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## INSTITUTIONAL CAPACITY DEVELOPMENT OF RURAL TOURISM IN LOMBOK KULON BONDOWOSO

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### Abstract:

The Indonesian government has tried to develop tourism based on the potential and ability of people to manage tourism activities. This strategy is realized through the development of a tourism village, one of which is the Lombok Kulon Tourism Village in Bondowoso Regency. This study aims to determine the institutional capacity in developing Lombok Kulon Tourism Village. The study was conducted with a descriptive qualitative method. The results of this study indicate that at the organizational level, the POKDARWIS "Lombok Kulon" has shown functional capacity in aspects of external partnerships, aspects of tourism potential development, and aspects of promotion of tourism villages. While in the aspects of leadership and coordination, it shows a lack of capacity. While at the individual level, individuals have a functional capacity in pioneering the development of tourism potential. However, individuals have a lack of capacity in understanding and applying the village tourism concept.

### Keyword:

Institutional Capacity; Organizational Capacity; Individual Capacity



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## INTRODUCTION

Tourism is one of the important industrial sectors and has great potential and opportunity to be developed. The development of tourism in developing countries, including Indonesia, is expected to help equalize economic opportunities and discourage villagers from migrating to cities. The development of tourism is also expected to improve the economy so that it can improve the welfare where tourism is developed (Evita, Sirtha, & Sunarta, 2012).

The development of tourism in Indonesia in recent years has entered into a new order. The development trend of tourism in Indonesia is the development of tourism models based on tourism villages (Triambodo & Damanik, 2015). As the name implies, the tourism village is a rural area that has some special characteristics that are worthy of being a tourist destination. In this region, the population still has traditions and cultures relatively original. Several supporting factors, such as special food, agricultural systems, and social systems, also contribute to a tourist village area. The development of tourism villages in Indonesia began to emerge in 2007 when the Indonesian government launched the Visit Indonesia program as an effort to promote tourism in Indonesia to local and foreign tourists. In 2009, the government rolled out the program PNPM Mandiri Tourism Which increasingly helped the emergence of a tourism village. Referring to the data of the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendes PDTT), up to 2016, there were 1,115 tourism villages developed in Indonesia. This number increased sharply compared to 2009, which only recorded 144 villages for tourism purposes.

The development of a tourism village is very much influenced by the institutional aspects, tourist objects and attractions, and tourism infrastructure (Sastrayuda, 2010). This is due to the three aspects of developing the tourist village, which has an essential role in improving the service and quality of tourism products. According to Inskeep (1991), in the context of tourism, institutions are an essential component in supporting the success of tourism. Institutions play a role in regulating the resources and distribution of benefits to increase tourism potential (Triambodo & Damanik, 2015). The urgency of the existence of institutions in the field of tourism is that institutions can play a role as a vehicle and an activator in facilitating and developing community participation in the field of tourism (Triambodo & Damanik, 2015). In the development of village tourism institutions, it is necessary to have proper initial planning in determining program proposals or activities, especially in the Tourism Awareness Group (POKDARWIS), in order to be able to improve community knowledge and skills through programs that are run (Sastrayuda, 2010).

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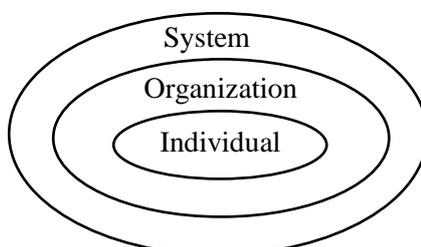
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Bondowoso Regency has several tourism villages, namely Lombok Kulon Tourism Village, Tamanan Tourism Village, Taman Krocok Tourism Village, Prajekon Kidul Tourism Village, Sempol Tourism Village, Alas Sumur Tourism Village, ANDAyar Tourism Village, and Glingseran Tourism Village. According to the Head of the Tourism, Youth, Sports, and Transportation Agency of Bondowoso Regency, from several tourist villages in Bondowoso Regency, one of the villages worth visiting by tourists is Lombok Kulon Tourism Village. The indicator used is the capacity of POKDARWIS human resources in receiving tourist visits because they will interact directly with tourists. The problem that occurs in other tourist villages is the lack of human resource capacity of POKDARWIS in the management of tourism villages.

