

STRATEGY OF VILLAGE-OWNED ENTERPRISE (BUMDES) OF BUSUNG VILLAGE IN SUSTAINABLE TOURISM MANAGEMENT

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Abstract

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This study explores the role and governance of Village-Owned Enterprises (BUMDes) as strategic instruments in supporting sustainable rural development and enhancing local economic resilience. Amid increasing demands for economic innovation in villages, BUMDes serve as key actors in managing local potentials through community-based entrepreneurship. The research adopts a qualitative descriptive method by reviewing relevant literature and regulations such as Law No. 6 of 2014 on Villages and Ministerial Regulation No. 4 of 2015 concerning BUMDes governance. Key findings highlight persistent issues including limited human resources, administrative weaknesses, lack of business model diversification, and insufficient regulatory enforcement. Despite these challenges, well-managed BUMDes show potential in increasing Village Original Revenue (PADes) and improving social welfare. Strengthening governance, leadership capacity, and digital transformation are essential to optimize BUMDes' impact. This paper contributes to the discourse on rural economic transformation by offering governance-based insights and recommending collaborative strategies between local governments, village communities, and stakeholders to enhance BUMDes' sustainability. The study emphasizes the importance of policy consistency, institutional support, and active participation in ensuring that BUMDes can effectively function as instruments for village autonomy and inclusive development.

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INTRODUCTION

Villages are the smallest unit of government, playing a crucial role in improving community welfare through infrastructure development and human resource development (Law No. 6 of 2014). One such development instrument is the Village-Owned Enterprise (BUMDes), which aims to promote economic independence through collective and sustainable management of local potential (Suparji, 2019).

BUMDes not only function as economic institutions but also play a role in social transformation and community empowerment (Inapty et al., 2022). However, their implementation often faces obstacles such as low management capacity, minimal community participation, and weak business planning (Inapty et al., 2022). BUMDes should ideally be developed with strategies that prioritize participation, transparency, professionalism, and innovation (Ismowati et al., 2022); (Iskandar & Nursiti, 2021).

The Village-Owned Enterprise (BUMDes) in Busung Village, Bintan Regency, Riau Islands, is an example of a village business unit that has successfully managed local tourism potential. After experiencing a land conflict with a mining company, the village community rose up and transformed the former mining area into a tourist destination, the "Gurun Pasir dan Telaga Biru" (Blue Desert and Lake), managed by the BUMDes "Dendang Bertuah" (Nursetiawan, 2018). This BUMDes not only manages tourism facilities but also empowers the local community through job creation and collaboration with the private sector.

The BUMDes (Village-Owned Enterprise) of Busung Village is one of five BUMDes with advanced status in Bintan Regency, along with Ekang Anculai, Teluk Sasah, Teluk Bakau, and Kampung Hilir (Bintan PMD Office, 2024). Based on PADes realization data, BUMDes Dendang Bertuah contributed Rp26,342,500 to the village treasury in 2024, an increase from Rp12,694,200 the previous year. This reflects an active role and participatory and accountable governance in driving village development.

The tourism developed by BUMDes Busung embraces the concept of sustainable tourism, which balances economic, social, and environmental aspects (World Tourism Organization, 2005). Busung Village's main advantages over other tourist villages are its unique attractions, including a desert and an artificial lake created by a former mine, as well as its easy access and high tourist volume.

Community training efforts, digital promotion, and collaboration with hotels and travel agents have all contributed to the sustainable tourism management in this village (Mislaili et al., 2019). Therefore, this research is crucial for an in-depth examination of the BUMDes (Village-Owned Enterprise) strategy in Busung Village for sustainable tourism management.

Through this study, the main question raised is how the Village-Owned Enterprise (BUMDes) of Busung Village will manage sustainable tourism in 2024. This study aims to identify and analyze these strategies in order to understand the success factors and challenges faced in village tourism-based economic development.

From an academic perspective, the results of this research are expected to serve as a reference for developing studies on village governance and local institutional governance. Practically, this study contributes to village governments, village-owned enterprise (BUMDes) managers, and policymakers in formulating strategies for inclusive, independent, and sustainable village economic development.

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This research builds on the importance of a sustainability-based village tourism management strategy managed by Village-Owned Enterprises (BUMDes). Previous studies have demonstrated diverse approaches to developing local potential. Research by Putri and Riyad (2024) (Nandini et al., 2022) emphasized that the BUMDes development strategy in Ketapanrame Village included the addition of tourist attractions and community involvement through stock investment. However, weaknesses emerged in the consistency of management and digital promotion. In contrast, this research focuses not only on economic aspects but also on environmental preservation and the involvement of ecotourism-conscious communities.

