




Village Autonomy and Social Empowerment: The MSN-Approach Model in Tourism and Creative Economy Development Policies in Bromo Tengger Semeru National Park

Ulfa Binada^{1*} , Cristian Baik Budi Hasilohan Sinaga² , Nabilah Luthfiah Chusnida³ 

¹SmartID Indonesia, Indonesia | Department Government Sciences, Universitas Brawijaya, Jawa Timur, Indonesia.

²Department Government Sciences, Universitas Brawijaya, Jawa Timur, Indonesia.

³Department of Law, Universitas Pembangunan Nasional Veteran, Jawa Timur, Indonesia.

*Correspondence : ulfa_binada@yahoo.com

ARTICLE INFO

Article History

Submitted; [August 30, 2021](#)

Revised; [September 10, 2021](#)

Accepted; [September 20, 2021](#)

Available online;

[September 26, 2021](#)

Keyword

Village Autonomy
Social Empowerment
MSN-Approach

ABSTRACT

The village government carries out village development in accordance with Law No. 6 of 2014 concerning Villages. One of the public policy models that can be implemented based on village autonomy is MSN-Approach with 3 dimensions namely mentality, systems, and networking. This study uses a qualitative approach with data collection techniques that include direct observation, in-depth interviews, document processing (written documents), and interactive dialogue through focus group discussions (FGD). This research was carried out in Wonokitri Village, Tosari District, Pasuruan Regency. This research resulted in a community empowerment design carried out by the Bromo Tengger Semeru National Park Center (BB TNBTS) with the Tengger community in Wonokitri Village, especially the Hulun Hyang Farmer Group. The community empowerment focuses on the conservation of Edelweiss Flowers and the development of supporting destinations for the National Park. Bromo Tengger Semeru. Through the Decree of the Head of the East Java SDA No. 110/K.2 /BIDTEK.1/11/2018, Hulun Hyang can officially cultivate Edelweiss Flowers ex-situ for customary, conservation, economic needs and the opening of village tourist destinations. Furthermore, to accelerate village development and tourism in TN. Bromo Tengger Semeru, the village government collaborates with the private sector to manage the village's potential which includes jeep and homestay rentals through one-stop services (website and mobile application).



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INTRODUCTION

Since the enactment of Law Number 6 of 2014, the implementation of the village autonomy system has received responses from various parties to carry out evaluation and control. Evaluation and control are carried out on the performance of village officials and subordinate institutions, such as Village Owned Enterprises, Tourism Awareness Groups, associations and several other groups. The evaluation and control efforts are expected to be

able to improve the government performance and create public service innovations. According to the Regulation of the Minister of PANRB No. 30/2014 public service innovation is a service breakthrough starting from creative ideas / ideas that modify and provide mandates to the community. According to Kuratko, innovation consists of 4 types which include discovery, development, duplication, and synthesis ([Setijaningrum, 2017](#)). Villages that have gained autonomous rights are not yet sufficiently able to manage local potential and resources. This is evidenced by the lack of government innovation created. Whereas Law No. 6 of 2014 on Villages has guaranteed to the village government to manage the potential in the region as needed.

But in fact, after 6 years running since the enactment of the law, not many villages in Indonesia are able to maximize this opportunity ([Agustina, 2019](#)). The Ministry of Villages and Disadvantaged Areas categorizes village development into 4 categories, namely, developed villages, developing villages, abandoned villages and very lagging villages. Villages with independent status are only about 4.46% or 3,272 villages, while villages with advanced status amount to 15,331 villages or about 20.91%. Villages with developing status occupy the most positions around 51.92% or about 38,061 villages, the rest of the villages are left behind with the number of 16.49% or 12,090 villages and villages are very behind with the number of 4,553 villages or about 6.21% ([Kemendes PDTT, 2021](#)). In the rural area development program, one of the efforts to accelerate development is through village tourism. Villages that have tourism potential are expected to maximize their autonomous rights to develop existing tourist destinations. These destinations include landscapes and the potential of human resources as tourism actors.

According to ([Antara & Arida, 2015](#)), tourism village is a form of integration between accommodation, attractions and supporting facilities that are presented in the structure of community life and integrated with tradition. Tourism villages are based on the overall potential of the countryside, natural attractions, traditional traditions or rituals, and other unique elements that attract tourists ([Antara & Arida, 2015](#)). In 2015, 169 countries in the world chose tourism as the main potential of the country's development. The country makes the concept of sustainable tourism to achieve maximum tourism development in 2030 ([Rosato et al., 2021](#)). In 2020, tourism movements are slightly hampered due to the COVID-19 pandemic in the world. This condition does not turn off tourism life in full, but only decreases state revenue from the tourism sector to below 50% ([Scarlett, 2021](#)). Businesses in various countries place tourism as a sector that is able to reduce poverty and improve social welfare. Community support to create inclusive tourism is urgently needed. Society becomes the main actor in efforts to improve social welfare by becoming a professional tourist ([McCabe & Qiao, 2020](#)).

