



The Portrait of Community Empowerment in Tamansari Village, Banyuwangi, in the Context of Policy and Social Innovation

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Abstract

Community empowerment is designed to enhance economic development. Government programs that are usually top-down are now formulated to involve the active role of social innovation in the community. This research is focused on community empowerment through indigenous values. Bottom-up community empowerment, namely originating from joint decisions of community groups and for the welfare of the community as well as assistance from the government will have long-lasting value. With the indigenous value and indigenous knowledge they have, community groups develop the ability to analyze the condition of their communities and carry out action planning, where community groups are involved from the beginning of the process to the end. This research is intended to validate the community empowerment model of Tamansari Village, Banyuwangi by using the PRA (Participatory Rural Analysis) concept in the tourism sector. The approach used in this study was post-positivist with qualitative data collection techniques, namely focus group discussions and interviews. The results showed that the community empowerment model in Tamansari Village contains a combination of social innovation and policy concepts. The combination is observed in seven dimensions, namely understanding, institutions, facilitators, implementation of community planning, community capacity building, productive economic business development, and training of community leaders as guides.

Keywords: community empowerment, social innovation, governance, village tourism

INTRODUCTION

The community is an essential actor in regional development in either developed or developing countries, rendering their contribution a vital aspect in regional advancement (Kyriakidis, 2019). Community participation in social activities that add value, skills, behavior, and awareness, as well as utilize resources to encourage and awaken potential in individuals or groups is called community empowerment (Endah, 2020). Community empowerment is pivotal to ensure the involvement of local communities in regional development activities (Adebayo & Butcher, 2023).

Narayan and Shah (2000) in Ahmad and Abu Talib (2016) convey that the process of community empowerment includes recognition of the benefits that individuals and communities obtain by participating in planning and making decisions, improving their abilities through training, collecting information they are interested in, and sharing local knowledge. In addition, the definition of community empowerment focuses on the capacity to increase the voices of parties who are isolated from the political process and whose opinions have never been heard, empowering them to participate effectively in a democratic process. The concept of community empowerment enables the

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creation of social change and combats poverty and social exclusion (Lee, 2006).

Community empowerment can be performed in rural areas through the integration of business research and industrial learning. This research discovers that community empowerment is closely related to sustainable development which requires prerequisites for community independence in an economical, ecological, and social manner (Baharuddin et al., 2021). Despite the absence of definite data regarding community empowerment programs in cities and villages, researchers argue that rural community empowerment has a high chance of sustainability. It is because rural areas generally have challenges related to poverty, infrastructure access, and inaccessible locations, compelling rural communities to think creatively and innovatively (Santosa, 2014).

Community involvement in empowerment can occur in the economic sector, more specifically in the tourism sector, as examined by Chamber with participatory rural analysis (PRA) (Chambers, 1984). PRA is a measurement to study rural conditions and life from, with, and by rural communities. In other words, it can be referred to as enabling rural communities to share, improve, and analyze their knowledge about rural conditions and life as well as formulating plans and action (Chambers, 1984). It will encourage rural communities to participate in increasing and analyzing their knowledge about their own lives and conditions to be able to formulate plans and take action. The main objective of PRA is to generate program designs that are consistent with the situations of the community and enhance their ability to analyze their own conditions and carry out planning through action activities. PRA measurement has seven dimensions, namely understanding, institutions, facilitators, training in PRA for community leaders as guides, implementation of community planning, community capacity building, and productive economic business development.

Good community empowerment is not only oriented towards developing independence and social welfare, but also maintaining the aspect and value of harmony with nature, prioritizing local culture, and strengthening national identity. Thus, the results of the development are expected to be sustainable as they are rooted in the rural communities/region themselves (Adebayo & Butcher, 2023). The utilization of traditional knowledge based on the characteristics and potential of the region is in accordance with the concept of development in Indonesia as outlined in the 2005-2025 Long Term National Development Plan (National RPJ P). Law No. 17 of 2007 on 2005-2025 National RPJ P states that national development is implemented in the context of meeting the present needs without reducing the ability of future generations to meet their needs. In addition, Law No. 17 of 2007 also regulates Regional RPJ P in order to develop regions according to their characteristics and potential. The concept of development applied by Indonesia in the National RPJ P and Regional RPJ P is sustainable development with the basic principle of "meeting current needs without sacrificing the fulfillment of the needs of future generations".

The active involvement of government institutions in community empowerment plays an important role in providing the community with access to resources (Liu et al., 2017). This involvement is one of the significant roles of public policy in community

empowerment in the context of tourism. Public policy can help create a supportive environment for the community to participate in tourism development and ensure the equal distribution of the benefits of tourism. The following are the roles of policy. 1) Decentralization of decision-making power to local communities to help ensure that their voices are heard in tourism planning and development (Khalid et al., 2019). 2) Community capacity development in terms of skills and knowledge required to participate effectively in tourism development (Khalid et al., 2019). 3) Regulations to ensure that tourism can operate in a sustainable and responsible manner and that the rights of local communities are protected (Aguinis, 2023). 4) Funding for community-based tourism initiatives which can help support sustainable tourism development that benefits local communities (Wani, 2021).

