



Community Participation and Government Policy in Developing Rural Tourism Towards Community Welfare

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Abstract

Rural tourism is an instance of community-based tourism that has been developed and implemented in Bali, Indonesia. The development of rural tourism is an effective option to accelerate the achievement of the welfare of local communities as it involves active participation of the community. The government has an indispensable role in issuing policies that support the development of rural tourism. This research was conducted in Baha Village, Mengwi Sub-district, Badung Regency to analyze the influence of community participation and government policy in developing rural tourism to achieve the welfare of local communities. The data in this study were collected by direct observation technique and using questionnaires to the community of Baha village as respondents and using proportional stratified random sampling technique. Data analysis techniques applied in this research are descriptive analysis and analysis of Structural Equation Model (SEM) with alternative PLS (Partial Least Square). The results of this study indicated that community participation and government policy have a positive and significant effect on the success of rural tourism development. Furthermore, community participation, government policy and the successful of rural tourism development have a positive and significant impact on the local communities' welfare. Community participation and government policy indirectly have a positive and significant impact on the local communities welfare through the success of rural tourism development. However, community participation and government policy in the development of Baha Rural Tourism still need to be improved; hence, the achievement of the local communities welfare can be more optimal.

Keywords: community participation; government policy; rural tourism development; the local communities welfare.

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1. Introduction

The province of Bali, which consists of 8 regencies and 1 municipality, is very dependent on the development of tourism sector because Bali does not have abundant natural resources (mining materials) like in other areas in Indonesia. This condition motivated the government in Bali to always develop sustainable tourism. Cultural tourism is the kind of tourism being developed in Bali accordance with the principles of benefit, communal/kinship, independence, balance, preservation, participation, sustainability, fairness and equality, democratic, and unity, imbued with Hinduism values through the application of the Tri Hita Karana philosophy. The aims of tourism development in Bali are to encourage prevalent business opportunities and to achieve the maximum benefit for the community welfare. Therefore, the goal of having tourism for Bali, and not Bali for tourism is accomplished. This goal is stated in Bali Regional Regulation No.2 Year 2012 regarding Balinese Cultural Tourism.

One of the current tourism trends is the development of Rural Tourism, which is established by the provincial government of Bali as alternative tourism. Rural Tourism is one of the community-based tourism developments which allow tourists to directly see, feel, and interact with the villagers. Therefore, tourists can get a unique experience different from other destinations because they can be involved and live the life of the local community in their original culture and characteristics.

Rural Tourism is a way to reduce the level of urbanization, because it will encourage the community to continue improving and discovering the potential within its village instead of leaving to work in the city. In accordance to the concept of sustainable tourism development, it is expected that Rural Tourism would bring equality, which goals are to bring benefits to the environment, the community and the economy. Hence, tourism could be enjoyed by every Balinese people, especially the community in that particular village without ruining their environment and culture.

The Badung Regency, as the most dominant regency, has the highest tourist turnout compared to other regencies or cities in the province of Bali. It develops Rural Tourism to satisfy the needs of tourists who are looking to have a unique experience. Rural Tourism is a touristic destination that promotes uniqueness, natural (scenery/culture), and historical values which can be experienced directly at the place of origin.

The development of Rural Tourism is one of the strategies that the government of Badung regency applied to promote equal distribution of development between South Badung and North Badung. The areas in South Badung is growing rapidly due to the development in tourism sector. Hence, the establishment of Rural Tourism in Badung Regency is focused within the North Badung region, as stated in Badung Regency Regulation Number 47 of 2010 concerning the Determination of Rural Tourism Areas in Badung Regency, there are eleven villages that stated as rural tourism which are Bongkasa Pertiwi, Pangsari, Kerta, Plaga, Belok, Carangsari, Sangeh, Baha, Kapal, Mengwi, and Munggu. Although it has been seven years since the Regulation Number 47 was enacted, it is still unclear how well the development of Rural Tourism in North Badung has progressed. This was also conveyed by the Chair of the Badung Association of Indonesian Hotels and Restaurants (PHRI), IGN Rai Suryawijaya, who is also the Chair of the Badung Regional Tourism Promotion Agency (BPPD). He

