



## Rural Managerial Capacity and Administrative Performance and the Busung Rural Coastal Tourism Development Policy

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### Abstract

This research on the implementation of the rural Coastal Tourism Development policy aims to analyze the factors that affect the managerial ability of the Busung Village Government apparatus, Seri Kuala Lobam District, Bintan Regency to implement the coastal village development policy with a tourist character, also distinguishing the administrative performance overview of the Busung local rural Government, Seri Kuala Lobam District on Bintan Regency to realize the implementation of rural coastal tourism development policies. The research intends to empower data and information needed during research, namely data sourced directly from the research location through the in-depth interviews practice that will be continuously empowered to develop a comprehensive discussion of research in a qualitative approach in the descriptive form explanations of the phenomena that occur. The research findings confirm that the implementation of the rural government process is still not optimally colored by the involvement of community subjects as the main actors who participate in efforts to rural development at the research site.

*Keywords: Rural Tourism; Public Policy; Development.*

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### Introduction

The public policy implementation is a cycle that greatly determines the success of public policy performance that has been formulated previously. This policy implementation cycle has become an interesting social phenomenon ranging from the subject of implementors who are included in the classification of state administrators at the central, provincial, district, or city levels, even to the subjects of policy implementors who are included in the classification of citizens or who are often said to be communities in discussion terminology in social sciences (Akhyari, 2022; Karmila et al., 2024; Khairina et al., 2023; Seftarita et al., 2022).

In the norms of social life, especially in the perspective of the current Public Administration discussion, it has placed the community as the main subject at the forefront who also participates in creating activities together with the government and other development stakeholder (Ahmadi et al., 2023a; Setiadi et al., 2024; Sulaiman & Ahmadi, 2020).

This discussion places the strategic position of the community as well as playing an active role in development which certainly includes the process of formulating problems faced together, formulating them together into a certain public policy effect according to its proportion, and implementing and evaluating policies that have been formulated previously (Kartini et al., 2019; Mubarok & Suparman, 2019).

An effort to implement public policy requires active participation from the community. This discussion shows that people need to voice their interests. In addition, the process of implementing public policy requires people who have a good level of understanding and understanding of a certain level of technical ability. However, due to economic limitations, material conditions, and the level of education of the people, their ability to participate is limited, and the ability of such people to participate in the implementation of public policies is difficult to meet the capacity requirements appropriate to those of governmental organizations (Xiaodong et al., 2019).

The inconsistency of the initial conditions of the subjects involved to implement policies well in the above discussion is very natural to be encountered in every layer of government when juxtaposed together with the community as the main development subject. The marks of the study (Korten, 1980) mention it as a term for differences in values that encourage each party towards a certain intention such as policies and development programs on a local scale.

In Indonesia, the role of the village government intends to take care of and regulate the implementation of village government starting from planning and implementing development and public services in the village in accordance with Law Number 6 of 2014 concerning Villages, including explaining that villages have authority in the fields of governance, development, community development, and local citizen empowerment. Riau Islands Province as an archipelagic region certainly has its own challenges in the implementation of rural government due to sociographics, human resource conditions between one region such as sea and land areas, the disparity in silencing costs, and community typology (Yarni, 2014).

The challenges of rural development in the initial discussion of this study refer to the social situation in the setting of small rural coastal tourism island areas, namely in Riau Islands Province. The capacity to implement the rural development policies, which is the central role of the rural coastal government (Sinarwati et al., 2023; Wardana & Imam Riauan, 2022)

Itself, still does not show a qualified level of supporting system (Nasution, 2017). Besides still being dominated by apparatus with a relatively low level of formal education compared to other local or rural tourism in Indonesia, the activities of rural government apparatus that support the provision of the ability to formulate, respond to community needs, and implement village development policies are also still minimal.

Social phenomena such as the description above motivated the research team to uncover a detailed picture of how local rural apparatus can understand the values that are important as good governance practices through the capacity to implement the rural development policies well, responsively, efficiently, and effectively. The inconsistency of perceptions and managerial capacity of the local government officials with the community will certainly not bring good development performance results. Thus, this research theme has a very significant urgency for efforts to implement public policies at the village level.