In the tourism sector in Indonesia, the government as the regulator encourages community empowerment by launching various tourism villages that prioritize the potential of local resources. Through Presidential Regulation No. 30 of 2011 on the National Tourism Development Master Plan for 2010-2025, community empowerment is one of the tourism policy products, one of which states, "increasing the potential and capacity of local resources through the development of productive businesses in the tourism sector".

Furthermore, the regulation states that the establishment of tourism villages is a strategy to increase the potential of local resources (Presidential Regulation No. 30 of 2011 on the National Tourism Development Master Plan for 2010-2025, 2011). Currently, there are 4,745 tourism villages spread across Indonesia with the three highest distributions being occupied by South Sulawesi Province (480), East Java Province (453), and Central Java Province (388) (Ministry of Tourism and Creative Economy, 2023). Of the three provinces, East Java has four tourism villages with success stories, hence their inclusion in the tourism village guidebook by the Ministry of Tourism and Creative Economy. One of these tourism villages is Tamansari Village.

Tamansari Village is located in Licin Subdistrict, Banyuwangi, included in the top 50 of the 2021 Indonesian Tourism Village Award (ADWI) organized by the Ministry of Tourism and Creative Economy (Ministry of Tourism and Creative Economy, 2021a). In 2017, Tamansari Village won the Tourism Village Award from the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (Kemendes- PDTT) in the Business Network Tourism Village category. Tamansari Village is considered capable of developing the potential of village tourism to improve the economy of the community, namely pioneering the development of tourism potential such as homestays, tourist vehicles, guide services, and several small and medium businesses managed by Village-Owned Enterprises (BUMDes).

The development of a tourism village has to consider three criteria, namely nature, culture, and creativity. Tourism villages established from communities such as Tamansari Village are bottom-up in nature, starting with observing the potential and opportunities for tourism activities in the village. Tourists visiting Ijen Crater have other options to optimize their travel experience at Sendang Seruni,

Pine Forest Tourism, Bunga Village, and Penambang Village. This experience is accompanied by an offer of available homestays in Tamansari Village (Ministry of Tourism and Creative Economy, 2021b). The practice of community empowerment in Tamansari Village is a form of social innovation. Social innovation is a collective initiative and community action for positive social change, always becoming a "general dynamic" and an inherent part of human organizational systems (Daniel & Jenner, 2022). Furthermore, Daniel and Jenner (2022) confirm that community empowerment is able to help communities achieve previously unfulfilled or unrealized goals.

The correlation between community empowerment and social innovation is strengthened by the opinion of Haugh and O'Carroll that social innovation that deliberately seeks to empower communities can create social value by overcoming inequality, disadvantages, and social exclusion through the development of new products, services, and initiatives (Haugh & O'carroll, 2019). It is in line with the aims and the potential of social innovation to create social impact and improve the quality of life of certain communities (Pol & Ville, 2009) as well as initiate discontinuity with the past, in which new solutions improve the conditions of the community (Devadula et al., 2017) in comparison to previous conditions (Caroli et al., 2018). Other research indicates that the correlation between community empowerment and social innovation is the utilization of traditional knowledge. Community knowledge can be developed through social innovation activities which start from innovation learning as the existing learning process in the community. Community learning refers to a variety of learning processes in various contexts, in which uncertainty and change are problematic (Johansson et al., 2013).

Bandura (1977) in Johansson et al. (2013) states that this social learning process is a learning process by individuals through observation with others as well as social interaction within groups. This learning activity will in turn become social innovation. A social innovation activity is usually influenced by individuals with creative learning abilities (Jansen & Volberda, 2005). Referring to several previous studies, social innovation arises when there is a social need to be met, which is then identified, the solution is developed, an assessment (evaluation) of the solution is performed collectively in the social group, and then effective social innovation is improved. It is in line with the opinion of Moulaert et al. (2013) that "social innovation is about the satisf action in social relations within processes; it is about people and organization who are affected by deprivation or lack of quality in daily life and services, who are disempowered by lack of rights or authoritative decision making and who are involved in agencies and movement favouring social innovation".

Furthermore, social innovation will initiate the concepts of indigenous knowledge and indigenous innovation, which can be interpreted as knowledge and innovation originating from local values or local wisdom.