stated that of the eleven Rural Tourism villages proposed, only three of these villages are included in the ideal category, namely Bongkasa Pertiwi Rural Tourism (Abiansemal Sub-district), Pangsan (Petang Sub-district), and Carangsari (Petang Sub-district) while the rest are only labels [1]. In a study, it was found that only two villages were running well, namely Belok village and Plaga village (Petang Sub-district) [2]. This result is in accordance with the results described in a journal entitled "Rural Tourism Development Evaluation and Strategy in Badung Regency". Using SWOT analysis techniques, she found that only two villages, i.e. Sangeh village and the existing Bongkasa Pertiwi village in Abiansemal Sub-district, were declared to have been developed, while the rest of the Rural Tourism villages owned by Badung Regency were categorized as embryotic (in development) [3]. During a workshop on the development of Baha Rural Tourism in Mengwi Sub-district held by the Bali Provincial Tourism Office (May 2017) – with speakers from the Bali Provincial Tourism Office, Head of Badung Regency Tourism Office and representatives from academics (tourism lecturers) – the community directly revealed information that the conditions of the development of Baha Rural Tourism was not optimal and was progressing slowly even though it has been designated as a Rural Tourism village since 2010. The development of Baha Rural Tourism began in the 90's, when the government of the Badung Regency provided assistance in building uniformed *angkul-angkul* (traditional gates of Balinese houses), particularly for the houses located on the edge of the main road. However, because it has been a long time and these *angkul-angkul* are not well maintained, they become almost non-existent nowadays. Most have undergone renovations, although they do not have the original shape. Baha Rural Tourism is also famous for its beautiful views of *Subak Lepud* rice fields with a variety of agricultural activities that are still traditionally carried out. There is also a *Subak Museum*, built in *Bale Subak*, which displays a variety of traditional agricultural equipment which may attract tourists who wishes to understand the traditional agricultural process. The concept of Rural Tourism is developed within community-based paradigm, in which community participation is one of the main forces for development, apart from governmental support. Therefore, it is deemed necessary to know their role in the development of Rural Tourism villages themselves. The aim of this study is to know how community participation and government policy shape the success of developing Rural Tourism, with the final goal of improving community welfare in Baha Rural Tourism, Mengwi Sub-district, Badung Regency.

2. Literature Review

2.1 Community Welfare

Community welfare is a condition that shows the state of life of the community which can be seen from the standard of living in the community [4]. Community welfare measures the outcomes of community development in achieving a better life standard [5].

2.2 The Concept of Rural Tourism

Rural Tourism is the development of an area (a village) by utilizing elements in rural communities that function as tourism products, in which these elements are integrated into a series of themed tourism activities [6]. Rural Tourism is a combination of (tourist) attractions, accommodations, and supporting facilities, which are presented in the form of a structured community life integrated within current norms and traditions [7].

2.3 Community Participation in Tourism Development

Community participation in development has a substantial role because the success (of the development) is extremely dependent on two components: the level of community engagement and the benefits that will be received by the community for the development in their areas [8]. Community participation in development could occur in four levels, namely participation in planning or decision making, participation in implementation, participation in utilization, and participation in supervision [9].

2.4 Government Policy in Tourism Development

The operationalization of government role on development activities, including tourism development, can be observed through two indicators, i.e. facilitative policy (the government as the facilitator) and regulation policy (government as the regulator) [10]. In the development of Rural Tourism, the government has a role as the facilitator and support system. The government has an essential role in promoting community empowerment by providing capital funding guidance, coaching, training/workshop, as well as assisting in the construction of facilities, infrastructure, and the formation of management institutions [11].

2.5 The Development of Rural Tourism for Community Welfare

The development of Rural Tourism as one of the alternative tourism products is an empowerment effort made by the government to improve the community welfare. In the development of Rural Tourism, a village must have four essential components, i.e. attractions, accessibility, amenities, and management [12].

3. Research Methodology

Based on the empirical study and literature review, the hypothesis can be formulated to provide direction for research analysis as follows:

- 1) Community participation and government policy have a positive and significant influence towards the success of Rural Tourism development in Baha Village, Mengwi Sub-district, Badung Regency.
- 2) Community participation, government policy and the success of Rural Tourism development have a positive and significant influence towards the welfare of local community in Baha Village, Mengwi Sub-district, Badung Regency.
- 3) Community participation and government policy have an indirect positive and significant influence on the welfare of local community through the success of Rural Tourism development in Baha Village, Mengwi Sub-district, Badung Regency.

The population in this research was the people/community of Baha Village, Mengwi Sub-district, Badung Regency that amounts to 1,205 families (The Profile of the Baha Village Year 2017). The number of sample was determined by the Slovin formulation and resulted in 91 respondents. This research applied the proportional stratified random sampling in selecting samples from the population that has non-homogeneous members. The samples were chosen from every element of the population using stratified, proportional, and random methods.

