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# Model of Community Empowerment in Tourism Village Development Planning in Bali

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**Abstract.** This study aims to identify patterns of community empowerment in the development of tourist villages in Bali. Second, to formulate alternative community empowerment model so that it can be applied in the development of tourism village in the future. The research was conducted with qualitative and quantitative approach with emphasis on descriptive analysis on various patterns of community empowerment. By using the concept of participation and stakeholders, then formulated appropriate community development model. This research uses several data retrieval techniques, such as structured interview, FGD, and literature study. Interviews were conducted in two ways, structured interviews and in-depth interviews. The study found three type of community empowerment in the development of tourist villages in Bali, among others: 1) internal type, 2) external type, and 3) mix type, which one is a combination of first and second type. The study also found that in some village tourism village development is done on cooperation between two villages, namely traditional villages and village offices.

**Key words:** *Tourism village, empowerment, type of community empowerment.*

## 1. Introduction

The development of tourist villages today is becoming a central issue in the strengthening of the role of villages in line with the enactment of Law No. 6 of 2014 on Villages. In the Village Law it is stipulated that 'the village must develop all its potential to increase the welfare of its people'. Thus villages with potential for tourism development can develop their potential with the support of budgets from village funds. Respond to this, the Government Bali, for example, launched a procurement program and development of 100 tourist villages until 2019.

On the one hand the enthusiasm of local government, village government, and community in developing tourism village raises optimism. It is believed to encourage local innovation and creativity. In addition, in the long term the development of tourist villages is believed to be able to encourage the growth of the region and the welfare of village communities. The presence of tourism in many cases proved to strengthen the community's pride in its culture.

However, on the other hand, the development of the village often ignores the local potential and the ability of the village community. It only becomes the arena of a project so that the Government budget can be disbursed. This means that the development of tourist villages is only based on projects, not based participation. The development of tourist villages only repeats what the already developed tourism villages do. In such situations the development of a tourism village is stuck on the project's demands and not as an attempt to enable local communities to manage their resources and potentials into innovative tourist attractions. Villagers are racing to make their village as a tourism village with the aim of getting the budget allocation of village tourism budget.

This condition also occurs in Bali Province, Bali. As a regency that relies on tourism sector as a mainstay sector, Bali Province is also developing tourism village as an effort to add diversification of



tourist attraction, which has been more dominant favour in Ubud tourism area. But of the approximately 36 tourist villages that have been owned, only a few have developed into independent tourist villages. Ironically again, there is not a single tourism village in Bali Province that has the power of law (has a Decree of the Regent or the like).

Thus, in its empirical practice, the existing tourism village does not present a single image, in terms of potential, level of development, level of community involvement, as well as its economic impact aspect. Most of the tourist villages are still lagging in managing and packing the potential of their village. Only a small part of the tourism village that can bolt forward to pursue tourist visits and ultimately can improve the welfare of local communities.

One of the aspects that often become a weak point in the development of tourism village is the aspect of community empowerment. This aspect concerns the institutional capacity of village tourism management and the level of participation (involvement) of the community. Often tourist villages are only managed in perfunctory and less professional. Whereas if you want the existence of a tourism village can run sustainably aspects of community empowerment should not be ignored. Community participation is often viewed as a hassle, draining energy, cost, and time. Communities are left to be spectators and have no important role in the development and management of tourist villages.

This paper will examine the model of community empowerment in the development of tourist villages in Bali Province. These issues include, the actors involved and how the empowerment process is done in the development of the tourist village. It includes the ways in which people empower communities (eg, training, workshops, organizing, meetings, etc.). This study seeks opportunities to find innovative community empowerment models and appropriate capacity-building strategies applied to existing tourist villages in Bali Province. Of course this effort cannot be separated by looking at the role of banjar or desa adat in the development of tourist villages.

## **2. Literature Review**

### **2.1. *Tourism Village Concept***

Tourism village is one form of application of community-based and sustainable tourism development. The tourism village is a form of tourism, where a small group of tourists live within or near traditional life or in remote villages and learn about local village and neighbourhood life[1]. Concerning the concept of developing a tourist village, the development of a tourism village as a process that emphasizes ways to develop or promote a tourist village. More specifically, the development of tourist villages is defined as efforts to complement and improve tourist facilities to meet the needs of tourists [2].

The tourist village, as one form of rural tourism can provide many benefits to the development efforts of various resources owned by rural areas [3]. These potentials can be a tourist attraction that can provide an authentic experience to tourists and at the same time provide opportunities for local people to earn extra income through tourism. The development of tourist villages can thus be one of the efforts to foster the potential of local entrepreneurship, diversify tourism products, sustain local people's economy, and revitalize local culture.