Based on the aforementioned explanation, community empowerment is able to create social innovation with not only the active role of the community, but also the involvement of the government as a regulator. Research by Liu, Cheng, and Cheung (2017) reveals that the management of tourist destinations in rural

communities is closely related to the involvement of formal and non-formal institutions. The finding also implies that conflict between institutions in managing natural resources in villages is a common phenomenon in tourism villages. It is an interesting phenomenon to study with the aim of analyzing community empowerment in Tamansari Village. Theoretically, the research novelty is to validate empowerment in tourism villages using PRA, in which the concept discusses community empowerment with a combination of social innovation and policy concepts. The model validation is expected to be a valuable input for various top-down community empowerment programs and focusing on anthropological aspects that intersect with economic, legal, and even political aspects. However, the research novelty also includes social and economic aspects and an observation of bottom-up community empowerment. The research significance is to provide good recommendations for community groups, tourism managers, and the government in the context of strengthening community empowerment.

METHOD

This research employed a positivist paradigm that prioritizes a social theory and a framework of functional structure, rational choice, and exchange. The authors applied this paradigm because it has an organized method for combining deductive logic with precise empirical observations. Furthermore, this paradigm can discover and confirm a set of probabilistic causalities that can be used to predict human activities (Neuman, 2014). The theory used in this research is participatory rural analysis (PRA) (Chambers, 1984) to measure involvement in community empowerment in managing tourist destinations in Tamansari Village. The data were collected using qualitative techniques through interviews and focus group discussions. The qualitative method was selected to obtain in-depth data and research analysis.

The informants in the interviews and focus group discussions are stakeholders who play an active role in the management of Tamansari Village as follows.

1. Regional Development Planning Agency (BAPPEDA)
Bappeda is a regional government apparatus with the authority to design regional development planning strategies. This informant is significantly relevant to confirm development plans in Banyuwangi District.
2. Office of Tourism
At the national level, the development of tourism villages specifically falls under the authority of the Ministry of Tourism and Creative Economy, thus the authors chose this office as an informant that specifically plans and manages tourism in Banyuwangi District.
3. Office of Industry
This office plays a role as a planner and manager of all industrial sectors at the regional level. Tourism is one of the industrial sectors under the authority of the office. It is the reason the authors selected this office as an informant to confirm tourism industry policies in Banyuwangi District.
4. Head of Licin Subdistrict

The regional apparatus supervising Tamansari Village at the sub- district level is the head of Licin Subdistrict. The authors confirmed the role in the management of tourism villages at the sub-district level.

5. Head of Tamansari Village

As the leader of the village, the Head of Tamansari Village has a significant role in developing tourism in Tamansari Village. The authors verified the role and availability of formal support in managing tourism villages.

6. Village-Owned Enterprises (BUMDes)

BUMDes is established following the improvement in the management of tourism villages, indicating the evident role of BUMDes in achieving the success of Tamansari Village. It is the reason the authors determined to involve BUMDes as an informant.

This descriptive research aims to explain the characteristics, behavior, and attributes of a particular population or phenomenon (Nassaji, 2015). This research is used to provide a comprehensive and accurate illustration of the population or phenomenon under study and describe the relationships and patterns in the data, namely the community empowerment model in Tamansari Village, Licin Subdistrict, Banyuwangi. The community empowerment model is related to the participation of rural communities in the development of village tourism, particularly cultural tourism which is the flagship of the tourism village.

In analyzing data, this research employed a data triangulation strategy, namely a crosscheck process between data sources. In the triangulation process, the authors checked the data by comparing data sources, methods, and theories. Qualitative data analysis was carried out in three stages, namely: (1) data reduction, (2) data presentation, and (3) drawing conclusions or verification (Carter et al., 2014). The results will validate the community empowerment model currently being developed in the village as a suggestion for relevant stakeholders, namely communities/community groups, the government, and the tourism managers.

FINDINGS AND DISCUSSION

Research Findings

Research findings were obtained by validating the community empowerment model using the Participatory Rural Analysis (PRA) concept in Tamansari Village, Licin Subdistrict, Banyuwangi. This research was conducted using focus group discussions and in-depth interviews as well as a concept operationalization (attached in Table 1). This research applied seven dimensions, i.e. understanding, institutions, facilitators, training in PRA for community leaders as guides, implementation of community planning, community capacity building, and productive economic business development.

The community empowerment model in Tamansari Village meets the seven dimensions proposed by Chambers (1984), though the dimension of training in PRA for community leaders as guides is not optimal. The following is the community empowerment model in Tamansari Village along with the results for each indicator of six dimensions.

