RESEARCH ARTICLE OPEN ACCESS

Baileo: Jurnal Sosial Humaniora
Volume 2, Issue 1 | September 2024
https://ojs3.unpatti.ac.id/index.php/baileofisip

BAILEO JURNAL SOSIAL HUMANIORA
e-ISSN 3026-3468
p-ISSN 3026-2593

Article info
Received manuscript:
12/09/2024
Final revision:
28/09/2024
Approved:
29/09/2024

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IMPLEMENTATION OF TOURISM POLICIES IN THE DEVELOPMENT OF JEROWARU TOURISM VILLAGE, EAST LOMBOK

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DOI: https://doi.org/10.30598/baileofisipvol2iss1pp107-119

ABSTRACT

This study aims to examine the implementation of tourism policies in the development of Jerowaru Tourism Village, East Lombok, as a strategic initiative for rural empowerment and poverty alleviation in coastal areas. Using a qualitative case study method and grounded in Woolcock's social capital theory, this research involved field observations, in-depth interviews with community stakeholders, and documentation analysis. The findings reveal that policy implementation aligns with various national and regional regulations, including the Tourism Law, Regional Autonomy Law, and the 2021 NTB Governor Regulation. Three key dimensions support the tourism village policy: (1) coordination, communication, and disposition among stakeholders; (2) the active role of youth-driven tourism awareness groups (Pokdarwis) in fostering community participation; and (3) grassroots initiatives that emphasize environmental sustainability and local identity. The tourism village has leveraged the 3A framework—Attractions, Amenities, and Accessibility—while empowering local actors to lead management and innovation. The novelty of this study lies in demonstrating how social capital functions as a bridge between policy implementation and grassroots empowerment, enhancing both community capacity and local economic resilience. The research recommends stronger multi-stakeholder collaboration and targeted policy support to reinforce tourism-based village development models within broader social science and humanities discourse.

Keywords: *Community Empowerment, Participatory Governance, Policy Implementation, Rural Development, Social Capital*

INTRODUCTION

Indonesia, as a developing country, has the aspiration to improve the welfare of its people, in line with the fourth paragraph of the 1945 Constitution's Preamble, which outlines the country's objectives. One of the government's efforts to achieve this goal is through national development with strategies aimed at enhancing the well-being of its citizens (De Neve & Sachs, 2020; Dwyer, 2023; Maulidiah & Megawati, 2022a). Public welfare can be measured by the reduction of poverty, which has long been a serious issue in various parts of the world. Poverty is often seen as a vicious cycle, causing a domino effect on many aspects of societal life. Statistics Indonesia (BPS) recorded that the poverty rate in September 2022 was 9.57%, an increase of 0.03

percentage points compared to March 2022, and a decrease of 0.14 percentage points compared to September 2021. The number of poor people in September 2022 was 26.36 million, an increase of 0.20 million from March 2022, but a decrease of 0.14 million compared to September 2021 (Badan Pusat Statistik, 2023).

One strategy for reducing poverty is through community empowerment in the tourism sector (Dolezal & Novelli, 2022; Hermawan & Suryono, 2023; Purnomo et al., 2020; Suardana & Wayan, 2016). The tourism sector is one of the largest and strongest industries in global economic finance. In Indonesia, tourism is also one of the fastest-growing sectors. Economic growth in this sector can support local revenues while providing opportunities for local communities to develop their economies (Hakim et al., 2024; Snyman, 2020; Sudrajat et al., 2024). This is also driven by modern societal trends, where people have less free time and greater demands to meet their needs. Tourism, which was once considered a tertiary need, has gradually shifted to becoming a primary need for modern society, serving as a means of "healing" and escape from routine (Krisnawati, 2021).

Tourism comes in many forms, and one that has become a trend is alternative tourism. Alternative tourism emphasizes environmental preservation, culture, and the unique characteristics of local areas. This concept began to grow during the COVID-19 pandemic, which affected almost all parts of the world. Alternative tourism is considered a form of sustainable tourism with significant impacts, particularly for the development of tourist villages (Kusumawidjaya et al., 2022). Through this tourism concept, communities can explore the potential within their villages (Maulidiah & Megawati, 2022). Alternative tourism also serves as a means for empowering communities to address poverty in rural areas.

