

# Making Participatory Policy in Building Tourist Village Governance in Klungkung Regency, Bali, Indonesia

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## ABSTRACT

*This research was conducted with the aim of knowing: (1) Characteristics of resources as a core attraction for the development of marine ecotourism that is unique to a specific location in Bali along with the pattern or practice of its implementation, (2) The suitability of ecotourism principles with Balinese local wisdom, and (3) Attributes of the ecotourism principle which are strengths and weaknesses in the implementation of local Balinese marine ecotourism. This research was designed with mixed methods. Sources of data are diving ecotourism destinations, traditional village administrators, and diving communities in diving ecotourism destinations which were collected by survey method. Attributes that become strengths in the implementation of ecotourism with local Balinese wisdom that need to be maintained and improved performance are: (1) Respect for good local culture and wisdom, (2) Application of Standard Operating Procedures to minimize negative impacts on biodiversity and the environment, (3) Responsibility moral, ethical and behavioral responsibility towards the natural and cultural environment, and (4) Respect, courtesy, and friendliness to tourists. While the attributes that are weaknesses and need to be prioritized for improving their performance are: (1) Building awareness about the preservation of culture and local wisdom, (2) Use and operation of tourism facilities that have a low impact on the natural environment, (3) Minimization of social impacts, behavior and psychology in the community, (4) Partnership and involvement of local community participation, (5) Use of local products, (6) Guidance on ecotourism as a diversification of the local economy, (7) Use of local labor, and (8) Capacity building and skills of local communities. In order to realize competitive marine ecotourism, local Balinese wisdom, and sustainability.*

## KEYWORDS

*conservation; environment; local community, sustainable*

## INTRODUCTION

Villages and rural areas are seen as not only having a production function from farming, raising livestock, harvesting forest products, and processing other natural resources. Villages and rural areas have an important function as tourist destinations because they offer authentic tourism sites in the form of various natural and cultural tourist attractions that are closely integrated with nature, customs, and traditions. These are all that visitors need to have individual experiences.

Taking into account this potential, the development of villages and rural tourism has become a global trend in the mainstream of modern tourism. This type of tourism is often associated with alternative tourism and community-based tourism. The main motivation of this tourism market segment is "back to nature". The emergence of alternative tourism is

also a correction to conventional tourism which is mass, hedonistic, and is seen as having moved away from the involvement of local communities as hosts of a tourism destination, especially in rural areas.

This tendency encourages the government, village communities, and rural communities to compete to make the village a tourist village. The goal is that villages that have unique and authentic tourism resource potential can develop into tourist destinations that directly benefit the village and its people. Through the development of tourist villages, tourists are expected to live in or near the village, interact with the local community, enjoy the village atmosphere, and gain learning about ways of life, traditions, culture, local wisdom, and admire rural nature. Then grow small-scale businesses managed by local communities to provide for various needs of tourists during their stays, such as eating, drinking, souvenirs, and tourist attraction services.

Nowadays tourist villages grow like mushrooms in the rainy season, including in Klungkung Regency, Bali. There are at least 18 tourist villages in Klungkung Regency. In reality, the achievement of tourist villages is still far from its mission. To achieve its mission, a tourist village requires effective governance, including a governance system as a management instrument, the ability to manage the system to be governed (all resources and social systems of the village community), as well as interact and build relationships with the external environment.

To build good and effective governance, tourist villages need future-oriented policy planning. Governance theory emphasizes that no single institution can effectively address governance challenges. Therefore, the involvement of stakeholders representing the government, market, and civil society is very important in developing a tourist village. One approach to facilitate a participatory future-oriented policy-making process by involving stakeholders is foresight planning (Havas, 2004; Berkhout and Hertin, 2002; Stratigea and Giauotzi, 2013; Stratigea and Papadopoulou, 2013). This approach helps make choices in increasingly complex situations by bringing together the different knowledge and experiences of each stakeholder (Havas, 2004; Rialland and Wold, 2009).

The focus of this study is the development of the methodological framework of the LIPSOR module, which builds on the integration of scenario planning analytical models in supporting future anticipation and decision making to realize a developed tourist village by involving stakeholders. This study aims to: (1) find the most decisive key variables in realizing an advanced tourist village in Klungkung Regency; and (2) determine the appropriate policies and actions through building future scenarios for an advanced tourist village.

## **RESEARCH METHODS**

This study uses a participatory analytic approach in data/information collection and analysis. This participatory framework uses stakeholder focus group discussions (FGD). Stakeholders represent local governments, village heads (*perbekel*), customary village heads (*bendesa*), community leaders, youth, tourism business actors, academics, non-governmental organizations, Hotel and Restaurant Associations, and tourism awareness groups (POKDARWIS). This framework aims to develop and evaluate scenarios for developing an advanced tourist village. Through this discussion, there is an exchange of knowledge and experience between participants so that there is a deepening of understanding of the problem. Participants also discussed identifying the desired future goals of tourist village development, discussed the variables that determine the future, as well as relevant policies and actions to achieve the desired future goals.

