



Implementation of the village tourism area development program to improve local original income in Bone Bolango Regency

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ABSTRACT

This study aims to analyze the implementation of a tourism village development program in relation to increasing Regional Original Income (PAD) in Bone Bolango Regency. The research focuses on three main aspects: tourism destination management, tourism human resource development, and the contribution of tourism villages to PAD. Furthermore, this study examines supporting and inhibiting factors in program implementation, including local government policy support, community involvement, limited human resources, and infrastructure availability. The research uses a qualitative approach with a descriptive design, where data is obtained through in-depth interviews, observation, and documentation, then analyzed using the Miles and Huberman interactive model which includes data reduction, data presentation, and drawing conclusions. The research results show that the implementation of the tourism village development program in Bone Bolango Regency still faces several obstacles, including limited human resource capacity, uneven supporting infrastructure, and disparities in development between tourism villages. However, support from local government policies, community involvement through the Tourism Awareness Group (Pokdarwis) and Village-Owned Enterprises (BUMDes), and the unique natural and cultural tourism potential are significant driving factors.

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1. INTRODUCTION

Bone Bolango Regency in Gorontalo Province has significant natural and cultural tourism potential (Olele Marine Park, the whale shark attraction in Botubarani, etc.) and has designated tourism as a leading sector to drive the regional economy and increase Regional Original Income (PAD). The approach developed is the concept of a tourism village, which focuses on managing tourist attractions with the active participation of village communities (Christine et al., 2024; Idrus et al., 2024). This tourism development is supported by a strong legal foundation, including: Regional Regulation No. 2 of 2013 concerning the

Regional Tourism Development Master Plan (RIPPDA) 2011–2031, which sets the direction for sustainable tourism policy. Regional Regulation No. 2 of 2017 concerning Tourism Implementation, which emphasizes partnerships between the government, business actors, and the community. Regent Regulation No. 16 of 2021 concerning Tourism Village Areas, which serves as the legal umbrella for the formation and development of community-based tourism villages. Bone Bolango has designated 15 Tourism Village Areas with a variety of superior products, such as natural tourism, marine tourism, and the creative economy (table 1).

Table 1. Bone Bolango Regency Tourism Village Area

No	Name of Tourist Village	Subdistrict	Featured product	Uniqueness
1	Lombongo	Central Suwawa	Natural tourism	Hot springs, cold water swimming pools, waterfalls, protected forest buffer zones, souvenirs & culinary delights
2	Tulabolo	East Suwawa	Natural tourism (Conservation), Hungayono	Wildlife Sanctuary, Observation and Breeding of Maleo, Babirusa, Tarsius, Hornbill and various ethnic habitats of Sulawesi, Jungle Tracking, Camping Ground.
3	Ulanta	Suwawa	Artificial Tourism, Natural tourism, Special Economic Zones	Ulanta Fort, Tagwa Park, Kelapa Dua Hill, Pioneer Lake
4	Huluduotamo	Suwawa	Nature Tourism, Special Economic Zone	Pioneer Lake, Photo Spot, Boat Race, Fishing
5	Ilohelumo	Tilongkabila	Tour Area Special Economy	Center Point Monument, Photo Spot, Souvenirs & Culinary
6	South Toto	Tilongkabila	Tour Area Special Economy	Matobonebol, Photo Spot, Street Music, Souvenirs & Culinary
7	Lonuo	Tilongkabila	Natural tourism	Charcoal Hill, Camping Ground, Photo Spot, Agrotourism, Paragliding
8	Botubarani	Kabila Bone	Marine tourism	Whale Shark, Kurinai Beach, Botubarani Peak, Coral Reef, Culinary
9	Botutonuo	Kabila Bone	Beach Tourism	Botutonuo Beach, Boat Tourism, Coral Reef Transplantation, Culinary
10	Molotabu	Kabila Bone	Beach Tourism	Beach, Tour Boat, Culinary, Crafts, Coral Reefs
11	Olele	Kabila Bone	Marine tourism	Marine Park, Catamaran, Diving, Snorkeling, Crafts, Culinary
12	Ilohuuwa	Bone	Tour Natural	Three Angels Waterfall, Camping Ground, Crafts, Culinary
13	Meranti	Tapa	Natural tourism	Bathing Pool, River Tubing/White Water Rafting
14	South Huntu	South Bulango	Rice Field Tourism, People's Market	Photo Spots, Rice Field Tours, Art Markets
15	Tinelo Ayula	South Bulango	Tour Artificial	Children's Playground, Hydroponic Green House, Culinary/Fresh Vegetables and Fruit