Research on the rural development policies has been widely carried out and has even described the results of a complete description of the rural government's efforts to implement policies made together with the rural community. However, the focus of the research theme that specializes in the ecology of rural coastal administration with the character of tourism potential is still rarely carried out. Thus, following the track record of the research proposal team, the research theme that specifies its objectives for the application of public policy within the framework of governance best practice is still very relevant to be implemented properly. Thus producing contemporary thinking is needed to improve the practice of rural coastal tourism development in Riau Islands Province.

One aspect that needs to be studied more deeply about the rural government in the era of rural autonomy in Indonesia is the ability of the rural or local government human resources in managing the rural government according to the objectives and demands of Law Number 06 of 2014 concerning Villages. The capacity of the rural government is considered inadequate to exercise the authority it has in accordance with the village law. The weak capacity of rural governments has an impact on the failure of village law implementation, leading to poor village development. This discussion then means that the implementation of village development today requires a deep understanding of the implementation of rural development activities through the realization of quality rural government management.

The discussion above is different from what was conveyed by (Vigoda-Gadot & Yuval, 2003) as follows: "Reports on a follow-up study of the relationship between managerial quality, administrative performance and citizens' trust in government and in public administration systems". That in the form of local government management such as villages in the government system in Indonesia has a close relationship with community trust through the performance of local government administratively and the implementation of quality government management.

Based on the discussion above, a main background can be drawn from the thinking of the rural government management to date, namely that there are complex root problems along with the development of the needs of the village community, as well as how to handle and tips to overcome.

The village development problems faced are certainly different as well. This is also in accordance with what is expressed by (Vigoda-Gadot & Yuval, 2003) as follows; In an attempt to resolve the paradox of interrelationships between bureaucracy and democracy in modern nations this paper has revisited one question of causality among managerial quality, administrative performance, and citizens' trust in governments and in public administration. It asked whether administrative performance leads to a higher degree of trust in the government and in public administration or vice versa.

Thus, it is very rational when understanding the concept of the rural government performance and the description of strategies implemented raises a variety of different governance. Therefore, the researcher intends to explore in advance what variations in values need to be understood to examine the conception of the rural government performance which certainly has a close relationship with the capacity of the village government apparatus and the institutions that are its stakeholders, as well as the impact and benefits for rural communities which are projected through community satisfaction with programs and functional services provided by the rural government.

The development paradigm of Public Administration Science, especially in the dimension of national development administration, has conducted a very dynamic development, but this dynamic leads to the harmonization between efforts to achieve development goals with the thinking and practice of public administration in Indonesia. On the basis of these discussions, the research I conducted and the publications I produced as in the previous section have also explained that the focus of interest and attention specifically is still within the scope of the discipline of Public Administration.

This is a detail motivating description to reveal the phenomenon of policy implementation by the local or rural governments with special maritime characters that have untapped tourism potential in such a way as to become a strategic resource for efforts to build rural coastal tourism area. Thus, this study intends to formulate the main problems to be examined, including how to describe the managerial capabilities of the Busung rural government apparatus, Seri Kuala Lobam District, Bintan Regency in an effort to implement the rural coastal development policies with tourism characteristics, and how the administrative performance of the Busung rural government, Seri Kuala Lobam District, Bintan Regency in an effort to realize the implementation of the rural coastal tourism development policies.

## **Research Method**

The research method used by the author is a mixed methods research method. The use of this research method is based on opinions (Creswell & Creswell, 2018) as a method, mixed methods focuses on collecting, analyzing, and mixing both quantitative and qualitative data in a single study or series of studies. Its central premise is that the use of quantitative and qualitative approaches in combination provides a better understanding of research problems than either approach alone.

The unit of analysis used in this study is individual behavior. This is because the research design used is phenomenological which focuses on getting a comprehensive and detailed picture of the behavior of the individual in a context that is following the research problem. In this study, it is seen how behavior regarding village government activities is a norm of organizational life. The context of the behavior in question includes activities related to the achievement of administrative performance, managerial quality, and the theme of village community trust activities. Data collection with informants is carried out to ensure the truth about the data or information presented by the research subject, which also to increase the validity of this research.