The participatory policy-making process to make an advanced tourist village uses Participatory Prospective Analysis (PPA) with the following steps:

- 1) Identification of variables that influence the development of tourist villages.
- 2) Analysis of the reciprocal influence between variables. Practically, the analysis of the direct influence of each variable on other variables uses a scale from "0 = no influence" to "3 = a very strong influence".
- 3) Structural analysis to interpret the influence/dependence relationship between variables in determining the most influential key variables in realizing a developed tourist village using MICMAC software from the LIPSOR model (Godet and Roubelat, 1996).
- 4) Defines the state of the variables to trace the possible future conditions of each key variable.
- 5) Build scenarios through the preparation of combinations of key variables with the possibility of different circumstances
- 6) Determine the objectives for developing a tourist village.
- 7) Identify policies and actions to achieve objectives.
- 8) Multi-criteria evaluation through participatory workshops to determine appropriate policies and actions to implement each scenario using the MULTIPOL module of the LIPSOR model (Godet and Roubelat, 1996). The participatory process and steps follow Stratigea and Papadopoulou (2013) and Stratigea (2013), as follows:
  - a) Weighting for each scenario.
  - b) Formulation of policies and actions, along with weighting for each policy and action.
  - c) Establish a tourist village development objectives and evaluation criteria for each objective along with their weight values.
  - d) Establish evaluation criteria for each objective and its weight.
  - e) Evaluate the actions on the criteria.
  - d) Evaluate the policies related to the criteria.
  - e) Evaluate the scenarios related to the criteria.

## RESULTS AND DISCUSSION

### *The Key Variable Determining the Future of an Advanced Tourist Village in Klungkung Regency.*

Through FGD, stakeholders identified and agreed on 19 influential variables to realize an advanced tourist village as shown in Table 1. Stakeholders agreed on the score of the influence/dependence relationship of each variable on other variables as shown in Table 2.

**Table 1.** Key variables that influence the tourist village development in Klungkung Regency and its descriptions

No	Variables		Description
	Short label	Long label	
1.	ORG	Tourist village management organization	A formal organization formed as a tourist village management unit.
2.	LEAD	The leadership of a tourist village	Leadership capacity in a tourist village governance
3.	REG	Regulation and guideline	Set of regulations and guidelines for managing tourist villages that are agreed with the stakeholders.
4.	HUMR	Local human resources	Availability and capacity of local human resources involved in a tourist village management
5.	SITE	Tourism sites	The variety of tourism sites include natural, cultural, and man-made tourism sites
6.	ACCS	Accessibility to the tourist village	Easy transportation access to tourist villages



7.	TRAD	Traditions of the local community	Preservation of traditions and patterns of village life
8.	PARTC	Participation of the local community	Active participation of local communities in the development of tourist villages
9.	ENTR	Entrepreneurs in tourist villages	Entrepreneurs who provide products and services in tourist villages
10	ATTR	Tourist attractions	The variety of tourist attractions provided in the tourist village
11	PROD	Tourism product packaging	Tourism village product packages offered to visitors/tourists
12	BRAND	Tourist village branding	Defined and communicated branding in building the image of a tourist village
13	MARK	Tourist village marketing	Strategies and marketing channels applied to promote tourist villages
14	ENVI	The physical environment of the tourist village	Structuring the physical environment of the tourist village
15	FACS	Tourism facilities	Tourism facilities provided by tourist villages include accommodation, restaurants, souvenirs, information services, and tourism signs.
16	AWAR	Tourism awareness	Tourism awareness among village communities
17	GUID	Guidance and assistance	Guidance and assistance by related entities (government, universities, and non-governmental organizations) in the development of tourist villages
18	PARTN	A partnership of tourist village	Tourism village partnerships with external tourism business actors
19	NETW	Network of the tourist village	A network of tourist villages that operates to strengthen each other in the management and the delivery of tourists

