

## Policy Implementation Model of Tourism Village Development Policy in Cikolelet Tourism Village, Serang Regency

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<p><b>Article History</b></p> <p><i>Received:</i> 23 May 2025</p> <p><i>Accepted:</i> 5 June 2025</p> <p><i>Published:</i> 20 June 2025</p> <hr/> <p><b>Kata Kunci</b> Implementasi Kebijakan, Desa Wisata, Cikolelet, Stagnasi Pengembangan, Pentahelix.</p> <p><b>Keywords</b> <i>Policy Implementation, Tourism Village, Cikolelet, Development Stagnation, Pentahelix.</i></p>	<p>Implementasi kebijakan merupakan proses penting dalam mewujudkan tujuan dari suatu kebijakan publik. Penelitian ini mengkaji implementasi kebijakan pengembangan Desa Wisata Cikolelet yang mengacu pada Peraturan Desa Cikolelet Nomor 5 Tahun 2017. Meskipun kebijakan telah diimplementasikan secara optimal, pengembangan desa wisata tersebut mengalami stagnasi. Permasalahan yang diidentifikasi mencakup menurunnya jumlah kunjungan wisatawan, keterbatasan aksesibilitas dan konektivitas, serta lemahnya promosi dan pemasaran destinasi wisata milik desa. Penelitian ini bertujuan untuk mengungkap penyebab stagnasi tersebut dengan menggunakan pendekatan teori implementasi kebijakan O. Jones, yang mencakup dimensi organisasi, interpretasi, dan aplikasi kebijakan. Metode penelitian yang digunakan adalah deskriptif kualitatif, dengan informan dari pemerintah desa, ketua dan sekretaris Pokdarwis, ketua BUMDes, serta masyarakat Desa Cikolelet. Hasil penelitian menunjukkan bahwa aspek organisasi berjalan baik dengan terbentuknya kelembagaan seperti Pokdarwis dan BUMDes. Namun, kendala utama ditemukan pada aspek sinergi antar pemangku kepentingan dan keterbatasan kapasitas serta kapabilitas sumber daya manusia, baik dari pihak pengelola maupun masyarakat yang belum memahami secara utuh konsep Sapta Pesona dan desa wisata. Rekomendasi utama dari penelitian ini adalah perlunya kolaborasi pentahelix (pemerintah, swasta, akademisi, komunitas, dan media) untuk mengatasi tantangan dan mengakselerasi pengembangan Desa Wisata Cikolelet sebagai destinasi unggulan di Kabupaten Serang.</p> <p><i>Abstract Policy implementation is a critical process in realizing the objectives of public policy. This study examines the implementation of tourism village development policy in Cikolelet Village, which is based on Village Regulation No. 5 of 2017. Although the policy has been implemented optimally, the development of the tourism village has stagnated. Identified issues include declining tourist visits, limited accessibility and connectivity, and weak promotion and marketing of village-owned tourism assets. The research aims to explore the causes of stagnation using O. Jones's policy implementation theory, which includes organizational, interpretive, and application dimensions. A qualitative descriptive method was used, involving key informants such as village government officials, leaders and secretaries of the tourism awareness group (Pokdarwis), BUMDes leaders, and local community members. The results indicate that the organizational aspect is functioning well, evidenced by the establishment of Pokdarwis and BUMDes institutions. However, major obstacles include lack of synergy among stakeholders and limited human resource capacity and capability. Moreover, local managers</i></p>

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*and residents are still unfamiliar with core tourism principles like Sapta Pesona and the tourism village concept. This study recommends the necessity of a pentahelix collaboration model (government, private sector, academia, community, and media) to overcome challenges and revitalize the development of Cikolelet Tourism Village as a leading destination in Serang Regency.*

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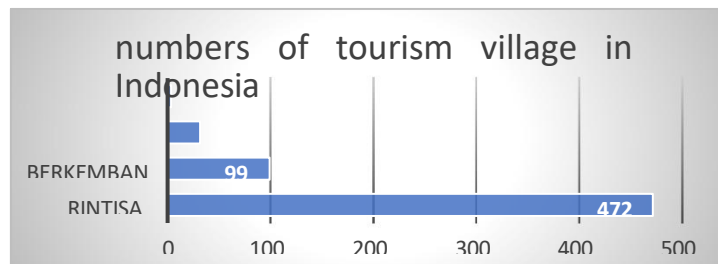
## **Pendahuluan**

Indonesia's natural and cultural wealth is the potential of tourism and the second largest foreign exchange contributor after the oil and gas sector (Kemenparekraf, 2020). The tourism sector is a lever for other economic activities such as the creative industry, accommodation, transportation, and entertainment that absorb labor. In 2019-2022, the tourism sector experienced shocks due to the Covid-19 pandemic that occurred throughout the world including Indonesia. The Indonesian government innovated with the #DiIndonesiaAja campaign which aims to make Indonesians prefer to travel within the country (Maharani & Mahalika, 2020). The campaign had an impact on increasing the number of domestic tourist visits, which increased by 21%, dominated by millennial generation tourists (ekonomi-bisnis.com/September 2019).