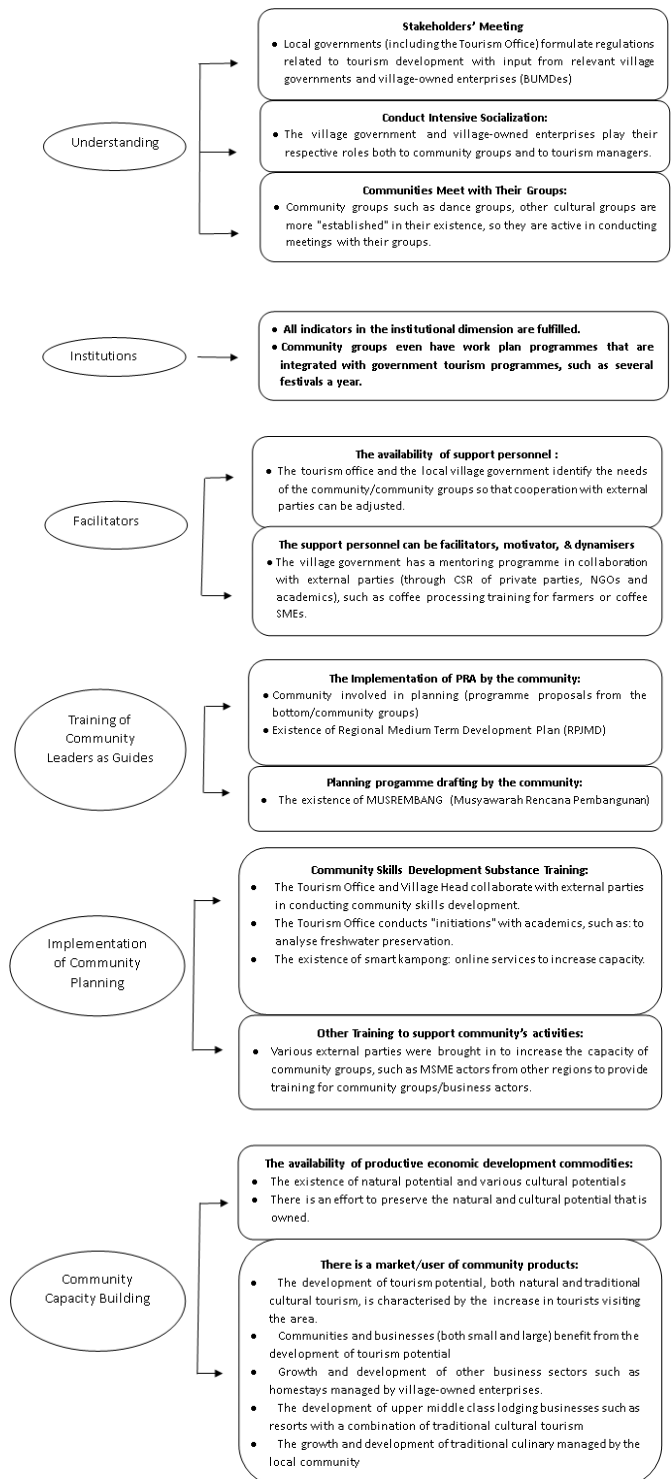


Figure 1. The Community Empowerment Model in Tamansari Village

Source: Research findings, 2019

Dimension of Understanding

The community empowerment model in Tamansari Village meets all indicators in the dimension of understanding. The first indicator is continuous meetings of all relevant stakeholders until reaching an understanding of the benefits and

functions of conservation area management. According to Chambers (1984b), this indicator is not only related to the benefits and functions of tourist area management, but also the understanding of stakeholders regarding rules/policies of tourist area management. It is further stated that the success parameters of this indicator are when stakeholders disseminate information about the functions and benefits of conservation areas, actively participate in conservation area management, and contribute to (tourism) conservation area management. Examined from these indicators, an understanding is reached in the community empowerment in Tamansari Village. During the Focus Group Discussion, it is revealed that stakeholders from the Local Government of Banyuwangi, the subdistrict, and the village (Head of Village and BumDes) are involved in formulating regulations for the development of this tourism village. Continuous meetings are held to discuss the mapping of the potential development of tourist areas, opportunities for collaboration, problems encountered, etc.

Subsequent to continuous meetings and the issuance of regulations/policies, the managers of tourism areas play an important role regarding this dimension, namely organizing intensive socialization about the benefits and functions of conservation areas. Referring to Chambers (1984b), socialization is carried out at the village, subdistrict, and district levels by actively involving the community. The success parameters of this second indicator include the existence of a schedule for socialization, the implementation, and the number of people attending the socialization aiming at motivating the community to maintain and preserve the tourist area. The findings show that the village government and BumDes of Tamansari Village play an important role as tourism managers and carry out their respective roles in conducting socialization to community groups regarding tourism programs/development. The interviews with Bumdes reveal that socialization is provided to community groups managing homestays, for instance related to visiting groups of tourists as well as stay and meal packages. The management of homestays in Tamansari Village is carried out under BumDes.