**Table 2.** Rating of influence among key variables in a matrix of influence/dependence

	1: ORG	2: LEAD	3: REG	4: HUMR	5: SITE	6: ACCS	7: TRAD	8: PARTC	9: ENTR	10: ATTR	11: PROD	12: BRAND	13: MARK	14: ENVI	15: FACS	16: AWAR	17: GUID	18: PARTN	19: NETW
1: ORG	0	1	3	0	3	2	3	2	1	3	3	3	3	3	2	3	2	2	1
2: LEAD	3	0	2	1	2	2	3	3	2	3	3	3	3	3	2	3	2	3	3
3: REG	3	1	0	1	2	0	3	3	3	1	1	1	0	3	3	3	2	1	0
4: HUMR	3	3	0	0	2	0	2	3	3	3	3	3	0	1	2	3	0	1	1
5: SITE	0	0	0	0	0	0	0	0	0	3	3	3	0	0	1	0	0	0	0
6: ACCS	0	0	0	0	3	0	1	0	1	3	3	1	0	0	2	0	0	0	0
7: TRAD	0	0	0	0	3	0	0	0	0	3	3	3	0	0	0	2	0	0	0
8: PARTC	3	2	1	3	2	0	3	0	3	2	0	0	0	3	3	3	0	2	0
9: ENTR	0	0	0	0	0	0	3	3	0	3	3	0	2	0	3	1	0	0	1
10: ATTR	0	0	0	0	3	0	3	0	3	0	3	3	0	0	1	2	0	2	0
11: PROD	0	0	0	0	0	0	2	0	0	3	0	2	0	0	2	1	0	0	0
12: BRAND	0	0	0	0	3	0	2	0	0	2	3	0	3	0	0	1	0	0	0
13: MARK	0	0	0	0	3	0	2	0	0	3	3	3	0	0	3	3	0	0	0
14: ENVI	0	0	0	0	3	2	0	0	0	1	2	2	0	0	2	0	0	0	0
15: FACS	0	0	0	0	3	1	2	0	0	0	3	1	0	0	0	1	0	0	0
16: AWAR	0	0	0	1	3	0	2	2	0	1	3	3	3	0	0	0	0	0	0
17: GUID	3	1	1	2	1	1	2	2	2	2	2	1	3	1	2	3	0	3	2
18: PARTN	2	2	0	2	0	0	2	3	3	1	3	0	3	0	3	0	3	0	3
19: NETW	3	2	0	2	0	0	1	3	3	2	3	3	3	0	3	2	0	3	0

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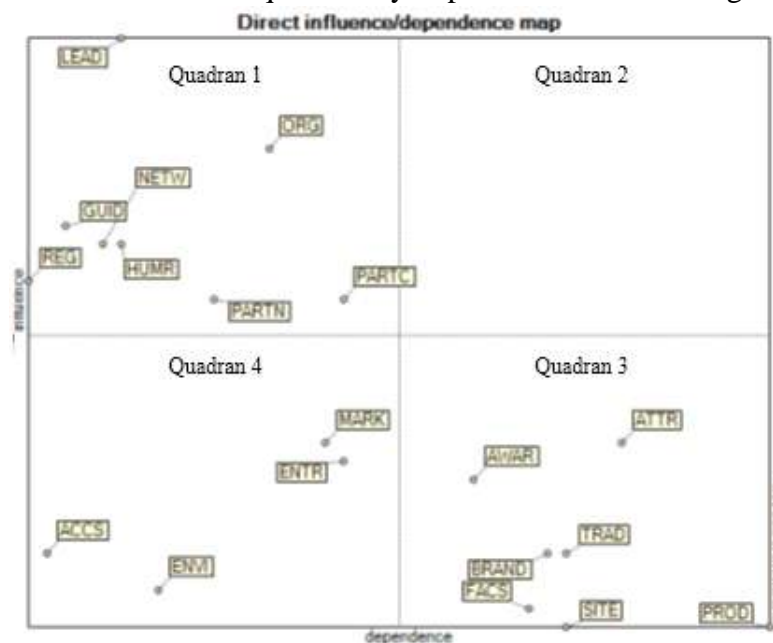
*Influences range from 0 to 3 (0: No influence; 1: Weak; 2: Moderate influence; 3: Strong influence)*

Structural analysis using MICMAC software based on the matrix Table 2 obtained a map of the direct influence/dependence of the key variables in Figure 1. The results of the structural analysis show the "structure" of the dependency and mobility relationship between variables in the tourism village development system and the existence of essential variables

in system evaluation. This technique determines the most important variables influencing the system.

Refer to Godet (1991) in Bourgeois and Jesus (2004), the map of direct influence/dependence between variables in Figure 1 shows:

- 1) Quadrant 1 (driving variable): LEAD (the leadership of a tourist village), ORG (tourist village management organization), GUID (guidance and assistance), HUMR (local human resources), NETW (network of the tourist village), REG (regulation and guideline), PARTN (a partnership of tourist village), and PARTC (participation of the local community). Driving variables are very important to achieve the tourist village missions in the future. These variables have an influence on most variables and have little dependence on other variables. According to Benjumea-Arias *et al.* (2016), the driving variables called "input" or "power" are based on the situation that has the mobility to produce the breadth of the system in the future and low dependence on other variables.
- 2) Quadrant 2 (control variable): No control variable was obtained in this study. The control variable is also important in the system because it has a high influence even though it has a high dependence on other variables.
- 3) Quadrant 3 (output variable): ATTR (tourist attractions), AWAR (tourism awareness), TRAD (traditions of the local community), FACS (tourism facilities), BRAND (tourist village branding), SITE (tourism sites), and PROD (tourism product packaging). These variables have a low influence and high dependency. Output variable by Benjumea-Arias *et al.* (2016) called "results". These variables were not included in the subsequent analysis process in constructing the scenario.
- 4) Quadrant 4 (marginal variable): ACCS (accessibility to the tourist village), ENVI (the physical environment of the tourist village), MARK (tourist village marketing), and ENTR (entrepreneurs in tourist villages). These variables have no influence on other variables or are not influenced by other variables, so these variables have low mobility and low dependency. By Benjumea-Arias *et al.* (2016), marginal variables are called "excluded", less important in influencing the system in the future. Therefore this variable is also not included in the subsequent analysis process in constructing the scenario.



