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Building Synergy to Develop Village Tourism Potential: Evidence from Banyumas District, Central Java Indonesia

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Abstract

An effort to develop village tourism potential is not a simple issue. This development requires careful planning and proper management. The purpose of this research is to formulate a synergy model that engages the village government and village consultative agency elements in the development of village tourism potential. This study takes Baturraden Sub-District, Banyumas Regency, as its research location. Baturraden Sub-District boasts a famous tourism destination, Baturraden Tourist Attraction, and 12 (twelve) villages with tourism potential in its surroundings. In this case, the village government (*Pemdes*) and Village Consultative Agency (BPD) play a vital role in building synergy to arrange a village tourism potential exploration policy. This legal research employs a qualitative approach, combined interview to collect the data, FGD, a document study, and observation. The research results find that BPD, which takes its role in village discussion, attempts to explore and develop village tourism potential by engaging all stakeholders.

Keywords: synergy; village consultative agency; village government; village tourism.

Abstrak

Upaya untuk mengembangkan potensi wisata desa bukan masalah sederhana. Pengembangan ini membutuhkan perencanaan yang cermat dan manajemen yang tepat. Tujuan dari penelitian ini adalah untuk merumuskan model sinergi yang melibatkan pemerintah desa dan unsur-unsur Badan Permusyawaratan Desa dalam pengembangan potensi wisata desa. Penelitian ini mengambil lokasi Kecamatan Baturraden, Kabupaten Banyumas. Kecamatan Baturraden menawarkan tujuan wisata yang terkenal, Objek Wisata Baturraden, dan 12 (dua belas) desa dengan potensi wisata di sekitarnya. Dalam kasus ini, pemerintah desa (Pemdes) dan Badan Permusyawaratan Desa (BPD) memainkan peran penting dalam membangun sinergi untuk menyusun kebijakan eksplorasi potensi wisata desa. Penelitian hukum ini menggunakan pendekatan kualitatif yang dipadu dengan wawancara untuk mengumpulkan data, FGD, studi dokumen, dan observasi. Hasil penelitian menemukan bahwa BPD, yang mengambil perannya dalam diskusi desa, berupaya untuk mengeksplorasi dan mengembangkan potensi wisata desa dengan melibatkan semua pemangku kepentingan.

Kata kunci: sinergi; badan permusyawaratan desa; pemerintah desa; wisata desa.

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Introduction

Village development is a key to the success of national development. Some studies find that the key to the success of village development lies in extensive public participation in the village development process (Bahuguna & Pandey, 2016; Okech, Haghiri, & George, 2016; Brown & Wocha, 2017). Village regulation in Indonesia has been operating since the Dutch colonial era and is recently regulated with Law No. 6/2014 on Villages. This law has changed the paradigm of village development in Indonesia, from the village as the object

of development to as the subject of development. Therefore, constitutionally, public participation is highly legitimized in the village development process.

The village as a legal community unit has territorial boundaries that are authorized to regulate and manage the interests of the local community based on local origins and customs that are recognized and/or established in the National government system and are located in the regency as referred to in the 1945 Constitution. The rationale for regulating villages is diversity, participation, genuine autonomy, democratization and community empowerment. The existence of a village is marked by having the right to regulate and manage the interests of the local community in accordance with the origin, the customs that apply and does not conflict with the laws and regulations that constitute the right to administer existing government affairs based on the village's origin.

In the context of autonomy, villages have rights and authorities in governing, have responsibilities to the people and can take legal actions (Ndraha, 2001: 3). Therefore, the village is given the flexibility to make decisions that are in accordance with its authority, and the capacity (ability) to sustain the responsibility of taking care of the community. This has led the village to have the right to regulate and manage its households based on local origins and customs (self-governing community) and is not an authority given by the superior government to the village. This means that the Village has original rights and traditional rights in regulating and managing the interests of the local community and contributing to the realization of the ideals of independence based on the 1945 Constitution of the Republic of Indonesia (the 1945 Constitution). As a consequence of the existence of the village's right to regulate and manage its household, there are some governmental affairs that are under the authority of the Regency/City. The arrangement of this type of affairs as referred to is the governmental affairs that can directly improve services and community empowerment.

The authority that will be handed over to the village must be identified beforehand, and then to determine the types of authority that are regulated to the village. Several types of authority such as authority in agriculture, mining and energy, forestry and plantation, industry and trade, cooperatives, employment, health, education and culture, social, public works, transportation, environment, fisheries, domestic politics and public administration, village autonomy, financial balance, assistance tasks, tourism, land, population, national unity and community protection, planning, information/information and communication.

In terms of the history of the regulation, the provisions regarding the village were previously regulated in Law Number 32 of 2004 on Regional Government. A General Explanation of Villages states that Villages based on this Law are villages or referred to by other names, hereinafter referred to as villages, are legal community units that have jurisdictional boundaries, are authorized to regulate and manage the interests of local communities based on their origin and local customs recognized and/or established in the National Government system and located in the district/city, as referred to in the 1945 Constitution of the Republic of Indonesia.