In relation to regional economic development, the development of tourist villages is allegedly able to cope with urbanization and encourage rural economy. In addition, rural tourism plays a role in improving the quality of life of rural communities. As one form of alternative tourism, tourist villages can be a potential tool to support sustainable environmental development [4][5]. In addition to having a positive impact, the development of less controlled tourist villages can also bring negative impacts to the rural environment. These impacts include the increasing pressure on the environment due to infrastructure development and the provision of facilities to support the activities of tourist villages [6].

### **2.2. *Rural Tourism***

Tourism village is one form of Rural Tourism. Rural tourism is an oriented journey to enjoy the atmosphere of rural life, respecting and gaining the added value of life from the culture and traditions of local communities and the natural environment, as well as improving the welfare of local communities. The daily life of the local community and its environment is the object and the tourist

attraction. Scope of tourism village can be natural like mountains, rice fields, forests, cliffs, landscapes, flora and fauna, also marine parks; cultures such as historical relics, customs, traditions, everyday life, and architectural works; or in the form of the cultural work (objects) that are 'integrated' with the landscape.

Therefore, it is necessary to understand the basic criteria of developing tourist village, among others: a) the existence of objects and attractions: the village has a tourist destination object, at least adjacent to a famous tourist destination object, so that it can be linked with existing travel packages, b) have physical access and market access, c) have potential partnerships, d) public motivation and enthusiasm, and, e) availability of minimum public facilities. However, this criterion does not appear to be operational enough to be implemented in mapping and typologizing the tourist villages in Bali.

### **3. Methodology**

#### **3.1. Empowerment Model**

The community empowerment model reviewed in this paper is empowerment by involving stakeholders and networks owned. Tourism villages in the era of enactment of the Village Law have a large source of funds as a source of development financing. It is this factor that makes the village a subject that attracts the attention of Village parties want to cooperate with the village.

#### **3.2. Research Sites and Respondents**

The research sites are located in the province of Bali, especially many of tourist villages spread across 9 districts. While the data retrieval method is done through interview, FGD, and observation.

### **4. Result and Discussion**

The dynamic development of tourist villages can be categorized into two specific patterns: (a) deliberately formed through a social engineering and (b) Growing naturally gradually. A deliberately designed tourism village will involve four important aspects: careful planning, inclusion of reliable tourism consultants, great funding and strict supervision (control). While natural tourist villages are always characterized by active local participation, strong community control, large utilization and conservation of holistic tourism resources. Both tourist villages that grow naturally and through social engineering both equally emphasize that in the tourist village, between attractions, accommodation and tourism facilities, all integrated into a single unit, together with the traditions and structures of people's lives. Therefore, various uniqueness, distinctiveness and local wisdom are often offered as a point of difference in the overall presentation of its attractiveness, [7].

#### **4.1. Existence of Tourism Village in Bali**

Based on the results of qualitative analysis, scoring and categorization of the dynamic development of the tourist village, the existence of the tourism village in Bali Province shows the characteristics of development that can be grouped into three stages of development, namely: (1) Tourism village that developed in stub, (2) Tourism Village entering the Stage, and (3) Self-Tourism Village or self-managed. Pioneering tourism village is a tourism village that is in the stage of declaration, planning and arrangement, then guided tourism village is a tourism village that is clean up to develop tourism potential, and independent tourism village is a tourism village that has been able to optimize tourism resources for the welfare of its citizens. Each shows specific characteristics in accordance with the potential, uniqueness, and attractiveness of tourism resources (natural, cultural, artificial) it has. Within the Province of Bali these specific features are shown in some of the specificities as shown in Table 1.