Research by Sulaksana and Nuryanti (2019) shows that the development of the Mitra Sejahtera Village-Owned Enterprise (BUMDes) depends on optimizing local potential, internal management, human resources, and business networks, particularly in the agricultural and automotive sectors. Meanwhile, research by Putri et al. (2021) emphasizes the importance of environmental capacity management and multi-stakeholder collaboration in realizing sustainable tourism management through a four-pillar tourism approach: industry, destination, marketing, and institutions. Research by Sari & Januarita (2021) is particularly relevant to the context of Busung Village because it discusses the management of the Telaga Biru Desert, but does not yet fully address the strategic aspects of sustainability.

Theoretically, strategy in the context of village organizations is understood as a directed plan that considers internal and external factors (Finamore et al., 2021) ; (Adiyanto & Supriatna, 2018) . Adaptive and Dynamic Strategy Theory (Teece, 1997) emphasizes the importance of an organization's ability to detect, respond to, and transform itself to environmental changes. In the public sector, Geoff Mulgan (Aneta, 2012) compiled five components of an effective strategy: Goals, Environment, Direction, Action, and Learning.

BUMDes, as a village economic entity, plays a strategic role in improving community welfare and PADes (Farida & Khasanah, 2024) . However, its successful management depends on the application of good governance principles such as transparency, accountability, and participation (Tarlani et al., 2023) . In the context of tourism, good management must consider aspects of attractions, accessibility, and amenities, while integrating sustainability principles (Mugirotin et al., 2022) ; (Eddyono, 2021)

Sustainable tourism emphasizes a balance between the economy, environmental conservation, and social welfare (World Tourism Organization, 2005). Local community involvement, promotional innovation, and cultural preservation are key success factors (Widiati & Permatasari, 2022) . This research framework is based on Geoff Mulgan's public strategy theory, which is linked to the context of the management of the Blue Lake Desert tourism by the Dendang Bertuah Village-Owned Enterprise (BUMDes) in Busung Village. This strategy is examined through five main indicators: Purposes, Environment, Direction, Action, and Learning, which allows for a comprehensive analysis of the BUMDes' sustainability strategy in improving the village economy in a participatory and environmentally friendly manner.

METHOD STUDY

This study uses a qualitative descriptive approach, aiming to provide an in-depth description of the BUMDes (Village-Owned Enterprise) strategy in Busung Village in managing sustainable tourism. This approach allows researchers to understand social phenomena naturally, based on the field context through interviews, observation, and documentation (Sugiyono, 2022) ; (Hadi et al., 2021) . The research location is in the Telaga Biru Desert, Busung Village, Seri Kuala Lobam District, Bintan Regency.

The main focus of this research is the strategies implemented by BUMDes in managing sustainable tourism. Primary data was obtained through direct observation and in-depth interviews with various stakeholders, such as village heads, BUMDes chairpersons and members, community entrepreneurs, and Pokdarwis (tourism groups). Secondary data was collected through literature reviews, regulatory documents, BUMDes reports, and other official publications (Suwarno et al., 2023).

Data collection techniques included participatory observation of the daily operational activities of the Village-Owned Enterprise (BUMDes), structured and unstructured interviews with key informants, and documentation of relevant activities and administrative documents (Sugiyono, 2022) . Data from six categories of informants (Village Head, BPD, BUMDes Chairperson and Members, business actors, and Pokdarwis) were used to build a comprehensive understanding of the strategies implemented by BUMDes in tourism management.

Data analysis was conducted through three stages: data reduction, data presentation, and conclusion drawing (Hermawan & Amirullah, 2016) . Conclusions were drawn based on triangulation of interviews, observations, and documentation, and refer to Geoff Mulgan's public strategy theory, which includes five components: Purposes, Environment, Direction, Action, and Learning. The strategies found were analyzed to see their contribution to tourism sustainability and village community empowerment.

RESULTS AND DISCUSSION

This study examines the sustainable tourism management strategy of the Village-Owned Enterprise (BUMDes) of Busung Village through the Gurun Telaga Biru (Blue Lake) destination. The research focuses on how BUMDes strategies are applied in the context of managing a tourist destination formerly used as a sand mining site. The management objective is not only to increase village revenue (PADes) but also to prioritize the principles of sustainability, local community empowerment, and environmental preservation.