During this time, the Government in 2005 issued the Government Law No. 72 of 2005 on Villages. The limits on villages are stated in the General Explanation which states that government affairs which become the authority of the Village include government affairs that already exist based on the origin rights of the Village, government affairs which are the authority of the Regency/City which are handed over to the Village, assistance tasks from the Government and Regional Governments, other government affairs which by the legislation submitted to the Village.

The enforcement of this Village Law is part of the country's commitment to subsidizing Villages as well as the Government and Parliament's constitutional responsibility to villagers to have them out of marginalization (Antlöv, Wetterberg, & Dharmawan, 2016; Bhudianto, 2014:1). In general sense (the popular sense in the society), the village is frequently in opposition to the city. A village is considered a place where people with retarded civilization reside, as characterized with the thick mother tongue, relatively low educational level, and generally earning living in the agricultural sector. Some perspectives may be employed to have an understanding of and define village (Alamsyah, 2011).

In General Explanatory Note point 10 Village Law 2014, Village Law employs 2 (two) approaches, which are „Village to develop“ and „to develop Village“, integrated in Village Development plan. As the consequence of employing these approaches, a village shall arrange its development plan under its authority by referring to Regency/Municipality development plan. A Village Development plan document is Village's only planning document and is its basis for Village Budget arrangement.

Village Development planning is administered by engaging villagers through Village Development Planning Discussion. Such village developmental approach increasingly confirms village autonomy. In the context of autonomy, a Village has its governing right and authority is responsible to its people and may conduct any legal acts (Alamsyah, 2001:647-659). According to authority aspect, Village has additional authorities based on right of origin as recognised and respected by the state. The principle of subsidiarity on which the Village Law relies apparently allows local scaled determination of authority and decision making for the benefit of Villagers. The consequence of this additional authority allows Village to develop its autonomy for the benefit of local people (Ndraha, 2001:3).

Village's authority to design its development brings positive impact, in which any existing elements in relevant village are open to innovation and opportunity for people's prosperity improvement. One sector villages start to independently develop is tourism. Tourism sector is a potential business opportunity many villages may develop and possess. Any effort to develop tourism potential available in a village will not be a simple matter. This development requires careful planning, good management, society's active participation and support of qualified human resources (HRs). To develop village tourism potential requires good work coordination and synergy by involving all societal elements available in the village, particularly Village Government and Village Consultative Agency (BPD) as village bodies.

A challenge resolved in the future will be how to prepare village governments and villagers to improve the capacity of their human resources (HRs), such as the ability to arrange village planning and budgeting, administer transparent and accountable administrative and financial management and strengthen villagers' participation and control in development (Antlöv et al., 2016:27).

Article 23 and Article 24 of Village Law No. 6/2014 on Village express that village governance is not only the responsibility of headman, but also the responsibility of Village Consultative Agency (BPD), but with difference in essence. The reason of this difference is that BPD's responsibility is limited only to its function as a body to implement governmental function (Article 1 point 4).

BPD's responsibility is to oversee the implementation of village administration through one of its functions, which is to oversee Headman's performance (Article 55 item c), and, moreover, Article 61 item a states that Village Consultative Agency has the right to oversee and ask for information of the implementation of Village Administration to Village Government. The next consequence is that both headman as the village government and BPD as a representative body that implement governmental function are required to perform the course of village administration in line with the purpose of village development.

Baturraden Subdistrict is one of the sub-districts in the Banyumas Regency region which is known nationally for tourism destinations namely the Baturraden Tourism Workshop. The Baturraden District area consists of 12 (twelve) villages. with different tourism potential that is very potential to be developed. Villages that are located relatively far apart from one village to another are as follows: Pandak Village, Pamijen Village, Rempoah Village, Kebumen Village, Karang Tengah Village, Karang Mangu Village, Ketenger Village, Kemutug Lor Village, Kemutug Kidul Village, and Desa Karang Salam, Kutasari Village and Purwosari Village. Each village has different abilities and conditions although there is a similarity line, which is located in the main tourism center area in Banyumas Regency, Baturraden Lokawisata.

As a village with various tourism potentials, the villages in the Baturraden area have the opportunity with the authority they have to be creative in developing villages. Article 18 of Law No. 6 of 2014 concerning Villages emphasized that village authority encompasses authority in the areas of administering Village Government, implementing Village Development, fostering Village community, and empowering village communities based on community initiatives, origin rights, and village customs. Article 19 emphasizes that the Village Authority includes: a) authority based on original rights; b) Village-scale local authority; c) authority assigned by the Government, Provincial Government, or Regency/City Government; and d) other authority assigned by the Government, Provincial Government, or Regency/City Government in accordance with statutory provisions.