The #DiIndonesiaAja campaign has shifted the trend of mass tourism trips towards alternative tourism, namely traveling in nature. Alternative tourism in the open air increases in tourist destinations, namely rural tourism or known as a tourist village. This is reinforced by the results of a survey in December 2021 that tourist villages are most attractive to tourists during the pandemic by 44% (Kemenparekraf, 2022). The government sets several criteria that must be possessed to become a tourist village, namely first, the village has the potential for tourist attraction or the existence of attractions; second, the village has a community. Third, the village has the potential for local human resources involved in tourism village development activities; fourth, the village has a management institution; fifth, the village has opportunities and support for the availability of basic facilities and infrastructure to support tourism activities and finally, the village has the potential and opportunities for tourism market development (Kemenparekraf, 2021).

Quoting Jadesta data, the number of tourist villages is currently 6,069 tourist villages or 7.23% of tourist villages from a total of 82,395 villages in Indonesia. Tourism villages are categorized into 4,723 pilot tourism villages (77.82%), 994 developing tourism villages

(16.38%), 317 developed tourism villages (5.22%) and 35 independent tourism villages or (0.58%). The following is the category of tourist villages in Indonesia in graph 1 below.



Gambar 1. Jumlah desa wisata di Indonesia  
Sumber: <https://jadesta.kemenparekraf.go.id>, 2024

Nationally, the largest number of tourist villages is in East Java Province with 609 tourist villages, followed by Central Java Province with 516 tourist villages. Banten Province as the westernmost province of Java Island has 86 tourist villages or 5.54% of the 1,552 villages in Banten Province. Of the eight districts & cities in Banten Province, Serang Regency has 32 tourist villages, and Cikolelet tourist village is the first tourist village in Serang Regency.

Cikolelet tourist village was officially established by the Decree of the Regent of Serang Number 556/Kep.606-Huk/2017 concerning the Determination of Cikolelet Village, Cinangka District, Serang Regency as a Tourism Village. Cikolelet Village became the first tourist village in Serang Regency based on considerations as a tourism development area for Banten Province in the Anyer Cinangka Zone (Provinsi Banten, 2019). Cikolelet Village is a natural tourism area in the form of a waterfall, namely Curug Lawang and several other natural attractions such as Puncak Pilar and Puncak Cibaja as stated in the Regional Spatial Plan of Serang Regency related to the development of tourism areas in the Anyer area (Regional Regulation of Serang Regency Number 5 of 2020 concerning Amendments to Regional Regulation of Serang Regency Number 10 of 2011 concerning the Regional Spatial Plan of Serang Regency for 2011 - 2031, 2020).

The follow-up to the Decree of the Regent of Serang concerning the establishment of Cikolelet village as a tourist village is the issuance of Village Regulation Number 5 of 2017 concerning Cikolelet Tourism Village Development. the policy is a legal umbrella in

the development of tourism in Cikolelet Village. Making Cikolelet village a tourist village is not only motivated by the potential of natural resources that can be developed as tourist attractions, but also efforts to change the economic conditions of Cikolelet Village which has the status of a disadvantaged village. The development of Cikolelet tourism village is an effort to plan and organize the development of tourism villages fairly, wisely, responsibly, efficiently and effectively as an obligation of the village government (Village Regulation No. 5 of 2017 concerning Tourism Village Development, 2017).

In its implementation, there are several obstacles to the development of Cikolelet tourism village, including 1) The decline in the number of tourist visits in the last five years since it was established as a tourist village (see graph 2); 2) Not yet optimized tourism marketing, especially digital marketing; 3) Constraints on accessibility and connectivity to tourist attractions and 4) Still low public understanding of the development of tourist villages. This study aims to answer the research question of why the development of Cikolelet tourism village is stagnant.