From the above background, it can be seen that the development of tourism villages is influenced by institutional aspects, tourist objects and attractions, and tourist infrastructure. The institutional aspect is one of the essential components in supporting the success of tourism (Inskeep, 1991). In the aspect of institutional, community capacity is needed both in the form of organizations and individuals as the main actors in the development of tourism villages for the implementation of tourism village development strategies and programs. Therefore, this study aims to determine the institutional capacity of developing tourist villages. □

Regarding institutional capacity (Djogo, Sunaryo, Sirait 2003), states that in general, the definition of an institution includes the concept of a pattern of social behavior that is rooted and takes place continuously or repeatedly. Institutional contains two essential aspects, namely; "institutional aspects" and "organizational aspects." Covering institutional aspects of behavior or social behavior where the core study is about the value (value), the norm (norm), custom, folkways, usage, beliefs, ideas, doctrines, desires, needs, orientation, and others. While the organizational aspects include the structure or social structure with the core of the study lies in the aspect of the role (role). Further structural aspects include roles, activities, relationships between roles, social integration, general structure, comparison of textual structures with factual structures, structures of authority or power, relationships between activities with goals to be achieved, aspects of solidarity, clicks, profiles, and patterns of power. □

According to (Kapucu, Healy, Arslan 2011), capacity is a resource, adequate level of leadership, ability or expertise of the community, a certain level of institutionalization (change of new things that is of good value). Capacity Institutional Institutional or can be seen from the levels of community capacity, namely the system level, organizational level, and individual level (UNDP, 1997), more clearly illustrated in figure 1 below.



**Figure 1. Institutional Capacity Level (UNDP, 1997)**

System-level institutional capacity consists of relationships between individuals, informal groups, and formal organizations that produce a network of social relations called social capital (Chaskin, 2001). Because of this research on tourism villages, to measure the institutional capacity of the system level will refer to Damayanti (2014) research, namely the Provincial and District Tourism Office policies and the Village Government policies relating to the development and management of tourism villages, and partnerships undertaken by the Village Government with other institutions outside the village.

Milen (2006) states that the level of organization is related to the organizational structure, culture, and management tools that support individuals to show their best performance. Considering that this research was carried out in the realm of tourism, indicators that were deemed suitable for measuring the ability and organizational capacity of tourism village managers would refer to the opinions of Damanik and Weber (2006) namely the ability of organizations to lead and coordinate, the ability of organizations to carry out external partnerships organization to develop tourism products, as well as the organization's ability to promote tourist destinations.

The level of competency or individual capacity can be measured through several indicators. From the concept of JICA (2004) in Hamzah and Khalifah (2012), these indicators include knowledge, skills/skills, awareness, and attitudes. Based on indicators of individual capacity theorized by experts, the researchers took several contextual indicators with the management of tourism villages. These indicators refer to Noho (2014) because his research is related to community capacity in managing tourism, namely awareness in pioneering the development of tourism potential, knowledge of the concept of tourist villages, the ability to serve tourists, the ability to process souvenirs or souvenirs, and the ability to manage tourist attractions.

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## METHOD

This research uses the descriptive qualitative method as a research approach. The purpose of this study was to determine the organizational capacity and individual capacity of the Lombok Kulon Tourism Village manager. The data obtained in the form of a description of the organizational capacity and capacity of individuals managing the Lombok Kulon Tourism Village. The method of determining the sample using purposive sampling and snowball sampling. The primary data needed to be collected through field observations in the Lombok Kulon Tourism Village and interviews with 18 informants, including the chairperson and members of the "Lombok Kulon POKDARWIS," community leaders, arts managers, homestay managers, souvenir managers, PKK administrators, and organic farmers. While secondary data were collected from the "Lombok Kulon POKDARWIS agency." Primary and secondary data collection was carried out for ± 3 weeks in September 2016.