From various studies show that there is an increase in social welfare and health after tourism. The actors and actors involved in the world of tourism get a high economic improvement ([Ladkin et al., 2021](#)). Sustainable tourism should also pay attention to aspects of population density in tourist areas ([Wijayanto et al., 2020](#)). The area that is the main destination for tourism development will be a place to live for everyone because there is social security through tourism. Population density in urban areas will shift in tourist areas, if not controlled by the government. The shift of urban communities to tourist attractions is becoming a new problem in various regions of the world. Although it has not been a serious problem because the amount of land in the tourist area is still quite large ([Mikulić et al., 2021](#)). Bromo Tengger Semeru National Park, the potential of villages in this area can be developing ecotourism based on local wisdom. According to Hill and Gale, ecotourism can be viewed from five core elements which include, being natural, ecologically sustainable, an educational environment, prioritizing local community culture, and prioritizing tourist satisfaction ([Hill & Gale, 2009](#)).

Bromo Tengger Semeru, the development of ecotourism is very appropriate, considering the potential for natural tourism in this area is very high. According to Robert and Hall in a book written by Chuang, it is stated that in rural tourism there must be traditional cultural values and a simple lifestyle ([Kim & Park, 2021](#)). The concept of community-based ecotourism is very appropriate with the development of village tourism. This is related to the life of the Tengger

people who uphold traditional and cultural values. With tourism, the village community can take advantage of these values and culture as a tourist attraction. There are several points that cause the low level of innovation in village governance. The most important point is human resources (HR) who are the technical implementers of development and government implementers. Human resources are still a classic problem in development indicators in Indonesia. The low level of education of rural communities is a major weakness in creating innovation. This low level of education must be immediately improved through community-based education or community empowerment. Human resource development through education is expected to be able to create strong, skilled and intelligent, hardworking, productive and innovative resources ([Barthos, 1999; Wijaya & Ishihara, 2018](#)).

Community empowerment through intensive training and mentoring is proven to be able to support increasing knowledge of village officials and village communities. Education in an organization is a process of developing individual abilities through training ([Notoatmodjo, 2003](#)). But unfortunately, the current community empowerment programs are not sustainable or only ceremonial. In fact, in building human resources through education it takes a long time, it cannot only be completed with one program implementation. In village development efforts, apart from focusing on infrastructure development, it must also focus on human development. Considering that currently the village already has a Village-Owned Enterprise and several other formal institutions such as the Tourism Awareness Group and the association. Therefore, human resource development must be intensively carried out, starting from skill development to knowledge. Members or people who are registered in an organization or company are the main driving engine ([Obedgiu, 2017](#)). Thus, human resource management continues to be needed as long as the organization is running.

Human resource management is part of management which includes planning, organizing, and directing ([Benjamin, 2017](#)). With resource management carried out by the village government and group leaders, it will support the acceleration of the development of rural tourism areas. Furthermore, the level of public policy creation through Village regulations and/or village head decisions are also still minimal. This point is a supporting indicator in the development process that creates public service innovation. Through Perdes, village governments can create innovative, effective and efficient village-scale policy systems ([Hariyati et al., 2021; Kusumaputra et al., 2018](#)). This government system innovation supports the implementation of village autonomy in accordance with Law no. 6 of 2014 concerning Villages. In addition, the village government can determine the institutional structure under it. These institutions include Village-Owned Enterprises, Tourism Awareness Groups, village associations and several other groups. The village government can also make a village-scale strategic plan through the Village Development Planning Consultation ([Thakali, 2012; Jaelania & Karjokoc, 2020](#)).

Although Village Development Plan Deliberation (MUSRENBANGDES) has been held every year, however, the substance of the discussion and technical realization of the Strategic Plan only focuses on physical development such as roads, buildings and drainage. Autonomous rights granted by the central government to village governments have not been able to make innovations that have an impact on human development and innovation in public services. The cooperation of the village government with private institutions to improve the performance of the village government also needs to be carried out. In governance, the concept of cooperation between the government and external or private parties is referred to as collaborative governance ([Ansell & Gash, 2008](#)). The collaborative governance model requires all stakeholders to be involved in development efforts, starting from the government, private sector and community ([Johnston, 2000](#)). In the implementation of development, of course the village government faces various obstacles that cannot be resolved alone.

