

COMMUNITY-BASED TOURISM MODEL USING THE DEGREE OF CITIZEN POWER APPROACH

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Abstract

The purpose of this study was to determine the management of Bukit Tawap Nature Tourism based on Community-Based Tourism (CBT), and to develop a model with the Degrees of Citizen Power approach. This study is a type of participatory descriptive qualitative research using a participatory phenomenological approach and FGD approach, and was analyzed using Atlas.Ti software. The results found that the implementation of Bukit Tawap tourism is based on the spirit of cooperation of the community facilitated by the village government. The main challenge in managing CBT is changing the mindset and improving the coordination pattern between parties. The development of this model was made as an effort to adapt to local conditions and needs, as well as to build an institutional coordination framework between the village government and managers. The success of CBT management is highly dependent on multi-party collaboration and strengthening local capacity.

Keywords: *community based tourism; sustainability; natural tourism; green economy; degrees of citizen power*

INTRODUCTION

Tourism has an important role in increasing the income of a region, including villages. The existence of tourist attractions also has a positive impact on the economic efforts of the surrounding communities. So that diverse business opportunities become an important component for tourist villages, because they increase the income of local communities (Megawati et al., 2023). In particular, tourism focuses on the potential contribution of tourism in the context of poverty alleviation, as well as conservation of the natural environment (Pasanchay & Schott, 2021).

An effective sustainable tourism strategy requires a multi-stakeholder approach that values input from all sectors of society, including government agencies, private sector participants, and non-governmental organizations, to ensure diverse perspectives are considered in tourism planning and implementation (Han et al., 2024). Community participation is a technical process to provide wider opportunities and authority to the community together to solve various problems. Through citizen contributions, the policies formulated will be more realistic because they are in accordance with community needs (Hendrianto, 2019).

The positive impact of developing the tourism sector is reducing unemployment and creating jobs for communities around tourist attractions. Tourism has a positive impact on the economy, society, culture and the environment, such as its contribution to GDP or GRDP (Makmun et al., 2021). However, according to (Ayhan et al., 2020) changes in land use that occur as a result of responses to tourist expectations, such as the construction of accommodation facilities such as hotels or new roads, can cause permanent damage and disruption of the ecological balance. Another finding states that it turns out that the land use status of tourist locations has experienced significant changes, from agricultural land to building areas (Widaningrum et al., 2020).

Nevertheless, the impacts of tourism development are many, including additional community income, additional state revenue, opening up employment opportunities, multiplier effects, use of facilities by local communities, and there are no negative impacts (Megawati et al., 2023). Therefore, tourism development cannot be separated from community participation, including in economic development, because indicators of successful Village Fund management can be seen from the level of participation of local village communities (Dwiningwarni & Amrulloh, 2020; Ismanto et al., 2023). Other research also reveals that with community participation, jointly developing mangrove tourism has succeeded in adding new jobs and increasing community income (Anggraeni & Rahmawati, 2021; Kholid et al., 2020). Then the tourism pattern shifted towards involving local communities, giving rise to the concept of CBT, which is a tourism development activity carried out entirely by the community.

Although community-based tourism offers a prospective development alternative, this phenomenon has not been widely explored in urban contexts because it is more complex compared to rural contexts (Vongvisitsin et al., 2024). Pagar Batu Village is one of the independent villages in Sumenep district with the highest level of community participation in Sumenep district, because it is able to establish and develop the potential of its village which is in a hilly area to become the most attractive tourist attraction and will be visited by tourists since 2022. Through this tourism, the community can create many job opportunities so as to increase the income of the village and its community. In research conducted by (Liang et al., 2023) it is proven that in contrast to CBT tourism which has a low frequency of interaction, tourism with a high frequency of interaction produces a more positive response among tourists. Likewise, according to (Junaid et al., 2021), lack of community participation is the main reason for the failure of CBT.