Informations should be understood that for all research samples, namely individuals selected to be respondents, this study is part of the quantitative research process so that it will become color in the process of quantitative data analysis and testing. This determination is determined purposively, namely on consideration of relevance to his experience in carrying out duties and work in village government. In other words, it only involves individuals who have experience in explaining the

behavior of rural government in each village character according to previous discussions, namely frontier (remote) villages, villages with characteristics of agricultural / plantation areas, and villages with dominant characters of tourist destinations. Based on the chronological determination of this research analysis unit, researchers prioritize relevance and a qualified understanding of information pursuing previously determined research problems.

One of the main characteristics and strengths of case study research is that it utilizes a wide variety of sources in data collection techniques. Yin argues that several sources of evidence can be used to collect case study data, namely: documents, archival records, interviews, direct observation, participatory observation, and physical evidence (Yin, 2019). Therefore, the data collection technique in the study that the author carried out was based on these six sources. The following is the description of data collection techniques in the case study research that the author carried out.

First, the collection of documents; Collect materials and information about theories and concepts to explain phenomena related to the research dimension through written documents. In case studies, a literature review or document analysis is a means to an end (Yin, 2019). The forms of documents collected by the author are the form of expert theories, observations, and interviews from various sources. Second, archival records; In the form of recordings of conversations during the interview process conducted by research subjects (Creswell & Creswell, 2018). Next, the third step includes an interview; conducted with government officials and local community leaders to obtain responses on the information needed for the research conducted which included data on their responses as subjects in rural development in Riau Islands Province. The fourth next step is direct observation; Carried out during the process of routine and non-routine activities carried out related to village development. This direct observation was carried out to observe the phenomena that occurred during the research process. Observation participates; Done by observing and listening to all events that occur during development activities carried out in the village. The author acts as an observer during activities carried out by the rural officials and the community.

The comprehension data analysis technique that the author will do is based on data collected before, during, and after the rural development activities are carried out. Data sourced from documents, archival records, interviews, direct observations, participating observations, and physical evidence will be studied and explained in detail and in-depth in order to obtain good research results. The method used is the constant comparative method, which is data analysis that is carried out by constantly comparing one data with other data and then regularly category with other categories (grounded research).

Completing the process and proving the results of this case study data analysis, the author will use triangulation techniques. This triangulation technique will combine data from sources related to the research process. The sources of the data are; (1) rural official Apparatus; (2) district and provincial government apparatus; (3) and Enumerators and experts as research observers. The data collection technique for this triangulation technique uses interview techniques. The data expected to be obtained through this interview technique is data about their responses to the village development management process in Riau Islands Province.

## **Results & Discussion**

The rural tourism development process existence has an important role in the context of national development. This rural tourism development does not only discuss physical development, but non-physical development also needs to be considered in the context of development (Ermayanti et al., 2024). The human resource factor is the main capital in the implementation of development, especially development in the village. The development of rural communities must be improved and improved to support rural development. The formation of the village community characteristic can be done by developing the ability of its own human resources. With positive activities, it will be able to increase creativity and environmental awareness that will be higher.

On the other hand, rural or local governments have a very important role in efforts to create a scope that encourages the growth of initiatives and self-help in rural areas. The village c has a role in striving to create an atmosphere that can encourage the community's willingness to work together to develop the countryside, and on the other hand, the community also plays an active role in striving for maximum development (Ermayanti et al., 2024). So that development efforts in this village are expected to provide solutions for social change in the rural citizens themselves and give the meaning of the village as momentum for change.

## 1. The Rural Tourism Managerial Capacity

The Law Number 6 of 2014 concerning Villages enactment is expected to bring a new paradigm in development, able to change the perspective of development, that economic welfare and prosperity are not always in cities or cities, but inequitable development of all levels of society starting from rural government (Septiawan & Sintanigrum, 2019). The village is at the forefront of the development movement efforts derived from community initiatives, to achieve prosperity and prosperity, as well as justice and sustainability. With all these goals and ideals, it is implied that the efforts carried out are not an incidental stage, but a joint effort of the community that is planned, measurable, and produces benefits for welfare and prosperity. Therefore, it is very rational then researchers to consider this effort requires a quality managerial format of rural development.