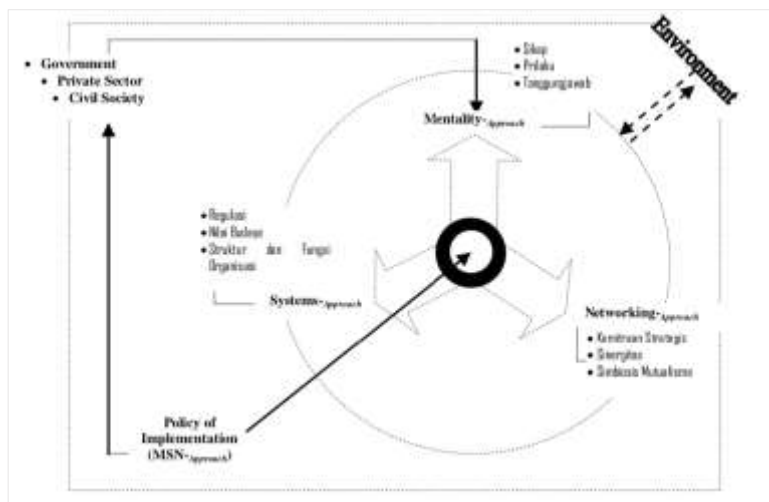
This is evidenced by the lack of innovation in tourism services created in the TN area. Bromo Tengger Semeru. According to O'Leary and Bingham, with collaboration, all organizations will facilitate and carry out development tasks. Thus, solving development problems will be more easily and quickly resolved ([Sudarmo, 2015](#)). In addition, the collaboration process aims to manage village resources and potential for the welfare of rural

communities, improve human development and support the acceleration of the development of tourist areas in TN. Bromo Tengger Semeru.

RESEARCH METHODS

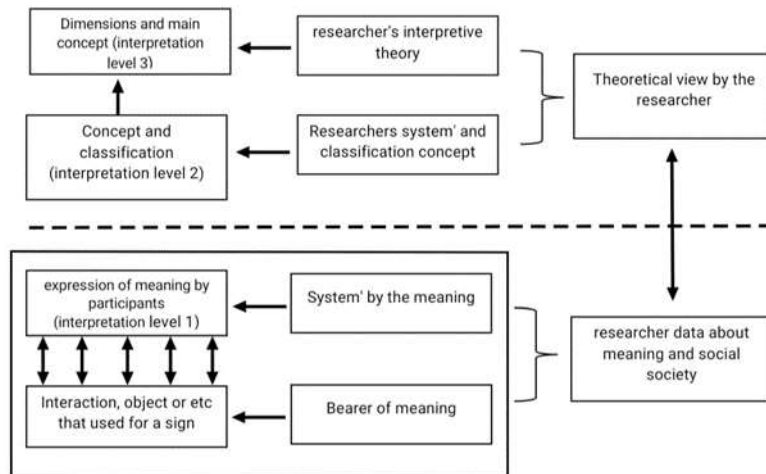
This study uses a qualitative research approach in qualitative approach which seeks to find and analyze what is hidden behind a phenomenon (symptom) or a symptom (Strauss & Corbin, 1997). This study focuses on tourism development policies in the buffer village of Bromo Tengger Semeru National Park. Data collection techniques in this study with 3 methods, namely direct observation, in-depth interviews and document processing (Patton, 1990). Furthermore, using interactive dialogue techniques with the focus group discussion (FGD) method. The FGDs were carried out in villages listed as buffer villages, namely Wonokitri Village, Tosari District, Pasuruan Regency. By focusing on policy studies through the MSN-Approach theory. This study reviews the institutional model, regulation, cooperation model and implementation of policies on the strategic development plan (Purnomo et al., 2020). Researchers observe work programs, activities, events and the process of implementing policies technically.

Furthermore, from the data obtained, the researchers processed according to the MSN-Approach study. MSN-Approach includes Mentality: attitude, behavior and responsibility; System: regulation, cultural values, organizational structure and function; Networking: strategic partnership, synergy and mutualism symbiosis. MSN-Approach includes Mentality: attitude, behavior and responsibility; System: regulation, cultural values, organizational structure and function; Networking: strategic partnership, synergy and mutualism symbiosis. MSN-Approach includes Mentality: attitude, behavior and responsibility; System: regulation, cultural values, organizational structure and function; Networking: strategic partnership, synergy and mutualism symbiosis.



Picture 1. Theory MSN-Approach. Source: (Yulianto, 2008)

The MSN-Approach model was developed by Yulianto Kadji with the key words that the reality of an implemented policy will be in direct contact with the three dimensions of the policy of stakeholders, namely the government, the private sector, and the community (civil society). From the use of the MSN-Approach theory, the researchers then used triangulation techniques as a data validation method. Furthermore, the analytical technique used is qualitative data analysis using the concept of interpretive theory development proposed by Wuisman. The starting point in this analysis is not only empirical observation, but also the understanding of the meaningful realities expressed by members of a particular group. The data from this study were taken for 2 years starting from October 2018 to November 2020 in the TN buffer area.



Picture 2. Analysis Model "Development of Interpretive Theory".
Source ([Wuisman, 2013](#)).

RESULTS AND DISCUSSION

Tourism and Creative Economy Development Through Social Empowerment.