The importance of community involvement in tourism activities has been widely recognized globally by practitioners and stakeholders (Gutierrez, 2023), this has been implemented by the Pagar Batu village community, Sumenep. Interestingly, the natural tourism development was built purely based on monthly community contributions of Rp. 200,000 or so. Based on this, the community named this natural tourist attraction "Bukit Tawap", where the word "Tawap" stands for "Pagar Batu Residents' Savings". This was obtained from information from Imam Daud as the head of Pagar Batu Village who was quoted by Kim & Ismi as saying that "Bukit Tawap Tourism was originally developed from mutual cooperation or community self-help, that's why there is the term Pagarbatu residents' savings, this shows that the spirit of mutual cooperation for "building a beautiful, advanced, independent, safe and prosperous Pagarbatu village has been created in the community," said Imam (KIM-SKMS & Ismi, 2022).

This implies that the community is now aware that the progress and development of their community and village must be accompanied by the level of community participation. Community participation is an even higher level of community empowerment. In the participation ladder concept according to Arnstein, Degrees of Citizen Power is the highest level of community participation, where there are concepts of partnership, delegation of power, and community supervision (White & Langenheim, 2021). In accordance with the results of research conducted by (Ruiz-Ballesteros & Gonzalez-Portillo, 2024) shows that in rural tourism, it seems very feasible to develop local strategies to limit tourism.

Funds allocated by the central government are only one source of village income for development. Therefore, village governments are encouraged to increase their income by exploring their potential and activities, thereby holding them responsible for identifying and developing their local potential. Developing local potential can increase development, reduce dependence on funds provided by the central government, and increase village independence (Susanto et al., 2021). In addition, the success of achieving development program implementation targets is not solely based on the ability of government officials but is also related to efforts to realize the community's ability and resilience to participate in the implementation of development programs (Niswaty et al., 2020). The existence of community participation will be able to offset the limited costs and capacity of the government in achieving the implementation of development programs.

However, along with the development of Bukit Tawap tourism development, due to the lack of funds and resources for tourism development, they, through their BUMDes, collaborate with other stakeholders including the Village Government, Pokdarwis, Investors, and the BUMDes Management itself (Haris et al., 2022). This means that the Bukit Tawap tourism development system is carried out in accordance with the amount of funds available at that time so that the direction of development is still unclear and it is written, "We are working on the Bukit Tawap Tourism in accordance with the availability of funds, if there are funds, we will build it, if there are none then yes. Let's stop construction first." Said Imam Daud as Head of Pagar Batu Village, Sumenep. Until now, the government admits that there are still people who are against a tourism development system based on community participation.

Based on the background and urgency of the problem above, this research aims: 1) to find out how to implement the management of CBT in Bukit Tawap based on Degrees of Citizen Power. 2) to find out the construction of the Bukit Tawap natural tourism management model based on community participation using the Degrees of Citizen Power approach.

METHODS

This study uses a participatory descriptive qualitative approach with a participatory phenomenology method. This approach was chosen to deeply understand the experiences, interaction patterns, and practices of Bukit Tawap nature tourism management from the perspective of its main actors. This study also integrates the Focus Group Discussion (FGD) method as a collaborative medium between researchers, communities, tourism managers, stakeholders, and experts in formulating a tourism management model based on CBT with the Degrees of Citizen Power approach.

The informants in this study were selected purposively, consisting of: 1) Communities directly involved in the development and management of Bukit Tawap, 2) Bukit Tawap tourism managers, 3) Pagar Batu Village Government, 4) BUMDes Management, 5) Community leaders, and 6) Expert team in the field of participatory tourism. Data were collected using several techniques: In-depth interviews with semi-structured guides, Participatory observation, Documentation, and FGD to formulate and verify the appropriate tourism management model, this FGD was carried out for 1 sessions with 5 hours.