Source: Bone Bolango Regent Regulation Number 16 of 2021

Contribution of the Tourism Sector to Regional Original Income and Visit Dynamics

Economically, the tourism sector has the potential to become a significant contributor to regional revenue (PAD) through regional taxes and levies. Tourist visit data shows a sharp upward trend, particularly for domestic tourists, with total visits reaching 883,400 in 2023 (Table 2).

Table 2. Data on the Number of Foreign Tourists

Year	Traveler		
	Overseas	Domestic	Amount
2019	2,850	247,169	250,019
2020	1,936	301,311	303,247
2021	28	275,788	275,816
2022	961	458,488	459,449
2023	1,971	881,429	883,400

Source: BPS 2024, and the Department of Tourism, Youth and Sports of Bone Bolango Regency

Despite the high potential for visits, the tourism sector's PAD realization continues to fluctuate and has not yet achieved its target, although 2024 saw the highest increase in the last nine years (93.0% of the target). This indicates that the effective implementation of tourism village development programs is crucial for PAD growth (Table 3).

Table 3. Targets and Realization of PAD in the Tourism Sector

PAD Year	Target	Realization	Percentage of Achievement
2016	150,000,000	90,831,000	60.6%
2017	380,000,000	66,950,000	17.6%
2018	750,000,000	329,115,000	43.9%
2019	650,000,000	465,573,000	71.6%
2020	480,000,000	103,807,000	21.6%
2021	810,000,000	328,340,000	40.5%
2022	855,000,000	241,850,000	28.3%
2023	799,000,000	241,850,000	30.4%
2024	600,000,000	560,825,494	93.0%

Source: BKAD Bone Bolango Regency, 2025

Challenges and Gaps in the Implementation of Tourism Village Programs (D. Darman & Adha, 2021; Harahap et al., 2020) Despite the existence of policies and great potential, the implementation of the tourism village development program in Bone Bolango still faces a number of crucial obstacles that hinder its real contribution to PAD: Suboptimal Integration: Synergy between the tourism village program and the regional financial management system (PAD) is still low, hampering the collection and reporting of levies. (Tui et al., 2023). Weak Village Financial and Human Resource Governance: Many tourist villages do not yet have transparent and accountable financial governance, and face limited human resource competency in destination management, services, and business models (Tui et al., 2023). Weaknesses of Digital Promotion: The use of information technology and online marketing (e-marketing) is still less than optimal, limiting market reach and the effectiveness of data-based management (Tahwin et al., 2024). Partnerships Aren't Yet Solid: Strategic collaboration between local governments, local communities, and private investors remains weak (Tui et al., 2023).

Previous research confirms that increasing PAD from tourist villages is highly dependent on professional policy design and governance (Abdoellah & Rusfiana, 2016) However, in-depth studies on the implementation of tourism village programs and their impact on PAD in developing areas such as Bone Bolango are still very limited (Duhu Ignasia Ayunanda et al., 2024).

2. RESEARCH METHOD

This study uses descriptive qualitative research. This approach was chosen to gain an in-depth understanding of the experiences, perspectives, and implementation processes of the Village Tourism Area Development Program, focusing on data in the form of words and observed behavior, rather than statistical figures (Flick, 2018; Sari et al., 2024). Moleong., (2021). The research was conducted in Bone Bolango Regency, Gorontalo Province, specifically in the relevant Regional Apparatus Organizations (OPD) and several selected tourism villages that were the focus of the program (such as Ulanta Village, Huluduotamo Village, and Ilohelumo Village). The location selection was based on significant tourism potential and challenges in resource management. The research period was two months, from August to September 2025.

This study employed purposive sampling to recruit interviewees based on characteristics including participation in the tourism village initiative and expertise in levy management. To augment data richness, snowball sampling was employed as early informants suggested other pertinent stakeholders. Fifteen interviewees participated in the study, including officials from tourism offices, representatives of village governments, managers of tourism villages (Pokdarwis), and community members such as local entrepreneurs and cultural practitioners.