In an effort to accelerate village development in the TN area. Bromo Tengger Semeru, the central government has collaborating with several ministry institutions, ranging from the Ministry of Environment and Forestry, the Ministry of Tourism and Creative Economy, the Ministry of Villages and Disadvantaged Regions, the Ministry of Information Technology. The collaboration between these several ministries is through a strategic plan that focuses on the development of the National Park area. Bromo Tengger Semeru as a national priority destination. From the institutional structure above, it is to manage the natural resources and potential that exist in TN. Bromo Tengger Semeru requires coordination and cooperation from various sectors, both vertically and horizontally. Therefore, the policy makers in this area are intensively coordinating. The results of the coordination are aimed at improving tourism services through public service innovation. First, the Bromo Tengger Semeru National Park Center (BB TNBTS) is a Technical Implementation Unit (UPT) of the Ministry of Environment and Forestry (KLHK).

This institution has the function of implementing conservation and technical implementation of tourism. TN status. Bromo Tengger Semeru as a conservation area, causes the UPT from the KLHK to take control. This is different from tourist areas in general which are controlled by the Ministry of Tourism and Creative Economy and the local government / village government. Tickets that come in from tourists will be distributed to the state with the status of Non-Tax State Revenue (PNBP). This scheme then caused the local government and the buffer village government to compete to profit from the tourism of Mt. Bromo and Mt. Semeru through the potential of their respective regions. One of the strategies taken is to create new destinations in the buffer zone of the National Park. Bromo Tengger Semeru. In addition to adding destinations to increase Village Original Income, this destination is also an effort to suppress the high number of visitors in the core area. Considering the TN area. Bromo Tengger Semeru is a conservation area that must be maintained. Institutionalization under the village government was further strengthened through the establishment of Village Owned Enterprises, Tourism Awareness Groups, and village associations.

The association includes the jeep association, the homestay association, and conservation groups such as Hulun Hyang. In general, these institutions are formed evenly in all the buffer villages, but due to the limited capacity of human resources, Tourism at the local level is a method of equitable development of regions in various countries. By placing tourism as a sector that is able to have a big impact on the development of the country, then development in the region must also be carried out ([Chin et al., 2014](#); [Chen et al., 2017](#)). Tourism in the village is also expected to be able to realize environmentally minded tourism development. Various countries in the world have been negatively affected by tourism

development that does not pay attention to the environment and ecosystems. Many of the animal and plant habitats were damaged by human visits. Tourism that pays attention to environmental sustainability supports the creation of animal and plant sustainability (Flower et al., 2021; Bellavista, 2013). Bromo Tengger Semeru National Park area is a conservation area that protects many animals and plants. The expansion of tourist areas in this area must be closely monitored to protect the environmental ecosystem.

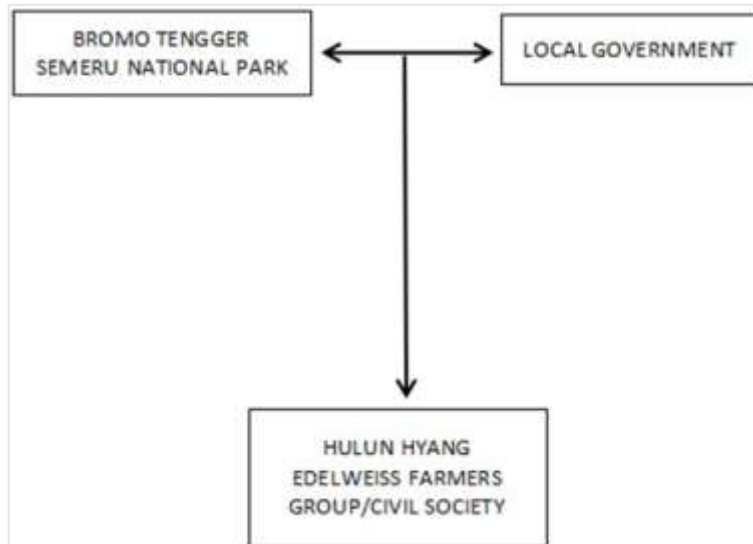


Figure 2. Edelweiss Flower Conservation scheme in Wonokitri Village. Source: Researcher Process, 2021

One of the villages that has succeeded in developing supporting destinations is Edelweiss Park in Wonokitri Village, Tosari District, Pasuruan Regency. With the guidance of BB TNBTS, the conservation efforts were developed through ex-situ conservation on village-owned land carried out by the Hulun Hyang Edelweiss Farmer Group starting in 2016. In 2018, the conservation of Edelweiss Flowers continued to grow, until in early 2019 it received funding for the development of the park as a village destination and supporting the main destination of TN. Bromo Tengger Semeru. There are several reasons for the conservation of Edelweiss Flowers, namely Edelweiss Flowers as the main offering material in every Tengger traditional ritual; the current existence of Edelweiss Flowers in the TN area. Bromo Tengger Semeru is dwindling due to poaching and its status as a protected plant by law; and as an effort to support the conservation program of the Ministry of Environment and Forestry. In the implementation of the Edelweiss Flower conservation policy through community empowerment, it was received positively by the Tengger community in Wonokitri Village. This is shown by their active involvement in planting Edelweiss flowers in the yard of the house and around village roads.