West Nusa Tenggara (NTB) is one of the regions with a relatively high poverty rate. In March 2023, the number of poor people was 751.23 thousand, an increase of 6.54 thousand compared to September 2022 and an increase of 19.29 thousand compared to March 2022 (Badan Pusat Statistik, 2022). NTB's economic growth in 2021 was still below the national average of 3.69%. The open unemployment rate in NTB in 2021 was recorded at 3.01%, down 1.21% from 4.22% in 2020 (TIM UJDIH BPK Provinsi NTB, 2022). Despite Indonesia's marine resources, coastal communities and fishermen often live in poverty. Fishermen's households are an example of underprivileged families (Hidayat et al., 2024). Therefore, one of the government's efforts to alleviate poverty is through village empowerment. Various programs and activities have been implemented over the past 20 years to promote rural development and poverty alleviation in NTB, including in East Lombok Regency, particularly in the Jerowaru subdistrict. However, not all programs have been fully effective in improving the living conditions of farmers, fishermen, and coastal communities in general (Muktasam et al., 2022). This has driven sustainable village development through the tourism sector, as Jerowaru itself is rich in marine potential and natural beauty.

Several previous studies (Afdhal, 2023; Krisnawati, 2021; Mailoa et al., 2023; Maulidiah & Megawati, 2022b) have highlighted that alternative tourism supports village development, which

should be a priority in national development. Through village development, communities can become more prosperous and self-sufficient. Village development, particularly in the tourism sector, is supported by both the government and local communities, but significant progress has yet to be seen. This is partly due to a lack of participation and socialization among the community. Supported by tourism studies in the Jerowaru area (Erfayana et al., 2024; Hidayat et al., 2024; Permadi et al., 2018), tourism has been used as a means to promote local economic growth through marine product processing industries, while also working to preserve natural heritage through the formation of tourism-conscious groups. Based on this context, this study seeks to examine the implementation of tourism policies in the formation of Jerowaru tourism villages.

RESEARCH METHOD

This study employs a qualitative method with a case study approach, based on the assumption that the cases occurring at the research location are specific. Qualitative research aims to discover meanings derived from individuals or groups of people considered to be experiencing social or humanitarian issues (Creswell & Poth, 2016). The location was selected based on the consideration that Jerowaru Village is a leading tourist village in the region and is ranked among the top 100 ADWI (Indonesia's Best Tourism Village). Data were collected using observation, documentation, interviews, and focus group discussions (FGD). The informants were selected using a purposive sampling method, with predetermined criteria according to the research problem (Fontana & Frey, 2019). Informants included personnel from local government organizations (OPD), village and subdistrict officials, tourism management community members, and local residents. The selection of informants was based on their knowledge and information related to tourism village development policies. They were chosen for their understanding of the process of establishing Jerowaru Tourism Village and community empowerment activities. The goal was for informants to provide relevant insights regarding the potential, challenges, empowerment initiatives, and development strategies for the village's tourism attractions. The research data were analyzed through data reduction, data display, and conclusion drawing. The validity of the data was tested using triangulation of time, method, and sources.

The findings in this study were analyzed using Social Capital Theory from Woolcock's perspective, which assumes the division of social capital into three types: social capital bonding, social capital bridging, and social capital linking. Social capital refers to norms and networks that enable people to act collectively. These social relationships can be utilized as capital to achieve not only economic benefits but also social advantages (Fathy, 2019). Woolcock and Narayan describe the role of social capital in economic development through four approaches: the communitarian approach, the network approach, the institutional approach, and the synergy approach (Mulianto, 2017).

RESULTS AND DISCUSSION

Implementation of Tourism Village Policy in Jerowaru Village

Policy Basis for the Formation of a Tourism Village

The province of West Nusa Tenggara (NTB) has regional potential that supports the tourism sector, including ecotourism, agrotourism, historical and cultural tourism, nature tourism, and man-made tourism. Most of this tourism potential is located in rural areas, prompting the NTB government to build and develop Tourism Villages. This is outlined in NTB Provincial Regulation No. 10 of 2021 concerning tourism villages. A tourism village is defined as a form of integration between attractions, accommodations, and supporting facilities presented within a community structure that blends with local customs and traditions. This is further elaborated in the Regulation of the Minister of Culture and Tourism No. KM.18/HM.001/MKP/2011 on the Guidelines for the Independent Community Empowerment Program (PNPM) in Tourism (Peraturan Menteri Kebudayaan Dan Pariwisata, 2011).