Data validity is obtained through source and method triangulation techniques, namely comparing information from various informants and data collection techniques. In addition, member checks are carried out on key informants to confirm data accuracy, as well as peer debriefing with colleagues or experts. The data analysis technique using the Miles and Huberman model suggests that data analysis is divided into three steps as follows: (1) Data reduction – sorting important data from interviews, observations, and documentation, (2) Data presentation – using thematic maps and descriptive narratives to visualize relationships between actors, (3) Conclusion drawing and verification – by referring to the Degrees of Citizen Power theory and the CBT concept.

To support this qualitative analysis, researchers used Atlas.ti software to manage and categorize data based on themes and patterns that emerged in the field.

RESULTS

This research was conducted with 5 informants who have different duties and positions to obtain various sources of information, including the Bukit Tawap tourism manager, the Head of Pagar Batu Village, Pagar Batu Village Community Leaders, Head of the Sumenep Regency Community and Village Empowerment Service, and Head of the Tourism Office, Culture, Youth and Sports, Sumenep Regency. Researchers use Atlas.Ti 23 software to make it easier to organize, code, and analyze research data efficiently and structured.

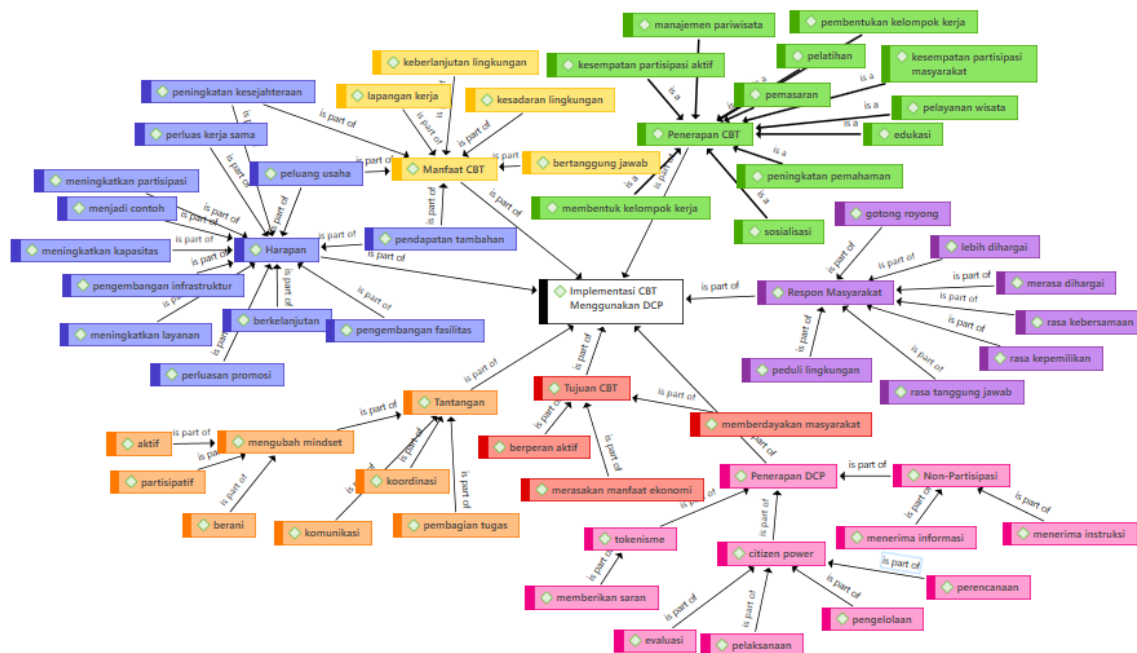


Figure 1. Data analysis results using Atlas.Ti 23

Based on Figure 1, it produced several findings, including: 1) the establishment of the Bukit Tawap tourist attraction in Pagar Batu Village was based on the spirit of mutual cooperation of the Pagar Batu Village community, the Pagar Batu village government was only a facilitator in its implementation. As stated by the Head of Pagar Batu Village, Imam Daud, said "The Village Government only facilitates residents in efforts to develop tourism, as an economic driver to open up employment opportunities." The community's response from the beginning of the initiation until now has apparently increased social relations such as a sense of mutual respect, a sense of togetherness, a sense of responsibility, and more concern for the environment, also of course increasing their hopes of creating more jobs and improving their welfare.