## RESULTS AND DISCUSSION

**Profile of Lombok Kulon Tourism Village.** Administratively the Lombok Kulon Tourism Village is located in Wonosari District, Bondowoso Regency, East Java Province. Lombok Kulon Tourism Village has an area of 364 hectares with a population of 4,669 people consisting of 1,625 families and divided into 6 Dukuh namely Dukuh Krajan I, Dukuh Krajan II, Dukuh Pasar, Dukuh Wonosroyo Timur, Dukuh Wonosroyo Tengah, and Dukuh Wonosroyo Barat.

**Potential of Lombok Kulon Tourism Village.** Lombok Kulon Tourism Village has a variety of natural and cultural potentials that are used as tourist attractions. Natural potentials in the Lombok Kulon Tourism Village include organic agriculture, organic fisheries, natural scenery, and rivers used for tubing tourism. In addition to natural tourism potential, Lombok Kulon Tourism Village also has several tourist attractions, including tree tracking, river tubing, and interactive games.

Lombok Kulon Tourism Village also has some cultural potential, namely hadroh, ketipung, and traditional dance art. The traditional arts are still displayed at the traditional village clean ceremonies, weddings, or attraction events for tourists.

**Organizational Capacity in the Development of Lombok Kulon Tourism Village.** Lombok Kulon Tourism Village Organization. Lombok Kulon Tourism Village has two organizations involved in the management of Tourism Villages, namely the Lombok Kulon Tourism Awareness Group (POKDARWIS) and the Selasih Tourism Village Institute (Ladewi). At this time, the organization of the Tourism Village Institute (Ladewi) Selasih is not active and does not have programs that are run. So that in this study, the organization under study was the POKDARWIS Lombok Kulon.

**POKDARWIS Lombok Kulon.** POKDARWIS Lombok Kulon is an organization that functions to manage Lombok Kulon Tourism Village. This organization was founded in 2009. In 2013, based on the Decree of the Regent of Bondowoso Number 503/470/ 430.10.12/2013, the establishment of the Tourism Awareness Group (POKDARWIS) as a tourism village management organization.

**Organizational capacity.** Organizational capacity is the ability of organizations to manage Lombok Kulon Tourism Village. Organizational capacity can be seen from leadership and coordination, external partnerships, capacity to develop tourist attractions, and capacity to promote rural tourism.

**Leadership and Coordination.** In the Lombok Kulon POKDARWIS organization, Baidawi acts as the field coordinator and leader for the management of the Lombok Kulon Tourism Village. Baidawi began managing Lombok Kulon Tourism Village in 2007. The type of leadership in POKDARWIS Lombok Kulon is a single type of leadership with a democratic leadership style. Democratic leadership that is applied in the Lombok Kulon POKDARWIS organization is that the leader always tries to prioritize cooperation to achieve goals and resolve various conflicts with deliberations. However, the weakness of this type of leadership is when a leader cannot make decisions correctly, and there is a contra between members when decision making does not occur, the meeting point is only arguing with each other. Decision making is also not always appropriate because most votes are not necessarily the best decision. Besides, a single leadership in an organization also has a weakness that is dependent on the leader. So that the activities carried out must wait for the command from the leader.

POKDARWIS Lombok Kulon holds regular meetings once a month and evaluates every tour package activity. The division of tasks in Lombok Kulon POKDARWIS based on the skills or knowledge of POKDARWIS members.

However, in terms of coordination, there are differences in the organizational structure of POKDARWIS Lombok Kulon and POKDARWIS Lombok Kulon Tourism Village. This problem does not cause conflicts at this time. Nevertheless, in the future, it will cause the POKDARWIS organization not to be able to run optimally.

**External partnership.** The management of a Tourism Village cannot be run solely by relying on the income generated from the tourism village itself. Need for assistance from various parties outside the tourist village to increase the income of the tourist village.

POKDARWIS Lombok Kulon has a functional capacity in the aspect of external partnerships. This organization has cooperated with parties outside the Lombok Kulon Tourism Village, such as the Tourism, Youth and Sports Office (Disparpora) of Bondowoso Regency.