The variables in this research can be identified as follows:

- 1) The independent variables are community participation (X1) and government policy (X2). The community participation variable can be measured within these four indicators: participation in planning, participation in implementation, participation in utilization, and participation in supervision. The government policy variable can be measured with four indicators, namely guidance, training, capital funding, and promotion.
- 2) The dependent variable is the local community welfare (Y2) which can be measured with the following indicators: work/business opportunities, improvements in environmental hygiene, and the growth of income [13].
- 3) The intervening variable is the success of Rural Tourism development (Y1) which can be measured with several indicators, namely the availability of attractions, the availability of amenities, accessible conditions, and the availability of an institution involved in the management of the village.

The data was collected during fieldwork using questionnaires and observations for the conduct of construction activities at Baha Rural Tourism. The data was analyzed using a mix method of qualitative and quantitative analysis. The Structural Equation Model (SEM) with Partial Least Squares (PLS) was utilized in the quantitative analysis.

The research model can be seen in Figure 1 below:

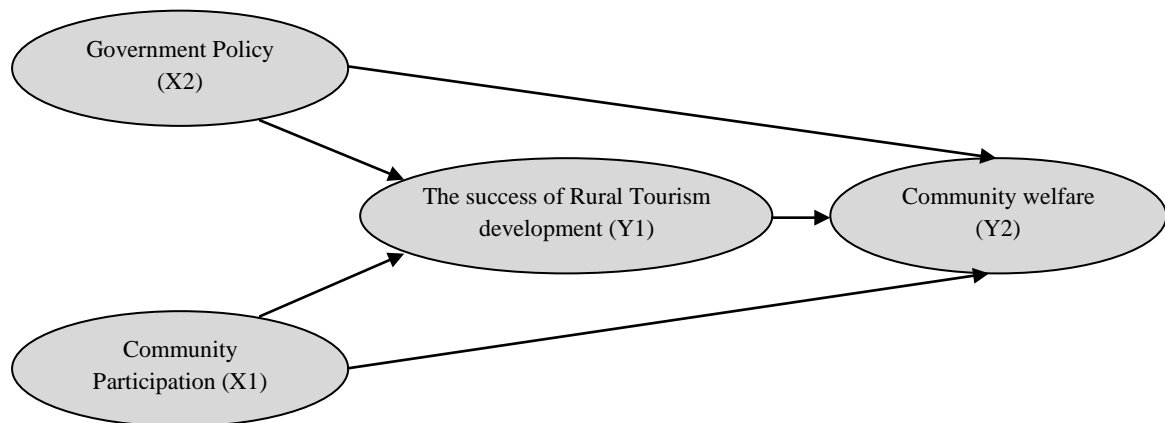


Figure 1: Research Concept

4. Results and Discussion

4.1 General Description of Research Location

Baha village is located in the middle of Mengwi Sub-district in Badung regency. It covers an area of 513 hectares where 273 hectares – approximately 50% from the total area – is a stretch of ricefields. Baha is located about 19 kilometers from the city of Denpasar. It is approximately 5 kilometers from Taman Ayun and Sangeh, two well-known tourist destinations. The location of this village is very strategic because it connects the road from the west (Denpasar-Bedugul) to the east (Sangeh, Ubud, Kintamani) and vice versa. Hence, heavy traffic

passes through the village, which potentially could be enticed to stop and visit. There were 3,820 people in Baha village according to the Profile of Baha Village Year 2017. Agriculture is the main livelihood in the community which is supported by the *subak* system in place. The development of Baha village as Rural Tourism destination was started in the 90s through the construction of uniformed *angkul-angkul* (the gates of a traditional Balinese house) – especially for the houses on the side of the main street – funded by the government of Badung regency. Baha village is also known for its traditional vernacular houses. One of the houses is built with the traditional Balinese architecture where there is a *bale dangin* (a utilitarian structure on the east), a *bale daja* (a utilitarian structure on the south), a *paon* (kitchen), a *merajan* (family shrine), *angkul-angkul* (gates), and a *jineng* (rice barn). This traditional Balinese house will be very interesting for domestic and foreign tourists. Other cultural attractions that can be found in the Baha village are the unique traditions of *mepeed* and *nekaang* that were inherited from generation to generation. These traditions have the potentials to be included in the tourism calendar of events every year because the day for these two rituals can be determined in advance. For natural tourist attraction, Baha Rural Tourism offers views of a vast and beautiful expanse of rice fields with farming activities combined with Balinese cultural values. The visiting tourists can be offered trekking trips on an approximately 2.5 kilometers trail, which can be explored on foot or by bicycle. The rice field at Baha village is within the area of *Subak Lepud*, a farming organization that has been known since a long time ago in the Badung regency area. *Balai Subak Lepud* received an appreciation from the government, with the construction of *Subak Museum* that exhibit many kinds of traditional farming equipment such as *tengala*, *lampid*, *anggapan*, and others. Baha village also has a cave that can be potentially established as a tourist attraction. This cave is a legacy from the Japanese invasion in which it was built by the fighters as a hiding place during that time.