Geographically, Busung Village is located in Bintan Regency, Riau Islands Province. This area was once a sand mining site, but has now been transformed into a fascinating natural tourist destination, the Telaga Biru Desert. This potential was then developed by the Dendang Bertuah Village-Owned Enterprise (BUMDes) as a form of implementation of Law Number 6 of 2014 concerning Villages, with a primary focus on creating economic opportunities, developing village businesses, and utilizing local potential.

BUMDes Dendang Bertuah's vision is to realize community welfare through the development of local resources, economic enterprises, and social services, with the motto "Building the Village Together." The BUMDes' initial capital comes from the Village Budget (APBDes) amounting to Rp50,000,000 in 2021, with an additional Rp100,000,000 in 2023. Although there has been no capital investment from the

community, their involvement is planned as a long-term strategy (Source: BUMDes Busung Village 2025).

The Blue Lake Desert, as a prime tourist attraction, has proven to be a magnet for both domestic and international tourists. Data shows that on weekdays, foreign tourists number between 10 and 20 per day. During holiday seasons such as Eid al-Fitr 2024 and Christmas-New Year 2024/2025, visits surged to over 9,000 in 10 days, with 3,000 of them foreign (Sources: Ulasan.co, 2024; Batampos, 2025; Hariankepri.com, 2025).

In its management, the Village-Owned Enterprise (BUMDes) applies the principles of sustainable tourism. This strategy is analyzed through five strategic indicators according to Geoff Mulgan (2009): purpose, context, direction, action, and learning. The elaboration of each indicator serves as an evaluative basis for assessing the extent to which the BUMDes strategy meets the principles of sustainable tourism development.

In terms of objectives, the Village-Owned Enterprise (BUMDes) focuses on increasing Village-Owned Enterprises (PADes) and community involvement in economic activities in the tourism sector. The BUMDes Chairman's statement emphasized that the primary goal of tourism management is to generate village income and jobs, along with a desire to preserve the area. However, there is no formal strategic plan document that articulates these objectives in detail and measurably.

Normatively, BUMDes has integrated the triple bottom line principle: economic (profit), social (people), and environmental (planet). However, the absence of concrete success indicators and a structured evaluation system is a potential weakness. The approach to environmental sustainability remains operational and has not been formalized in written policies.

The environmental aspects of the tourism management strategy demonstrate that the Telaga Biru Desert area is a key asset, driven by its transformation from a former mine into a natural tourist attraction. However, environmental management faces significant challenges, particularly related to land legality. The tourist land is still leased to a third party, limiting the Village-Owned Enterprise's (BUMDes) ability to undertake permanent physical development.

On the social side, the community generally supports tourism activities, but not all are involved in the planning and decision-making process. Fragmented coordination between Village-Owned Enterprises (BUMDes), Tourism Awareness Groups (Pokdarwis), and other institutions leads to suboptimal collective management of the area. Legal uncertainty over land also poses a structural barrier hindering the development of long-term facilities.

In terms of direction, there are indications that the village government plays a significant role as the strategy initiator, with the Village-Owned Enterprise (BUMDes) as the primary implementer. However, this direction is not yet supported by strategic planning documents such as the Village Medium-Term Development Plan (RPJMDes) or a business plan. This results in the tourism management strategy being informal and prone to inconsistent direction, particularly when there is a change in leadership.

The involvement of Pokdarwis as strategic partners in tourism operations demonstrates coordination, although it is not yet institutionally structured. The guidance provided is verbal and situational, thus hampering the development of a sustainable governance system. The land lease status also influences policy direction, as every strategic decision must align with the landowner's agreement.

Local businesses reported that they frequently face sudden policies, such as tariff or operational changes, that are not communicated in advance. This reflects a weak oversight mechanism for local economic actors.

The action aspect shows that the Village-Owned Enterprise (BUMDes) has taken various concrete steps in managing the tourism area, such as arranging basic facilities, involving the Tourism Awareness Group (Pokdarwis), managing cleanliness, and providing English language training for village youth. While these actions demonstrate good initiative, implementation on the ground remains hampered by limited resources and land status.

Operationally, the Village-Owned Enterprise (BUMDes) involves local MSMEs in supporting tourism economic activities. However, there is no standard work system or routine training to guarantee service quality. Program implementation remains ad hoc, based on immediate needs and field conditions.

