

Pentahelix Model In Community-Based Tourism Development In Situbondo District

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Abstract. *Community-based tourism is part of sustainable tourism development. Community-based tourism involves the community as the main actor in its management and aims to increase economic and industrial activities, preserve culture, and improve the economies of local communities. This research aims to describe the pentahelix model in community-based tourism development in Situbondo Regency, East Java. The research method used is qualitative research with a case study approach. The research data were collected from observations, interviews and documentation. The research data were analyzed descriptively and qualitatively. The results showed that community-based tourism development in Situbondo Regency has involved collaboration among actors in the pentahelix model, namely local government, academics, industry and business, the community, and mass media. The local government acts as a regulator in formulating policies related to community-based tourism management. The community, as the manager of community-based tourism, prepares institutional planning and organization and builds cooperation with academics and businesses in developing innovation, knowledge and competence in human resources and business management. The mass media play a role in the promotion and marketing of community-based tourism. However, the cooperation between the actors in the pentahelix model has not been optimal, especially with the limited involvement of industry/business and mass media. There is a need to strengthen cooperation among actors and to strengthen the institutional capacity of the community as a manager of community-based tourism.*

Keywords: *Pentahelix Model; Development; Community-Based Tourism.*

INTRODUCTION

Tourism is one of the most important sectors in Indonesia's economic development. Tourism contributes to the country's foreign exchange earnings, in addition to its ability to create jobs, open entrepreneurial opportunities, and develop infrastructure. The World Tourism Organization (WTO) estimates that the number of international tourists will reach 1.8 billion by 2030, while the growth rate of tourist visits is estimated at 3.3% per year (Nesparnas, 2014). This is a positive signal for the tourism sector in Indonesia, considering that the number of local and foreign tourist visits has decreased very significantly since the COVID-19 pandemic.

At the local level, tourism development is intended as a means to develop the village's tourism potential as a driver of the community's economy. This is in line with Law No. 6/2014 on Villages, which gives villages a greater role in the prosperity of the community through rural economic activities. Law No. 10/2009 on Tourism also mandates districts/cities to regulate the existence of the tourism sector, including the formulation and establishment of policies. In other words, local governments are given the authority to regulate the tourism sector in their regions, one of which is the development of community-based tourism as an effort to improve the community's economy.

Community-based tourism is an alternative to regional tourism development. Community-based tourism is a form of tourism that is owned and managed by the community (Laire & Gutierrez, 2019) and is generally developed in rural and regional areas (Zielinski et al., 2020). Community-based tourism is the development of tourism products where community involvement is a high priority (Ernawati Sanders & Dowling, 2017). Community participation is not only for workers but also for planners and managers of tourism (Nechifor, 2014). The reason for implementing community-based tourism is because of the benefits of improving human resource development and providing employment to local communities (Sebele, 2010). Other considerations are to increase economic and industrial activities, preserve culture, and meet the basic needs of the community (Setiawina et al., 2020). This is reinforced by previous research findings that community-based tourism can have a significant impact on social, economic, and environmental aspects such as increasing community empowerment and participation, improving the economy, preserving the environment, and so on (Pribadi, Suganda, & Saefullah, 2021).

The implementation of community-based tourism tends to concentrate benefits among local elites, lacks partnerships with the private sector, and features poor connection or access to global tourism networks (Ernawati Sanders & Dowling, 2017). Community-based tourism development is frequently controlled by community leaders, government officials, and tourism stakeholders (Strydom, Mangope, & Henama, 2019). Therefore, external partnership support is necessary for the development of community-based tourism (Mtapuri and Giampiccoli, 2016). The scarcity of expertise and capital contributes to this need, requiring the involvement of external entities such as the private sector and government to serve as facilitators or initiators (Dangi & Jamal, 2016).