The implementation of CBT has been carried out well, apart from the village government, community representatives who do not serve in the village government are also involved as managers of Bukit Tawap tourism. Implementation starts from socialization to forming each working group. They have also carried out a series of capacity improvements such as tourism management, services and promotions. The promotional activities they carried out previously only carried out various collaborations with online media in order to create viral marketing in the Madura island region. Little by little, the hopes and benefits obtained have begun to materialize, such as increasing business opportunities, resulting in additional income for the community, as well as improving the welfare of the general public in Pagar Batu village.

Implementation using the Degrees of Citizen Power approach has been implemented from the start, starting from only receiving information from tourism managers, then being given the opportunity to provide input in joint meeting forums, as well as being involved in planning, management and evaluation. However, this approach does not always run smoothly, many challenges are encountered when implementing community based tourism, changing people's mindset to be more

patient and continue to innovate in dealing with the ups and downs of visiting tourists lowering their enthusiasm. Coordination between work groups and division of tasks often results in miscommunication, resulting in several conflicts of distrust.

FGD which discussed problems and solutions to the Bukit Tawap tourism management development model which still upholds the implementation of CBT using the Degrees of Citizen Power approach, resulting in several important notes. Among them: (1) Non-Participation: Manipulation dan Therapy. (a) Basic Education: Socialization to local communities about the importance of tourism and its potential for improving the regional economy through seminars and counseling. (b) Targeted Information: Providing basic information related to tourism projects that are currently or will be running. Focus on increasing public awareness of existing opportunities. (2) Tokenism: Informing, Consultation, dan Placation. (a) Transparent Information: Create two-way communication channels such as notice boards, websites and social media to convey information on tourism project developments and open a room for questions and answers. (b) Consultation and Aspiration: Holding regular meetings with the community to collect suggestions and input regarding tourism management. The results of the consultation are then considered in the decision-making process. (c) Limited Involvement: Forming a small team from the community to act as an advisor or committee that can provide more concrete input in tourism planning and management. (3) Citizen Power: Partnership, Delegated Power, dan Citizen Control. (a) Active Partnership: Establishing a joint tourism management body consisting of local community representatives and professional management. Roles and responsibilities are divided proportionally to ensure effective collaboration. (b) Training and Empowerment: Providing intensive training for the community in various aspects of tourism such as homestay management, tour guiding, digital marketing, and environmental conservation. This will increase people's ability and confidence in running a tourism business. (c) Delegation of Authority: Delegating most operational decisions to the community through established institutions or cooperatives. This includes financial management, facility maintenance, and tourism programming. Full Control by the Community: The community has full control over tourism management, including long-term planning, implementation, monitoring and evaluation. External parties only act as facilitators or technical support.

DISCUSSION

The Bukit Tawap tourist base in Pagar Batu Village is based on the spirit of community mutual cooperation and is facilitated by the village government in line with Community Development Theory. This theory emphasizes the active involvement and empowerment of local communities in development initiatives, fostering a sense of ownership and sustainability (Khalid et al., 2019). Also strengthened by Zulkhakim et al. (2024) that the Village Law aims to empower the community, encourage village residents to actively participate in development, encourage justice, sustainability and equal growth. As stated by Imam Daud, the village head, the government's role as a facilitator supports the community in developing tourism as an economic driver, creating jobs and increasing social ties.