2.1 Data collection technique

Data collection uses three main techniques: Observation: Direct observation of the environment, location, and activities related to program implementation and levy management in the tourism village area. In-depth Interview: Conducted with key informants to obtain specific information regarding problems, management mechanisms, and the program's impact on PAD. The interview approach employed semi-structured questions, including inquiries such as: "How is levy management conducted in this village?", "What challenges does the management team encounter?", and "How does the program facilitate the village's economic development?" Documentation Study: Collection of relevant written data and official archives as supporting data and validation.

2.2 Data Analysis Techniques

Qualitative data analysis refers to the Miles and Huberman model in Sugiyono, (2018), with interrelated steps: Data Reduction: The process of selecting, simplifying, and centralizing raw data from field notes to make them more focused and relevant to the research focus. Data Display: The systematic arrangement of information in the form of brief descriptions, tables, or matrices to make it easier for researchers to see patterns and relationships in the findings. Conclusion Drawing/Verification: Conclusion drawing is carried out in stages and verified continuously through a process of further data collection and triangulation to ensure accuracy and credibility.

2.3 Data Validity and Research Ethics

Data validity was tested using Source Triangulation, which involves comparing and cross-checking information obtained from various sources (key informants, official documents, and observational results) to ensure the consistency and objectivity of the findings. The implementation of triangulation in this research involved juxtaposing interview data with observational findings, corroborating financial information with pre-existing documentation, and doing many trips to confirm the consistency of field data. Research Ethics were strictly implemented, including: Scientific Honesty (not falsifying data); Informed Consent (explanation of objectives and voluntary consent of informants); Fairness and Respect for the rights of research subjects; and Responsibility for the authenticity and impact of research results (Flick, 2018).

3. RESULTS AND DISCUSSIONS

3.1 Implementation of the Village Tourism Area Development Program

3.1.1 Tourism Destination Management

Tourism destination governance in Bone Bolango Regency is still dominated by the Tourism Office, while the roles of village governments and communities are complementary. This centralization of authority creates coordination gaps in operations, promotion, and financial transparency. Despite this, the region's commitment is toward a collaborative model, encouraging the role of Pokdarwis (tourism groups) and BUMDes (village-owned enterprise).

One Pokdarwis leader stated, “*We only manage tickets and cleanliness; all decisions remain with the Department.*” “Sometimes we are only informed later.” A village secretary also noted, “There is currently no standardized operating procedure that we can follow.” *Setiap kegiatan umumnya didasarkan pada instruksi mendadak dari kabupaten.*

Table 4. Summary of Research Findings on the Implementation of the Tourism Village Development Program

Aspect Analyzed	Key Findings	Impact on Local Revenue (PAD)	Data Source
Tourism Destination Management	Management is still centralized under the Tourism Office; Pokdarwis and BUMDes play a limited complementary role.	Collection of tourism retribution is not yet optimal and lacks transparency.	Interviews with Tourism Office and Pokdarwis
Tourism Human Resource Development	Training is not evenly distributed; mostly provided for flagship villages.	Service quality varies between villages.	Interview and training documentation
Contribution to PAD	Leading villages (Botubarani, Lombongo) contribute the most to local revenue.	Tourism sector reached 93% of PAD target in 2024.	BKAD and BPS data
Policy Support	Strong regulatory framework (RIPPDA, Regent Regulation No.16/2021), but implementation remains top-down.	Limited use of Village Funds for tourism programs.	Regional regulations and planning documents
Community Participation	High in flagship villages; lower in pioneering ones due to limited support.	Enhances local economic activity through homestays and culinary businesses.	Field observation and interviews
Infrastructure	Unequal access to roads, electricity, and internet; better in flagship villages.	Poor infrastructure limits tourism growth and PAD contribution.	Field observation