**Figure 1.** Map of direct influence/dependence among variables



The structural analysis produces eight key variables that are very influential in realizing a developed tourist village, all of which are driving variables, including the leadership of a tourist village, tourist village management organization, guidance and assistance, local human resources, a network of the tourist village, regulation and guideline, a partnership of tourist village, and participation of the local community. Referring to the governance model, the key variables that are very influential from the results of the structural analysis consist of two variables that function as management instruments, namely organization, and regulations and guidelines; three variables as the key to the governability, namely leadership, local human resources, and community participation; and three variables as interactive governance on how tourist villages build communication and interact with their external environment including guidance and assistance, networking, and partnerships.

### ***Appropriate Policies and Actions to Achieve an Advanced Tourist Village***

#### ***The construction of scenarios***

The formulation of appropriate policies and actions to achieve an advanced tourist village is preceded by the development of scenarios based on the possible states of the key variables that have the most influence and determine the future of the tourist village. From the structural analysis, key variables have been obtained that are very influential in realizing an advanced tourist village. These variables are then determined by their possible future conditions for scenario development. According to Jarke *et al.* (1998), a scenario can be defined as a description of a series of events that may occur fairly. The main purpose of scenario building is to stimulate thinking about possible situations, assumptions regarding these situations, possible opportunities and risks, and actions are taken.

The results of the structural analysis on the map in Figure 1 have obtained eight key variables that are very influential in realizing an advanced tourist village. The formulation of appropriate policies and actions to achieve an advanced tourist village is preceded by the development of scenarios based on the possible states of the key variables in the future. According to Jarke *et al.* (1998), a scenario can be defined as a description of a series of situations that may occur fairly. The main purpose of scenario building is to stimulate thinking about possible situations, assumptions regarding these situations, possible opportunities and risks, and actions are taken. These steps by Godet (1991) in Bourgeois and Jesus (2004) were called morphological analysis. The possible future states of key variables agreed upon by stakeholders through structured brainstorming in FGDs as shown in Table 3.

**Table 3.** Possible future states of key variables

Key Variable	The Possible States of Key Variables		
	1	2	3
A. The leadership of a tourist village	Local leadership capacity is less adaptive to dynamic changes	Local leadership capacity is highly adaptive to dynamic changes	-
B. Tourist village management organization	The tourist village organization has been formed, but the institutional arrangement is not supported by the structures and functions	The tourist village organization is organized and supported by structures and functions according to the needs of modern organizations	The tourism village organization is organized with strong institutions and is run professionally

	according to the needs of modern organizations		
C. Guidance and assistance	Guidance and assistance by relevant agencies are incidental and unsustainable	Guidance and assistance take place intensively and sustainably by involving various relevant agencies, both elements of local government, NGOs, and universities	-
D. Local human resources	The quality of local human resources has not changed	The quality of local human resources is increasing but less competent	The quality of local human resources is increasing and competent
E. Regulation and guideline	Tourist village management regulations and guidelines have been established but have not been implemented consistently	Tourist village management regulations and guidelines have been established and implemented consistently accompanied by evaluations and adjustments to the times	-
F. Network of the tourist village	A network of tourist villages has been formed at the regional level but is less active in building collaborations	A network of tourist villages has been formed at the regional level and is actively building collaborations	A network of tourist villages has been formed on a broad scope and is actively building collaborations
G. A partnership of tourist village	A partnership of tourist villages has been built with limited tourism business actors at the local level	A partnership of tourist villages has been built with tourism business actors up to the provincial level	A partnership of tourist villages has been built with tourism business actors on a wider scope
H. Participation of the local community	The active participation of local communities in the development of tourist villages is limited by certain parties	The active participation of local communities in the development of tourist villages is expanding to all potential parties	-

Building scenarios based on a combination of possible states of key variables was carried out through structured brainstorming in FGDs. The building of future scenarios agreed by stakeholders consists of a pessimistic scenario, a moderate scenario, and an optimistic scenario, with a combination of variables and circumstances as follows:

- 1) Pessimistic scenario: A1-B1-C1-D1-E1-F1-G1-H1.
- 2) Moderate scenario: A1-B2-C1-D2-E2-F2-G2-H2.
- 3) Optimistic scenario: A2-B3-C2-D3-E2-F3-G3-H2.