On the other hand, the farmer group that used to be 12 people has now grown to 30 people. This increase shows the significance of the efforts made in conservation efforts and the success of community empowerment programs, both accompanied by an understanding of local culture and customs as well as other factors such as beautifying the appearance of the yard and village streets to increase the promotion of villages adjacent to Bromo Tengger Semeru National Park. BB TNBTS also conducts assistance efforts to groups in accordance with the mandate of Ministerial Regulation No. 43/2017 regarding community empowerment in the Nature Reserve Area (KSA) and Nature Conservation Area (KPA). The activities carried out are in the form of mentoring, training and counseling. This is to support the success of the group and village development. In addition, BB-TNBTS conducts outreach efforts to the community so that people understand and maintain the sustainability of edelweiss. In carrying out empowerment activities, the farmer groups are actively involved with assistance provided by the BB-TNBTS.

This refers to efforts to increase the capacity and quality of farmer groups before being able to independently manage the place and preserve the edelweiss flower. This also has an impact on increasing local youth human resources who feel the impact of development on their respective individuals. Starting from the formation of awareness of the conservation of Edelweiss Flowers which then moves them to do better and progress. Although the incentives are still in the form of self-development and have not received benefit incentives such as money and other awards. In the early stages of implementing the policy after the formation of the group, there was a problem of misunderstanding about the ways and perceptions of the conservation of the Edelweiss Flower. This is related to the initial attitude of the group who experienced a lack of confidence in the implementation of the conservation policy. According to the assistant from TNBTS, he stated that the group's lack of confidence stemmed from the perception that there was no meaningful incentive for what to do in the future. On the other hand, this has an impact on the implementation pattern that seems lazy.

This is also because we see that other sectors, such as tourism, are more promising than just managing Edelweiss Flowers which are still unknown in the future. Nevertheless, This explains that there is an attitude of distrust that arises because of the public perception of edelweiss which usually grows wild in nature. This also has an impact on other perceptions that develop related to incentives. On the other hand, if the effort seems forced in its implementation, it will cause shock from group members because of their lack of example in cultivating the garden. So in terms of communication and building trust, TNBTS tried to convince and explain in a simple and comprehensive manner with the existing parties. This was done before the formation of the Hulun Hyang farmer group. This method is done so that the community is more confident in the efforts and policies implemented in relation to the sustainability of their customs and lives in the Tengger area. At that time, the BB TNBTS gave a kind of warning to the group to be more confident in carrying out conservation efforts and developing Edelweiss Park destinations.

This is given as an effort to control and shock therapy to groups and communities involved in conservation efforts. This is also evidence of the seriousness of BB TNBTS in implementing conservation policies/programs and developing destinations in Wonokitri Village. The Wonokitri Village Government took a stand to participate in the policy, by assisting in the management of supporting administration. The BB TNBTS said there were doubts from the community and groups to be able to carry out conservation at the beginning of the establishment of farmer groups. This is due to the member's "money oriented" mindset. Meanwhile, the benefits of conservation efforts and the development of tourist destinations cannot be felt in a short time. At a certain point, with the holding of outreach efforts and guidance to the community and groups, eventually a change of understanding began to occur that if the interest was cultivated properly and correctly it would provide high benefits, both in terms of fulfilling traditional and religious needs as well as other matters from an economic point of view.

The village government and subordinate agencies made it clear that the group worked slowly and was accompanied by a kind of shock therapy as a form of encouragement. This proves that conservation work and community empowerment development must be monitored/controlled carefully in order to produce good results. On the other hand, this proves that the community still needs to be guided and given signs that what has been done will actually have a good impact on their lives if it is done completely according to what was planned. Although in the process there appear to be obstacles, it is necessary to understand that there must be an attitude and behavior orientation so that the policies/programs carried out run according to the agreement. Along the way, the existing obstacles are still related to the group's self-confidence and the level of participation of the group and the community. Interestingly, even though this is considered an obstacle, simple efforts to convince are the main keys to implementing policies on community empowerment in Wonokitri Village. Participation carried out by the community is limited to planting edelweiss plants around the yard of the house and on the side of the village road.

This is evident from the actions of groups and communities that are oriented towards the alignment of religious values and economic values contained in the conservation of Edelweiss Flowers. Apart from being a material for offering traditional Tengger rituals, currently Edelweiss Flowers have an economic value that provides benefits for them. On the other hand, the researcher found that the participation carried out by the community was quasi-participation. This is shown by the participation of the people who are moved because it is only a momentum, such as planting around the village and their yards and only on traditional days. Active participation is only carried out by people who are members of the Hulun Hyang Farmer Group. Starting from the initial activities of seeding, planting, According to Edward Inskep in a book written by Kusworo, explaining that in the implementation of the development of tourist destinations, at least 3 elements are needed which include natural attractions, tourist attractions and artificial attractions ([Edward, 1994](#)). With the existence of a cafe in Edelweiss Park, it is a form of crocodile attraction that combines the attractiveness of Tengger culture. In addition, with the concept of nature conservation, it has fulfilled the attraction of nature. Moreover, currently Hulun Hyang has opened training and apprenticeships to the public related to conservation and community empowerment, especially to students and universities.

