

# The Role of Community Empowerment: Norms and Obligation in the Development of Tourism on Bunaken Island

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**Abstract:** The success of a tourist destination cannot be separated from the role of the local community involved in it. However, sometimes people are only used as spectators, and cannot get benefit from tourism. The success of Bunaken as a National Marine Park, which is known among world diving lovers is inseparable from the role of local communities who support and maintain this tourist destination. The purpose of this study was to analyse the role of the norm and obligation-based community empowerment in the development of tourism on Bunaken Island. The case study methods carried out were observation, interviews and documentation directly in the field. The data source is the selected informants in the snowball model. Empirical findings show that community empowerment has developed as ethical norms that have to be broken down to be part of wisdom, while this is still constrained due to the lack of knowledge of the local community. Since community empowerment is an ongoing process, it is hoped that this will be overcome.

## 1 INTRODUCTION

Development of tourist destinations is inseparable from the role of local communities involved in it. Destinations can be established if indigenous elements contribute to them. However, a compilation of no support from the community will not be developed (Chen, & Raab, 2012). Many cases that occur at this time which occurred at the beginning of developing well from the local community, but in the midst of the conflict there was a trip, the destination expansion declined, no more tourists visited, the infrastructure was damaged/left there was nothing to see and repair and dispose of. There are also goals that initially developed but remained stagnant because people did not need to know what, how to consolidate and translate. Because in some phases people oppose and do not care anymore, depending on apathy, this will eventually die.

The success of the destination requires the involvement of the community because the community is the legitimate owner of natural potential. Without community involvement, whatever objectives might be there, the destination will not develop well. The fact is that the community

is very empowered in tourism development (Saufi et al. 2014). At present, the empowerment of local communities in developing countries is still lacking, because the pattern of comfort is still more than natural and economic capital such as technology and management. Many local wisdoms that are owned by the general public are marginalised, in that it is social capital as a basic building called the community.

North Sulawesi has considerable tourism potential, namely marine tourism. One of the most famous tourist destinations in the world is diving tourism, which lies in the Bunaken National Park Region. The development of the tourism industry in the region has launched work opportunities that lead to improving the welfare of local communities. In the framework of social-based community empowerment it is necessary to study the social capital in the community on Bunaken Island which is the main door of Bunaken National Park and also as a centre for the development of the tourism industry. How to involve the parties in the empowerment and development activities that have been carried out and what types of empowerment of local communities as well as the interests of coordination between the parties involved in

empowering the community on Bunaken Island are the main concerns. Based on researchers' observation, one of the aspects of local community empowerment, which often runs optimally in the community on Bunaken Island, is the empowerment of social capital norms and obligations. Indeed, this aspect has been carried out, but not maximally, so it needs to be improved. For example, norms of business in the scope of a tourism business where the rules are enforced may not sell similar souvenir items, and then the guide should remind tourists not to fish in the core zone (conservation), while the obligation, for example, every community who earns a living on the beach must be involved in beach cleaning activities. These aspects seem simple, but they have a devastating effect on the development of tourism on Bunaken Island. The aim of the study was to examine the process of empowering local communities based on social capital (norms and obligations) in the context of tourism development on the Bunaken island.

## 2 LITERATURE STUDY

Community Empowerment Based on Social Capital Empowerment emphasises that people will acquire sufficient skills, knowledge and power to influence their lives and other people's lives of concern, (Parsons et al., 1994). Meanwhile, community empowerment is an economic development concept that summarises social values. Etymologically, social capital has an understanding of capital owned by the community in community empowerment. This capital is a combination of something material and non-material. Material has meant about ownership related to financial assets owned, while non-material tangible capital has mutual trust and gathering system (togetherness system) in a society, (Bessette et al., 1957).