The third indicator of the dimension of understanding is the community actively holds meetings within their groups. The parameters of this indicator are not only measured by how active (frequent) the community groups hold meetings, but also whether good communication is established with tourist area managers or various related parties. Meetings with various parties are needed to discuss as well as discover solutions to problems and possible collaboration for the development of tourist areas. Several community groups in Tamansari Village, particularly cultural groups such as dance groups, actively organize meetings between their groups and the government. The meetings discuss tourism programs and capacity development that will be held annually.

The dimension of understanding can be said to be one of the strong dimensions in supporting the community empowerment model in Tamansari Village. It is evident hierarchically, starting from a meeting held by stakeholders to reach an agreement; followed by the socialization of the agreed policy by the tourism managers with incentives to community groups; then

as the smallest unit, the community groups hold active meetings with members and carry out active communication both with tourism managers and other parties.

Dimension of Institutions

Institutions are defined as rules created by humans to regulate and shape political, social, and economic interactions. The rules in this regard are related to formal rules (Laws, Regulations, Constitution), informal rules (social norms, conventions, customs, value systems), as well as the process of enforcing these rules. According to Chambers (1984b), the indicators in this dimension are the community establishes groups independently, formulating rules within the group, the availability of group management, group activities in accordance with the rules, and availability of group work plans. The rules referred to in the dimension of institutions are formal rules.

The first indicator is the community establishes groups independently, meaning groups are formed by the awareness (initiative) of the community.

The success parameters used are the presence or absence of a group name and documentation of group establishment. The next indicator is formulating rules within the groups (including those related to the articles of association (AD) and bylaws (ART)) and the imposition of sanctions. The third indicator concerns the availability of group management, the success parameters used are whether the group has a group/organizational management structure and is aware of the management duties. Furthermore, the fourth and fifth indicators are related to group activities and group work plans. The success parameters are the smooth implementation of group activities and the documentation of group work plans.

In the community empowerment model in Tamansari Village, the community groups have strong institutions. Referring to the aforementioned description, it is concluded that all indicators are met.

Community groups (such as groups of homestay owners, resorts, Mount Ijen guides, SMEs, etc.) not only have identities, but also applicable rules that regulate the groups, organizational structures, and work programs. Regarding the indicators of activities and group work plans, the findings show that community groups not only have independent work plans programmed for one year, but also several work programs that have been integrated with the tourism programs issued by Banyuwangi Regional Government (such as cultural festivals). It is expressed in an interview with Licin Subdistrict.

Dimension of Facilitators

In community empowerment, the role of facilitator is crucial for the sustainability of the community groups, namely in terms of increasing the competency and capacity of these groups. In the Focus Group Discussions, it is revealed that both the Office of Tourism and the Village Government identify the needs of community groups to ensure that collaboration with external parties as facilitators can be adjusted according to their respective needs. It is in accordance with the success parameters for this indicator, namely the number of facilitators is adjusted to the needs and the facilitators have the skills and knowledge according to the needs. Identifying

facilitators in accordance to the needs of the groups aims to enable the facilitators to be motivators for the community groups. The facilitators should have a mentoring work plan and provide information needed by the community groups. An interview with the Head of Tamansari Village reveals that the Village Government has a mentoring program in collaboration with external parties (through CSR from the private sector, NGOs, and academics). In addition, SMEs can provide facilitators with more advanced competencies, such as coffee processing training for coffee farmers/SMEs in Tamansari Village by SMEs from the Special Region of Yogyakarta.

Dimension of Implementation of Community Planning

It is the main dimension discussing PRA since it is related to the implementation of PRA by the community and the availability of preparation of activity plans by community groups. The research findings discover that this dimension is the strongest dimension of the community empowerment model in Tamansari Village. All indicators of this dimension are met, and new findings outside the indicators are also revealed. In the first indicator, namely the implementation of PRA by the community, Tamansari Village community groups are involved in program planning. Several program proposals originate from the bottom/community groups and are then discussed at regular stakeholder meetings. It means the community groups have awareness of potential tourism opportunities that can be planned or integrated into government tourism programs in Regional Medium Term Development Plan (RPJMD). It is conveyed in the focus group discussions that the RPJMD also includes several proposals from the bottom (community groups). One of the success parameters used in this indicator is the existence of funding support from relevant stakeholders for the work program. The Banyuwangi District Government shows its commitment by holding cultural programs (including those involving Tamansari Village community groups) at the annual cultural festival.

The second indicator is the preparation of activity plans by community groups. The parameters consist of the work plan is approved by the groups, socialized to stakeholders, and included in Development Planning Deliberation (Musrenbang). Tamansari Village has Village Development Planning Deliberation (Musrenbangdes) for each work plan/tourism program and Licin Subdistrict has District Development Plan Deliberation (Musrenbangkec). This dimension focuses on community groups to be able to prepare activity plans/work programs, which is the essence of bottom-up community empowerment. The Tamansari Village community groups are considered not only capable of preparing bottom-up work program plans, but also collaborating in implementing the planning (plan proposals from the government (up) and the community groups (bottom). In this regard, community planning receives a good response from the government.