The rural tourism area receives assistance assignments from the government, provincial government, and district/city government. As a government organization in the regency/city government system, the Village Position is a local state government. With the management as above, the village is nothing more than an extension of the district government, provincial government, and central government. The village government is mostly only tasked with implementing development that has been designed by the government above it. Working on planned projects even though they are often less useful for the village community. Currently, regulations on villages have been specifically regulated, the issuance of Law Number 6 of 2014 concerning Villages confirms that villages are no longer local state governments but villages as community governments, a hybrid between self-governing communities and local self-government.

The rural tourism government is a government that plays the spearhead of strategic government services and development because, in the process of service and development, it is directly in contact with the community. So that the results of the role of rural tourism government will be immediately felt and valuable to the community in the form of good or satisfactory or bad services that cause public awareness. Hence, the function of rural tourism government services and development will be a benchmark in assessing the satisfaction of rural government services and the sustainability of development in the village.

Responding to the expectations of rural tourism government professionalism, formal education of apparatus and BPD is important to be concerned, meaning that education owned by employees or the quality of human resources, with good human resources, gives birth to the competence of government apparatus. That competence is needed in the implementation of government (Bagia & Cipta, 2019). Describe competence as a combination of knowledge and skills relevant to work. Competency is the capacity to handle a job or task based on a predetermined standard (Husamah et al., 2022)

The professionalism of the apparatus is largely determined by the level of ability of the village apparatus which is reflected through its behavior in carrying out the duties and functions of the organization, the simplest thing is the quality of services provided by the village government in the organization. A high level of apparatus capability will more quickly lead to the achievement of previously planned organizational goals, on the other hand, if the level of apparatus capability is low, the tendency of organizational goals to be achieved will be slow or even deviate from the original plan. The term ability indicates potential, then the ability here is only the strength that exists within a person. And the term ability can also be used to indicate what a person will be able to do (Aini et al., 2019). An understanding of professionalism (Astuti & Sanggrahwati, 2023).

Professionalism and community trust should be able to build community trust because, in every development policy and service to the community, the rural leader together with BPD involving the community chooses the authority according to the needs and conditions of the village so that if it is deemed necessary to add authority to be determined into a regulation, then it can be done by proposing again to the Regent. So in the stages, starting from the emergence of authority, determining and choosing authority until it becomes an effective regulation, the participation of the three parties (rural government, BPD, and the community) is very important and decisive. So that it becomes a must which is the foundation of village policies, programs, and administration in the field of rural tourism governance, implementation of rural development, village community development, as well as village community empowerment. With this description, it provides an overview of how professionalism and support to achieve public trust is very adequate. So that if currently there is still no achievement or implementation of public trust in government administration, it may occur because of the lack of community participation to achieve rural development results as expected by the community.

Thus, it is illustrated that the evaluation has not been carried out optimally because of the limited communication from the implementation of village government solely because the information

and communication process is not conveyed as a whole from the series of implementation of village government to the community at large. The purpose of evaluation specifications can be widely communicated to the public over the village community so that communication becomes a source of information and then becomes evaluation material for the community, communication specifications explained in the opinion of Jones stated: specification is the most important of these subactivities. It refers to the identification of the goals or criteria by which the program or process is to be evaluated; specification is the trigger activity for evaluation (Husamah et al., 2022; Suwono et al., 2022).

## **2. The Administrative Performance on Busung Village as Rural Coastal Tourism Development Policy**

Today, the position of the role of the rural tourism is growing rapidly and has become one of the factors that determine the success of the State. This is because, during the era of President Joko Widodo's administration, villages were instrumentalized as the spearhead in achieving people's welfare. In addition, please note that the implementation of village government is carried out by the village head and assisted by village officials, as stated in Law Number 6 of 2014 concerning Villages article 25th that: "Rural Government as referred to in Article 23rd is the rural official leader Head or referred to by other names and who is assisted by village officials or referred to by other names (Yarni, 2014).

To be able to provide excellent public services is not easy, several things must be considered to do good service. In the implementation of good public services carried out by the rural government, there needs to be support from various factors, both individual factors and batch or organizational factors. The rural tourism government in this case is an organization, so the performance of the rural government is the same as the performance of the organization. This denotes that organizational performance is a measure of an organization's achievement of the vision, mission, and goals of the organization that have been set. Organizational performance is needed because if the organization's performance in the implementation of public services is good, then public services can be carried out properly and can be categorized as good.