Furthermore, it is said that social capital is mainly related to the values of a network (social network) that binds certain people (who usually have certain similarities, such as the similarity of work, residence, ethnicity, religion and so on) and are bridging between different people, with a norm of reciprocity. Social capital places more emphasis on group potential and patterns between individuals in a group and between groups with space for attention to social networks, norms, values and beliefs to others who are born to group members and become group norms. The essence of social capital is how the ability of people in an ethnic group to work together to build a network to achieve the goals

expected together by forming a unified whole and interconnected with one another, can influence both individually and in groups in the community itself.

### 2.1 Norms & Obligation

Norms, mean: standards, models, patterns, examples, leading examples, which will or should be followed (Neufeldt 1988). Thus, the norm is a standard or model, a pattern, an example that leads a person or a community group, where the norm must be followed or implemented. As social capital, norms are a standard or model that must be followed or exemplified by society, because those norms will lead them to behave according to what the community should do. Fukuyama formulates social capital by referring to "informal norms that support cooperation between individuals and capabilities that arise from the prevalence of trust in a society or in certain parts of society. Social capital can facilitate economic expansion to a greater extent if supported by a broad radius of trust. Whereas Putnam formulates social capital by referring to the characteristics of social organisations, such as networks, norms, and beliefs that facilitate coordination of cooperation for something whose benefits can be shared (mutual benefits). Social capital in the form of horizontal community structures (which later gave birth to horizontal associations) plays an important role in supporting economic progress.

Norms consist of understandings, values, hopes and goals that are believed and carried out jointly by a group of people. Norms can be derived from religion, moral guidelines, and secular standards as well as professional codes of ethics. Norms are built and developed based on the history of past cooperation and applied to support the climate of cooperation. Norms can be pre-conditions or products of social trust. Norms in social capital can be said as a set of rules that are expected to be obeyed and followed by the community in a particular social entity. These rules are usually institutionalised, not written but understood as a determinant of good behaviour patterns in the context of social relations so that there are social sanctions given if they violate. Social norms will determine the strength of relationships between individuals because it stimulates social cohesiveness that has a positive impact on community development. Therefore, social norms are referred to as one of social capital.

Whereas the obligation is interpreted as an obligation, or a contract that is binding, a promise, a moral responsibility; a task that is officially or socially charged / forced; something which someone is bound to do according to a contract, promise, moral responsibility; a binding force of a contract or promise, and so on; a condition or fact of circumstances owing to another person or the kindness of others, or services received; a kindness or service; legally constitutes an agreement or task in which a person is obliged to be legally bound to pay for or perform services or benefit others; or ties, contracts or approval documents. Neufeldt, (1988) mention a bond or obligation is something that binds a person or a society to do as a necessity of moral responsibility both formal obligations and social obligations. Social capital describes everything that makes society allied to achieve a common goal on the basis of togetherness, and in it is bound by values and norms that grow and are obeyed, (Dasgupta, & Serageldin, 1999). The dimensions of social capital are inherent in the structure of social relations and social networks in a society that creates a variety of social obligations, creates a climate of mutual trust, brings channels of information, and sets norms, and social sanctions for members the community (Colleta, & Cullen, 2000).

### 3 METHODS

This research is in the qualitative form, using a case study method. The technique of collecting research samples is to use "Snowball Sampling. This is done because the small number of data sources has not been able to provide complete data, so looking for someone else who can be used as a data source, (Sugyono, 2006). The research informants included: Manado City Tourism Office, Environment Agency, Manado City Marine and Fisheries Service, North Sulawesi Provincial Social Service, Manado Public Works Service, Bunaken National Park Office, Local Tourism Entrepreneurs Association, Bunaken Community Care Forum and Local Communities. In the process of collecting data, the researchers use structured interviews using written questions (interview guides) that are given to informants to work on their own within the time limit specified by the researcher as well as using and focused interviews or in-depth interviews, with data analysis procedures based on interactive modes, which is carried out continuously which includes three stages, namely: (1) data reduction; (2) data display and (3) conclusion drawing.