4.2 Statistical Analysis

The data collected was analyzed with SEM (Structural Equation Model) with alternative PLS (Partial Least Square). There were two steps taken during the analysis. First, the outer model or the measurement model, which measures the reliability and validity of the research, was analyzed. Several criterias to measure the outer model are convergent validity and discriminant validity. Second, the analysis of inner model or structural model was conducted to investigate the relation between construct, significant values, and R-square from the research model [14]. The output of statistical analysis using the PLS method for the measurement of direct influence between variables can be seen in Table 1 below. The output for the statistical analysis using PLS method for the measurement of indirect influence between variables can be seen in Table 2 below.

4.3 Discussion of the Results

The results for the statistical analysis using SEM PLS can be explained as follows:

- 1) The Direct influence of Community Participation (X1) and Government Policy (X2) towards the Success of Rural Tourism development (Y1)

The results from the statistical analysis show that both community participation and government policy have positive and significant influence towards the success of Rural Tourism. In other words, the higher the levels of

community participation and government policy are, the level for the success of rural tourism development is also higher. Based on fieldwork observation on the development of Baha Rural Tourism, it can be concluded that coaching and training related to tourism given by the provincial government or the government of Badung Regency are indispensable, particularly those that are pertinent to the basic skills required by the community, for instance the coaching on raising awareness for tourism (*Sapta Pesona*) and basic training for tourist guides. Many from the community have realized that attending such coaching and training could improve their skills in supporting the development of Rural Tourism. The coaching on raising awareness for tourism (*Sapta Pesona*) has educated the community in Baha Rural Tourism regarding natural rice fields as the main attraction for the visiting tourists; hence, the rice fields should be preserved and should not be turned into a settlement. The results of this study show several factors that require more attention, for example the government policy in the promotion and the branding of Baha village as Rural Tourism destination to make it more known. As for community participation, some people in the community preferred to work in the fields or become daily laborer than to follow coaching on raising awareness for tourism or other tourism training because they would lose their daily income if they attend these events. People who do not understand the development of Rural Tourism will certainly feel that the benefits of developing Baha village have not been evenly distributed to date.

Table 1: Results for the Inner Model (Direct Influence)

<i>No</i>	<i>Direct Influence</i>	<i>Original Sample</i>	<i>Standard Deviation</i>	<i>t Statistics</i>	<i>Result</i>
1	Community Participation (X1) → The success of Rural Tourism development (Y1)	0,582	0,090	6,498	Significant
2	Community Participation(X1) → Community welfare (Y2)	0,488	0,113	4,309	Significant
3	Government Policy(X2) → The success of Rural Tourism development (Y1)	0,319	0,090	3,543	Significant
4	Government Policy(X2) → Community welfare (Y2)	0,399	0,112	3,564	Significant
5	The success of Rural Tourism development (Y1) → Community welfare (Y2)	0,349	0,139	2,508	Significant

Source: Research results

Table 2: Results for the Indirect Influence Analysis

No	Testing		Indirect Influence	Result
	Direct Influence	Direct Influence		
1	X1 → Y1	Y1 → Y2	X1 → Y2	Indirect influence of X1 towards Y2 with the Y1 as mediation, significant
	Coefficient : 0,582	Coefficient: 0,349	Mediation Y1	
	Significant	Significant	$0,582 \times 0,349 = 0,203$	
2	X2 → Y1	Y1 → Y2	X2 → Y2	Indirect influence of X2 towards Y2 with Y1 as the mediation, significant
	Coefficient: 0,319	Coefficient: 0,349	Mediation Y1	
	Significant	Significant	$0,319 \times 0,349 = 0,111$	

Source: Research results

- 2) The direct influence of Community Participation (X1), Government Policy (X2), and the Success of Rural Tourism Development (Y1) towards Local Community Welfare (Y2).