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The collaboration carried out by POKDARWIS with Disparpora generated PNPM Mandiri Tourism assistance funds for 2 periods, 2011 and 2012. The first period was in 2011, Lombok Kulon Tourism Village received Rp 52,000,000 in assistance. The funds are used for equipment sound system, gamelan for the arts, and uniforms for the arts group. Whereas in 2012, the Lombok Kulon Tourism Village obtained a fund of Rp. 60,000,000, which was used for training guiding for village tourism managers, construction of vehicles outbound, construction of the secretariat, and equipment outbound such as rubber tires, buoys, and others. In 2013, Lombok Kulon Tourism Village received PNPM Rural funding for additional equipment camping.

## Capacity to develop tourist attractions.

POKDARWIS "Lombok Kulon Board" has developed tourism potential to become a tourist attraction so that tourists do not get. The manager of the tourism village must realize that the tourism village must show the diversity of tourist attractions so that tourist attractions do not seem monotonous. The merging of tourist attractions can be done by combining the potential of natural tourism with the potential of cultural tourism.

In its development, the manager of the Lombok Kulon Tourism Village already has an excellent capacity to develop tourist attractions, as evidenced by the growing development of the Lombok Kulon Tourism Village from 2011 to 2015 (see table 1).

**Table 1. Development of Rural Tourism Attractions Lombok Kulon**

Year	2011	2012	2013	2015
Tourist Attraction	Agriculture, fisheries and Art Organic	Agriculture, fisheries organic, roaming the village and Art	Agriculture, fisheries organic, roaming the village, outbound, and Art	Agriculture, fisheries organic, roaming the village, outbound, arts, and packages tour

## Capacity to promote tourism villages.

POKDARWIS Lombok Kulon has a functional capacity in terms of promotion of the Lombok Kulon Tourism Village. Initially, the promotion was carried out with tourist brochures, then the promotion of Lombok Kulon Tourism Village was carried out on social media such as Instagram, Facebook, and blogs. The Tourism, Youth and Sports Agency (Disparpora) of Bondowoso Regency also carries out promotional activities by carrying village tourism brochures when conducting comparative studies in other tourist villages, and the 2014 East Java Tourism Village Festival held in Bondowoso Regency makes Lombok Kulon Tourism Village increasingly known by the outside community.

## Analysis of Individual Capacity in the Development of Lombok Kulon Tourism Village.

**Individuals in the development of the Lombok Kulon Tourism Village.** The individuals referred to are those who play a role in the development and management of the Lombok Kulon Tourism Village, including members of the POKDARWIS, art figures, managers homestay, organic farmers, PKK management, souvenir or souvenir managers and convection managers. Individual capacity is the ability of individuals to manage Lombok Kulon Tourism Village.

**Individual Capacity To Pioneering Tourism Potential Development.** The capacity of the community in pioneering the development of tourism potential can be measured from the parameters of the community recognizing the types of potential that exist in their villages and the awareness of the community to develop these potentials into tourist attractions. The capacity of the community in recognizing the types of tourism potential in Lombok Kulon Tourism Village can be divided into two levels, namely, people who understand all the potentials in Lombok Kulon Tourism Village both natural and cultural potentials, and secondly, people who understand some of the Lombok Kulon Tourism Village potentials. People who understand all the natural and cultural potentials in Lombok Kulon Tourism Village are members of the Lombok Kulon POKDARWIS. Whereas people who understand some of the potentials of the Lombok Kulon Tourism Village are homestay, managers souvenir and convection managers and art figures.

Individual capacity in developing tourism potential into tourist attractions in accordance with the capacity and role of the individual.

Most of the members of the Lombok Kulon POKDARWIS did not know about the management of the tourist village when joining POKDARWIS. To increase the capacity of POKDARWIS Lombok Kulon members, they get training, which is held both by POKDARWIS and by the Department of Tourism.

Lombok Kulon Tourism Village community, in addition to members of the POKDARWIS, also received training to improve their capacity. The training is carried out in accordance with the roles held. For the manager homestay, the Village Government and the Tourism Office conduct a briefing on the homestay. For

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managers of convection, the Office of Cooperatives and SMEs conduct training on screen printing. As for the manager of souvenirs, the training is to take part in a comparative study to the place of making souvenirs in Yogyakarta.