The implementation of CBT in Bukit Tawap involves broad community participation, starting from initial awareness to the formation of working groups. This process is in line with the principles of Participatory Development Theory which emphasizes the involvement of all stakeholders in planning and implementing development. Community involvement in capacity building activities such as tourism management, service delivery, and promotion reflects this theory's focus on empowering communities with the skills needed for sustainable development.

The gradual realization of benefits, such as increased business opportunities and improved community welfare, shows the practical application of Empowerment theory. This states that empowering individuals and communities with knowledge and skills will increase self-efficacy and control over their economic activities. This is in line with research results (Pribadi et al., 2021). Where the results of the research conducted show that community-based tourism has a significant impact on

social, economic and environmental aspects, such as providing welfare and satisfaction for the community, increasing community empowerment and participation, providing satisfaction to visitors, improving the economy, providing employment opportunities, maintain environmental sustainability, and reduce waste and emissions.

To avoid tourism becoming an extractive industry, communities must develop the capacity to participate and take ownership in decision-making processes (Moayerian et al., 2022). The implementation of the Degrees of Community Power framework in Bukit Tawap has experienced a transition from passive reception of information to active participation in planning, management and evaluation. This progression reflects Arnstein's Civic Participation Ladder, which categorizes levels of citizen involvement from non-participation to full control. However, challenges such as changing people's mindsets, maintaining motivation amidst tourism fluctuations, and overcoming coordination problems underscore the need for ongoing capacity development and effective conflict resolution strategies. Conflict Resolution Theory is relevant here because it emphasizes the importance of resolving misunderstandings and conflicts through a structured communication and mediation process. Ensuring that all community members understand their roles and responsibilities can reduce mistrust and encourage collaborative problem solving.

The researchers used FGD as an additional data collection and analysis method to create a model for managing Bukit Tawap natural tourism based on community participation using the Degrees of Citizen Power approach, where researchers found a main strength possessed by Bukit Tawap tourism managers, namely commitment. from the community to participate in building and developing tourism in the hope that profits or increasing the welfare of the community as a whole will be their motivation in maintaining unity in managing Bukit Tawap tourism (Figure 2).

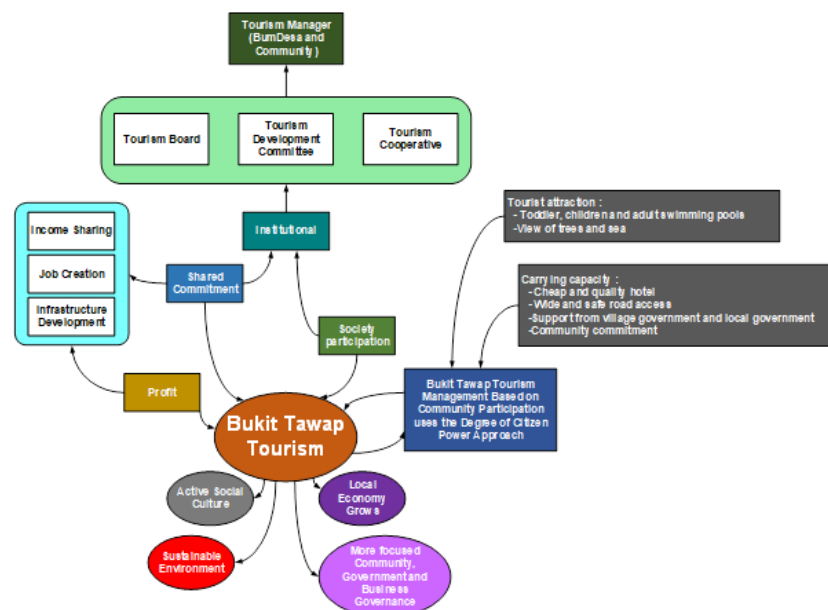


Figure 2. Bukit Tawap Tourism Management Model based on Community Participation using the Degrees of Citizen Power Approach

This model is in accordance with what is explained by (Permatasari, 2022) that community-based tourism is a unique participatory tourism model that offers the potential to create real and long-lasting benefits for a broad spectrum of stakeholders, both inside and outside the community. CBT is a concept for utilizing a community in an area to support the existence of tourism in an area (Wijaya & Sudarmawan, 2019). So what tourism managers need to do is to activate this synergy well with academics, government, media, local communities, government and tourism practitioners. Stakeholder is a theory which says that the sustainability of a company cannot be separated from the role of stakeholders both internal and external with various backgrounds of different interests from each existing stakeholder (Simanjorang et al., 2020).