A Tourism Village is comprised of several components, including the village area, tourism products, management organizations, regional infrastructure, tourists, and social networks. According to the Medium-Term Regional Development Plan (RPJMD) of East Lombok Regency, the success of tourism sector programs can be assessed from two aspects. The first aspect is the level of success in achieving the targeted activities as planned, and the second is the overall outcomes of the program at a macro level, including the number of tourist visits to East Lombok Regency. Data from the East Lombok Tourism Office (Dispar) shows that tourist visits increased in 2017, with 11,590 visitors, 10,667 visitors in 2018, and 58,417 visitors in 2019 (Dispar Lombok Timur, 2019).

According to previous research, a successful tourism village can compete at the global level. In addition to developing local potential, tourism villages also empower the community and help alleviate poverty. The implementation of tourism village development policies based on community participation in Jerowaru Village can be analyzed using the social capital theory, focusing on three influencing variables: coordination, communication, and disposition.

Overview of Jerowaru Tourism Village

Jerowaru Tourism Village is one of 15 villages located in Jerowaru District, East Lombok Regency. The area of Jerowaru Village is approximately 1,376.30 hectares (ha), divided into 1,388.18 ha of rice fields, 75.80 ha of buildings and yards, 89.00 ha of gardens, and 120.02 ha for other uses. Most of the land in Jerowaru Village is used for agricultural rice fields, buildings, and other facilities. Jerowaru Village is situated at an elevation of +0-54 meters above sea level, with a close distance to the coast (Desa Wisata Jerowaru, 2022). The population of Jerowaru Village is 12,157 people with 3,536 households. The residents' livelihoods are concentrated in agriculture, tobacco cultivation, and fishing. This coastal village has potential for maritime and tourism business development, such as in Jor, Telong-Elong, Poton Bako, Tutuk, and Pengoros Luah. The establishment of Jerowaru Tourism Village opens opportunities for supporting tourism sectors such as MSMEs, trade, crafts, and culinary industries.

Socially and economically, coastal communities are closely related to marine resources, and their livelihoods rely on natural resources and services associated with the sea, such as fishermen, fish farmers, and owners or workers in the maritime industry (Makagingge et al., 2017). The tourism sector can be relied upon to create business opportunities, increase job opportunities, improve income, accelerate equitable income distribution in the community, and increase government tax and retribution revenue (Lubis & Osman, 2014).

Jerowaru Tourism Village has the potential to be used as capital in the development of a tourism village. Its natural assets and local wisdom are key attractions, including: (1) Bale Mangrove Ecotourism, located in Poton Bako Hamlet on the coastline of the bay, covering an area of approximately 2 hectares. The mangrove forest is developed into an exploration, education, and environmental preservation tourism area; (2) Floating Restaurant, established to accommodate the village's marine cultivation potential, especially lobster and other seafood products; (3) Sunset Point, a tourist attraction accessible on the beach and at Bale Mangrove Ecotourism; (4) Lobster Village, a lobster farming area that serves as one of the village's main attractions. Lobster Village was established to attract tourists who want to learn from local farmers about the cultivation process; (5) Bale Beleq and Sekepat, cultural sites originally used as meeting halls for the spread of Islam; (6) Jor Hamlet, a seafood processing area specializing in shrimp paste. These attractions serve as essential assets in fulfilling the attraction element in the formation of a tourism village.

The development of a tourism village involves the integration of Attractions, Amenities, and Accessibility (3A), presented within a community structure that aligns with the local customs and traditions (Arintoko et al., 2020). According to research findings, the 3A concept has been fulfilled by Jerowaru Tourism Village as social capital for tourism development: (1) Attractions: The main draws of the tourism village include beach tourism spots, mangrove forests, Lobster Village, floating restaurant cuisine, the Besentulak tradition, the Mangrove Festival, and a dam; (2) Amenities: Supporting facilities in the tourism village include public facilities, accommodation, human resources, and other tourism-related services; (3) Accessibility: Refers to various aspects related to tourists' access to the village, including manageable distances, easy access by motor vehicles, and communicative information boards.