Edelweiss Flower Cultivation as A Local Branding Business and Tourism Development.

In the implementation of conservation policies, the main target to be achieved from the existence of Ministerial Regulation No. 43/2017 is the realization of conditions for the community to be able to independently manage conservation and develop their territory in order to increase human resource capacity. This refers to the gradual increase in awareness and empowerment of the Hulun Hyang Farmer Group which can then become a milestone for environmental conservation and the preservation of the Edelweiss Flower as an icon of supporting the culture of the Tengger people's life. The basis for the conservation implementation carried out by Hulun Hyang is the Decree of the Head of the East Java Natural Resources Conservation Center No. SK.110/K.2 /BIDTEK.1 /KSA/11/2018. Through this decree, The Hulun Hyang Farmer Group has the right to conduct ex-situ breeding of Edelweiss Flowers and use them as souvenirs to improve the economy of the community and village. From the success of the conservation of the Edelweiss Flower, it is proven to be able to increase the attractiveness of tourists in TN. Bromo Tengger Semeru.

This will then become a special attraction for tourists and have a high selling value, because it is considered legal to do and is a product of breeding that does not violate the law. In addition, it also does not violate the provisions contained in Ministerial Regulation 20/2018 regarding the list of protected flora and fauna. This will then become a special attraction for tourists and have a high selling value, because it is considered legal to do and is a product of breeding that does not violate the law. In addition, it also does not violate the provisions contained in Ministerial Regulation 20/2018 regarding the list of protected flora and fauna. This will then become a special attraction for tourists and have a high selling value, because it is considered legal to do and is a product of breeding that does not violate the law. In addition, it also does not violate the provisions contained in Ministerial Regulation 20/2018 regarding the list of protected flora and fauna. Environmental conservation is an effort by the government to reduce the negative impact of tourism on the social environment.

Various studies show that natural tourism causes major environmental and ecosystem changes. Therefore, the government must balance nature through sustainable tourism ([Ke, 2012](#)). In addition, the government must also consider cultural heritage areas, such as Bromo Tengger Semeru National Park. The world's cultural heritage area is an area supervised by UNESCO. As a cultural protected area, the presence of tourism must be strictly controlled ([Martínez et al., 2014](#)) Bromo Tengger Semeru National Park area is a cultural heritage and nature reserve area that should get strict protection. The presence of tourism as the country's financial income must pay attention to cultural aspects and environmental sustainability. In the implementation of policies related to conservation and development as well as community empowerment, specifically the Edelweiss Flower plant, it is based on the policies contained

in the Regulation of the Minister of Environment and Forestry No. 43 of 2017. This regulation is the basis for the existing implementation so far. The regulation states that the main objective is to develop the independence and welfare of the community around the area of nature reserves and conservation.

The policy states that the scope of work carried out is targeting, community empowerment plans, community capacity development in the form of community empowerment, awards, financing and coaching and control. The village government then catches the positive signal as something that has a significant impact on village development and community development. This is an opportunity seen by TNBTS to launch policies related to conservation and community empowerment. Another thing is to jointly form a group of Tani Hulun Hyang. The existence of these groups was initially expected to be the foundation for the implementation of community empowerment and environmental conservation. All group members are local people, namely local village youths and women. The establishment of the group is accompanied by a deed issued by the notary official as a strong foundation and as evidence of the existence of a group that is the result of collaboration between the Wonokitri village government and TNBTS.

This strengthens the position of the group to be able to carry out conservation and breeding of Edelweiss flowers plants in the Bromo Tengger Semeru area. In addition, the existence of the deed is one of the important instruments to launch other businesses, such as cooperation with other parties. In implementing the existing policy regarding the conservation of the Edelweiss Flower, both the village, TNBTS, and the Hulun Hyang farmer group carried out their work in accordance with the agreement in the previous forum. In the village coordination meeting forum, the village government stated that it would fully support conservation efforts and the development of tourist destinations in Wonokitri Village. This is realized by giving the village land an area of 1 ha of land for cultivation. In addition, the village government is trying to prepare village regulations regarding Village-Owned Enterprises as a forum for further community and group development. On the other hand, related to this, TNBTS also conducts assistance efforts to groups in accordance with the mandate of Ministerial Regulation No.43/2017 concerning community empowerment in KPA and KSA areas.

The activities carried out are in the form of mentoring, training and counseling. This is to support the success of the group and village development. On the other hand, it is doing outreach efforts to the community so that people understand and maintain the sustainability of edelweiss. The success of the conservation efforts carried out by BB TNBTS together with the Wonokitri Village Government and the community, has helped establish village branding adjacent to the TN area. Bromo Tengger Semeru. Sicco Van Gelder stated that the urgency of brand positioning is part of branding efforts. The branding includes brand personality, brand positioning, and brand identity (Sicco, 2003). This is what BB TNBTS has done to the TN buffer area. Bromo Tengger Semeru in conserving Edelweiss Flowers. Currently the Edelweiss Flower has become the new icon of Wonokitri Village and the Tenggerese community. Thus, the conservation of the Edelweiss Flower and the development of village tourist destinations will continue to be maintained.