## 4 RESULTS

Based on the results of the study, information was obtained about the process of empowering local communities based on social capital; norms and obligations in developing tourism potential in Bunaken Island which has been reduced and verified as follows:

### 4.1 Norms

The government programs of socialisation, counselling, and fostering of community empowerment in terms of norms, namely about the norms of business organisations, relations between business organisations and tourism. The government has socialised, fostered, directed, guided and regulated the behaviour of the community both individually and in groups in accordance with prevailing norms as agreed upon to be followed from the results of the deliberations and consensus together. The government is also assisted by religious leaders, so that community behaviour is in accordance with religious norms.

Constraints faced are group members/communities who careless and often ignore them. The consequence is that members who do not comply with business norms are enforced, the members of this business will be excluded from the business organisation so that there is always regular monitoring and evaluation.

The impact of empowerment from the norm aspect on the community of Bunaken Island is the increasingly visible cohesiveness in individual and group relations in the Bunaken community. In addition, it has an impact on cleanliness, and the development of the tourism potential of Bunaken Island, as well as the increasing economic community as a result of the community both individually and in groups adhering to the prevailing norms. The result of empowerment on the norm aspect is that the community of Bunaken Island knows, and develops in the knowledge of prevailing norms, becomes skilled in carrying out norms, develops in a positive attitude towards norms, increasingly has the capacity as a society that lives according to the norm.

### 4.2 Obligations

The government programmed outreach, counselling and guidance as well as implementing community empowerment in terms of obligations; namely about the obligations of the community, in relation to

business organisations, empowerment and tourism programs, including obligations to the government (payment of levies, taxes), social groups (social work in the form of SEA, social donations), and business organisations (attending meeting, sharing mutual benefits). Relevant government agencies and non-governmental organisations (NGOs) alternately conduct socialisation and counselling.

It was found that some people were reluctant to pay retribution for activities or programs managed by the Local Tourism Entrepreneurs Association. The attitude of the community is a barrier to the smooth running of the work of the Local Tourism Entrepreneurs Association. There are also people who are reluctant to carry out the "Coastal Cleaning" (*Sapu Laut*) activities, namely cooperation activities in mutual cooperation in sea cleaning. The attitude of the community often hampers the smooth running of the sea. Some people are reluctant to carry out these obligations.

The impact of this empowerment is that public awareness to improve hygiene has increased as a result of empowering aspects of obligations, training has increased as a result of the empowerment of aspects of obligations, Bunaken Marine Park concerns have increased as a result of empowerment, economic improvement as a result of obligation empowerment, and cohesiveness. In addition to regional cash as an impact of obligation empowerment.

The results of empowerment are knowledge, skills, attitudes of the community about the obligation to pay retribution, taxes, conduct social services, attend meetings for members of business organisations, implement and become marine cleaners in the Bunaken National Park Area.

## 5 DISCUSSION

### 5.1 Norm

In the perspective of empowerment, the government programs socialisation, then counselling, training, but is further developed by directing, guiding and regulating community behaviour in accordance with applicable norms. This is an empowerment strategy step in the formal legality approach. Community empowerment is in terms of norms; i.e the norms of business organisations, relations between business organisations and tourism.

According to Putnam, social capital refers to relationships between individuals, social networks and norms of trustworthiness and mutual relations

that emerge from them. Thus, existing norms and births of society are social capital that shape and regulate people's behaviour and in turn, give birth to networking and trust.

In the perspective of human capital, the people of Bunaken Island know the prevailing norms, become skilled in carrying out norms, develop a positive attitude towards norms, and behave increasingly normatively, have more capacity as a society that lives according to the norm. So, the government develops knowledge and attitudes about norms, so that people behave normatively because it appears that the attitude of the community develops to become more positive towards the prevailing norms, the norms that the government empowers the local community in the Development of Tourism Potential on Bunaken Island are applicable norms including business norms, norms relating to community empowerment activities, social norms / social life, and religious norms. For example, in a business norm, it is not permitted to sell the same type of sale as that of other people in the same location.

