

# Making Public Participation Work: Encouraging Responsive Citizen Participation

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**Abstract.** Community Based Tourism is a tourism industry that promote community involvement (society) and environment. It aims to improve impact economic and social for the community in the context of the sustainability development goals. This article is about community involvement in the development framework at the local rural level. Characteristics of people who are less educated but loyal to the social order is the research setting. The public participation mechanism initiated by the local government has encouraged the responsive participation of local communities. The interaction of government actors and community agents in the implementation of tourism village policies describes an adaptive policy mechanism in the context of the environment and local communities.

**Keywords:** Community Based Tourism, Sustainability development goals, Tourism industry

## 1 Introduction

Communities in tourism destinations that then called the local community has the potential in the form of various activities that can be created into tourism products. Local culture, community heritage, and festival provides uniqueness and something new from tourist perspective. A society with knowledge and local policies will better understand the tourism products that are developed and the impact caused, compared with people from outside the tourism destination. Public Local communities also have a contribution in promoting tourism destination products, because local people are the main component of forming an image or destination image tourism [1]. Dogra and Gupta [2], stated that the community has strategic position in a tourism destination. Therefore, the sustainability of tourism destinations is highly dependent on level of community involvement in development tourism destination.

Community-based tourism is one of the types of tourism that include community participation as the main element in tourism in order to achieve sustainable tourism development goals [4]. This understanding is in line with thinking Timothy and Boyd [3], who mention tourism community-based as community participation in tourism development. In this case, community participation This can be done in two ways, namely: getting involved in decision-making process and benefit sharing tourist. To realize the implementation of a good tourism village development, it is necessary to have communication, both from the village government and the local community. The establishment of good

communication in the process of cooperation between the actors involved can realize the creation of a sustainable tourism village. One form of communication that is carried out is through a collaboration model or collaborative governance. Collaborative governance is a theory used to solve a problem. Collaborative governance is the right instrument to confront the problem, because collaborative governance creates shared ownership of the problem. Ansell and Gash [6] state that collaborative governance is a new strategy in governance that makes various policy makers gather in the same forum to create a common consensus. Furthermore, Ansell and Gash define collaborative governance as an arrangement of governance in which one or more public institutions directly involve non-governmental actors in a collective policy-making process that is formal, consensus-oriented, and consultative with the aim of making or implementing public policies, manage public programs or assets.

Local community involvement in development tourism is the main condition to ensure sustainable tourism development [6,7]. Local community involvement in the development of tourism, related to terms of participation, empowerment, or planning participatory. So far, local people are seen as passive and reactive stakeholders [8,9]. Through development tourism, local communities are believed to be able to become proactive stakeholders. Developed tourism can not only be described as tourism-based local communities but also as development sustainable tourism created by local communities.

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In this context, the local community collectively and creatively able to create products and experiences quality tourism through local community participation in the tourism planning and management process [9]. Community-based tourism products local is understood as a tourist pull factor created by local communities based on sources tourism power or the uniqueness possessed by the community local itself. Reid, et al. [10] also stated that tourism products can be identified based on their uniqueness owned by the local community and their conformity with the targeted market.

So the purpose of this article is to describe how the interrelation of community and government participation in the implementation of tourism village policies in Gresik Regency, Indonesia. The focus of the study is based on three aspects of the formation of a tourist village, namely, the potential of the village, the interest and readiness of the surrounding community, and the ideas or concepts offered.

## 2 The Method

The method used is a qualitative approach. It is used to describe and provide an overview of the mechanism for community participation in the implementation of tourism village policies, starting from the initial planning of ideas, implementing ideas, to village management. Data collection techniques used include in-depth interviews, observation, and documentation. Interviews were used as the main technique in data collection. This research uses multiple triangulation including source triangulation, method triangulation, and theory triangulation. Source triangulation is done by checking the data that has been obtained from several sources and then analyzed so as to produce a conclusion and then seek agreement with three other data sources.