Dimension of Community Capacity Building

This dimension strengthens the community empowerment model in Tamansari Village. Consisting of two indicators, this dimension continues to be implemented by related parties such as the Office of

Tourism and the Head of Village in collaboration with external parties (private sector, academics, and other regional SMEs). The first indicator is substance training for developing community skills. Training that has been held includes freshwater maintenance training, tour guide training, and others. The success parameters of this indicator include more qualified human resources who are able to handle the type of work required. Another parameter is mastery of technological development. In Licin Subdistrict, including Tamansari Village, technological development is pivotal in providing community services, such as smart villages where public services are provided online to accelerate the process. The services are also aimed at increasing capacity.

The second indicator is other training that supports community activities. Other training is held to support the core of local tourism. The supporting training is derived from the initiative of the Head of the Village/community groups based on a map of the needs of Tamansari Village community groups. It is as stated by the Head of the Village in the interview that coffee bean processing training is held to improve the skills of community groups/coffee SMEs even though coffee is not the main tourism resource of the village. The supporting training is expected to assist the community in developing businesses in other fields outside the main tourism sector of Tamansari Village, which is cultural tourism and natural tourism (Mount Ijen).

Dimension of Productive Economic Business Development

Bottom-up community empowerment is considered to have a long economic life, therefore this dimension is the basic capital that should be present. The basic capital referred to is the availability of productive economic development commodities, business facilities for productive economic development, and the existence of users/markets of the community business. Economic business development of a region begins with the availability of productive economic development commodities. In this regard, Tamansari Village has natural potential (Mount Ijen tourism). In addition, there is potential for quality creative products such as culture. It is coined productive economic business development due to the existence of not only natural potential, but also conservation efforts for the existing natural and cultural potential. The conservation efforts carried out include preserving nature, increasing production, and holding regular events and evaluation. Chambers (1984b) states that the success parameters of this indicator include good production of commodities, sufficient availability of raw materials for commodities, an increase in the income of the community, and support from stakeholders. The research findings prove that the sustainability of the natural and cultural potential of the village and the material benefits perceived by the community can serve as the success parameters of this indicator.

The next indicator concerns the existence of markets/users of the products of the community business. The research reveals several findings concerning this indicator. First, the development of tourism potential (natural and cultural tourism) is marked by an increase in visiting tourists. It is conveyed by Licin Subdistrict that the cultural tourism

packaged as an annual event renders it attractive for tourists to visit the village. Therefore, it can be concluded that the cultural tourism of Tamansari Village has its own market share among tourists. Second, the community and village business actors obtain material benefits from the development of tourism potential. This finding is in accordance with the success parameters proposed by Chambers (1984b), in which the community has activities/work as their livelihood. Third, the growth and development of other business sectors such as homestays managed by local Bumdes. The management of homestays in this village is carried out centrally by BumDes in accordance with the success parameter of this indicator, namely the absence of a monopoly on trade in the produced products. Fourth, the development of upper middle class resort business combined with traditional cultural tourism. This finding can be a reference for a success parameter, since the establishment of the resort business will increase the business network that is ready to accommodate business products produced by the community. Fifth, the growth and development of traditional culinary business managed by the local community. This finding is also relevant to the last parameter of this indicator, in which the products are sold accordingly. The products (in this regard natural and cultural tourism) that are marketed at prices that match the quality provided will increase tourist satisfaction to have an interest in visiting again (revisit intention and loyalty) and enjoying the cultural tourism offered.

The success of community empowerment is a form of synergy and continuity from the dimensions proposed by Chambers (1984b), namely understanding, institutions, facilitators, training of community leaders as guides, implementation of community planning, and productive economic business development. The following figure provides an illustration of the community empowerment model in Tamansari Village.



Figure 2. Community Empowerment of Tamansari Village

Source: Research Findings, 2019

Figure 2 illustrates that strong community empowerment should have seven dimensions that synergize with each other. The research findings show six dimensions that constitute the strength of community empowerment in Tamansari Village, namely understanding, institutions, facilitators, implementation of community planning, community

capacity building, and productive economic business development. Meanwhile, one dimension, namely training of community leaders as guides (highlighted in the figure, is assessed as the lowest dimension or a challenging dimension for community empowerment in Tamansari Village.