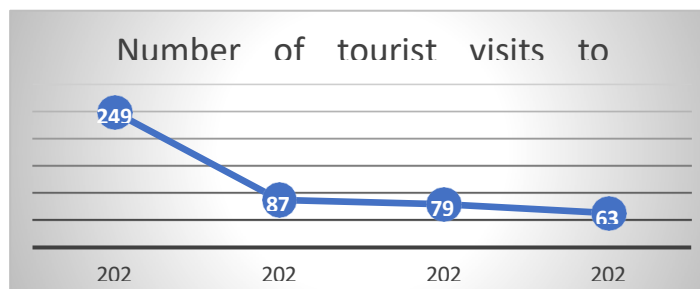


Figure 2: number of tourist visits to Cikolelet Village

Sources: Cikolelet government, 2024

Some research results related to the implementation of tourism village development policies include the development of Kalipucang Pasuruan tourism village that is less than optimal due to the socio-economic conditions of the community that are still simple using Edward III's implementation theory (Abror & Jannah, 2021). Implementation of the Central Java Governor's Regulation in the development of tourist villages by examining community empowerment factors and the classification of Teksonggo Magelang tourist village (Widyantoro et al., 2024). Furthermore, the development of flower tourism in improving the welfare of the community in Sidomulyo Village, Batu Malang using Edward III implementation theory (Bora, 2018).

The implementation of community empowerment-based tourism village development policies in Pantai Cermin District, North Sumatra, analyzes traditional and professional tourism development and analyzes related coordination, disposition and communication in its implementation (Sinaga et al., 2021). The problem of waste management on the beach and management of revenue sharing from tourism levies in the Umeanyar tourist village in Buleleng Bali was analyzed using Van Meter & Van Horn's implementation theory with five indicators that affect policy performance (Ardika & Agustana, 2021). Furthermore, the development of sustainable tourism villages in the Ijen Crater Zone Buffer Tourism Destination of the Osing Kemiren Traditional Village uses Grindel's implementation theory, namely policy content and context (Akbar et al., 2022).

To answer research questions related to the stagnant development of Cikolelet tourist village, this study uses the theory of policy implementation according to Charles O Jones which consists of three indicators, namely organization, interpretation and application. The use of implementation theory according to Jones is a novelty in research on the development of tourist villages.

## **Literature Review**

### **Policy Implementation**

Policy implementation is the stage when a policy is implemented or executed. The same applies to the implementation of village-level regulations. Several public policy experts provide theories of policy implementation. According to Jones, the success of policy implementation depends on 3 indicators, namely the organizational dimension, the interpretation dimension and the implementation dimension.

The organizational dimension in the policy implementation stage means that the organization must have a clear organizational structure, including qualified resources, who have expertise in their fields. The capacity and capability of these human resources are very important so that policies can be implemented properly. In addition, it needs to be supported by clear regulations or laws (Winarno, 2012); (Agustino, 2020).

The interpretation dimension means how policy actors interpret the policy in the field. Interpreting policies in the form of programs or activities into plans or actions that will

be carried out by providing appropriate direction, so that there is no rejection in the implementation of these policies (Winarno, 2012); (Agustino, 2020).

The dimension of meaningful implementation of policy implementation should be accompanied by clear work procedures, work programs and activity schedules that have been mutually agreed upon to be carried out. In implementing policies, consider various factors that can support or hinder policy implementation. Therefore, a common perception is needed between policy implementers so that policy objectives can be successfully achieved (Winarno, 2012); (Agustino, 2020).

### **Tourism Village Development**

Development can mean the process of making something better or more advanced than before. Development is a strategy to advance, improve and enhance an object. In the context of tourism villages, the development of tourism villages is a strategy to improve the tourism conditions of tourism villages so that they can attract tourist visits. Not only that, the development of tourist villages is also expected to provide benefits and advantages for the local tourism industry, village government and village communities. The development of a tourist village has a positive impact on the growth and development of the economic conditions of the village community while maintaining the values and cultural traditions of the tourist village community.

### **Methods**

This research uses descriptive qualitative methods. The characteristic of qualitative research is that it seeks to understand symptoms that do not require quantification. Qualitative method is a form of naturalistic inquiry research (Garna, 2009). According to Creswell, a qualitative study is an effort to understand social or human problems holistically, formed with words and conducted in a scientific situation (Creswell & Cresswell, 2018). The informants of this study were the Cikolelet village government as the policy maker and implementer, consisting of the Cikolelet village head, the Cikolelet village secretary and the head of the Village Consultative Body. Elements of the Cikolelet Village community consist of the head and secretary of Pokdarwis, the head of BUMDes and representatives of the Cikolelet Village community. The following are the research informants.