Dasgupta, & Serageldin, (1999) social capital describes everything that makes society allied to achieve a common goal on the basis of togetherness, and it is bound by values and norms that grow and obey. In order to empower local communities, the guidance of existing norms is needed. The implication of norm building in society is shown by Colleta, & Cullen, (2000) opinion, that social capital is inherent in the structure of social relations and social networks in a society that creates a variety of social obligations, creates a climate of mutual trust, brings information channels, and sets norms, and social sanctions for members of the community.

Thus, it is clear that community behaviour needs to be regulated by norms that are in accordance with the situation and conditions of the local community, how the arrangement requires individual and specific approaches according to the life context of the community. The government does not work alone but involves elements in society, such as NGOs and religious leaders. This was revealed from the findings of research data and observations of researchers, as stated by the informants.

Similarly, the capacity of the community to develop in terms of norms both in terms of carrying out business individually or in groups and in carrying out daily life, especially in the context of developing tourism potential. In the social capital perspective, the process of community empowerment in the norm aspects involves relevant agencies and NGOs in an effort to work together. In

this case, the government also empowers NGOs involved in community empowerment. As one of the pillars of social capital, the norms must grow in people's behaviour, especially the norms that apply in the community concerned so as to produce trust as belonging to the community itself.

According to Fukuyama (t,t), social capital consists of three parameters, i.e., trust, norms and networks. Trust is an expectation that grows in a society that is shown by the existence of honest, orderly behaviour, and cooperation based on shared norms. Social trust is an application of this understanding. Colleta and Cullen, (2000) mention; there are three pillars of social capital owned by a community group that needs to be empowered and developed, in various activities whose results can be used as adhesive and unifying communities in the rules agreed upon in the organisation that enable community members to gain access to resources. Social capital has an important component, which active involvement and social trust that are outlined in three critical pillars, I.e: (1) Trust, (2) Social Networking, (3) Social Norms.

Community empowerment-based on social capital in norms has an impact on the cohesiveness of society that is getting stronger, both in individual, group and business group relationships. In the tourism perspective, norms must be developed so that normative behaviour appears, not just shows clutter. The order caused by normative behaviour will give respect to other people's respect for society and respect the existing order, especially tourism on the island of Bunaken. In addition, it has an impact on cleanliness, and the development of the tourism potential of Bunaken Island. In the framework of developing economic aspects, norms must be upheld for the achievement of empowerment goals, especially by those people who increase economically, their tourism potential is regularly organised because their society behaves according to the prevailing norms.

Implementation of norms consistently, especially business norms, will have an impact on the strength of the economic system in society. Conversely, if the community does not learn consistently and is firm in carrying out the norms, then the fragility of the economic system occurs, and it will cause difficulties for the community itself to develop its economy. According to the research conducted by Pontoh (t,t), related to the context of empowering fishing communities, social capital in the form of norms (trust, reciprocity), and other social norms will become an adhesive tool for relations and interactions in society. His research results support

this research, confirming that, social capital norms much help the community in terms of the tightness of relations and order in the social order, even tourism potential can be developed.

## 5.2 Obligations

In the perspective of government empowerment program socialisation, then counselling, training on community obligations is a standard pattern of empowering the local community of Bunaken Island. Obligations as one of the pillars of social capital, intended in community empowerment, are not just for people fulfil their obligations, but as learning in order to increase participation and concern for togetherness in community, nation, state, and environmental preservation, especially the potential of tourism in the Bunaken National Park which incidentally is the environment and source of life of the people on the island of Bunaken.

The government and NGOs program realise empowerment programs by socialising, conducting counselling, and training skills on government obligations (payment of levies, taxes), social groups (for example, social work, social contributions), and business organisations (for example, attending a meeting, sharing mutual benefits). Government agencies take turns in socialising. In reality, there are obstacles which are common ones in the empowerment process, which is the attitude of some people who are reluctant to fulfil their obligations. But empowerment carried out has had a significant impact and results in terms of behaviour fulfilling the demands of obligations both in relation to the government, business organisations, as well as local communities.