Dimension of Training of Community Leaders as Guides

This dimension consists of two indicators, namely training for community leaders as guides and work visits by guides to other more successful locations. This dimension is already present in the community empowerment in Tamansari Village, albeit not as strong as other dimensions in supporting the rural community empowerment. The word "guide" in this dimension represents individuals who recognize and understand PRA techniques; become facilitators in preparing Family Business Plan (RUK), Group Activity Plan (RKK), and Village Activity Plan (RKD); or act as community guides in implementing PRA. Thus, the word "guide" can be interpreted in broad and narrow definitions. In a broad sense, a guide can refer to the government, while in a narrow sense it can refer to a team of facilitators, trainers, and academics. The first indicator of this dimension is training for community leaders as guides. Observed from the broad definition of guide which refers to the government (provincial, district, and village governments), guides in Tamansari Village are already available and capable of guiding the community of Tamansari Village in implementing PRA. Meanwhile, in a narrow sense, guides from rural communities are still inadequate (except for cultural tourism guides). Trainers for coffee processing came from the Special Region of Yogyakarta while tour guides of Mount Ijen are autodidact.

The second indicator of this dimension is work visits by guides to other more successful locations. The success parameters of this indicator include the implementation of work visits to other locations for all existing guides and guides having broad insight and active communication with guides from other locations (Chambers, 1984b). Visits by guides at the government leadership level have already been carried out, such as visits to the Special Region of Yogyakarta and Bali, while visits at the technical guide level remain limited. It is revealed from interviews with village officials and Bumdes who aspire to organize visits to other more successful areas for tour guides to learn new things to be able to provide mentoring to community groups to become future tour guides. Thus, the success parameters are related to not only the current availability and capability to provide training in PRA to community groups, but also to sustainable availability and capability.

Discussion

The success of community empowerment in Tamansari Village begins with the ability to identify shared social problems such as community economic problems, job opportunities, culture to develop, and natural tourism potential. It is in line with the concept of community empowerment that it should focus on the needs of local communities, better access to resources, organizational management at the community level, and social preservation of environmental sustainability through community capability development (Sutawa et al., 2014). Good solutions are then developed and designed collectively

to later contribute to or resolve social problems. Social innovation should have the potential to improve the quality of life of particular communities (Pol & Ville, 2009) and create discontinuity with the past, in which new solutions improve the conditions of the community (Devadula et al., 2017) compared to previous conditions. In other words, social innovation supports the community empowerment model in Tamansari Village, allowing intersections between the concepts of community empowerment and social innovation. Scheyvens (2002) suggests that community empowerment is viewed from economic, social, psychological, and political dimensions. Observed from an economic and social perspective, community empowerment is income from activities related to tourism and access to productive resources. Examined from the social side, it is a situation where the community has a sense of cohesion and integrity strengthened through tourism. In line with the concept of community empowerment and in addition to being able to improve the quality of life, social innovation also has the ability to create social impacts (Martin & Upham, 2016; Martinez et al., 2017). The relationship between creating quality of life (economic improvement) and social impacts in terms of community empowerment and social innovation is evident in the dimension of productive economic business development. As previously explained, the community obtains material benefits from the development of tourism potential, such as the growth of other business sectors and the development of upper middle class resort businesses that combine traditional cultural tourism. Developing tourism potential while still instilling traditional cultural tourism is in accordance with social innovation that develops solutions from traditional knowledge/local wisdom of the community.

The community empowerment model in Tamansari Village is also viewed from the policy context, particularly modes of governance and institutions. As one of the strongest dimensions of the community empowerment model, institutions in the community empowerment model are rules, whether formal or informal, created from informal institutions, such as mutually understood customs, culture, and group values. Tamansari Village groups or communities gather and adhere to group values that they consider good in forming the behavior of their respective groups such as dance groups, creative product groups, and other cultural groups. Subsequent to forming informal values, the groups then have identities, create a structure, formulate mutually agreed rules and activities, and prepare joint work programs, one of which through integration with the annual programs of the government (festival). Referring to the concept of institutions by Williamson (2000), there are four levels of institutions based on social analysis. The two levels are the first level, namely social embeddedness and the second level, namely the institutional environment. At the first level, institutions that have been embedded in the community for a very long time and have served as a guideline for the community in life are also called informal institutions. Furthermore, at the second level, institutions are also called formal institutions, related to legal rules (specifically property rights). Good formal rules are expected to be created at the second level.

Community empowerment is bottom up, observed

from modes of governance that community empowerment is handed over to community engagement. It is evident in the findings in the dimension of understanding, in which the District and Village (Head of Village and BumDes) are involved in formulating regulations for the development of this tourism village. Continuous meetings are held to discuss and map potential development of tourist areas, opportunities for collaboration, problems encountered, etc. It is also evident in the dimension of implementation of community planning where community groups are involved in program planning and presenting the results to regular stakeholder meetings. In this context, the government uses community participation to identify and be involved in program planning. Community involvement has shown that non-state actors are also able to develop complex but informal rules, norms, and conventions that govern the allocation of natural resources (Ostrom, 1990); (Dolsak & Ostrom, 2003). However, using community participation in community empowerment does not necessarily mean that the government does not have a role. Sørensen and Eva og Torfing argue that the top-down form of government remains, yet there is a major shift in governance because public management is increasingly developing through pluricentrism (Sørensen, Eva og Torfing, 2012). The governance of community empowerment also implements a (top-down) hierarchy where state authority is used to promote order, rules, and collective capacity. It is evident in the findings in the dimensions of understanding and implementation of community planning. The results of identification and preparation of plans from the participation of community groups are formulated into regulations. Furthermore, the government is committed to organizing annual festivals.