The scenarios agreed upon by the stakeholders reflect the expectations and at the same time the ability to improve the situation of the key variables. The pessimistic scenario describes the state of the key variables that lead to improvement compared to the present and

the fulfillment of preconditions to be able to drive the implementation of a better tourist village with its limited ability to improve the situation. Meanwhile, in the optimistic scenario, stakeholders are trying their best to improve the situation of all key variables so that the tourist village governance system leads to better progress. Between the two poles of the scenarios, stakeholders also formulate a moderate scenario. This scenario illustrates a compromise toward an advanced tourist village. The problem lies in the lack of optimal institutional (organizational) strengthening, guidance and assistance, the quality of local human resources, as well as network and partnership development.

### *Implications of Anticipatory Strategies*

When the conditions for the key variables according to these scenarios have been achieved, these variables need to be managed properly to ensure that conditions move in a better direction, and minimize the possibility of a reversal of conditions to the current condition. Therefore, it is necessary to anticipate each scenario, namely how to encourage and move the situation towards the description of these scenarios, and on the other hand, minimize the possibilities that can hinder or even move the situation in the opposite direction. The pictures of these scenarios are clearly better than the initial state (currently) before the system improvement efforts.

Through structured discussions, stakeholders succeeded in formulating strategies to proactively deal with future situations. The strategies formulated as a reflection of collective exploration of future anticipation for the development of tourist villages are as follows:

- 1) Encouraging the involvement of local motivators who have a strong leadership capacity to drive the tourism village administration system.
- 2) Establish a tourist village management organization with a clear structure and description of tasks and functions accompanied by institutional strengthening.
- 3) Intensify the guidance and assistance of tourist villages by mobilizing the involvement of local governments, non-governmental organizations, universities, and other parties in a synergistic manner.
- 4) Improving the quality of local human resources in the field of tourist village administration, both management and technical aspects through training, internships, and learning by doing.
- 5) Provide regulations and guidelines for the implementation of tourist villages and apply them consistently.
- 6) Build a wide network of tourist villages to increase the exchange of knowledge, and experiences, and at the same time deliver tourists to each other among the tourist villages.
- 7) Develop a partnership of tourist villages with tourism business actors based on the principles of equality and mutual benefit.
- 8) Encouraging active participation of all components of society in the administration of tourist villages.

### *Formulation of policy and action*

Based on anticipatory scenarios and strategies, stakeholders build agreements to formulate policies and actions. According to Stratigea and Papadopoulou (2013), policy in the context of LIPSOR is an alternative strategic direction, directing the system towards certain developments in the future. At the same time, through structured discussions, stakeholders build agreement on the objectives of developing a tourist village and its evaluation criteria, as well as the impacts or implications of action on objectives, policies on objectives, and scenarios to objectives.



From the participatory prospective analysis, scenarios for the development of tourist villages have been formulated. By stakeholder representatives, each scenario was given a weight of 20 for the pessimistic scenario, 35 for the moderate scenario, and 45 for the optimistic scenario. Furthermore, by considering the most influential key variables, building scenarios, and anticipatory strategies, stakeholders propose policies to develop tourist villages and their prioritization as shown in Table 4. Simultaneously, stakeholders propose a set of actions as a measure of the policy, as formulated in Table 5

**Tabel 4.** Policies to build an advanced tourist village in Klungkung Regency

Polices		Weight <sup>*)</sup>	Descriptions
Short label	Long label		
P1	Destination development	85	Development of tourist attractions, accessibility, and tourist village amenities
P2	Entrepreneurship development	80	Entrepreneurship development for the youth
P3	Marketing development	90	Development of marketing and promotion of tourist villages
P4	Strengthening of branding	80	Positioning and strengthening the branding of the tourist village
P5	Strengthening of the tourist village institution	95	Strengthening the structure and function of the tourist village management organization

<sup>\*)</sup>Weight: range from 1 to 100

**Table 5.** Actions for development of tourist village in Klungkung Regency

Short label	Long label	Descriptions
Access	Improving village accessibility	Improving transportation and telecommunications infrastructure and facilities
Attraction	Developing tourist attractions	Developing the diversity of tourist attractions
Product	Developing tourism products	Developing the diversity of tourist village products
Packaging	Packing tourism product	Developing tourism product packaging
Network	Developing network	Develop a network of tourist villages at the local, national, and regional levels
Image	Strengthen the image	Strengthening the image of tourist villages based on the center of excellence of tourist attractions
Position	Positioning the tourist village	Positioning tourist villages among competitors based on their uniqueness
Promotion	Expand promotion channel	Increase marketing and penetration of tourism village promotions at national and international levels
Partner	Establish a partnership	Establish a tourist village business partnership with external businesses actors
TVMO	Tourist village management organization	Arranging the structure and function of the tourist village management organization
Capacity	Improving the capacity of human resources	Improving the capacity of local human resources in tourist villages
Guidance	Improve guidance	Improving tourist village guidance by related institutions
Assistance	Improve assistance	Improving tourist village assistance by related institutions
Awareness	Increase tourism insight and awareness	Campaign to increase tourism insight and awareness among the village communities

The development of an advanced tourist village has six objectives. Each objective has criteria as a quantitative measure along with its priorities (weights) as shown in Table 6. Then stakeholders evaluate actions in relation to policies and evaluate the policy regarding the scenario. Based on the operation of the MULTIPOL software, the performance of actions with respect to policies, policy packages, and performance of policies with respect to scenarios was obtained.