**Table 1.** Specific Features of Village Tourism Development in Bali

Specific Features of Tourism Village		
Desa Wisata Rintisan	Desa Wisata Binaan	Desa Wisata Mandiri
There is a Village Tourism Decision Letter but there is no local planning, expertise, funding and controls.	There is a Village Tourism Decision Letter, and there have been plans, experts from outside the village, funding, assistance and control of tourism actors (local communities, government, Private)	There is a Village Tourism Decision Letter, natural-grown planning from within, experts from local stakeholders, self-funding, partnership, conservation and utilization rules, and full control of local communities.
Nature Tourism, Culture, and Rural Community Activities have not been managed and managed optimally.	Nature Tourism, Culture, and activity of rural people are being managed by people.	Nature Tourism, Culture, and the activity of villagers has benefited the welfare of the people.
The uniqueness, authenticity and characteristic of art, culture and traditions have not been explored optimally.	The uniqueness, authenticity and characteristic of art, culture and customs have been identified and manifested.	The uniqueness, authenticity and characteristic of art, culture and customs have functioned as a tourist attraction optimally.
Accessibility and amenities are still limited.	Accessibility and amenities are still limited but there has been planning to add.	Accessibility and amenities is complete and organized according to the needs of tourists.
Human Resources Tourism is still very lack of	Tourism Human Resources is still lacking but there is already a cadre through Pokdarwis	Human Resources Tourism has advanced according to the demands of the tourist market
Sinergitas, Kerjasama pariwisata belum terbentuk Synergy, Tourism cooperation has not yet established	Synergies, Tourism cooperation is still in the process of pioneering	Synergises, and Tourism cooperation has been established and networking across borders
Local Community Participation is Low	Local Community Participation is Low	Local Community Participation is full and has control of its tourism resources
Benefits to local communities have not been seen	Benefits for local communities still look minimal	Benefits for local communities can already be felt and prosper
Conservation and sustainability (environmental, social, cultural) can not be realized	Conservation and sustainability (environment, social, culture) is still in the planning and structuring of	Conservation and sustainability (environment, social, culture) has been implemented and set forth in binding rules
The image of a healthy tourist environment, clean, neat, safe, and comfortable, can not be realized	The image of a healthy tourist environment, clean, neat, safe, and comfortable still in the arrangement	The image of a healthy tourist image, clean, neat, safe, and comfortable, have already materialized and become part of the ministry
The allocation of village funds for the promotion of tourist villages and the empowerment of the tourism community can not be realized.	The allocation of village funds for the promotion of tourism villages and the empowerment of the tourism community began to be pioneered and planned	The allocation of village funds for the promotion of tourist villages and the empowerment of tourism communities have been realized and managed well.

Based on the specific characteristics shown in the development of each of the tourist villages from Table 1, there are several disadvantages and advantages of each of the tourist villages (pilot, built, independent). The weakness shows the lack of each village in the tourism, while the advantages show the potential of each of the tourist villages. The common weakness is that all tourism villages still have low tourism human resources, so this weakness has an impact on the weakness of community participation practices and the institutionalized form of institutional tourism performance. The common advantages that exist are the entire tourism village has the potential (nature, art, culture and custom traditions) that can be developed as a good tourist attraction. Therefore, the range of management policies that are intervened in all tourist villages should consider three points, namely: (a) Aspects of weakness and excellence in the village of tourism; (b) Development stage of each developed tourism village, and (c) Required aspect based on the weaknesses and advantages of each of the tourism villages. Thus, the form of policy intervention and implemented programs are not uniform

but based on certain priorities according to the stages and needs of each of the tourism villages. This type of policy and program intervention model will be far more profitable than the policy form that powers all problems and needs in a single decision umbrella. This is because in the priority-scale policy model, the various weaknesses that occur in a tourism village can be prioritized first settlement based on the originality owned by each tourism village itself. Thus, the various weaknesses and advantages possessed by each tourism village can be functioned as a force in the effort to solve all the problems that hinder the development of tourist villages.

#### 4.2. *Identification by Existence*

The description of the existence of the tourism village in Bali has shown the existence of empirical condition of the tourism village which is now developing or being developed in the tourism area of Bali Province. Based on this existence, one main problem has been identified in the development and development of the tourist village, namely: the lack of human resources of tourism in all stages of tourism village (pilot, built, independent) that exists. In accordance with the results of qualitative and scoring analysis, this issue has further effect on six aspects, namely: (a) Low participation of local communities in the management of tourism resources; (b) Low public control in the management of tourism resources; (c) The low economic benefits (welfare) received by local communities; (d) Less optimal working and institutional performance of tourism that has been confirmed; (e) Inadequate regulation and provision of tourism support facilities (amenities and accessibility) in each tourist village; and (f) Lack of promising village tourist image and guarantee travel satisfaction for tourists.

The further impact of this deficiency is the tourism industry has not been fully integrated in the life of the village community, so that various forms of attractions, accommodation and tourism facilities characteristic of each village cannot function optimally. The direct and indirect interaction between the villagers as the main subject of tourism and the tourists has become less than optimal. So is the synergistic relationship network among all tourism actors (government, investors, local people, tourism workers, tourists) to be less than optimal. As said before, all this is caused by one main factor, namely: still the low human resources of tourism available in each tourism village that is developing and developed.

#### 4.3. *Types of Empowerment*

From the summary of the empowerment process in several research villages, it can be concluded that there are 3 (three) types of empowerment process (Table 1), among others;

1. Type of empowerment that is driven by outsiders (external type). External party in question is the government, campus, Non-Governmental Organizations, foundations, and others. In this type of community initiative in developing and developing a tourism village in his village depends on how strong the stimulus from outsiders.
2. Self-supporting or empowered type conducted on the basis of the initiative of citizens either from individuals or groups of citizens (Internal type). In this type of type the role of actors in society is very influential in determining the success rate of the empowerment process.
3. Mixed type (Hybrid type), in this third type of empowerment process is a combination of local initiatives with the contribution of outsiders. External parties in question are private parties, NGOs, colleges, and other institutions.