The harmony of governance between community groups and the governments (Village, Subdistrict, and District) is not only visible in the two aforementioned dimensions. The relationship in the community empowerment model is evident in the dimensions of facilitators and community capacity building. Even though community empowerment is inseparable from the support of external parties such as the private sector, academics, and SMEs from other regions, the community groups still play the dominant role. Meanwhile, the government plays the role of facilitator, evaluator, and regulator. An important element in modes of governance is the principle of coordination. It is the main key to "governance order" (Capano et al., 2015), be it political, policy, or social relations. The principle of coordination is required either vertically or horizontally. Observed from the findings, the dimension of training of community leaders as guides presents a challenge due to the need for becoming sustainable. Community leaders as guides cannot solely rely on the autodidactic method as they also need relevant training. In addition, visits to other successful regional tourist locations can be included in planned needs. The community empowerment model applies seven dimensions in synergy, meaning that one dimension will influence the other dimensions. The principle of good coordination at the vertical and horizontal levels in fulfilling the dimension of training for community leaders as guides will re-evaluate the dimensions of understanding and preparation of PRA. The principle of good coordination between community groups,

tourism managers, and the government in the dimension of understanding and preparing PRA will generate positive results in other dimensions.

CONCLUSION

The community empowerment model in Tamansari Village meets the seven dimensions of PRA theory, although there are strongest dimensions and challenging dimensions. The community empowerment model in Tamansari Village contains a combination of social innovation and policy concepts. The combination is observed in seven dimensions, namely understanding, institutions, facilitators, implementation of community planning, community capacity building, productive economic business development, and training of community leaders as guides. Community empowerment is a form of social innovation. Social innovation is a concept for overcoming social/community problems. Social innovation implemented is rooted in traditional knowledge of the community and produces social and economic impacts, identified in the dimension of productive economic business development. Policy concepts, particularly regarding governance and institutions, strengthen the community empowerment model in Tamansari Village. In fact, institutions are one of the strongest dimensions. Even though community empowerment is bottom up, governance is not only concerning community participation, but also a hierarchy. It indicates that the government has an important role in collaboration with the community in promoting understanding, identifying needs and potential, as well as issuing government policies that regulate annual festival programs to provide a forum for the development of the potential of the community of Tamansari Village. Community empowerment originates from community awareness, strengthened by the role of government and the participation of various external parties (private sector, academics, and other rural communities). There are various parties involved in community empowerment, hence the importance of paying attention to the principle of coordination in governance.

Recommendation

The dimension of training of community leaders as guides is a challenging dimension due to its less strong role compared to other six dimensions in the community empowerment model in Tamansari Village. Preparing guides, particularly guides at the technical/operational level, is essential both in terms of sustainable availability and providing opportunities for these guides to visit other more successful areas. This recommendation is not only related to fulfilling technical matters and is not only intended for tourism managers. It is an essential element in modes of governance, namely the principle of coordination. Coordination is vital both vertically and horizontally to improve the principle of coordination in the dimensions of understanding and the preparation of PRA planning to avoid neglecting the needs that are considered important by the community or tourism managers.

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Attachment

Table 1. Concept Operationalization of Community Empowerment

No	Dimension	Indicator
1	Understanding	<ul style="list-style-type: none"> Continuous meetings of all relevant stakeholders until reaching an understanding of the benefits and functions of conservation area management Intensive socialization about the benefits and functions of tourist areas by area managers The community actively holding meetings within their groups
2	Institutions	<ul style="list-style-type: none"> The community establishing groups independently. Formulating rules within the groups Having group management Group activities in accordance with the rules Having group work plans
3	Facilitators	<ul style="list-style-type: none"> Availability of facilitators Facilitators are able to become motivators for the community. Facilitators are active in collaboration with the community
4	Training of community leaders as guides	<ul style="list-style-type: none"> Training for community leaders as guides Work visits by guides to other more successful locations
5	Implementation of community planning	<ul style="list-style-type: none"> Implementation of PRA by the community Preparation of activity plans by community groups
6	Community capacity building	<ul style="list-style-type: none"> Substance training for developing community skills.

7 Productive economic business development

- Other training that supports community activities
- Availability of productive economic development commodities
- Availability of business facilities for productive economic development
- Availability of markets/users of the products of the community business

Source: (Chambers, 1984)) reprocessed by authors (2019)