The rural tourism villages as an institution or public space to live together with a system of ideas about livelihood, religiosity, and a system of relations of each individual that bridges socio-economic, political, and cultural interests with territorial power above it. From this understanding, villages have an important and unique role in national, regional, and local government systems. This means that following the concept of rural tourism to develop Indonesia which has contained integration between sectors, territoriality, and socio-cultural values which are the basic principles of community development, the authority to regulate the potential and interests of the village is a priority that is put forward (Ahmadi et al., 2023b).

Based on these potential benefits, the rural tourism government's response to the problems and needs faced by the village community is a very important main node. This also means that the process of achieving development goals in rural tourism today will be very difficult to realize properly if the behavior of responding to the problems and needs of citizens is not able to keep up with the desire to develop village development programs which are actually a tangible manifestation of the aspirations of the citizens themselves.

The dynamics of village development have gone through a very long process. In the course of organizing the wheels of the government of the Unitary State of the Republic of Indonesia, villages or other designations are an inseparable part. This development explains that as a unit, the village's local entity has experienced a long period as an object of development in the past, to its capacity as a subject of development which is a big challenge today. In that period, it brought the village to a high bargaining position and with broad authority as well (Septiawan & Sintanigrum, 2019).

In the current era of decentralization, village authority is interpreted as the village's right to regulate, manage and be responsible for government affairs and the interests of the local community. Basically, what is meant by "regulating" "managing" and "responsible" (Sutoro, 2015) has various meanings. the rural official authority "regulate and manage" means that as an institution, the village has the authority to issue and implement policies, about what can and cannot be done, so that it is binding on interested parties within the village boundaries. For example, the village sets a policy for the construction of power plants because the rural area has not been electrified by the State Electricity Company (PLN).

The next meaning also explains that the authority to regulate and manage means deciding and carrying out the allocation of resources (both funds, equipment, and human resources) in development activities or services for villagers, including distributing resources to beneficiaries. For example, the rural official decides on the allocation of funds of several rupiahs and establishes the

management structure of the rural BUMDES or allocates rural government funds to the allocation of school scholarships for village children who excel but are not supported by their family's economic ability (poor). In the operational sense of regulating and managing it, it can be interpreted as the authority to run, implement, and care for public goods in the village (Ratnawati & Sulistyani, 2019; Sukeksi & Inggrida, 2019).

The tug-of-war on the concept of rural official authority shows that efforts to rural tourism development are a complex process. This is due to the needs of rural communities which are also loaded with complexity and ongoing problems. Therefore, this study assumes that in exercising the authority to regulate and manage, villages should put focus on simple and easy-to-solve problems as the initial priority for achieving their development goals. The village as a subject of national development today must reduce its dependence on guidelines and centralistic frameworks (Dinn Wahyudin et al., 2023; Hariyanto et al., 2023; Prasetyo et al., 2020; Sinarwati et al., 2023).

## Conclusions

The research finding described the application of rural tourism development values according to the citizen's trust for the benefit of formulating village development policies with special characters as the location of this research can continue to grow. So this study recommends to various groups who pay attention that tend to be the same and relevant to this research, can further explore the possibility of strengthening the implementation of village community trust development through the development of managerial quality formats and administrative performance of rural government. The search for in-depth knowledge of this can provide a more operational direction for the difficult problem of developing rural coastal tourism plans that can provide multiple benefits.

the need for citizen trust in village administration in Riau Islands still has a weak point. The weakest indication relates to the realization of planning in the context of the need for the allocation and use of financial resources by village governments. The root of the problem found is closely related to aspects of sociology and anthropology where there is a perception that tends not to be following the wishes of policies about villages that apply in Indonesia, namely prioritizing village development actors including the community in the form of figures and representations of local businesses, village governments, and academics, as the main subject in efforts to build villages in the Riau Islands Coastal Area. Thus, in-depth research that touches on the relevance of the same problem in aspects of sociology and anthropology of development, will greatly help efforts to improve good citizen trust towards the realization of good democratic values of rural tourism development.

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