Based on these provisions, it is sufficient for the village to be the basis for designing an inter-village collaboration. An alternative to designing an inter-village collaboration becomes a necessity, considering that villages in the Baturraden District have economic

potential that can be developed. However, for inter-village cooperation, there must be an operational village program that needs careful and constitutional preparation. Matured in the sense that the activity begins with a variety of material and moral preparations. Constitutionally mature in the sense that it has already been considered about the legal form underlying it, the highest normative forum in the village when it will draw up a village development plan is the Village Deliberation which is driven by the BPD. Village consultation as intended by involving all elements of the community in the village.

Efforts to develop tourism potential in the village is not a simple matter. Its development requires careful planning and management of good management, active community participation and supported by qualified human resources (HR). The development of rural tourism potential requires good work coordination and synergy that involves all elements of the community in the village, especially between the Village Government and the Village Consultative Body (BPD) as a village institution.

Future challenges that must be answered are, how to prepare so that the village apparatus and community and elements of social institutions in the village such as the Village Government, BPD, and other institutions can increase the capacity of human resources (HR) in synergy to formulate village planning and budgeting. In this connection, transparent and accountable village administration and financial management are needed, strengthening citizen participation and control in development (Budhianto, 2014).

Research Problems

This research raises the question of how formulates a synergy model between Village Government as administration implementer and BPD as an embodiment of villagers' representatives as well as other in-village societal bodies in the development of village tourism potential in Baturraden Sub-District.

Research Methods

Legal research in English is called legal research or normative juridical research. Legal research is conducted to find solutions to legal issues that arise, namely to provide a prescription of what should be the proposed legal issues. The approach in this study uses the statute approach and the comparative approach and conceptual approach.

Discussion

Literature Review

Village development aims to improve the welfare of rural communities and the quality of human life and poverty reduction through meeting basic needs, construction of facilities and infrastructure, development of local economic potential, and sustainable use of natural resources and the environment. In the General Explanation of Law No. 6 of 2014 on Villages emphasizes that there are two approaches used in village development, namely "village development" and "village improvement". This has the consequence that villages formulate development plans, in addition to that the concept has the consequence that

villages can freely govern their government based on community initiatives in the interests of local communities without contradicting the Unitary State of the Republic of Indonesia.

Allowing managing and managing the household does not mean that the village has complete freedom, therefore the principle of coordination must still be done. The village in determining the policy must still pay attention to the direction of regional development. The existence of these limitations certainly will not make the village function become limited and reduce the space for the village to take care of its Governance. In the case of development planning, the village is part of regional planning which is normatively-methodologically pursued in a participatory manner and departs from the bottom up.

The existence of village government as the lowest government unit was known long before Indonesia's independence in 1945. From a historical perspective, it can be said that the village was an "embryo for the formation of political and governmental society in Indonesia" long before the modern nation-state was formed, a social entity similar to the village or indigenous peoples and others have become social institutions that have a very important position (Sukriono, 2008: 1-25).

In the context of autonomy, villages have the right and authority to govern, have responsibilities to the people and can take legal actions (Ndraha, 2001). Therefore, the village is given the discretion to make decisions under the authority of the village having the right to regulate and manage their households based on local origins and customs (self-governing community).

The history of village growth, which began as a self-governing community, was formalized by the Dutch colonial government as a customary law community unit that had political, economic, socio-cultural and defense and security institutions developed by itself to meet the needs of the village community on their initiative without intervention of any party. To support the survival of the legal community, the village has a wealth that is regulated according to an institutional system that is developed by itself, that is, it has an area that only the village community concerned can regulate and manage its affairs. Unauthorized outsiders must not interfere in regulating and managing their household affairs which is called village autonomy (Nurcholis, 2011: 1).

The village government has a very significant role in managing social processes in the community. The main task that must be carried out by the Village Government is how to create a democratic life, and provide good social services, so that it can bring its citizens to a prosperous, peaceful, safe and fair life (Solekhah, 2012: 41). According to the provisions of the 2014 Village Law that the Village Government is the organizer of government affairs and the interests of the local community in the government system of the Unitary Republic of Indonesia, while the meaning of the village government is the village head assisted by the village apparatus as an element of village administration.

In this 2014 village law the position of the Village Consultative Body (BPD) is no longer an element of the village government but is positioned as a village institution that carries out the balancing and supervisory functions of the village government at the village

level. Provisions such as this bring the consequences of institutions in the village also experienced a change in both the position, authority, and its role including the BPD.