Data collection was classified into primary and secondary data. Primary data was collected through structured interviews. Before the researcher conducted interviews with research informants, the researcher compiled an interview guide so that during the interview the informant's answers were based on the research phenomena found and the theoretical indicators used. The interview guide also aims to control the conversation in accordance with the direction and objectives of the research. While secondary data, in the form of initial observations and documentation during the implementation of the research, literature studies were also carried out to sharpen the analysis in the discussion.

Data analysis was carried out after primary data collection. First, raw data collected from interview transcripts, typed and made narratives from pictures or photos while in the field. Furthermore, data reduction was carried out to eliminate unnecessary words. Second, researchers tried to understand more deeply each informant's questions and answers to then be given a mark. Third, researchers coded the data that had been organized and reduced. Fourth, researchers applied coding based on the setting, informants and research indicators. Fifth, researchers presented and described the findings with a more complete and detailed narrative. And sixth, researchers make interpretations of data or research results that are influenced by the experience of researchers and researcher culture.

## **Result and Discussion**

Cikolelet Village is located in Cinangka District, Serang Regency, at an altitude of 500 meters above sea level. Being in such an elevated location, it has the potential for natural resources in the form of waterfalls. The tourism potential is a conservation protected forest area owned by Perhutani and lake swamp water conservation. In addition to the potential of natural resources, Cikolelet Village also has agricultural potential which is developed into ingredients or souvenirs for tourists. cultural tradition is one of the tourist attractions owned and is currently being developed as another tourism alternative in Cikolelet Village.

The village government and the Cikolelet Village community are aware of the village's problems, namely the condition of the village economy which is far behind compared to other villages in the vicinity. This has triggered the Cikolelet Village government to develop innovations to advance the village and community economy. The innovation is to declare itself as a tourist village based on its potential. The desire of the

community and the Cikolelet Village government was welcomed and supported by the Serang Regency Government with the establishment of Cikolelet village as the first tourist village in Serang Regency based on the Decree of the Serang Regent in 2017.

The next step taken by the Cikolelet Village Government was to create a legal umbrella for tourism village development in the form of Cikolelet Village Regulation Number 5 of 2017, including several other legal umbrellas made by the Village Government and the Cikolelet Village Consultative Body in the development of tourism villages. Efforts to develop several legal umbrellas are a form of policy innovation (Rahmawati et al., 2023).

The results of research related to the implementation of Cikolelet Village Regulation Number 5 of 2017 concerning Tourism Village Development based on Charles O Jones Implementation theory, as follows:

### **1. Organization**

In the organizational aspect, the implementation of Cikolelet Village Regulation Number 5 of 2017 concerning Tourism Villages has been well implemented. This is shown by the establishment of a tourist village management organization, in this case the Tourism Awareness Group. Pokdarwis is a non- governmental organization that has more attention to tourism development in the village. The Pokdarwis of Cikolelet Village is named Anindya Pramudita based on the Decree of the Cikolelet Village Head Number 03/Kep-Des/Ds.2009/VIII/2019 concerning the Ratification and Determination of the Management Structure of Pokdarwis Anindya Pramudita Cikolelet Village. As a voluntary community organization, Pokdarwis membership is ebb and flow, voluntary and has not become or contributed to the income of its members on a regular basis. Therefore, Pokdarwis members have other jobs as their main livelihood.

Karya Bersama Village-Owned Enterprise is the management organization of Cikolelet tourist village. BUMDes Karya Bersama is an official institution within the Cikolelet Village government structure. BUMDes is responsible for managing all sources of revenue obtained from economic activities in the village, one of which is tourism activities through ticket sales and coordinating micro, small and medium enterprises that produce typical Cikolelet Village snacks.

Institutionally or organizationally, the implementation of Perdes No. 5/2017 has gone well. However, there are several obstacles related to the capacity and capability of the tourist

village manager. The educational background of Cikolelet tourism village managers is mostly high school education. Efforts to improve the capabilities of Cikolelet tourism village managers are carried out collaboratively with the help of assistance and training provided by the Banten Provincial Tourism Office, the Serang Regency Youth Sports and Tourism Office and also the role of universities such as the Trisakti Tourism Institute, Sultan Ageng Tirtayasa University and other universities in the Banten region.

## **2. Interpretation**

In terms of interpretation, the implementation of Cikolelet Village Regulation Number 5 of 2017 concerning Tourism Villages has been implemented well. This is evidenced by the findings obtained by the researcher, namely that the coordination carried out by related stakeholders such as the Regional Government, Companies/CSR, Universities and Village Government has been going quite well. Then, regarding the socialization in the context of developing tourism villages to the community, it has been carried out. The socialization provided is regarding Sapta Pesona to the community, and regarding the activities in the context of developing Cikolelet Tourism Village, it is socialized through RT and RK or when there are religious studies and certain events.