Tourism Development by Local Governments in The Digital Age.

In an effort to accelerate village development, increasing the productivity of BUMDes which has an impact on increasing Village Original Income, the Wonokitri Village government makes a breakthrough in public services in the tourism sector. This innovation is the management of tourism services such as jeeps and homestays through one-stop services (websites and mobile applications). The geographical location of Wonokitri Village which is directly adjacent to the core area of Bromo Tengger Semeru National Park makes Wonokitri Village have local potential which includes jeep rentals and homestays. Bromokan is an example of successful innovation that combines digitalization and public service innovation. In developing tourism in the digital era, the Wonokitri Village Government, TNBTS and other

formal institutions cooperate with various travel elements to improve the quality of these services.

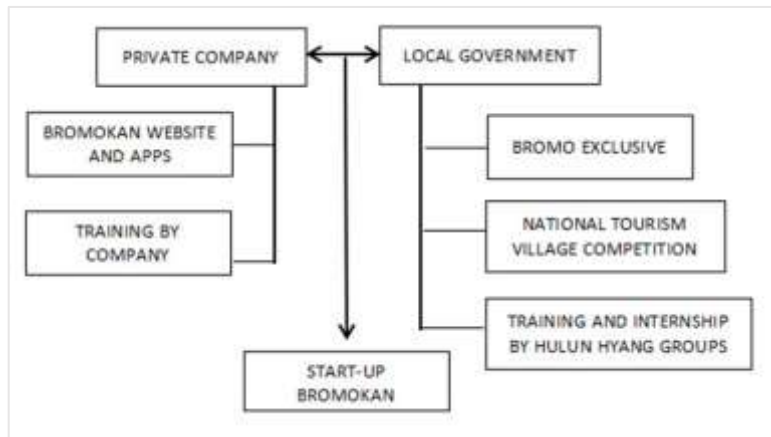


Figure 2. Local government and private cooperation schemes in tourism development in the digital era. Source: Researcher Process, 2021.

Bromokan is a form of collaborative governance policy implementation, between the government and external or private parties to manage village potential. This collaboration is supported by the village community as tourism actors or technical implementers. The private sector as a provider of online services, training and assistance to tourism actors. Meanwhile, the village government is in charge of implementing the development of village digitization. Robertson and Choi define that collaborative governance is a collective and egalitarian process. In practice, each stakeholder has the authority to make decisions, and each stakeholder has the same opportunity to reflect his aspirations in the collaboration ([Dwiyanto, 2011](#)). Through the system Bromokan tourism services are more effective and efficient, this is proven by the ease of ordering jeeps and homestays digitally. With the cooperation between the village government and the private sector, it will increasingly support community empowerment, especially in the field of information technology. Village communities who were previously unfamiliar with the online system, through incentive training will realize useful knowledge on tourism in TN.

Bromo Tengger Semeru and village development. Furthermore, the benefits of the cooperation between the village government and travel and private institutions are: First, increasing village original income, increasing village innovation and realizing a professional government system related to community services, especially in the tourism sector. From every collaboration that has been going on. The use of information technology, it is also proven to create more effective and efficient public service performance. The use of technology in life is also useful in terms of recording or recapitulating visitor data. Completeness of data such as name, identity and interest can also be integrated in the data collection. However, the use of information technology in public services related to civil society has the threat of data leakage or eavesdropping. Digitally stored data can be threatened if it does not have a high level of security. Nevertheless, the use of information technology in public services will still be carried out, considering that one-stop service that is integrated with various sites will make it easier for the government to evaluate public interest

In an effort to present ideal governance in the future, Governance Infrastructure in 2020 notes several main keys, namely, a dynamic, adaptive system, the use of technology, rules and good relations ([Johnston, 2000](#)). From the collaboration between the government and the private sector that occurred in Wonokitri Village, it is a form of partnership and support from the private sector in national development. In addition, with the collaboration system, it is expected to be able to accelerate the development of tourist destinations and public services to tourists. From the chart above can be seen several points, namely Bromokan is an online

booking system managed by the village government. Bromokan becomes a program to improve tourism services in a modern way. Tourism has been using technology as a working tool. The use of technology in public services involves the internet, google maps, applications on smartphones and artificial intelligence ([Nuanmeesri, 2021](#)). Bromokan is present as the technical implementation of the online system of jeep and homestay booking. This is to make it easier for tourists to book tourist services and make it easier for the village government to carry out control and evaluation of tourists.