Article 1 number 1 of Law Number 6 of 2014 provides restrictions on the following villages:

"Village is a village and a customary village or what is referred to by another name, hereinafter referred to as Village, is a legal community unit that has the authority to manage and manage government affairs, the interests of the local community based on community initiatives, rights of origin, and/or rights traditionally recognized and respected in the system of government of the Unitary Republic of Indonesia ". The formulation of Article 1 above implies that the village has the authority to regulate and manage government affairs, the interests of the local community based on community initiatives, original rights, and/or traditional rights that are recognized and respected. So what is meant by the administration of government affairs is "to regulate", to take care of government affairs, the interests of the local community

Article 18 of Law No. 6 of 2014 concerning Villages, states that village authority includes:

1. Authority based on original rights;
2. Village-scale local authority;
3. authority assigned by the Government, Provincial Regional Government, or Regency / City Regional Government; and
4. Other authorities assigned by the Government, Provincial Government, or Government

The provisions of Article 18 above confirm that the authority possessed by the village is the basis of autonomy for the village to carry out its household affairs. However, if observed, there are normatively 2 (two) types of autonomy authority, namely original autonomy and autonomy authority originating from a delegation of authority from the district, province or the Central Government. For the original autonomous village is autonomy based on its origins and customs, not based on the surrender of authority from the government.

Philosophically, the existence of a village shows first and its role in governance with the people, before governance appears on it. Therefore, the village should be the foundation and part of the governance arrangements thereafter. The building of village government is fundamental to Indonesian state administration; that is, the nation and state are located in the village. Therefore, the arrangement of villages in the legislation, both in terms of their type and hierarchy, will determine the back and forth of the village which has implications for the government above it. The law (UU) on village governance, is an instrument to build a new village life that is independent, democratic and prosperous (Roza, 2017: 606-624).

Village development aims to improve the welfare of rural communities and the quality of human life and poverty reduction through meeting basic needs, construction of facilities and infrastructure, development of local economic potential, and sustainable use of natural resources and the environment.

To achieve the goals of village development, a joint commitment from all elements is needed. A clear guideline or direction is needed so that the development steps are carried out in a structured and planned manner. For this reason, a development principle is needed as a basis or reference. The principle formulated in the implementation of development is a guiding principle that must be observed. Principle is a guideline or basic reference used in decision making.

The village is a self-governing community, that is a self-regulating community, which is within the regency area and has the authority to manage and regulate the interests of its people in accordance with local social and cultural conditions, or in other words the village has the autonomy to regulate and manage its territory within the framework of the Unitary State The Republic of Indonesia, and to support the survival of the legal community, the village has a wealth that is regulated according to the institutional system that was developed by itself, that is, it has an area that only the village community concerned can regulate and manage its affairs. Unauthorized outsiders must not interfere in regulating and managing their household affairs which is called village autonomy (Roza, 2017: 69).

Village Government Affairs are matters which are the responsibility or duties of the Village Government, Village Government Affairs, in general, are twofold, namely deconcentration matters and participatory matters. For villages with village autonomy, in addition to these two functions, village affairs are added. Deconcentration matters are matters which are the responsibility of the government more on. The government is the one who plans, finances, oversees and is overall responsible. Participatory matters are matters established by the government, but their implementation is left to the village community concerned, as a means of education and development. Whereas village household affairs are functions that are obtained not based on the principle of decentralization but based on prevailing adat (Ndraha, 2001). For most village officials, autonomy is a new opportunity that can open a space for creativity for them in managing village development. In addition, from the community side, an important point felt in the era of autonomy is the more transparent management of the village government and the shorter bureaucratic chain where it is directly or indirectly affect the development of the village network in its development (Carwiaka, 2013: 123-134).

The elements of village autonomy are: 1) Certain customs that are bound and obeyed by the village community concerned 2) Land, heritage, and village wealth. 3) Village income sources. 4) Village household affairs. 5) The village administration has chosen by and from the village community concerned, which as a village tool holds the function of taking care. 6) Institutions or representative bodies or deliberations that throughout the implementation of village household affairs hold the regulating function (Huda, 2012: 55).

As a consequence of having autonomy to develop the village, the village has full authority in carrying out village development, and to carry out village development, of course the village government requires no small amount of funds, for that the existing potential in the village needs to be explored and developed so that it can increase village cash income. Village income is a very important element and has a decisive role in the

success of the administration of village governance, village development, and village community development. For villages that are autonomous which means they have the right and authority to regulate and manage the interests of the local community or have the right and authority to regulate and manage their own households, the Village income is the main buffer for the implementation of Village Autonomy.

Sources of income that have been owned by the village are not justified to be taken over by the government and regional governments, empowering the potential of villages in increasing village income is done by exploring the potential of existing villages and one of the potentials of villages that can be developed into sources of village income is the potential in the field of tourism. In a general sense, it can be said that tourism is a process of temporary departure from someone or more to another place outside of their place of residence which is carried out for a while for various reasons such as looking for fun or entertainment, adding experience or just simply being curious.

Provisions on tourism are regulated in Act Number 10 of 2009 concerning tourism. Article 1. This Law states that what is meant by tourism is a travel activity carried out by a person or group of people by visiting certain places for recreational purposes, personal development, or studying the uniqueness of tourist attractions visited in a temporary period. In article 2 states that the implementation of tourism is based on benefits, balance, independence, participation, sustainability, and sustainability, then article 4 is promoted that the objectives of tourism are: increasing economic growth, increasing community welfare, eradicating poverty, overcoming unemployment, preserving the environment of natural resources, and advancing culture. With the principle of organizing tourism upholding religious norms and cultural values as the embodiment of the concept of life in the balance of relations between humans and God Almighty, the relationship between humans and fellow humans, and the relationship between humans and the environment, preserving nature and the environment, empowering people local.

