina Aulia, who elaborated:

"There has been good collaboration, where we often hold meetings and cooperate between villages. We also involve the local community, which improves efficiency in managing resources, facilitates the sharing of information, and encourages the exchange of knowledge between tourism villages."

In the implementation of tourism village management policies, the involvement of non-bureaucratic actors, such as entrepreneurs, traders, farmers, and the general public, plays a significant role. These actors actively contribute to the development of tourism villages and share knowledge for managing resources effectively. They support infrastructure development, promotion, and services for visitors, which are critical to the success of tourism villages. The participation of non-bureaucratic actors enhances the efficiency and effectiveness of tourism village management. By contributing creative and innovative ideas, they help improve the quality of the tourist experience while simultaneously boosting local income through tourism-related economic activities. This collaborative and proactive attitude ensures the sustainability and long-term success of tourism village initiatives in Bintan Regency.

c. Resources

Resources are a crucial component in the management of tourism villages in Bintan Regency. Resources can be defined as all materials, attributes, and expertise possessed by the community, organizations, and government, which are utilized to achieve the goals and objectives of tourism villages. In tourism village management, these resources serve as the main support for developing sustainable tourism potentials. In Bintan Regency, the resources that support tourism villages include natural resources, cultural resources, human resources, and infrastructure. Natural resources are among the most significant assets, as Bintan possesses extraordinary natural beauty, such as beaches, coral reefs, and mangrove forests. Cultural resources consist of local traditions, festivals, and ceremonies that reflect the values of the community. According to Santi Rosalinda, from the Department of Culture and Tourism:

"Everything that has uniqueness, beauty, and value in the form of natural diversity becomes the target or purpose of tourist visits. It is these attractions that bring visitors to a village. The organizations managing the tourism villages must continue their programs to advance their tourism destinations, and community involvement here is very important for the progress of the tourism villages. We only facilitate this process, although not fully."

The discussion above shows that natural resources are prioritized in the tourism village programs. Natural beauty, such as beaches, coral reefs, and mangrove forests, serves as the main attraction for tourists. Therefore, programs to advance tourism villages and encourage community involvement are essential for sustainable development. This point is reinforced by Asrul, S.Sos. from the Village Empowerment and Community Service Office, who emphasized the significance of natural resources in Bintan Regency:

"So far, the tourism villages are performing well because they have developed based on the potential of each village. For example, Busung Village has sand dunes managed by the BUMDes. Meanwhile, Ekang Village was developed through investments by entrepreneurs, who collaborated with the village to manage it. However, the larger share of

control lies with the investors, as they provided the capital for Ekang Tourism Village."

The statements above highlight that Bintan's tourism villages have been successfully developed through their natural resources, which have positively impacted the local economy. For instance, Busung Village utilizes its sand dunes under the management of the BUMDes, while Ekang Village involves collaboration between entrepreneurs and the local village government. However, challenges exist concerning human resources. According to Dato' Mustafa Abbas, a key informant, not all community members are willing to participate actively in tourism village development, especially without financial incentives or proper facilities:

"The dominant issue, as we see it, is human resources. Not everyone in our community is willing to participate sincerely, especially if there are no financial returns or tangible benefits. People are unlikely to endure the heat or spend their time without gaining something, particularly since most residents work in informal jobs to make ends meet. Training should be prioritized first because if people have stable jobs, it is easier to find dedicated village facilitators. Without proper financial incentives or training, it is challenging, and the government at the village, district, or regency level has not fully optimized these efforts."

From the statement above, it becomes evident that there is a significant difference between natural resources and human resources. While natural resources are abundant and provide economic opportunities, human resources face challenges related to participation and financial expectations. Many community members prioritize immediate financial benefits, which hinders their willingness to contribute voluntarily to tourism village programs.

While natural resources in Bintan Regency serve as the foundation for tourism village development, the challenges with human resources particularly in participation and training must be addressed. Comprehensive training, adequate funding, and improved community engagement are needed to ensure the successful implementation of tourism village management policies. Collaborative efforts involving the government, private sector, and the community will help optimize both natural and human resources for sustainable tourism development.

d. Communication

Communication plays a crucial role in the management of tourism villages in Bintan Regency. In tourism village management, communication is one of the key factors that influence the success of tourism village programs. Communication can be defined as a process involving the exchange of information, ideas, and concepts among stakeholders engaged in managing tourism villages. Research informants highlighted that communication in the implementation of tourism village management policies in Bintan Regency particularly inter-institutional communication has been functioning effectively, from the village to the regency level. According to Asrul from the Village Empowerment and Community Service Office:

"The communication is quite good, but when it comes to tourism, there are limitations. For instance, we cannot intervene in the Tourism Awareness Groups (POKDARWIS) because they are directly under the supervision of the tourism department, and we cannot manage matters specific to the tourism sector."

This highlights that inter-institutional communication between the Village Empowerment Office and the Department of Tourism is well established, but responsibilities are clearly delineated. This separation ensures clarity in management roles while preventing overlap between departments. However, the perspective shared by Zaili Adi, the Village Head of Ekang Anculai, emphasizes communication at the program management level, particularly with tourists. He elaborated:

"We have a program to make Ekang Anculai a 'Kampung Inggris' (English Village), although it has not yet been implemented. We aim to start by offering free English courses to schoolchildren. Our hope is that this initiative will attract broader community participation. Since English is an international language and a tool for communication between nations, it will help us adapt to tourists visiting our village. We believe that word-of-mouth promotion will help attract more tourists to Ekang Anculai."

Although the perspectives of informants differ, it can be concluded that communication is vital for the successful implementation of tourism village management policies in Bintan Regency. Effective communication exists in inter-institutional relationships, ensuring policy execution from village to regency levels. At the same time, communication aimed at managing interactions with tourists plays an essential role in program innovation, community engagement, and promotion. By improving both inter-institutional communication and tourist-focused communication, the development and sustainability of tourism villages in Bintan Regency can be further enhanced.

CONCLUSION

The study highlights that tourism village management policies in Bintan Regency hold significant potential to enhance the local economy through the utilization of natural and cultural resources. By employing Edward III's theory, the implementation of these policies is examined through four key elements: communication, resources, implementer disposition, and bureaucratic structure. The bureaucratic structure in Bintan Regency has been relatively effective, with the regional government, Tourism Office, and local communities working in a tiered manner to establish Tourism Awareness Groups (POKDARWIS) and develop tourism village infrastructure. This has led to the formation of several tourism villages categorized under ecotourism and cultural tourism, such as Ekang Anculai Tourism Village, which serves as a national prototype.

Communication emerges as a critical factor in the successful implementation of tourism village management policies. While inter-institutional communication has been functioning well, challenges remain in managing communication with tourists,

particularly regarding improving international language proficiency. On the other hand, natural resources are a primary advantage for Bintan Regency, including its beautiful beaches, mangrove forests, and unique cultural attractions. However, limitations in human resources, both in terms of skills and active participation, continue to pose significant challenges. The lack of training and financial support has resulted in suboptimal community participation in developing tourism villages.

To achieve sustainable tourism villages in Bintan Regency, a more integrated and innovative approach is required. The government needs to enhance human resource capacity through training and mentoring programs focused on tourism management skills. Furthermore, collaboration between the government, private sector, and local communities must be strengthened to ensure effective tourism village management that provides sustainable economic and environmental benefits. By doing so, tourism villages in Bintan Regency can develop into leading destinations capable of attracting both domestic and international tourists while supporting the improved welfare of the local community.

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