Source: data processed author, 2025

This situation is similar to the findings of the study.Puspantari, (2022) in Besan Village, where the government's role tends to be dominant and the Penta Helix scheme is not yet optimal. The Pokdarwis (tourism group) in Bone Bolango has taken over operational functions (ticketing, cleaning, and service), but does not yet have a standardized SOP. The lack of SOPs and limited operational funds are also obstacles at Rangko Cave, Labuan Bajo (Duhu Ignasia Ayunanda et al., 2024). Financial reports are still manual and inter-institutional coordination tends to be ad hoc, indicating that village institutions do not yet have strong administrative independence. Regional regulations are relatively comprehensive (RIPPDA Regulation No. 2 of 2013, Regional Regulation No. 2 of 2017, and Regent Regulation No. 16 of 2021), but their implementation is hampered by the lack of

operational technical guidelines and a lack of understanding among village officials. Limited human resource capacity and infrastructure also hamper policy implementation at the village level (Ibrahim et al., 2024), which has an impact on weak accountability of levies. Promotion still tends to be top-down and does not involve villages in developing the destination narrative. This is in line with the findings (Puspantari, 2022) And (Susfenti, 2024) which emphasizes the importance of community involvement in Community-Based Tourism (CBT). Most social media accounts are managed by the Tourism Office, resulting in less up-to-date local information and a lack of cultural uniqueness. The retribution mechanism is not yet uniform, and some destinations still rely on voluntary donations. Weak financial and reporting systems hinder the increase in village income. Lubis, 2023) Infrastructure is also a major issue: access to roads, electricity, clean water, and internet connections remains limited in some locations. This finding is reinforced by (Ibrahim et al., 2024) And (Duhu Ignasia Ayunanda et al., 2024). In general, Bone Bolango is in a transition phase toward a CBT model, but its success depends on collaboration, human resource capacity building, infrastructure, and community participation.

3.1.2 Development of Human Resources (HR) in Tourism

Despite the creation of development and training programs, their execution has not been uniformly applied. Most village leaders acknowledged that they have never undergone direct training from the Tourism Office. One village chief stated, *“Until now, there has never been training directly provided to our village.”* Undangan sering kali terbatas pada desa-desa unggulan. In a same vein, a tourism officer admitted, *“We acknowledge that the training remains concentrated on Botubarani and Lombongo due to limited funding.”* This verifies the structural disparity between flagship and pioneering settlements.

Table 5. Comparison Between Flagship and Pioneering Tourism Villages

Criteria	Flagship Villages (Botubarani, Lombongo)	Pioneering Villages (Ulanta, Huluduotamo)
Infrastructure Access	Good (roads, electricity, internet)	Limited access
Human Resources Training	Regular training and certification programs	Infrequent or no formal training
Digital Promotion	Active use of social media and websites	Minimal online presence
Community Participation	Strong (Pokdarwis and BUMDes are active)	Weak participation
Contribution to PAD	High and consistent	Fluctuating and low

Source: data processed author, 2025

Although development and training programs have been designed, their implementation has not been evenly distributed across all tourist villages. Most village heads admitted to never having received direct training from the Tourism Office, creating a coordination gap between macro-level planning and micro-level needs on the ground. This disparity aligns with findings (Puspantari, 2022) about weak human resource capacity and limited access to training. The Bone Bolango Tourism Office has made efforts through training (management, service, hospitality) and collaboration with universities and the private sector. This synergy is similar to the findings (Duhu Ignasia Ayunanda et al., 2024) in Rangko Cave. However, only a few flagship villages (Botubarani, Danau Perintis) enjoy the full benefits, while pioneering villages have not received intensive support. Training and certification are often centered in district towns due to budget constraints. Coordination of cross-sector collaboration programs (with the Ministry of Tourism and Creative Economy, universities, and industry) remains centralized at the district level. Tourism villages have not been actively involved in training design, and training invitations are often unannounced, demonstrating the dominance of a top-down approach. A gap in human resource quality is also evident: flagship villages offer excellent services, while pioneering villages are limited to simple technical aspects. This supports the view (Susfenti,

(2024) about the importance of the CBT approach to building a sense of ownership. The policy has not been balanced with an adequate training monitoring and evaluation system (Lubis, 2023) Overall, human resource development is in a transitional phase toward professionalization, but requires a shift to a community-based, participatory development model to achieve equity and sustainability.