## **Individual Capacity Regarding Knowledge and Understanding of the Tourism Village Concept.**

Knowledge of the concept of a tourist village will influence the attitude and actors of tourism in managing the tourism village. In the end, knowledge about the concept of a tourism village will lead tourism actors to use the concept of tourism that is triggered or not. The concept of Lombok Kulon Tourism Village is an integrated tourism village.

Integrated Tourism Village in Lombok Kulon Tourism Village, which is integrating the diversity of existing types of tourism, namely natural tourism, religious or cultural tourism, so that the diversity of types of tourism can support each other, so that later major tourism activities will emerge supported by other tourism activities.

Individual capacity regarding the knowledge and understanding of the concept of a tourist village is not functional. That is because the community's knowledge of the concept of integrated tourism village is limited to only mentioning various tourism potentials but has not been able to apply the concept of integrated tourism village in the development of Lombok Kulon Tourism Village. So now, the development is focused on natural tourism and cultural tourism. The development of Lombok Kulon Tourism Village has not integrated various types of tourism and potentials in the village, such as homestays, organic, souvenirs or souvenirs, and convection.

**Individual Capacity in Managing Tourist Attractions.** The management of tourist attractions is related to a planned and organized process to produce a series of sustainable actions. Individual capacity in managing tourist attractions can be seen from 3 indicators, namely the ability to manage tour packages, the ability to manage supporting facilities for tourism villages, and the ability to care for tourist objects. In the context of the management of Lombok Kulon Tourism Village, the ability of managers can be seen from the management of educational tourism packages and family tourism packages. This tour package management starts from the manager offering tour packages to tourists until the evaluation activities.

Managers can already understand the mechanism of managing tour packages from offering packages to tourists to evaluation activities. Evaluation activities are routine activities of managers after the holding of a tour package.

In addition to managing tour packages, the capacity of managers can also be measured from the condition of supporting facilities for tourism villages. The facilities of the Lombok Kulon Tourism Village consist of counters in the tourist village, the secretariat, the condition of attractions, and the condition of public toilets. The capacity of managers in managing village tourism facilities is seen as lacking because of the lack of public toilet facilities and the lack of information on tourist maps.

Indicator of the capacity of managers in managing tourist attractions can also be seen from the ability of managers to treat attractions or commonly referred to as maintenance. Lombok Kulon Tourism Village is a tourist village that relies more on tourism, so it has a tourist attraction whose treatment cannot be done by just anyone. The POKDARWIS member who is authorized to carry out treatment is a member of the POKDARWIS division. Before joining the Lombok Kulon POKDARWIS member, the division members did have knowledge and capacity in outbound, flying foxes and other activities. The capacity of Lombok Kulon POKDARWIS members in caring for tourist objects can be said to be good. Members can understand how the mechanism of care for attractions. Besides, they have also received training in individual capacity building, such as training guiding and development training outbound.

**Individual Capacity in Processing Souvenir.** In the case of souvenir businesses, Lombok Kulon Tourism Village has souvenir potential in the form of necklaces, bracelets, etc. and convection. The community has a functional capacity in processing souvenirs. They can set up souvenir businesses and process souvenirs and convection. This souvenir business started from Mr. Agus, a resident of Lombok Kulon Village, Lombok Kulon Tourism Village. He has been managing souvenirs since 2011. The products sold by Mr. Agus include robbers, bracelets, and necklaces. This souvenir working system is a subcontract, where the work is carried out by other parties.

At the moment, Mr. Agus works with around 40 women from the Lombok Kulon Tourism Village. The process of working on these souvenirs is that Agus gives raw materials used to make souvenirs for mothers. Then the mothers work in their homes. In a certain period, the products are collected again at Pak Agus' house and then marketed in tourist areas. The marketing of these products is to tourist attractions in Bondowoso Regency and outside Bondowoso Regency.