The direction of tourism development according to Law 10 of 2009 must be based on the national tourism development master plan, the provincial tourism development master plan and the district/city tourism development master plan. In connection with this, the government established Government Regulation Number 50 of 2011 regarding the 2010-2015 National Tourism Development Master Plan (*RIPPARNAS*). Article 2 contains provisions that national tourism development is carried out based on the principle of sustainable development-oriented to efforts to increase growth, increase employment opportunities, reduce poverty, and preserve the environment.

In line with the direction of tourism development mentioned above, the development of rural tourism becomes a means of supporting national tourism development. The development of rural tourism is driven by three factors, namely, first, rural areas have natural and cultural potential that is relatively more authentic than urban areas, rural communities still carry out cultural traditions and rituals that are quite harmonious, second, rural areas have a physical environment that is relatively original or not much polluted by various types of pollution compared to urban areas. Third, to a certain extent,

rural areas face relatively slow economic development, so that the optimal use of the economic, social and cultural potential of local communities is a rational reason in the development of rural tourism (Damanik, 2013: 69).

The role of stakeholders such as the Village Government, BPD, and other social institutions in tourism development is needed at the faithful stages. The government and other social institutions have the same responsibility in the development of tourism, but those who have to take on more roles are the village government and BPD by inviting, inspiring, and digging into the spirit of the community.

Opportunities for tourism development in the village are currently wide open, almost every corner of the village can be used as an object or tourist attraction. This, of course, depends on the village's ability to seize these opportunities. By recognizing the potential of the village, the village government and the community can determine the type of village tourism potential that can be developed.

According to Khairul Fajri (2016), there are several types of tourism, namely: Cultural Tourism, the type of tourism where the trip is carried out because of the motivation to see the attractiveness of the arts of a place or region. The object of his visit is the legacy of ancestors and ancient objects; Recuperational Tourism commonly referred to as health tourism. The purpose of tourists to travel is to cure an illness. Like bathing in a hot spring, mud bath; Commercial Tourism, referred to as trade tourism, because this tour is associated with national or international trade activities: Sport Tourism is usually referred to as sports tourism. People who travel aim to see or witness a sporting event in a place or country; Political Tourism, commonly referred to as political tourism, is a trip whose purpose is to see or witness an event related to a country's activities; Social Tourism Social tourism is seen in terms of its implementation which does not emphasize efforts to seek profits. For example, study tours, youth tourism, known as youth tourism; Religion Tourism, a type of tourism where the purpose of the trip is to see or witness religious ceremonies.

For villages that are committed to developing the village tourism sector, it is necessary to build commitment among the stakeholders in the village. With the establishment of commitment, the next step in determining the policy will tend to be easier. The next main role is the Village Government in this case held by the Village Head as a policy maker and policy maker through village deliberations in the form of a Village Development Conference (Musrenbangdes) as. The process of formulating the policy is then outlined in the Village Development Plan.

As an element of the Village Government, the position of the Village Head occupies a central position. Many types of authority possessed by a village head in the context of village governance. Article 26 paragraph (2) states that in carrying out the tasks referred to in paragraph (1), the Village Head is authorized to:

- a. lead the village administration;
- b. lifting and dismissing village officials;
- c. holds the power to manage Village Finances and Assets;

- d. stipulate village regulations;
- e. determine the Village Budget and Revenue;
- f. fostering the life of the village community;
- g. fostering peace and order in the village community;
- h. fostering and improving the village economy and integrating it to achieve a productive scale economy for the greatest prosperity of the village community;
- i. developing village income sources;
- j. propose and accept the transfer of part of the country's wealth to improve the welfare of the village community;
- k. develop the socio-cultural life of the village community;
- l. utilizing appropriate technology;
- m. coordinate participatory Village Development;
- n. represent the Village inside and outside the court or appoint a legal representative to represent it in accordance with statutory provisions; and
- o. carry out other authorities in accordance with the provisions of the legislation.

Even though the village head has such extensive authority, once again it must be remembered that the implementation of government policies in the village must be outlined in the form of a Village Development Plan discussed in the *Musrenbangdes* forum led by the BPD. Given that the *Musrenbangdes* organizer is the BPD, it cannot be denied that the position of the BPD also plays an equally important role in determining the direction of village development policies. Article 1 number 4 of Law No. 6 of 2014 on Villages states that the Village Consultative Body (*BPD*) or what referred to an institution that carries out government functions whose members are representatives of the villagers based on regional representation and are democratically determined. Whereas the functions of BPD are contained in Article 55, namely: discussing and agreeing on a Village Regulation Draft with the Village Head accommodate and channel the aspirations of the village community; and supervise the performance of the Village Head.