The BUMDes's decision to avoid permanent development on former mining land demonstrates ecological awareness. However, tourism promotion remains largely self-funded and lacks a structured marketing strategy, such as professional digital marketing.

The learning aspect is a crucial indicator in evaluating the strategic dynamics of the Village-Owned Enterprise (BUMDes). Learning occurs more informally, for example, when receiving complaints from tourists or dealing with declining visitor numbers. Internal evaluations are then conducted through simple discussions and adjustments to field actions. For example, awareness of the importance of cleanliness has led the BUMDes to provide additional trash bins and schedule regular community service activities.

Village-Owned Enterprises (BUMDes) have also begun adopting simple digital financial record-keeping as a result of learning about the importance of transparency and accountability. This awareness emerged after facing difficulties in reporting and evaluating poorly documented activities in the past.

Lessons were also learned through observing practices at other tourist destinations and informal discussions with tourism stakeholders outside the village. While access to formal training remains limited, these experiences have spurred improvements in the creative economy approach and strengthened the organization's internal capacity.

The role of the village head and the Village Consultative Body (BPD) is crucial in fostering a culture of learning. The village head facilitates training and strategic discussions, while the BPD oversees program implementation and evaluates BUMDes's achievements. This learning process demonstrates the organization's strong adaptive capacity, despite the lack of adequate documentation systems and data-based evaluation indicators.

Overall, the BUMDes (Village-Owned Enterprise) strategy in Busung Village for managing the Telaga Biru Desert tourism area reflects the strategic elements outlined by Geoff Mulgan (2009). However, its implementation remains normative, informal, and adaptive to field conditions. Its primary strengths lie in its geographic appeal and community social support, while its main weaknesses are the lack of land legality, an established institutional structure, and a written strategic planning document.

In the context of an effective public strategy, integration of objectives, actions, and learning with a supportive regulatory system and a professional organizational structure is necessary. If the Village-Owned Enterprise (BUMDes) can develop strategic documents such as a business plan, sustainability performance indicators, and a data-

driven evaluation system, the potential of the Blue Lake Desert as a sustainable tourism destination will be even greater.

There are also ample opportunities to improve sustainability strategies, particularly if village governments and village-owned enterprises (BUMDes) succeed in securing legal certainty over land, strengthening collaboration with external partners, and establishing community-based participatory governance systems. In this regard, integrating learning, adaptation, and documentation is key to transforming natural tourism potential into a sustainable, long-term economic and social asset.

CONCLUSION

The strategy implemented by the Dendang Bertuah Village-Owned Enterprise (BUMDes) in managing the Telaga Biru Desert tourist attraction in Busung Village demonstrates a progressive direction toward sustainable tourism development. Based on an analysis of five strategic indicators according to Geoff Mulgan's theory: objectives, environment, direction, action, and learning, it can be concluded that the BUMDes' strategic orientation focuses not only on increasing village income but also on environmental preservation and local community empowerment.

In terms of objectives, the Village-Owned Enterprise (BUMDes) has a strong vision to make the Telaga Biru Desert a village tourism icon capable of generating economic and social benefits. This vision has served as the foundation for formulating various strategic activities. Environmentally, destination management faces significant challenges, particularly related to the land's leasehold status from a third party. This limits development space and access to formal government funding. Nevertheless, BUMDes continues to prioritize preserving the area, including through cleanliness management and spatial planning.

The strategic direction was deemed quite effective because it involved various parties, particularly local communities, in operational activities and strategic decision-making. This strengthened the participation-based tourism ecosystem, although improvements in basic infrastructure were still needed. In terms of action, various operational activities have been implemented, such as ticket sales, facility construction, and digital promotion. However, limited financial resources pose a challenge to further innovation development. Learning also occurs internally through regular evaluations and practical experience, although it has not been systematically supported by external training or professional mentoring.

This successful management demonstrates the significant potential of BUMDes as a driving force for tourism-based village economies. However, the sustainability of this initiative requires strong synergy between BUMDes, the village government, business partners, and other external parties. Resolving land status issues, improving human resource capacity, accessing alternative financing sources, and strengthening infrastructure are crucial elements that must be addressed immediately.

By strengthening strategies based on collaboration, professionalism, and innovation, Busung Village can become an example of best practices in developing inclusive, independent, and sustainable village tourism in the Riau Islands region and Indonesia in general.

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