Apart from stakeholder involvement, the regional development planning process must involve the community. The community is involved not only in planning, but also in the implementation, monitoring and evaluation stages (Margareta & Salahudin, 2021). Meanwhile, according to (Muslimin et al., 2020) in the sociology dictionary it is stated that participation is a person's participation in a social group to take part in community activities, outside of their work or profession.

The theoretical contribution of this study lies in strengthening and contextualizing Arnstein's Degrees of Citizen Power framework in the practice of community-based tourism management in rural areas of Indonesia, especially in the case study of Bukit Tawap in Pagar Batu Village. This study shows that the process of community participation does not stop at the stage of tokenism, but has moved towards partnership and citizen control, supported by social capital in the form of mutual cooperation and a voluntary contribution system. The novelty of this study lies in the finding that community self-help initiatives through the concept of "Pagar Batu Citizen Savings" can be an alternative model of community-based funding in sustainable tourism development. In addition, the integration of Community Development Theory, Participatory Development, Empowerment Theory, and Conflict Resolution in one local tourism management framework offers a comprehensive and contributive theoretical approach to the literature on community-based tourism management in the context of the Global South.

The limitations of this study lie in the limited number of informants, namely only five people representing elements of government, community, and tourism management, so that the resulting perspectives do not fully represent the diversity of views of all stakeholders in Pagar Batu Village. In addition, the FGD method was only conducted once, so it was unable to capture the dynamics of changes in community participation and potential conflicts longitudinally. The validation of the tourism management model has also not been tested more widely in other tourist locations, so that the generalization of the findings is still limited to the Bukit Tawap context. These limitations indicate the importance of further research involving more participants, a multi-stage approach, and testing the application of the model in different geographic and social contexts to strengthen the applicability and transferability of the findings.

CONCLUSIONS

The Bukit Tawap tourist base in Pagar Batu Village is based on the community's spirit of mutual cooperation and facilitated by the village government. Community involvement in capacity building activities such as tourism management, service delivery, and promotion reflects this theory's focus on empowering communities with the skills needed for sustainable development. A series of capacity improvements have been carried out such as tourism management, services and promotions. The main challenge in managing community-based tourism is changing mindsets and improving coordination patterns between parties. Therefore, the model created is used as an effort to adapt to the conditions and needs that occur in the Bukit Tawap tourist area by considering the strengths, weaknesses, opportunities and challenges and then building an institutional coordination framework that must be owned by the village government and Bukit Tawap tourism management based on participation.

Bukit Tawap Tourism managers should have a clear plan for tourism development to make it easier to find sources of assistance, especially financial assistance, as well as the addition of other spots related to nature such as family camping, children's games and so on. The village government should continue to embrace opposing communities in other forms of management that allow cooperation, because after all, they are still the people of Pagar Batu village who must be protected and empowered. Future researchers should try to quantitatively examine the effectiveness of using the concept of degree of citizen power on the success of tourism management.

This study contributes theoretically by extending Arnstein's Degrees of Citizen Power framework in the context of community-based tourism management in rural Indonesia, particularly through self-help initiatives such as "Tabungan Warga Pagar Batu." This approach combines theories of empowerment, participatory development, and conflict resolution into a collaborative and

sustainable tourism management model. However, the limited number of informants, limited implementation of FGDs, and the model has not been tested to other locations limit the generalizability and transferability of the findings.

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