**Table 6.** The objectives of developing a tourist village and its evaluation and prioritization criteria

Objectives	Criteria	Weight <sup>*)</sup>
Increase village income	Village original income	6
Increase people's business	Diversity of economic enterprises	5
Increase employment	Local employment opportunities	6
Preserving the environment	Variety of environmental elements conserved	5
Preserving tradition and culture	Various elements of culture and traditions preserved	5
Improving the quality of infrastructures	Infrastructures quality	4

<sup>\*)</sup>Weight: range from 1 to 6 in ascending order of priority

### *Performance of actions with respect to policies*

The performance of actions with respect to policies resulting from the MULTIPOL operations is shown in Table 7. The interpretation of these results is based on a combination of the mean and standard deviation scores of the actions, where the average value measures the performance of each specific action for each policy, while the standard deviation characterizes the sensitivity of action with respect to policy. The higher the mean and the lower the standard deviation of the score of an action against a particular policy, the better its performance. Moreover, actions with a low standard deviation may be appropriate for more than one policy, while actions with a high standard deviation are appropriate for a particular policy, provided that they have a good performance score with respect to the policies considered.

**Table 7.** The output of actions evaluation with respect to policies

	P1	P2	P3	P4	P5	Moy.	Ec. Ty	Number
Access	14,2	11,1	10,9	12,7	13,9	12,6	1,4	7
Attraction	17,7	17	17,1	17,9	17,7	17,5	0,3	13
Product	18,5	18,4	18,4	18,6	18,6	18,5	0,1	14
Packaging	15,6	16,5	16,9	16,6	15,6	16,2	0,5	11
Network	9,9	12,2	12,3	10,6	9,8	10,9	1,1	2
Image	12,4	10,3	10,3	11,5	12,2	11,4	0,9	6
Position	11,2	9,3	9,5	10,8	10,9	10,4	0,8	1
Promotion	12,5	13,2	13,5	13,9	12,4	13,1	0,6	10
Partner	10,8	14,2	14,5	12,9	11	12,6	1,6	8
TVMO	16,1	16	15,9	16	17,1	16,2	0,4	12
Capacity	9,4	12,4	12,8	12,1	9,5	11,2	1,5	3
Guidance	10,9	11,4	11,7	11,9	10,4	11,2	0,6	4
Assistance	10,9	11,4	11,7	11,9	10,4	11,2	0,6	4
Awareness	12,5	12,3	12,6	13,7	13,1	12,9	0,5	9

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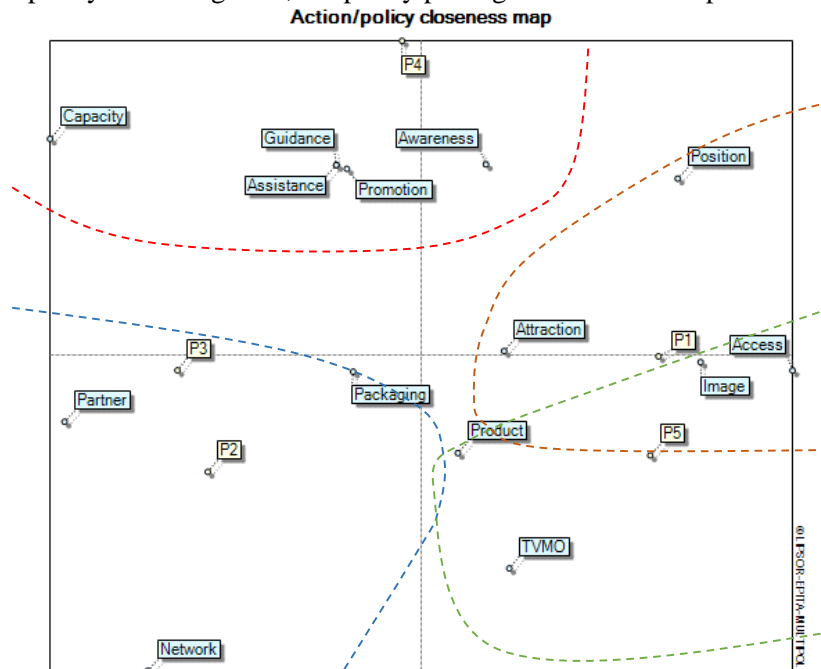
From Table 7, actions that have high performance and low standard deviation scores are fit to more than one policy are as follows:

- 1) “Product”: Developing the diversity of tourist village products.
- 2) “Attraction”: Developing the diversity of tourist attractions.
- 3) “TVMO”: Arranging the structure and function of the tourist village management organization.
- 4) “Packaging”: Developing tourism product packaging.
- 5) “Promotion”: Increase marketing and penetration of tourism village promotions at national and international levels.
- 6) “Awareness”: Campaign to increase tourism insight and awareness.
- 7) “Partner”: Establish a tourist village business partnership with external businesses actors.