In the human capital perspective, empowerment carried out by the government has developed the knowledge, skills, attitudes, and abilities of the community. People have become more aware of their responsibilities as citizens who must take responsibility for taking part in the development and maintenance of the environment, citizens who must fulfil the obligation to contribute to the development of the nation and state through paying taxes, both individually and in groups.

In the social capital perspective, the empowerment of social capital-based obligations to the community of Bunaken Island is one of the empowerment approaches that is effective and has a good impact on the life of the community itself, because fulfilling the obligations that must be fulfilled by the community has a positive impact and benefits to the community itself.

The critical implication of empowering social capital in the element of obligations is that the dimensions of social capital are inherent in the structure of social relations and social networks in a society that creates various social obligations, creates a climate of mutual trust, brings information channels, and sets norms, and social sanctions for members of the community, Colleta and Cullen, (2000).

Empowerment in perspective, Tourism-based social capital empowerment obligations to the community, must be developed so that obedient and responsible behaviour becomes a daily behaviour of the community. Such behaviour clearly impacts on the development and maintenance of tourism potential. Because if the people of Bunaken Island behave obediently and are responsible for their obligations, then Bunaken Island as a tourist attraction will be maintained, maintained cleaned, and in turn the impact of such behaviour is that trust develops, Bunaken Island itself will still be preserved, and provide benefits to the people of Bunaken and the world of tourism in general.

In the perspective of economic development, social capital-based obligations of the community must also be developed, so that respectful and responsible behaviour becomes a daily behaviour of the community. Because by fulfilling the obligations of the government, such as paying taxes from the sale/business, the regional cash increases so that the government can continue the process of empowerment with funding from the regional treasury. Fulfilling sea hygiene obligations that are carried out simultaneously with the sale of marine waste, it can increase the income level of the community. Thus, the economic value of empowerment becomes significant.

Under the research of Coleman, (1990), fulfilling the obligations in community empowerment will later help increase community economic empowerment to become fairness. This research supports Supriaty's (2012) research, where the economic development of the community of Bunaken Island is inseparable from empowerment carried out by the government, where the element of bonds is one of the elements of empowered social capital. If any should be placed before the references section without numbering

## 6 CONCLUSION

Empowerment of local communities in Bunaken Island is a government effort to realise

empowerment programs in coastal / island communities with low economic status, as well as closely related to efforts to develop tourism potential on the island. This empowerment has a dual purpose, i.e. increasing the economic standard and developing tourism potential. Norms are one of the three main pillars of social capital (the other two are networking and trust). In empowering the local community of Bunaken Island, these norms are in addition to the norms of the government, norms of business organisations, traditional norms of society that are mutually agreed upon in consultation. The implementation of norms has had an impact on the regularity and increased economic capacity of the people of Bunaken Island. Thus, improving normative behaviour is essential in order to empower the community, especially the poor and low educated. Because people who live in this level have a tendency to be less obedient to the norm because they try to get out of economic difficulties. The result of this empowerment is the development of community human capital in terms of knowledge, skills, abilities, attitudes, and capacities. Similarly, social capital is related to the development of the norms of the community. The tourism potential is growing, like the economy of the community. Even though there are still obstacles, because empowerment is an ongoing process, it is hoped that the obstacles that occur can be overcome.

The government also empowers the local community of Bunaken island based on social capital obligations is an effort to foster and develop compliance behaviour, loyalty and responsibility of the community. Community obligations include obligations to the government, and business organisations. The empowerment of social capital has built community trust of NGOs and the government to continue the empowerment process for the people of Bunaken Island. The result of this empowerment is the development of community human capital deals with knowledge, skills, abilities, attitudes, and capacities. Likewise, social capital in terms of developing obligations of the community. The tourism potential is also growing, like the economy of the community. Even though there are still obstacles, because empowerment is an ongoing process, it is hoped that the obstacles that occur can be overcome

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