For community-based tourism development efforts, collaboration with stakeholders is required in the pentahelix model. According to Lindmark, Stureson & Roos, the pentahelix model is a strategy that involves various communities and nonprofit organizations to create innovations with the support of existing tourism resources and potential (Rahu, 2021). In the pentahelix model, the role of stakeholders is considered important because it can produce tourism strategic planning and create an effective tourism management system to realize sustainable tourism (Destiana, Kismartini, & Yuningsih, 2020). The pentahelix model plays an important role in supporting tourism development goals and contributing to socio-economic progress in the region (Halibas, Sibayan, & Maata, 2017). In Indonesia, this model is known as the ABCGM (Academic, Business, Community, Government, and Media) strategy.

Situbondo Regency is one of the regions in East Java Province that has long made tourism an effort to increase the source of regional economic income. In this region, there are seven community-managed tourism objects based on culture, nature, and ecotourism. The results of research conducted by previous researchers show that community-based tourism management in Situbondo Regency involves a group of communities and is supported by local government policies. However, the management still faces obstacles, one of which is limited cooperation with stakeholders, which results in the potential of community-based tourism not being optimally developed.

Based on this background, this research aims to describe the pentahelix model in community-based tourism development in Situbondo Regency. Collaboration between actors is expected to enhance community-based tourism, leading to beneficial outcomes for the local economy.

METHOD

This research uses a qualitative method with a case study approach. The research site is in Situbondo Regency, East Java Province. Determination of research informants using purposive sampling. Informants in the study were tourism managers, tourism industry and business players, and related government agencies. The research data collected were primary and secondary data. Primary data was collected directly from research informants through observation and interviews. Secondary data was obtained from literature reviews, journals, websites, and documents from related agencies. Data analysis used qualitative descriptive analysis with analysis stages including data reduction, data presentation, verification, and conclusion. The triangulation method was used to ensure the validity of the data in this study.

RESULTS AND DISCUSSION

Community-based tourism development efforts cannot be separated from the role of stakeholders in the region. Stakeholder collaboration involves five tourism actors, namely government, academia, industry/business, community, and mass media, known as the Pentahelix model. Based on the research findings, it is known that the development of community-based tourism in Situbondo Regency involves the roles of several actors, as follows:

1. Government

The government in this case is the bureaucracy that is authorized to make policy in its area. Apart from the bureaucracy, the main actor in the public policy-making process is the legislative body, or Regional House of Representatives (DPRD). To develop community-based tourism in Situbondo Regency, the Regent and the Regency DPRD, as policymakers, have prepared the Situbondo Regency Tourism Development Master Plan 2019–2034. To follow the development direction and local government policy, the Situbondo Regency Tourism, Youth, and Sports Office has developed policy directions as a follow-up to the regional regulation as stated in the strategic plan (Renstra). The Tourism, Youth, and Sports Office acts as a coordinator for all tourism stakeholders. Several related agencies, including the Office of Trade and Industry, the Office of Cooperatives and MSMEs, the Office of Transportation, and the Office of Public Works, act as facilitators in the development of community-based tourism according to their respective functions and main tasks.

Table 1: Roles of Local Government Agency

| No. | Institute | Roles |
|-----|----------------------------------|---|
| 1 | Tourism, Youth and Sports Agency | Coaching Pokdarwis and conducting promotions |
| 2 | Trade and Industry Office | Facilitation of industry and trade |
| 3 | Office of Cooperatives and SMEs | Facilitating cooperatives and small businesses in tourist sites |
| 4 | Transportation Agency | Providing access and transportation infrastructure to tourist sites |
| 5 | Public Works Agency | Facilitation of road facilities and infrastructure |

Source: Research results processed (2022)

Some of the above government agencies have not effectively facilitated the development of community-based tourism by their main tasks. The Trade and Industry Office, which is responsible for industry and trade facilitation, has yet to perform optimally. Likewise, the Office of Cooperatives and SMEs has not optimized its performance. The Department of Trade and Industry and the Department of Cooperatives and SMEs can collaborate to assist local communities with small businesses, thus enhancing the economy surrounding tourist destinations. Access to these attractions remains an issue, especially for out-of-city tourists relying on public transportation. There are no transportation options like tourism buses offered by the Transportation Agency that can link community tourism sites in Situbondo Regency. This frequent absence of transportation is a major deterrent for tourists interested in visiting community-managed attractions due to the challenges of accessing these locations.