The Village Consultative Body is a village-level consultative body that participates in discussing and agreeing on various policies in the administration of the Village Government. In an effort to improve institutional performance at the village level, strengthen togetherness, and increase community participation and empowerment, the village government and/or the Village Consultative Body facilitate the implementation of Village Deliberations. Village Deliberation or referred to by other names is a deliberation forum between the Village Consultative Body, the Village Government, and community elements organized by the Village Consultative Body to deliberate and agree on strategic matters in the administration of the Village Government. The results of the Village Deliberation in the form of an agreement as outlined in the decision of the results of the deliberation are the basis for the Village Consultative Body and the Village Government in determining the Village Government's policy.

Tourism Supporting Potentials

Baturraden Sub-District boasts a tourism object, Baturraden Tourist Attraction. This tourism object belongs to Banyumas Regency. Baturraden Tourist Attraction has from year to year contributed a large amount of income to the regional treasury. The development of Baturraden Tourist Attraction's income may be observed in the following table.

Table 1. Number of Visitors and Income of Baturraden Tourist Attraction

Year	Visitors	Income
2014	383,853 people	Rp 3,938,568,431.-
2015	461,489 people	Rp 6,458,257,462.-
2016	544,068 people	Rp 7,654,113,750.-
2017	615,046 people	Rp 8,672,000,000.-
2018	Target 620,000 people	Rp 8,250,000,000.-

Source: Youth Sports and Tourism of Banyumas Regency (2018).

The data of number of visitors and income above illustrates an opportunity for the villages located around Baturraden Tourist Attraction to develop in line with the development of Baturraden Tourist Attraction. The villages around Baturraden Tourist Attraction may, with their potentials, take their role by optimising any village tourism potential in their area in support of the development of tourism in Baturraden Sub-District. The diverse village potentials which may be utilised in support of the development of tourism in Baturraden Sub-District may be observed in the following table.

Table 2. Village Tourism Potential

No.	Village	Village's Potential			
		Home Industry/Culinary Product	Folk Craft	Folk Art	Village's Main Tourist Attraction
1.	Purwosari	Fish-Based Chips	-	-	-
2.	Kutasari	Fish-Based Chips	Angklung	Rebana	-
3.	Pamijen	Processed Freshwater Fishes	X	Rebana	-
4.	Kebumen	Buntil Fish-Based Chips	-	Rebana	Artificial Tourist Attraction: - Retention basin - <i>Gardu pandang</i> / - Caping Park
5.	Pandak	X	Decorative Plants	Rebana	Artificial Tourist Attraction /Manayo
6.	Rempoah	Fish-Based Chips	Decorative Plants	Calung Lenger	The Village Small Garden
7.	Kemutug Kidul	-	Bamboo Crafts	Calung	Village Swimming Pool
8.	Kemutug Lor	X	Bamboo Crafts	-	Botanical Garden
9.	Karangtengah	Cimplung	Decorative Plants	-	-

10	Karangmangu	Freshwater Fishes	Decorative Plants	Calung lengger	Baturraden Tourist Attraction
11	Karangsalam	Cimplung	Bamboo Crafts	Calung	Natural Tourist Attraction: Curug Telu, Curug Bidadari
12	Ketenger	Processed food	Bamboo Crafts	Kuda Lumping, Siteran, Begalan, Rengkong	Small World Curug Bayan

Source: Research Results

Considering the potentials above, we may assume that the villages in Baturraden Sub-District boast various tourism potentials. Variations in potential in the form of folk crafts, folk traditional products and folk arts are an important capital for the development of tourist attraction in Baturraden. The development of Tourism Object and Attraction (*Obyek and Daya Tarik Wisata* - ODTW), which is the main buffer of tourism sector, requires the cooperation of stakeholders consisting of the people and government, and direct cooperation of business and private sectors. According to its duties and authorities, the government is the facilitator which takes its role and function in making and determining any policies related to the development of Tourism Object and Attraction (Devi & Soemanto, 2017).

The population of Baturraden Sub-District in 2016 is 51,521 people consisting of 25,624 men and 25,897 women. Society's potential may be utilised as human resources that will later support the improvement of village's potential in support of tourism sector. To build societal participation in the development shall be made by changing the paradigm from "To Develop Village" to "Village to Develop". This means that there are assets to be explored and developed towards incredible, useful social energy for the society, which is to grow and develop village's cultures and social values like mutual cooperation, volunteerism, solidarity and community self-reliance (Harjo, 2017).

The qualification of village administration implementers, who are Headman and Head of BPD in Baturraden Sub-District, is given in the following table.