Regarding the constraints on promotion or marketing of tourism villages, the Cikolelet Village Government in collaboration with Pradita University in a partnership program between universities and community groups, created an official village website which was completed in January 2023. However, there has been no time to transfer skills or provide training for managers of tourism village websites because the community service program has ended.

## **3. Application**

In terms of implementation, the implementation of Cikolelet Village Regulation Number 5 of 2017 concerning Tourism Villages has gone quite well, but there are also obstacles, namely regarding several tourist destinations that are still closed as a result of the pandemic and have not been reopened due to funding constraints. Because of this, it also has an impact on the number of tourist visits which has decreased as researchers have found during initial observations. Regarding the benefits, the development of this tourism village has increased community income, the reach of local product sales has become wider, helped MSMEs in Cikolelet Village, and Cikolelet Tourism Village is now better known, Cikolelet

Tourism Village has won several awards, of course this is one of the achievements that raises the image of the village in accordance with the objectives of developing a tourism village.

In an effort to overcome the obstacles to accessibility and connectivity of tourist destinations in Cikolelet, the Serang Regency Transportation Agency provides assistance for the construction of village roads. In addition, through the allocation of village funds, the Cikolelet Village Government is rehabilitating village roads that were previously built independently by the community through the construction of paving block roads.

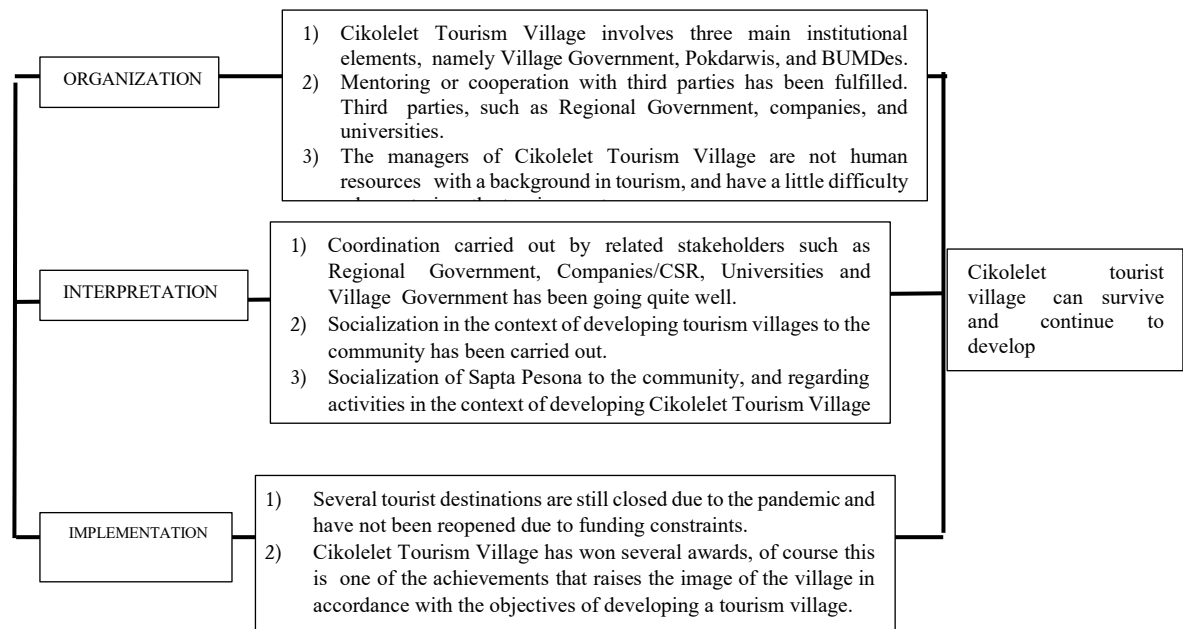


Figure 3. mapping field research, 2025

## Conclusion

The implementation of the Cikolelet Village Regulation Number 5 of 2017 policy has generally gone well, although there are several obstacles that require collaborative synergy to resolve these problems.

The implementation of Cikolelet Village Regulation No. 5 of 2017 has generally been running well, although there have been some obstacles such as one-sided cooperation and the capacity and capabilities of tourism village managers. The research recommends that strategic collaboration be established between various parties in the development of

Cikolelet Village. Cikolelet Village is expected to develop other natural tourist attractions to increase the number of tourist visits.

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