The Process of Establishing a Tourism Village

The Process of Establishing a Tourism

The initial process of establishing a tourism village in Jerowaru Village involved a series of structured and collaborative steps, where relevant parties, including the village government, youth, community leaders, and local government agencies, worked together to explore and leverage the existing tourism potential. In this process, the local government provided clear criteria and guidelines regarding what qualifies as a tourism village. The eligibility of a tourism village is determined by the fulfillment of the 3A's (Attractions, Amenities, and Accessibility). The tourism-aware community, along with village, district, and regency officials, coordinated through

meetings to solidify the commitment to establishing the tourism village. The emphasis on commitment ensures that the establishment of the tourism village is not merely for personal interests but for the benefit of the Jerowaru village community.

Coordination was also carried out in identifying regional potential to meet the attraction aspect of the tourism village. Attractions were chosen based on uniqueness, advantages, access, and the management capabilities of the operators. At this stage, the identification also included weaknesses and predicted challenges. According to informants, one of the challenges faced was the issue of incoming trash carried by ocean currents. The mangrove forest, a key attraction of the tourism village, becomes a trap for this trash. In addition to disrupting aesthetics, this trash can hinder the growth of mangroves, as it tends to cling to the mangrove roots, obstructing the trees' respiration.

The next stage was the establishment of the *Pokdarwis* (tourism awareness group), which is responsible for overseeing the development of the Tourism Village. Pokdarwis serves as an extension and partner in tourism management. In Jerowaru Tourism Village, Pokdarwis plays an active role in tourism management, promotion, and development. This is evidenced by the achievements of the tourism village, such as receiving the ADWI award, being listed among the top 100 ADWI villages in 2024. ADWI is an award given to the best tourism villages in Indonesia.

This process demonstrates that the establishment of a tourism village is not just a local initiative but also part of a broader tourism development policy implemented by the village, district, and provincial governments. The involvement of various elements in this process shows a strong effort to create synergy between the government and the community. The success of this coordination is evident through the strengthening of existing tourism management groups and the creation of networks involving investors, non-governmental organizations (NGOs), and private companies (Hidayati & Siregar, 2024; Ismail & Habibah, 2020; Nguyen, 2022). Bale Mangrove Ecotourism itself is currently supported by PT PLN NTB Unit. This support includes not only mangrove seed planting but also the construction of supporting facilities. The formation of Bale Mangrove was initially driven by the decline in income and the loss of jobs due to the COVID-19 pandemic. The tourism-conscious youth in Poton Bako Hamlet took the initiative to optimize the mangrove forest resources, transforming it into a tourism area through self-funded efforts. With good coordination among managers, Bale Mangrove has grown and become a favorite tourist destination in Jerowaru.

This condition created bonding capital, bridging the formation of the tourism village. The economic downturn, declining income, and loss of livelihoods fostered a strong shared identity and internal group cooperation. The development of Bale Mangrove demonstrated the centrality of social bonds in helping those affected by COVID-19-related vulnerabilities, highlighting the benefits of leveraging group-based communities. Bonding social capital plays a role in creating a strong shared identity. The existence of the *karang taruna* (youth group), tourism-aware youth, and the establishment of Bale Mangrove management created bridging social capital in an inclusive institution. Bridging is marked by open (inclusive) social relationships, with members

coming from diverse backgrounds. In line with the thoughts of Woolcock and Narayan, this group's orientation emphasizes collective efforts to seek solutions to shared problems, with an outward-looking perspective. Bridging social capital is crucial for groups involved in the management of the Tourism Village to expand cooperation with other groups (Fukuyama, 2005). Social capital refers to social cohesion or bonds. The central idea of social capital is that networks are valuable assets – the foundation of social cohesion because they foster a cooperative climate to derive mutual benefits (Field, 2018; Marsden, 2021).

Following the establishment of Jerowaru Tourism Village, the results of this coordination not only focused on the development of the tourism destination itself but also on increasing the capacity of local communities to participate in and benefit from the tourism sector. Although interviews indicated that, in general, coordination in the development of the tourism village has been going well, some challenges have arisen. These include a lack of consistent understanding among all involved parties regarding the goals and mechanisms involved in managing the tourism village. For example, although the village government has developed clear plans and policies, not all community members, especially the youth, have the same understanding of their role in the process. This can result in confusion in carrying out assigned duties and responsibilities, hindering the efficiency of coordination.

The form of coordination following the establishment of the tourism village in Jerowaru District reflects an inclusive and participatory approach. By involving all elements of society, the government, and NGOs, this coordination focuses not only on tourism management but also on strengthening community capacity, forming community organizations, and ensuring environmental sustainability.