Table 3. The Educational Level of Village Administration Implementers

Educational Level	Headman of	Head of BPD
Junior High School	- Ketenger	- Karangtengah
	- Kebumen	
	- Kemutug Lor	
Senior High School	- Kutasari	- Karangmangu
	- Rempoah	- Karangsalam
	- Karangmangu	- Ketenger
	- Pamijen	- Pamijen
	- Karangsalam	
	- Kemutug Kidul	

Bachelor	- Purwosari - Pandak - Karang tengah	- Kebumen - Kemitug Lor - Kemitug Kidul - Pandak - Rempoah
Magister	-	- Purwosari - Kutasari

Source: Research results in 2018

Considering the qualification of education of the village administration implementers, we may describe that the quality of Heads of BPD’s educational level is relatively better. This excellence in education is certainly quite useful for village, considering that BPD is a village body which is one of the main buffers of village administration implementation and a body authorised to hold Village Meeting. However, this excellence of Head of BPD’s educational level in certain cases will have less meaning if the Headman as the “One to Control Village” is less accommodative or is dominant in village administration implementation.

Another condition which may become a buffer factor in exploration of village’s potential is village’s financial ability. We cannot deny that village’s finance gains support from the Central Government’s village fund policy, but village’s finance actually relies on its ability to explore its village original source of income (PADes). With this village original source of income, village is allowed to handle its allocation according to village planning. The financial ability of villages in Baturraden may be observed in the following table:

Table 4. Income of Villages in Baturraden Sub-District in 2018

No.	Village	Village Original Income	Transfer Fund
1.	Purwosari	273.189.250	2.253.542.815
2.	Kutasari	212.542.000	1.267.200.000
3.	Pamijen	171.442.000	1.626.589.123
4.	Kebumen	225.220.000	1.232.128.000
5.	Pandak	1.917.300.000	1.195.924.197
6.	Rempoah	813.712.443	2.878.186.948
7.	Karangtengah	283.716.916	1.133.715.000
8.	Karangmangu	94.778.000	738.761.000
9.	Ketenger	555.765.746	1.396.049.400
10.	Karangsalam	157.320.000	1.341.677.722
11.	Kemitug Lor	201.038.000	1.466.945.923
12.	Kemitug Kidul	335.313.500	934.575.000

Source: Research results in 2018

According to the data above, it is clear that Pandak and Rempoah are the most dominant villages. Rempoah Village, as the Capital of Sub-District with the most dense population, has successfully boosted its PADS because of a popular Artificial Destination launched in February 2018, *The Village and Small Garden*, while Pandak Village has the highest PADS since its Village Government have successfully established a cooperation with a third party, Manayo, to utilise village land as an artificial tourist attraction.

Considering the villages’ financial potential, it is reasonable to expect that the villages, which boast potentials in support of tourism, will be developed by utilising and

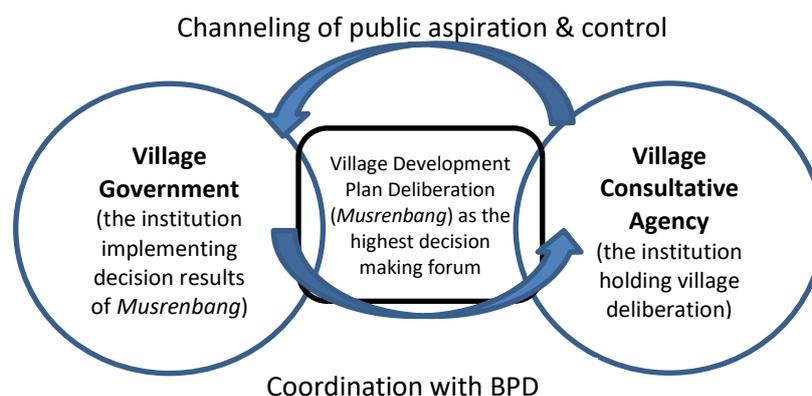
optimising their potentials. An opportunity to grow is wide open, depending on villages' desire and policy.

Urgency to Build Synergy

Article 1 point 1 of Village Law confirms in a broad line that village has the authority to regulate and administer governmental affairs. What is meant by governmental affairs are any affairs to regulate and administer local people's interest. Moreover, Article 26 states that Headman is assigned to implement Village Administration, Village Development, Village community development and Village community empowerment, all of the Headman's duties are simultaneously summarised in village short-term and mid-term development plans arranged through village deliberation mechanism which will lead to the achievement of people's prosperity. Village development is basically any physical and non-physical development activities performed using existing resources or potentials in village. This village development will require all elements in village to have common perception, common vision, common mission and common purpose.

With regard to the effort to develop village's tourism potentials, the first step to take is to build synergy between Village Government and BPD as the implementers of Village administration through a *Musrenbangdes* mechanism. When Village Government and BPD have reached to an understanding and common perception, it will be easier to involve community institutions in village to participate in the development of village tourism potential. As presented in Figure 1, Village Government and BPD as the main elements in the implementation of village administration plays an important role and are the determinant factor of village policy.