Starting from service rates, security and other tourist services. Both private parties as owners and insurers of bromokan system will accompany in all forms of tourism activities in Wonokitri Village. Starting from training, technical implementation, digital marketing to the preparation of tourism development plans and business strategies by BUMDesa. Third, some of the village institutions involved, such as the Tourism Conscious Group will be tasked with carrying out tourism activities with exclusive packages along with paguyuban that have been established. These tourism activities will be directly integrated automatically through the Start Up system that has been created. With the cooperation system between the village and private government is expected to be able to provide improved tourism services. Supervision of accommodation and transportation carried out by the government in Bromo Tengger Semeru National Park is a form of air pollution reduction in conservation areas. By increasing public transportation in tourist areas. This effort is also carried out in various countries to support the decline of global warming ([Romão & Bi, 2021](#)).

CONCLUSION

The enactment of law number 6 of 2014 on villages has opened up opportunities for the village government to reform the village-level bureaucracy. Starting from public service innovation to the establishment of institutions aimed at increasing the productivity and creativity of rural communities. In the context of village autonomy contained in this law, emphasize to the village government to be more creative in implementing the government. This creativity is useful for the performance of village devices and village institutions for the improvement of Village Original Income. With creative, and innovative performance will maximize village development based on village potential. But after 6 years of implementation of village autonomy through law number 6 of 2014, it turns out that the village government has not been able to improve village development. The construction created only focuses on physical development such as buildings, roads, drainage and some other infrastructure. The village development program still has not touched human resource development. Whereas human development is also needed to improve the performance and productivity of institutions.

There are several reasons for the lack of innovation of the village government, first related to human resources that are implementing village development. The low level of education of rural communities is a major weakness in creating innovation. Community empowerment is one solution to increase human resource capacity. Although it takes a long time and with intensive programs, community empowerment such as training and downsizing is able to improve performance permanently. This is because community empowerment programs that are run sustainably and through a personal approach will instill awareness collectively. In addition, the rate of creation of village-scale policies such as village regulations or village chief decisions is still low. Through village autonomy contained in law number 6 of 2014 on villages, the village government has the right to create more effective and efficient public policies and services. But this opportunity has not yet been maximized by the village government. In addition, the low innovation is also due to the lack of cooperation of the village government with external parties to develop the resources and potential of the village.

Cooperation of external parties with the village government, it will support the acceleration of village development. This external party is a private or investor who will develop innovation in the village. So far, the cooperation of the village government is limited to physical development or infrastructure, either through grants or aid funds. The cooperation has not touched the realm of human development such as community empowerment. One of

the community empowerment efforts carried out is in the TN area. Bromo Tengger Semeru. Community empowerment in this region focuses on the conservation of Edelweiss Flowers and the development of tourist areas. The conservation of Edelweiss Flowers was pioneered by the Bromo Tengger Semeru National Park, while the development of the destination area was carried out through cooperation with the private sector. In the Edelweiss Flower conservation program that has been successfully implemented, namely in Wonokitri Village, Tosari Subdistrict, Pasuruan Regency. Empowerment. The success of conservation in des aini is evidenced by the formation of an edelweiss farming group named Hulun Hyang.

In 2021, the members of this peasant group numbered 30 people, an increase from 12 in 2018. In addition, community empowerment efforts carried out by BB TNBTS are also based on Ministerial Regulation No.43 2017 on empowerment in Natural Sanctuary Areas and Nature Conservation Areas. Hulun Hyang currently has several programs such as the development of Edelweiss Flower conservation into Edelweiss Education Park, the sale of Edelweiss Flower souvenirs, as well as training and apprenticeship to students and community groups. Edelweiss flowers sold by hulun Hyang farming group already have legality through the Decision of the Head of the East Java Natural Resources Conservation Center No. SK 110 / K.2 / BIDTEK.1 . KSA /11/2018 on plant breeding permits protected by the second generation Edelweiss (*Anaphalis Javanica*) law to the Edelweiss Wonokitri Village Farmers Group. Through this tangkar license, Edelweiss Flowers are legal to be carried out in captivity and sold as souvenirs or souvenirs typical of Tengger. This effort is also aimed at improving the economy of the village community and The Village Original Income.

On the other hand, the conservation of the Edelweiss Flower is also intended for the preservation of Edelweiss Flowers, considering that this flower is the main flower in every tengger traditional ritual. Therefore, the existence of the Edelweiss Flower cannot be separated from the life of the Tengger people. Thus, conservation efforts in the ex through community empowerment is the right solution. Furthermore, to accelerate tourism development in era 4.0, the village government cooperates with the private sector to develop the potential of the village as an effort to support the national priotitas destination, TN. Bromo Tengger Semeru. This form of cooperation includes the management of jeeps and homestays through a one-door system. The private sector serves as a website provider and carries out information technology training to tourists. The process of community empowerment is ongoing as long as cooperation continues. This effort is also in support of the increase in Village Original Income. With the increasing performance and productivity of rural communities, especially tourists in the buffer area of TN. Bromo Tengger Semeru, it will be in line with the increasing income of the community.

ACKNOWLEDGMENTS

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