## 3 Discussion

Rural tourism can be seen as tourism growing in rural areas. But basically, Rural tourism can not only be understood based on only geographical aspect, but also an integral part of inseparable from the environment and community life local [11]. For that then Rural tourism should ideally fulfill several criteria, namely:

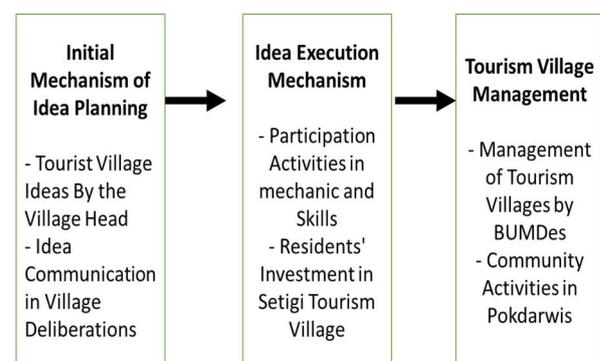
1. located in a rural area
2. Carry out rural functions
3. Small scale
4. Traditional
5. Grow slowly and balanced
6. Managed by local community.

### 3.1 Communicating Ideas

The idea of a tourist village originated from the idea of the village head during the election campaign. The elected village head has an idea in solving problems related to environmental pollution in the village caused by piles of garbage. Ignorance of the community at the site of the former limestone mine. resulting in an unfavorable environment. For this reason, the head of the village offered the idea to turn the non-productive

location into a tourist attraction. Setigi tourism village is an idea that can solve three existing problems, namely, ex-mining excavated land, former waste disposal and alleviating community unemployment.

As an effort to realize the work program and vision and mission after being elected, the village head always communicates with the community (both those representing the village representative body, as well as administrators and community leaders). Regular village meetings are held to communicate ideas, programs, and village government activity plans to villagers. The parties involved in this village meeting include the village government, community representatives, community leaders, and village activity activists. Village meetings are held to discuss various matters related to the development of tourism village policies, starting from the policy planning stage regarding tourism village development to the evaluation stage of tourism village development.



**Fig. 1.** Mechanism Communicating Ideas

Through Figure 4, it can be seen that there is a process of participation carried out by the community in implementing the Setigi tourism village policy. The process occurs in stages starting from the idea planning mechanism to the Setigi tourism village management mechanism. In addition, it is also known that the participation mechanism is offered by actors who have ideas or in this case the village head to be implemented by the community.

Sustainable tourism development requires involvement of all relevant decision makers and strong leadership to ensure growth participating spaces especially for local communities. Sustainable tourism must also be able to provide satisfaction and awareness for tourists about issues sustainable development.

### 3.2 Guided Responsive Participation Activities

The development of a tourist village requires three components, namely (1) the existence of available tourism potential such as land, location, area and ecosystem that can help develop tourist destinations in the future. (2) The second component, namely the interest and readiness of the surrounding community. (3) The third component, namely the idea or concept of a tourist village offered must be unique and different from the others. The development of a tourist village must prioritize community participation, because the

development of a tourist village must integrate attractions, accommodation, and supporting facilities in the structure of community life and integrate with the procedures and traditions of the local community.

In the stages of the participation mechanism carried out by the community in implementing the Setigi tourism village policy, it was found that the actual participation that occurred in the village community was controlled by the village government. so that the participation that emerges is conditioned participation. The conditioning party is the actor who has ideas in planning the development of Setigi tourism village policies, namely the village head.

In the process, the village head becomes the initiator in planning for village tourism development. The village head is the main actor who has the idea. Not only that, the village head also constructs the idea in the village meeting and then coordinates the idea with the community. So in this process it was found that the mechanism that occurs in the implementation of the Setigi tourism village policy takes place on a top-down basis.

If the mechanism occurs on a top-down basis, then community participation tends to be responsive, namely responding to what has been offered by actors who have ideas and are not innovative. In the end, the mechanism that emerges is the hegemonic mechanism. Where the encouragement given by the village government is not coercive. However, in the process, the participation is built in such a way that the community has the enthusiasm to participate and participate in having village tourism

The efforts made by the community in building the spirit of participation and pride in village tourism can be seen through the formation of tourism awareness groups (Pokdarwis). In simple terms, it can be explained that through Pokdarwis the community feels proud and participates in owning the Setigi tourist village. This is reflected in the slogan of Pokdarwis Pelangi which reflects the pride of its members for village tourism, namely, "We Pokdarwis Pelangi Setigi are proud of village tourism."