2. Academics

Other actors involved in community-based tourism development in Situbondo Regency are academics from public and private universities, including Jember University and

Abdurrahman Saleh University. Academics play a role in upgrading skills and transforming science and human resources (Chamidah et. al., 2021). Through the Institute for Research and Community Service (LPPM), academics contribute through various activities in general, such as training, providing innovation and technology, and contributing ideas in the process of community-based tourism management through research conducted. However, academics are not directly involved in policymaking, although they can contribute to the planning and evaluation of tourism policies in Situbondo Regency.

3. Businesses

Businesses, including hotels, banks, transportation companies, travel agencies, and culinary establishments, act as implementers in the development of community-based tourism in Situbondo Regency. They offer hotels, tour packages, transportation, and culinary services to tourists with the expectation of increasing visits to tourist attractions in the region. Businesses can collaborate with local governments and universities to provide coaching and training for tourism businesses, particularly small businesses at tourist attractions. Collaboration with the community, in particular Pokdarwis, community-based tourism managers, can also be established by supplying supporting facilities at tourist attractions. The succeeding businesses participated in the development of community-based tourism in Situbondo Regency.

Table 2: The Role of the Business Community

| No. | Institute | Roles |
|-----|---|---|
| 1 | Hotel Association of the Republic of Indonesia (PHRI) | Facilitate accommodation for tourists |
| 2 | Banking Institutions | Facilitate small business capital and assist in the provision of support facilities |
| 3 | Travel Agencies | Facilitate tourist visits to tourist attractions through tour packages |
| 4 | Culinary entrepreneurs | Provide culinary services for tourists |

Source: Research results processed (2022)

4. Community

The community, in this case, Pokdarwis as the community-based tourism manager, is responsible for educating and socializing the community to support and participate as a host. This is to create a conducive atmosphere and maintain an orderly, clean, and comfortable environment at tourist attractions. Because the image of tourism at tourist attractions is more or less influenced by the behavior of the local community, Pokdarwis works with BumDes to plan, organize, and manage community-based tourism. Pokdarwis works with the Tourism, Youth, and Sports Office to promote tourism through digital media. Meanwhile, the

surrounding community is involved in tourism development by providing tourist needs such as accommodation, grocery stores, culinary, handicrafts, and others.

5. Mass media

The mass media acts as an intermediary or liaison in providing information to the public about tourism as well as a medium for tourism promotion and marketing. The community's choice of tourist attractions depends on the information they get from the mass media. Some mass media that have covered community-based tourism in Situbondo Regency are print media and electronic media. However, the mass media have not directly cooperated with Pokdarwis or the Situbondo Regency Tourism, Youth, and Sports Office. Up to now, news in the mass media about tourist attractions in Situbondo Regency has been done on the initiative of the mass media itself. With the advancement of communication and information technology, people's options to access tourist information are increasingly diverse, not only through traditional mass media but also through digital media such as Instagram, Facebook, and YouTube. Some community-based tourism objects have used social media to promote tourism on their initiative, such as the ecotourism of Kampung Blekok. This makes it easier for the public to access information about tourism destinations in Situbondo Regency, as well as a means to introduce tourism objects to a wider audience.

CONCLUSION

Community-based tourism development in Situbondo Regency involves five elements in the Pentahelix model, namely local government, academia, business, community, and mass media. Among the five elements, the community (Pokdarwis) has a very strategic role in managing and coordinating community-based tourism development. In general, collaboration among tourism stakeholders in Situbondo Regency has been going on, although it is not optimal because there is a tendency among stakeholders to build collaboration individually. To optimize collaboration in the pentahelix model, policies are needed that can serve as an umbrella for collaboration among actors. Strengthening cooperation among actors and strengthening the institutional capacity of the community as community-based tourism managers are expected to enhance the development of the tourism sector in Situbondo Regency.

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