The seven actions above are higher in performance to more than one policy. Such actions are very important because they can increase flexibility and reduce policy risks, which are associated with unexpected changes from internal and external environments that might require changes in policy direction.

### Policy packages

In addition to producing output in the form of a table, evaluation of actions related to policies through multi-criteria analysis with the MULTIPOL module also produces a closeness map of actions/policies as shown in Figure 2. This closeness map describes the closest actions for each policy being considered. In this way, a “policy package” can be created for each policy, i.e. the appropriate actions for each policy. From Figure 2, the policy package can be drawn up as shown in Table 8.



**Figure 2.** The output graph of the closeness of the actions to the policies

**Table 8.** Policy packages for the tourist village development

Policies		Policy packages (Set of policy measures)	
P1	Destination development	Acces	Improving transportation and telecommunications infrastructure and facilities
		Attraction	Developing the diversity of tourist attractions
		Image	Strengthening the image of tourist villages based on the center of excellence of tourist attractions
P2		Packaging	Developing tourism product packaging

	Entrepreneurship development	Partner	Establish a tourist village business partnership with external businesses actors
		Network	Develop a network of tourist villages at the local, national, and regional levels
P3	Marketing development	Packaging	Developing tourism product packaging
		Partner	Establish a tourist village business partnership with external businesses actors
		Network	Develop a network of tourist villages at the local, national, and regional levels
P4	Strengthening of branding	Awareness	Campaign to increase tourism insight and awareness among the village communities
		Capacity	Improving the capacity of local human resources in tourist villages
		Guidance	Improving tourist village guidance by related institutions
		Assistance	Improving tourist village assistance by related institutions
		Promotion	Increase marketing and penetration of tourism village promotions at national and international levels
P5	Strengthening of the tourist village institution	Acces	Improving transportation and telecommunications infrastructure and facilities
		Image	Strengthening the image of tourist villages based on the center of excellence of tourist attractions
		Product	Developing the diversity of tourist village products
		TVMO	Arranging the structure and function of the tourist village management organization

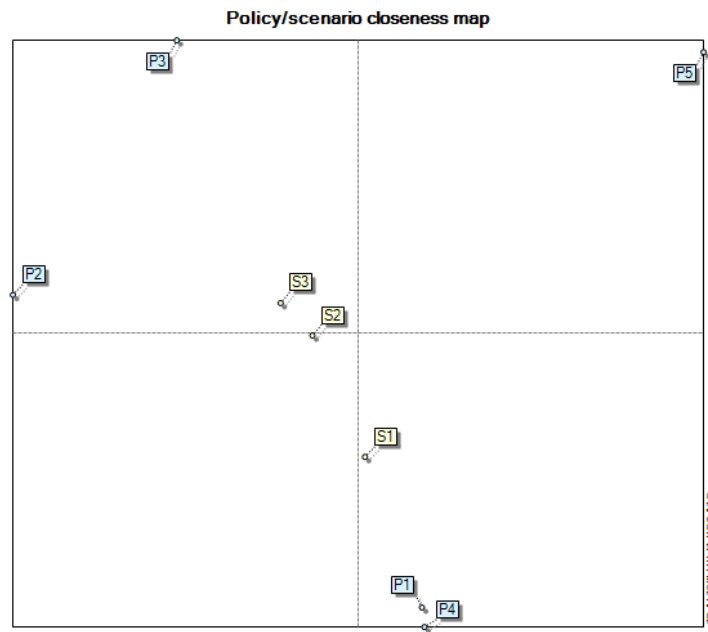
### *Performance of policies with respect to scenarios*

The policy performance with respect to the scenarios resulting from the MULTIPOL operation is presented in Table 9. Meanwhile, the mean and standard deviation of policy performance which describes the policy's closeness to the scenarios is presented in Figure 3.