Mr. Syaiful has managed the convection business since 2010. The working system of this convection is a subcontract, in which part of the work is carried out by other parties. Mr. Syaiful as the subcontractor, only works on printing and marketing. While other parties do the raw material until sewing clothes. This convection is working with tailors in the Lombok Kulon Tourism Village. The problem faced by the Lombok Kulon Tourism Village in the management of souvenirs and convection is that there are no stalls or shops

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within the Lombok Kulon Tourism Village that function to market the village's potential. So that at the moment, the Lombok Kulon Tourism Village plays a role as a souvenir and convection area. marketing is Souvenir and convection carried out to tourist attractions in the vicinity of the Kulon Lombok Tourism Village, including the Wonosari Tourism Area and Shower 7.

**Community Capacity in Serving Tourists. Service to tourists is one of the success factors in maintaining tourist village visits** (Noho, 2014). Tourist services that will be discussed include scouting guiding and accommodation services. In terms of tourist guiding member Pokdarwis capacity could not meet the quantity and quality of tour guides. Lombok Kulon Tourism Village has received training guiding to increase community capacity in 2014. At present, Lombok Kulon Tourism Village does not yet provide tour guides local except for tourists who choose tour packages or if there are important guests from the Tourism Office. Whereas in providing accommodation, the community as manager homestay already has a functional capacity in serving tourists. Besides that, the homestay is physically ready. At present, 29 houses are ready for tourists to use with 54 rooms and a capacity of 117 people.

**Analysis of Institutional Capacity Building Programs.** Lombok Kulon Tourism Village has received several institutional capacity building programs, including pieces of training organized by the Department of Tourism, the establishment of Tourism Awareness Groups (POKDARWIS), PNPM Mandiri Tourism, and Urban PNPM. These programs aim to increase the capacity of managers of the Lombok Kulon Tourism Village both individually and as an organization. Here are some programs that have been implemented by Lombok Kulon Tourism Village.

- A comparative study to Yogyakarta.
- Coaching regarding homestay.
- East Java Tourism Village Communication Forum (FK Deswita East Java).
- East Java Tourism Village Festival.
- Government Assistance Provincial for Organic Farmers in 2011 and 2015.
- PNPM Mandiri Tourism in 2011 and 2012.
- Urban PNPM in 2013.

## CONCLUSION

Based on the results of the previous description, in general, this study can conclude that Lombok Kulon Tourism Village has an excellent capacity for organizational capacity and individual capacity. Organizational capacity will not run effectively if the individual capacity does not meet the required capacity, conversely individual capacity will not run effectively if it is not supported by organizational capacity.

The organizational capacity seen from the leadership and coordination carried out by Baidawi as the field coordinator, and leader of the Lombok Kulon POKDARWIS shows that the capacity of the Lombok Kulon POKDARWIS organization is not functional due to the dependence on organizational leaders and problems in the aspect of coordination. In the aspect of external partnerships, aspects of developing tourist attractions as well as aspects of promotion of tourist villages, the Lombok Kulon Tourism Village management organization has shown functional capacity.

At the individual level, Lombok Kulon Tourism Village has shown functional capacity in pioneering the development of tourism potential. Besides, individuals show a reasonably good capacity in the management of tourist attractions, souvenir and convection management, and tourist services. However, the individual has not shown a functional capacity in understanding and applying the village tourism concept.

Furthermore, this study also found several things that need attention from the Government and the manager of the tourism village, namely the application of the integrated tourism village concept. Integrated tourism village is expected to integrate the potential of natural tourism, the potential of cultural tourism, and the potential of villages such as homestays and souvenirs. Things that can be done include cooperation between the village government, POKDARWIS Lombok Kulon, and the "Mekar Kesuma" art group in providing Lombok Kulon Village tourism activities. If more tours are offered, overnight stay tour packages can be implemented, and homestays can be used. Besides, the longer tourists stay in Lombok Kulon Tourism Village, and the more tourists will increase the tourism village products such as souvenirs, organic, and convection.

Based on the results of research that has been done, some things have not been explored in this study because of the various limitations encountered. Therefore, this study provides several recommendations for further research, especially regarding institutional capacity at the system level. At the system level, research on relationships between individuals, informal groups, and formal organizations that produce social capital and policies carried out by the Department of Tourism and the Village Government is related to the development of tourism villages.

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