Communication Aspect

The communication aspect is a crucial element in the development of a tourism village, where various methods and channels are used to ensure that information flows effectively between all parties involved, including the village government, local community, tourism managers, and non-governmental organizations (NGOs). In this context, research informants explained that communication is carried out through various means, from face-to-face meetings to the use of digital technologies, such as instant messaging applications and social media, reflecting efforts to reach a wider audience more efficiently.

Face-to-face meetings are one of the primary methods relied upon to build relationships and mutual understanding among the involved parties. In these meetings, all elements, from the village government to youth and the community, have the opportunity to express their opinions, share ideas, and discuss the challenges faced in the development of the tourism village. These activities not only enhance transparency in decision-making but also foster a sense of ownership and responsibility within the community for the success of the tourism village. With open discussion forums, the community feels more engaged and empowered in the development process, which in turn increases their commitment to actively contribute.

Moreover, the use of information technology, such as social media and instant messaging applications, has become an integral part of the communication strategy in the development of the tourism village. The interviewees mentioned that these platforms enable quick and efficient communication, allowing information about activities, promotions, and important issues to be disseminated promptly. Social media, in particular, serves as an effective promotional tool, where local youth play an active role in publicizing information about the tourism village through their accounts. This way, the tourism village's potential can reach a broader audience, attract new visitors, and increase community participation in events held.

In addition, communication also includes raising awareness about important issues, such as environmental management and sustainability. NGOs play a role in providing education and information to the community about environmentally friendly practices and the importance of maintaining cleanliness and nature conservation. This awareness is promoted through various media, including billboards, pamphlets, and social media campaigns, aiming to increase community awareness of the impact of tourism on the surrounding environment. With greater community understanding of these issues, it is hoped that they can contribute positively to the sustainability of the tourism village.

The tourism promotion process in Jerowaru District is a strategic effort involving various communication methods and channels to attract visitors and raise community awareness about the tourism potential. Interviews showed that promotion is carried out in a planned and integrated manner, involving not only the village government but also youth, the local community, and NGOs, who actively participate in promoting the tourism village.

One of the main methods used in the promotion process is the utilization of social media. Interviewees explained that platforms like Instagram, Facebook, and TikTok have become highly effective tools for reaching a wider audience. The use of media is seen as providing positive value, such as creating networks and collaborations through tourism promotion. This digital promotion was one of the aspects assessed in the 2024 ADWI award. Jerowaru Tourism Village met the criteria for attractiveness, digitization, amenities, institutional and human resource capacity, as well as sustainable environmental management. Digitization has become an important aspect of tourism promotion to communicate objectives and increase visitors. Tourism managers and the village government have greatly benefited from tourism promotion via social media, especially TikTok. According to the Bale Mangrove managers, the viral content has boosted tourist visits, which in turn revitalized other supporting tourism sectors, such as hotels, handicraft industries, culinary businesses, and transportation services.

Communication strengthens the network ties among stakeholders in the formation and development of the tourism village by linking external assets and disseminating information. This helps build a broader identity and reciprocity. According to Woolcock, linking social capital at this stage reaches people in different situations completely outside the community, encouraging members to take advantage of many resources available both inside and outside the community (Woolcock, 2001: 13-14, in Usman, 2018; Fathy, 2019).

Disposition Aspect

The disposition aspect in the development of the tourism village in Jerowaru District reflects the attitudes, motivation, and commitment of all parties involved, including the government, village managers, and the local community, who play a vital role in the successful implementation of tourism policies. On the other hand, the role of the government, both at the village and district levels, is significant in supporting the initiative to establish the tourism village.

One noticeable disposition is the enthusiasm of the community, especially the youth, who are eager to participate in managing the tourism village. Informants mentioned that many young people have creative and innovative ideas to develop the tourism potential in their village. When these ideas were presented to the village government, they were well-received and served as the basis for further collaboration. The government's openness to listening to the community's aspirations demonstrates a positive disposition in creating space for public participation. By providing opportunities for youth to contribute, they feel valued and motivated to engage actively in activities related to tourism development.

The district, sub-district, and village governments entrusted the management of the tourism village to the local tourism awareness group (pokdarwis). After the tourism village was established in Jerowaru, the government refrained from intervening in daily management, but the village government remained involved in policy regulation and active monitoring.