The results of this study show that community participation, government policy, and the success of Rural Tourism Development provide positive and significant influence towards the welfare of local community. It means that better participation from the community combined with appropriate government policy support the success of Rural Tourism development in Baha village, which eventually will improve the welfare of the local community. Fieldwork observation at Baha Rural Tourism indicates that even though government policy has been enacted and the level of community participation is quite high, there are still a few areas that require improvement, for instance the availability of public facilities such as public restrooms, tourist information center, adequate parking space, and home stays for tourists who wish to stay overnight. These areas still need to be developed because the tourist attractions in Baha village have the potentials to be enjoyed overnight. The management institution for Baha village has not been very active yet in terms of developing tourism activities.

- 3) The Indirect Influence of Community Participation (X1) and Government Policy (X2) towards Local Community Welfare (Y2) through the Success of Rural Tourism Development (Y1).

The results of this research indicate indirect positive and significant influence from community participation and government policy towards local community welfare through the success of Rural Tourism development. Consequently, better participation from the community combined with appropriate government policy will improve the local community welfare with the success of Rural Tourism development as the mediator. Based on observation conducted during fieldwork, coaching sessions on raising awareness for tourism (*Sapta Pesona*) in Baha village have been conducted several times. The participating communities can have an open mind and become educated about actions that must be taken in order to develop Baha village. English training and basic training to be guides were also held so that the community in Baha village has the ability to develop and be

ready in receiving as well as serving both domestic and foreign tourists. The coaching and training that were conducted broadens the knowledge of the community about opportunities in obtaining employment or creating businesses that will have a positive impact on their income to meet their daily needs. The fulfillment of the daily needs of the people of Baha village, especially through the implementation of the development of Rural Tourism, will certainly be able to improve the welfare of the community in Baha village. Some people in Baha village have felt an increase in business opportunities by opening small shops and selling souvenirs for visiting tourists. There are also those who acquire an income because their traditional homes are visited by tourists. This research still found that the development activities of Baha Rural Tourism that were already underway still needed to be expanded and improved because the impact on the increasing employment/business opportunities and increasing income had not been experienced evenly within the Baha village community. Most importantly, there should be an integrated management as a whole so that tourists who come can be monitored well and received maximum service.

5. Conclusion and Recommendations

Community participation and government policy have a positive and significant influence towards the success of Rural Tourism development in Baha Village, Mengwi Sub-district, Badung Regency. Community participation, government policy and the success of Rural Tourism development have a positive and significant influence towards the welfare of local community in Baha Village, Mengwi Sub-district, Badung Regency. Community participation and government policy have an indirect positive and significant influence on the welfare of local community through the success of Rural Tourism development in Baha Village, Mengwi Sub-district, Badung Regency. In order to have optimal development of Baha Rural Tourism and to provide benefits as expected, several suggestions can be made based on the results of this study: The community participation is quite high, although it is expected that it will continue to increase in the development of Rural Tourism. The commitment, cooperation, and the unity of the community in Baha village along with the leaders are required. The existing Tourism Awareness Group (*Pokdarwis*) should always be empowered and supported by the whole community in conducting programs and activities related to the development of Rural Tourism. The community in Baha village, who are still working as daily laborer, have the opportunities to also utilize the business/working prospects so that the economic benefits from the development of Baha Rural Tourism can be received more evenly within the local community. Local government, both the government of Bali province and the government of Badung regency, must continue to provide coaching sessions and trainings for the community in Baha village, such as the coaching on raising awareness for tourism, foreign language training, creative business training, and others. The government is also expected to intensify the promotion of Baha Rural Tourism so that it is more known among tourists. The main attraction in Baha Rural Tourism is the scenery of rice fields of *Subak Lepud* must be packaged in a way that can be enjoyed by tourists through direct participation in farming activities. One plot of rice fields belonging to the village can be allocated for the tourists to try farming activities, such as cultivating the rice fields, planting seeds, and harvesting rice. The *Subak Museum* must be improved by completing or renewing the collections; therefore, it can provide educational means for the visiting tourists. *Bale Subak* can be used to serve tourists with special food from Baha village and entertain them with cultural performances. The availability of basic public facilities such as public toilets, adequate parking, tourist information, etc. still needs to be improved.

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