Important issue What needs attention is the impact of tourism development on rural areas. A number of The literature shows that the impact of tourism on rural areas will vary depending on the number and type of tourists visiting, organization tourism products, integration of tourism in rural community development, and stages in the life cycle tourism destinations [12,13]. These studies also state that apart from local community skills, coordination and control will determine the impact of rural tourism

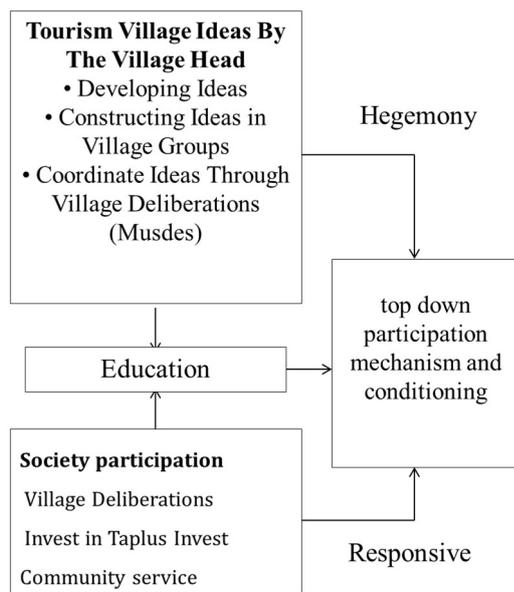
### **3.3 Mechanism of Participation in Policy**

In this process, the village government is indirectly carrying out community empowerment efforts to realize the welfare of the village community. In addition, the village government also provides education to the village community. In this case the existing mechanism occurs in a planned, structured and systematic way. This is done by the village government because Human Resources or the community do not have the skills as

expected. So that the village government through the village head takes the initiative to offer ideas that have been adapted to the potential of both the community and the surrounding environment. In this case, community participation is an effort to empower the community through village tourism policies.

In the process, the community is not only used as an object but also a subject in the empowerment effort. In other words, the community does not only carry out what has been offered by the structure or actor who has the idea, but the community is also involved in every stage of implementing the idea. Research data indicate that community participation in the development of Setigi tourism village policies occurs conditionally. Conditional participation is a form of participation where the community is not the originator of ideas but participation occurs because there are ideas offered by actors who have ideas. So that participation occurs conditionally. If there is an idea or a driving actor then participation will occur, but if there is no idea then participation will not occur.

The process of community participation is driven by ideas offered by actors who have the authority or structure to make policies. As happened in the development of the Setigi tourist village, where the community participated because there were ideas that had been offered by the village head. In contemporary cultural theory, it is stated that the dominance of the structure to allocate community activities is carried out by relying on coercive power, so that the real results achieved are called "dominance". This theory was presented by Antonio Gramsci in his thoughts which was later referred to as hegemony. Hegemony is a chain of victories that is obtained through a consensus mechanism and not through oppression of other social classes. Hegemony according to Gramsci is said to be a relationship of agreement by using leadership and ideology so that it is not domination by using violence. That's why hegemony is essentially an effort to lead people to assess and view social problems within a defined framework. Hegemony occurs when people accept and imitate the way of thinking, way of life, and views of groups that exploit them so that obedience and acceptance of the situation will arise [14].



**Fig. 2.** Community Participation Mechanisms

Figure 2 illustrates that community participation in the development of tourism village policies occurs in several stages from the planning stage to the management of the Setigi tourist village. The first mechanism is the mechanism in idea planning which occurs in two stages, namely the stage of the birth of ideas by the village head and the stage of communicating ideas in village deliberations. The second mechanism is the mechanism for implementing ideas which occurs in two stages, namely structured participation activities and the stage of gathering community power through responsive participation.

In other words, the construction of relations that are built based on patron-client, by identifying himself as a patron through his knowledge and experience in government bureaucracy. While the inclusive elite is elite category who are relatively willing to share knowledge and experience. This group has private experience especially in the field of tourism, so it has a habitus also typical is working in a team and work-oriented individually measurable. These characters encourage the establishment of relationships a cohesive and intimate social relationship with respect for capacity each. This elite group believes it is impossible work and succeed alone because you are used to doing cooperation, thus respecting the abilities of the members in the team. The relationship that is built is relatively fluid and warm, frame positional awareness in the team is not superior-subordinate bureaucratic version but friendship (partner). Therefore, there are differences between the two tourism elite groups

## 4 Conclusion

Based on the results and discussion presented, it can be concluded that the mechanism of community participation occurs conditionally and the form of community participation in village tourism is an empowerment effort carried out by the Village

government for the welfare of its people. This conditional mechanism occurs in three mechanisms, namely the mechanism in idea planning, Idea implementation mechanism. And the last mechanism in the management of tourist villages.

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