**Table 9.** The output of policies evaluation with respect to scenarios

	S1	S2	S3	Moy.	Ec. Ty	Number
P1	16,8	16,7	16,7	16,7	0,1	3
P2	15,5	16,3	16,7	16,3	0,4	1
P3	15,5	16,3	16,7	16,3	0,4	2
P4	16,8	16,7	16,7	16,7	0,1	3
P5	16,9	16,8	16,7	16,8	0,1	5

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**Figure 3.** The output graph of the closeness of the policies to the scenarios

From Table 9 it can be seen that the policy with the highest performance in relation to the scenarios is “P5” (Strengthening of the tourist village institution). As the closeness map of the actions to the policies in Figure 2 and the policy packages in Table 8, this policy is most closely served by the following set of actions:

- 1) “Access”: Improving transportation and telecommunications infrastructure and facilities.
- 2) “Image”: Strengthening the image of tourist villages based on the center of excellence of tourist attractions.
- 3) Product”: Developing the diversity of tourist village products.
- 4) “TVMO”: Arranging the structure and function of the tourist village management organization.

Two other policies with higher performance are “P4” (Strengthening branding) and “P3” (Marketing development). The “Strengthening of branding” policy is most closely served by the following set of actions:

- 1) “Awareness”: Campaign to increase tourism insight and awareness among the village communities.
- 2) “Capacity”: Improving the capacity of local human resources in tourist villages.
- 3) “Guidance”: Improving tourist village guidance by related institutions.
- 4) “Assistance”: Improving tourist village assistance by related institutions.
- 5) “Promotion”: Increase marketing and penetration of tourism village promotions at national and international levels.

Meanwhile, the “Marketing development” policy is most closely served by the following set of actions:

- 1) “Packaging”: Developing tourism product packaging.
- 2) “Partner”: Establish a tourist village business partnership with external businesses actors.
- 3) “Network”: Develop a network of tourist villages at the local, national, and regional levels.

In Figure 3 it can be seen that the pessimistic scenario is most closely served by the policies of “P1” (Destination development) and “P4” (Strengthening of branding).

Meanwhile, the moderate scenario and the optimistic scenario are both closely served by the “P2” (Entrepreneurship development) and “P3” (Marketing development) policies.

By applying a multi-criteria analysis, it can be seen that the policy of “Strengthening of the tourist village institution” has the highest performance for the tourist village development scenarios. The tourist village institution needs to be structurally designed and their capacity increased to improve the governability of the tourist village development system. The Organization structure is how the interaction between organization members is regulated; how tasks, responsibilities, and authority are allocated within an organization (Robbins and Barnwell, 2002). It concerns thus the design of roles and relationships within an organization, as well as relationships with actors in the environment (Bolman and Deal, 2003). Thus, strong institutions will be able to improve working relationships with stakeholders, both in the internal and external environment. According to Kooiman *et al.* (2008), from the point of view of the governance system, governability is the capacity to bring, regulate, and carry out governance interactions in the face of diversity, complexity, and dynamics.

“Marketing development” and “Strengthening of branding” are two essential policies in the development of tourist villages. Kotler *et al.* (1999) distinguish four key activities for place marketing: (1) the supply of products and services of a place in an efficient way, (2) put incentives for current and potential customers of products and/or services, (3) the promotion of the attractiveness and advantages of a place, in such a way that potential users know the distinctive characteristics of a place, and (4) the development of a strong and attractive position and image for a community. Especially for the latter, the development of a strong and attractive position and image for a community in the context of developing a tourist village is closely related to the policy of “Strengthening of branding”. This policy is to strengthen the image and identity of a tourist village. Image is the perception of a brand (a place) in the mind of people and identity is how the owner wants the place to be perceived (Rainisto, 2003). Image is important for place marketing because it can help distinguish places from each other – a fundamental asset when competition is intensive – and it is a part of the decision process of the potential customer (Baloglu and Brinberg, 1996).

## CONCLUSION

The most influential key variables to realize an advanced tourist village in Klungkung Regency from the results of structural analysis through a participatory prospective analysis approach are “the leadership of a tourist village”, “tourist village management organization” “guidance and assistance”, “local human resources”, “network of the tourist village”, “regulation and guideline”, “a partnership of tourist village”, and “participation of the local community”. Evaluation of actions related to policies shows that actions that have high performance and are suitable for more than one policy include: (1) Improving tourist village guidance by related institutions, (2) Developing the diversity of tourist attractions, (3) Arranging the structure and function of the tourist village management organization, (4) Improving tourist village assistance by related institutions, (5) Developing the diversity of tourist village products, and (6) Developing tourism product packaging. The multi-criteria analysis resulted in the policy of “Strengthening of the tourist village institution”, “Marketing development” and “Strengthening of branding” with higher performance in relation to tourist village development scenarios in the future.

To achieve an advanced tourist village in the future, it is recommended for tourist villages to find appropriate local leadership, organize tourist village organizations, formulate management regulations and guidelines, and encourage community participation. It is recommended that local governments and other external stakeholders be involved in



guidance and assistance, improving the quality of local human resources, building and expanding tourist village networks, as well as forging tourist village partnerships with tourism business actors. Meanwhile, in the context of governance towards an advanced tourist village in the future, it is recommended that stakeholders in tourist villages place priority on the strengthening of the tourist village institutions to improve the governability of a tourist village.

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