3.1.3 Contribution to Increasing Regional Original Income (PAD)

The tourism sector is beginning to become a driving force for the local economy, but optimizing governance still faces structural obstacles. The mechanism for collecting and recording fees remains centralized within the Tourism Office and the Regional Development Planning Agency (BKPD). Villages only act as technical implementers, and the majority of revenue is deposited directly into the regional treasury. This limitation reflects the weak institutional capacity of villages to manage revenue (Lubis, 2023). Leading tourist villages (Botubarani, Lombongo, and Danau Perintis) are the main contributors to local revenue (PAD). There is a correlation between infrastructure, management professionalism, and regional income (Ibrahim et al., 2024) The growth in tourist visits post-pandemic and the implementation of Regent Regulation No. 16 of 2021 have made the recording of levies and supporting taxes more systematic. However, disparities remain between regions in administrative capacity and utilization of digital systems. The increase in regional revenue (PAD) is influenced by the ability to implement a transparent financial management system (Duhu Ignasia Ayunanda et al., 2024). Tourist villages with high community participation and supporting businesses (homestays, restaurants, souvenirs) have stronger economic circulation. This is consistent with research (Susfenti, (2024) regarding CBT. Community participation through Pokdarwis and BUMDes expands the regional tax base. Although the number of visits increased thanks to regional promotion (Puspantari, 2022) However, villages' ability to convert visits into significant revenue remains limited due to a lack of tourism product innovation. Locally generated revenue (PAD) contributions are positive, but require strengthening the digitalization of the financial system, equalizing administrative capacity, and increasing community participation.

3.2 Supporting and Inhibiting Factors in Program Implementation

3.2.1 Local Government Policy Support

Policy support has a clear and structured direction, positioning tourism as a pillar of development (RPJMD, RIPPDA Regulation No. 2 of 2013). However, there is a gap between policy planning and understanding at the village level, indicating that implementation remains top-down. This limitation is similar to the findings (Puspantari, 2022) about the weak dissemination of information. Regent Regulation No. 16 of 2021 strengthens community-based management (Pokdarwis and BUMDes) (Chusumastuti et al., 2023; Ibrahim et al., 2024). However, Pokdarwis still lack strong managerial capacity, and village governments tend to be passive. The policy's success is largely determined by the strength of inter-agency coordination and community capacity (Duhu Ignasia Ayunanda et al., 2024). Funding demonstrates a strong commitment through allocations from the Regional Budget (APBD), Village Funds, and DAK/Ministry of Tourism and Creative Economy synergy. Fiscal and infrastructure support are crucial variables (Ibrahim et al., 2024) However, not all villages are able to utilize Village Funds for tourism due to limited understanding of regulations and local planning capabilities. Policy support is also realized through cross-sector collaboration (universities, private sector), which echoes the partnership model in CBT (Susfenti, (2024) The effectiveness of policy support is greatly influenced by local capacity to translate regulations into real practice.

3.2.2 Community Involvement

Community involvement is a key supporting factor, demonstrating the transformation from passive to active actors. The participatory process through the Village Consultative Assembly (Musdes) aligns with the principles of CBT (Competence Based Learning). (Susfenti, 2024) This pattern is realized through the strengthening of Pokdarwis and BUMDes. High participation in leading villages (Botubarani, Lombongo) through

supporting economic activities (homestays, culinary), which also improves welfare (Lubis, 2023) However, pioneering villages are lagging behind due to a lack of outreach and capital support (Hamid & Khalid, 2016). This involvement also shows a strong socio-cultural dimension, strengthening solidarity and collective awareness of preserving (Ibrahim et al., 2024). The partnership between the community and the government runs synergistically, with the government as a facilitator and the community as the actor (Puspantari, 2022) Overall, community engagement strengthens economic independence and increases policy effectiveness, although this needs to be extended to pilot villages through training and decentralization of authority.

3.2.3 Limited Human Resources Capacity

Limited human resource capacity is a major obstacle. Village officials and tourism operators lack understanding and skills in destination management, hospitality, digital promotion, and financial literacy. This gap reduces the competitiveness of destinations (Puspantari, 2022). Human resource limitations are also institutional in nature: many villages do not yet have strong Pokdarwis/BUMDes Tourism Organizations. Weak managerial capacity results in more reactive management, similar to the findings (Duhu Ignasia Ayunanda et al., 2024) Limited foreign language proficiency and digital promotion are significant barriers, especially in villages that attract international tourists (e.g., Botubarani with its whale sharks). The lack of ongoing training results in low tourist satisfaction (Ibrahim et al., 2024). Despite high public enthusiasm, they still view tourism as merely a government program, not a sustainable business opportunity. This mindset tends to make the impact on income temporary (Lubis, 2023) Government efforts through training and collaboration (thematic KKN) have been implemented, but they have not yet reached all villages. Limited human resource capacity clearly hinders professionalism, but community enthusiasm and policy support are the foundation for improvement.