Figure 1. A synergy model of village tourism potential development



Common commitment to developing village tourism potential is realised through a good coordination mechanism. A good coordination between Village Government and Village Consultative Agency (BPD) has positive impacts on people's participation with regard to village events organised by village, either in physical development or other matters (Pamuji, Ardhanariswari, Nasihuddin, Supriyanto, & Sukirman, 2017).

Village Consultative Assembly (BPD) is a body which is an embodiment of democracy in Village Administration implementation as an element to implement Village

Administration. The function of BPD is to channel aspiration, plan for APBDes, and oversee village administration, and its duty is to hold village deliberation (*musdes*) with members consisting of headman, village officials, and public figures. In consideration of BPD's function and duty, we may conclude that when Village Government and BPD formulate village policy, BPD is obliged to engage village community elements in a Village Deliberation forum. In other words, a measure to build a synergy between Village Government and BPD means to build a synergy with the people.

As a representative body in village, BPD has function and role which may lead to smooth implementation of village development. Therefore, the existence of BPD is expected to serve to be a body with relatively big responsibility to develop Village and become a work partner of Village government (Ngarsiningtyas & Sembiring, 2016).

The position of BPD is strengthened by a mandate given by Village Law to hold Village Deliberation. Village deliberation forum is the highest forum in village, in which it is a normative medium for BPD to discuss any policy to be taken by the village. BPD's important position is also shown with its Role in Village Regulation stipulation, in which any village regulation must be agreed on by Village Headman and BPD. This role is quite fundamental when BPD assumes that a draft village regulation is not in line with the people's aspiration, and BPD is allowed to correct it (Pamuji, Nasihuddin, Ardhanriswari, & Supriyanto, 2018).

Village Deliberative Forum is the main forum in arranging village development plan initiated by BPD. The General Explanatory Note to Village Law Year 2014 states that Village Deliberation or called differently is a deliberation forum between Village Consultative Agency, Village Government, and community element held by Village Consultative Agency to discuss and agree on something strategic in the implementation of Village Administration. Village Deliberation results in the form of agreement expressed in a decision of deliberation become the basis on which Village Consultative Agency and Village Government arrange Village Administration policy.

Baturraden Tourist Attraction as Banyumas Regency's outstanding tourist attraction is known throughout Indonesia and even abroad. Villages around Baturraden Tourist Attraction certainly have their own advantages, in which many visitors to come is an opportunity they may benefit from. Villages with tourist attraction like Pandak, Kebumen, Rempoah, Karangmangu and Ketenger may independently establish their village tourist attraction. The existence of tourist attraction in the villages around Baturraden tourist attraction may be designed to be a tourism centre. Meanwhile, villages without tourist attraction may utilize tourism supporting potentials like souvenir making, village typical culinary products and arts/cultures.

From the perspective of tourism, Baturraden Tourist Attraction is a factor which may trigger or drive the development of surrounding tourism. In addition, it may also encourage production or other business which may support tourism business like culinary products, folk crafts and folk arts. The existence of Baturraden Tourist Attraction is an opportunity wide open for all villages around Baturraden Tourist Attraction. This

opportunity demands the commitment of all elements in the villages to catching and utilizing it. In other words, Baturraden Tourist Attraction is the Main Buffer for the development of other tourism sectors existing in surrounding villages.

The awareness of opportunity to develop village tourism potential is the initial capital for all villages in Baturraden Sub-District. Village Government and BPD as the implementers of village administration and formulator of village policy are the determinant factors. BPD through its function absorbs public aspirations and has them discussed in a village deliberation. A mechanism which may be taken is as follows:

1. BPD absorbs public aspirations through community institutions existing in village like: Youth Organisation, PKK, Pokdarwis, Public figures and business actors in village. It may utilize forum in the form of limited discussion (FGD) or limited workshop.
2. The aspirations absorbed from the people are then communicated by BPD to Village Government for study and response.
3. A Village Deliberation is held, in which BPD invites village community institutions and Village Government to discuss them together.
4. Deliberation results are formally formulated to be the basis for arrangement of village development program and expressed into Village Government Work Plan (RKPDes).

When deliberation results have been expressed into RKPDes document, normatively, all village governmental implementers, including villagers, are bound to and obliged to implement them. Finally, we may state that commitment to developing village tourism must be implemented by building a synergy between village community institutions. The established synergy will bring a sense of togetherness between community elements to jointly develop their village.

Conclusion

Baturraden Tourist Attraction is the primary buffer that may trigger and encourage the development of tourism or any other businesses which may support tourism businesses of surrounding villages. To catch and utilize any existing opportunities, the joint commitment between village administration implementers and the people to building synergy in developing village tourism potentials is required. Village Government and Village Consultative Agency (BPD) take the central role and are the buffers in creating synergy to promote village tourism potentials.

Suggestion

This research suggests a requirement of support of the transparent and accountable implementation of administration. This aims to create a synergy between village administration institutions and community elements in developing village tourism potentials.

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