Daily management was handed over to the tourism awareness group, which consists of local youth from the tourism area. This disposition creates a collaborative model that combines active community participation with structural support from the government. This synergy strengthens the social capital of Jerowaru Tourism Village. When social capital is well-applied, its most important contribution is the creation of an independent community capable of achieving good governance.

The tourism awareness group (*pokdarwis*) is the key entity involved in the day-to-day management of the tourism village. Pokdarwis is made up of community members who are committed to developing tourism. Pokdarwis serves as the link between the government and the community. In interviews, informants revealed that pokdarwis is responsible for planning, organizing, and implementing various tourism activities, such as festivals, tours, and destination promotions. They also play a role in maintaining cleanliness and security in the tourism area, ensuring that visitors feel safe and comfortable during their stay. The development process of Jerowaru Tourism Village involves the local community as human resources, both as village tourism managers, sanitation workers, and laborers for tourism infrastructure development.

The dimensions of social capital (bonding, bridging, and linking) have a significant impact on community empowerment in developing Jerowaru Tourism Village. According to Woolcock, these three aspects of social capital are considered strong if they are fulfilled and maintained. In the case of Jerowaru Tourism Village, social capital is deemed strong as all these aspects have been met. The community directly benefits from the development of the tourism village, especially those living near the tourism spots. The number of tourists continues to increase, and

networks with NGOs, the government, and the private sector (investors) have been established. Bonding and bridging are at high levels, creating a community that successfully manages village resources for the welfare of its residents.

Some findings in the field that require attention include the challenges faced by the Jerowaru Tourism Village managers, such as infrastructure conditions at certain points leading to the tourist spots that are slightly damaged. However, the managers stated that this issue is being addressed by the district government for follow-up action. Additionally, another concern is the accumulation of waste in the mangrove ecosystem. The managers are committed to continuing to address this issue through regular clean-ups and waste sorting management with a waste deposit refund program for visitors, while also improving service quality and developing new attractions to enhance the image of tourism in Jerowaru Tourism Village.

CONCLUSION

The establishment of the tourism village in Jerowaru Village aims to enhance the position and role of the community as key players in the development of the tourism sector. In addition, the Tourism Village was created with the goal of optimizing tourism potential and empowering the community around the tourism area. The foundation for the establishment of Jerowaru Tourism Village aligns with the Tourism Law, the Regional Autonomy Law, Ministerial Regulation No. 10 of 2020, the Regional Development Plan (RPJP) and local regulations, as well as the NTB Governor Regulation of 2021. The implementation of Jerowaru Tourism Village has adhered to three essential aspects: Attractions, Amenities, and Accessibility (3A). The selection of attractions offered is based on the village's flagship tourism spots, while amenities refer to the availability of tourism support facilities and human resource actors. Adequate access, such as proximity to the district city, airport, seaport, and road infrastructure, complements the formation of the tourism village. The support of stakeholders, including the government, was evident in the initial stages of the tourism village's formation during the coordination, communication, and disposition phases. Village officials played a role in mediation/negotiation, acting as facilitators, and providing support in the development of the tourism village. The management of Jerowaru Tourism Village was entrusted to the tourism awareness group (Pokdarwis) for its management and development. Stakeholders are not directly involved in the operational and managerial aspects of Jerowaru Tourism Village. Instead, full authority and responsibility have been granted to the Pokdarwis. The social capital possessed by Jerowaru Tourism Village has bridged both sociological and economic perspectives, yielding positive impacts on the optimization of village potential and empowering the community to improve the local economy. The policy of establishing Jerowaru Tourism Village has expanded employment opportunities for the local population, who had previously lost their jobs, and has fostered new industries such as handicrafts and culinary businesses.

ETHICAL STATEMENT AND DISCLOSURE

This study was conducted in accordance with established ethical principles, including informed consent, protection of informants' confidentiality, and respect for local cultural values. Special consideration was given to participants from vulnerable groups to ensure their safety, comfort, and equal rights to participate. No external funding was received, and the authors declare no conflict of interest. All data and information presented were collected through valid research methods and have been verified to ensure their accuracy and reliability. The use of artificial intelligence (AI) was limited to technical assistance for writing and language editing, without influencing the scientific substance of the work. The authors express their gratitude to the informants for their valuable insights, and to the anonymous reviewers for their constructive feedback on an earlier version of this manuscript. The authors take full responsibility for the content and conclusions of this article.

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