3.2.4 Infrastructure Limitations

Infrastructure limitations are a major inhibiting factor. There is a disparity: flagship villages have relatively stable access to roads, electricity, clean water, and internet, while pilot villages still face damaged roads, power outages, and weak signal reception. These limitations hinder comfort and limit economic activity (Dunggio et al., 2024; Zulfikri & Iskandar, 2022) Infrastructure has a direct relationship with the growth of visits and revenue (Ibrahim et al., 2024). Limited public facilities (toilets, parking, lighting) also hamper the growth and satisfaction of tourists (Duhu Ignasia Ayunanda et al., 2024) Villages with good infrastructure experience a significant increase in visits and economic turnover. Weak internet networks hamper online promotions and digital reservation systems, exacerbating the competitiveness gap (Puspantari, 2022). Infrastructure improvement is a priority in the RIPPDA and RPJMD. Strategic efforts through cross-sector synergy (PU, PLN, PDAM, telecommunications) and the utilization of DAK/CSR are carried out, in line with recommendations (Lubis, 2023). Infrastructure improvements encourage business development in leading villages, but limited accessibility in pioneering villages hinders local economic growth. Tourism sustainability is determined not only by participation but also by adequate infrastructure support (Susfenti, (2024).

The research indicated that the execution of the Village Tourism Development Program in Bone Bolango Regency has demonstrated encouraging advancement, yet is hindered by structural and management constraints. The administration of tourism sites remains centralized within the Tourism Office, although the functions of Pokdarwis and BUMDes are supplementary rather than independent (J. L. Darman et al., 2023; Hasanuddin et al., 2021). The inequalities in human resource capability, digital promotion, and infrastructure quality among villages lead to unequal local revenue contributions. Flagship villages like Botubarani and Lombongo have exhibited superior performance in governance, visitor management, and PAD contributions, while pioneering villages continue to grapple with the establishment of successful community-based tourism management systems.

4. CONCLUSION

The research indicates that the Village Tourism Area Development Program in Bone Bolango Regency has created a robust institutional and regulatory framework via RIPPDA and ancillary regulations; yet, its execution is hindered by operational, managerial, and infrastructural constraints. Tourism governance remains centralized inside the Tourism Office, diminishing the autonomy of village-level entities such as Pokdarwis and BUMDes, leading to inadequate coordination, erratic financial management, and variable service quality. Flagship villages such as Botubarani and Lombongo excel due to enhanced human resource capabilities and superior management organization, whereas pioneering villages persist in encountering difficulties in skill enhancement, digital marketing, and operational management of destinations. Disparities in access to training, inadequate digital literacy, and deficient infrastructure particularly regarding road quality, electrical reliability, and internet connectivity persist as significant impediments to tourism development. In contrast, the program gains from explicit policy guidance, robust governmental dedication, and heightened community involvement, which together enhance local ownership and bolster the sustainability of tourism programs. The findings underscore the necessity for a gradual transition to more decentralized and participatory governance through the Penta Helix model, supported by equitable training distribution, enhanced digital infrastructure, and transparent financial systems to improve village competitiveness and foster inclusive, community-oriented tourism development. This study is constrained by its qualitative nature, concentrating on specific tourism communities and predominantly utilizing interview and document-based data. Therefore, the results may not comprehensively reflect all changes across different tourism communities within the regency. Furthermore, the study lacks a quantitative evaluation of visitor pleasure and direct financial modeling of PAD contributions. Subsequent research ought to augment these findings with extensive data coverage and mixed-method approaches to improve generalizability. Future research may investigate comparative evaluations of tourism villages across diverse regencies or provinces to assess the impact of differing governance frameworks and socio-cultural contexts on program success. Researchers may also create quantitative models to assess the elasticity between tourism investment and PAD growth. Moreover, subsequent research should examine the enduring viability of community-based tourism programs, emphasizing environmental preservation, digital innovation, and resistance to external disruptions such as economic downturns or pandemics.

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