Table 2 shows some differences aspects of rural community empowerment, including strengthening social capital and institutional growth, by each type (internal, external, and hybrid).

**Table 2.** Some Differences Aspects of Rural Community Empowerment,

Component of Empowerment Model	Internal Type	External Type	Hybrid Type
The main activities are prominent	Individual experiments Experiment of traditional institutions and offices	socialization Training and workshops	Allocation between local initiatives and social engineering programs
Target groups community	The core group-community expansion is involved.	Formal groups and institutions	Traditional and formal groups
Community participation enhancement program	Relatively few and less diverse	varied	Unity
Intensity and sustainability of the empowerment program	Relatively less intensive and less continuous	Relatively intensive and seen to continue	unity

#### 4.4. *The Role of Actors and Pattern Relations*

The whole process of development of community empowerment in tourist villages can not be separated from the role of various actors (actors) that exist, whether in the form of internal actors (internal), as well as external actors (outside). External actors that can be mapped in the process include; government (Provincial Tourism Office, Provincial Tourism Office, Ministry of Tourism), hotels, travel, and visiting tourists. Each actor has a different agenda according to his or her own interests. In order to realize the agenda, each external actor establishes a form of relationship (relation), both with the internal actors in the village, as well as with other external actors. But the depth of the level of relationships created in each relationship of course have different qualities in accordance with the intensity of the relationship woven in the interaction. The overall role played by the actors and the relationships that are created takes place in an arena (field), namely the tourism village area.

Actors involved in each stage experience the ups and downs of roles and patterns of relationships. In the early stages the actors involved were still dominated by government elements. New in the next stage is the growing stage of critical awareness of external actor involved are increasingly widespread, namely the presence of industrial and private actors (hotels and banks). Similarly, at this stage began to emerge academics, both from the elements of campus and researchers who want to establish cooperation in the field of research and dedication in the village.

#### 4.5. *Solutions Based on Identification*

Based on the results of identification of empirical problems of tourist villages in Bali Province, it can be known form of solutions in accordance with the empirical needs are: providing and improving tourism human resources (human resources tourism) both in quantity and quality in each tourism village that is growing and developed. The human resources of tourism are intelligent, innovative, able to create share of opportunity and not market share, able to make weaknesses as strengths and challenges, and be able to be adaptive to various changes in the tourism market.

Given that the developed tourism sector is at the village level, the tourism workforce and the scope of tourism activities in question are also labor and other forms of activities related to tourism development within the village. As the result of the identification of the problems found above, the workforce and other forms of activities are the labor and the form of activities that are able to solve the problems and weaknesses experienced by each of the tourist villages. The workforce and the form of such activities must be able to solve local community participation problems that are still low, able to strengthen the control of local communities, increase accessibility and amenities, increase the role of tourism institutions (pokdarwis), and improve the image of village tourism healthy, beautiful, safe, and comfortable. These aspects are still a problem in all the tourist villages in Bali and require an expert and professional tourism workforce in the field.

Therefore a tourism human resource development plan capable of encouraging the settlement of these issues is needed. This human resource will be in charge of preparing the planning steps based on the priority scale and the policy direction set out. The results of qualitative analysis and scoring in this study show that the tourism human resources should consider some of the solutions and policy proposals required by each of these issues.

Eventually, the success of the community empowerment process in the village of tourist village in Bali is strongly influenced by several factors, among others; a) the maturity level of the local community in understanding the stages of development of a tourist village that requires a process, so that it cannot be instantaneous, b) the suitability of the applied method, and c) local government support.

## 5. Conclusions

The main problem has been identified in the development and development of the tourist village, namely: the lack of human resources of tourism in all stages of tourism village (pilot, built, independent) that exists. In accordance with the results of qualitative and scoring analysis, this issue has further effect on six aspects, namely: (a) Low participation of local communities in the management of tourism resources; (b) Low public control in the management of tourism resources; (c) The low economic benefits (welfare) received by local communities; (d) Less optimal working and institutional performance of tourism that has been confirmed; (e) Inadequate regulation and provision of tourism support facilities (amenitas and accessibility) in each tourist village; and (f) Lack of promising village tourist image and guarantee travel satisfaction for tourists.

This study found three types of community empowerment in the development of tourist villages in Bali, including: internal type (bottom up), external type (top down), and hybrid type (hybrid type). Each type is strongly influenced by the role of the actor in it. The success of the community empowerment process in the village of tourist village in Bali is strongly influenced by several factors, among others; a) the maturity level of the local community in understanding the stages of development of a tourist village that requires a process, so that it cannot be instantaneous, b) the suitability of the applied method, and c) local government support.

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