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3 **RECONSTRUCTION OF ACTOR COLLABORATION MODEL IN TOURISM
MANAGEMENT: GOOD PRACTICE FROM INDONESIA**

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ABSTRACT

Biak Numfor Regency, Indonesia has more than eighty tourist destinations so that the tourism sector is very strategically developed and has become one of the work programs of its Regional Government. This tourism development basically cannot run alone but needs to involve the role of actors (individuals, institutions) so that the leading sector of this multidimensional development does not only produce short-term benefits but has long-term benefits (sustainable tourism). The central government introduced the Pentahelix collaboration model contained in Ministerial Regulation Number 14 of 2016 concerning Guidelines for Sustainable Tourism Destinations as a form of actor collaboration in the tourism sector with the involvement of the government, community, private sector, academics, mass media. This study uses a qualitative research design whose data are obtained from the results of the literature review combined with the results of observations, interviews, and relevant documentation. The expected reconstruction of the collaboration model is based on the characteristics of the people of Biak Numfor Regency as a research locus by maximizing the synergy of the roles of actors involved in tourism management. The management of tourism at the locus is still constrained internally in the form of community social conditions and the availability of tourism facilities and infrastructure. Therefore, the results of the reconstruction of the quadruple-helix collaboration model in tourism management through the involvement of the community, government, civil society, and academics, and the mass media are used as an alternative to sustainable tourism management in Biak Numfor Regency.

Keywords: Reconstruction of collaboration models, Tourism management, Leading sector, Multidimensional development, Quadruple-helix.

I. INTRODUCTION

Based on data from the Biak Numfor Tourism Office, there are 83 tourist destinations, most of which are dominated by natural beach tourism and historical tourism (Rijal & Salehuddin, 2020). This is by the geographical characteristics of the island of Biak which is surrounded by waters or oceans. The water area is 19,591.63 square kilometers, while the land area is only about 2,602 square kilometers. In addition, the island of Biak is one of the areas in Indonesia that has traces of the history of World War II.

Based on the characteristics of the Biak island, the tourism sector is very strategically developed in Biak Numfor Regency (Rijal & Salehuddin, 2020) so that one of the work programs of the Regional Government during the leadership of the Regent Herry Ario Naap for the 2019-2024 period is to realize the development and management plan of the tourism sector. The realization of the program was followed up by making regional policies to declare several tourist attractions in Biak Numfor to be part of leading tourism destinations (Rumpaidus et al., 2019).

The tourism sector is very effective and efficient in encouraging economic growth (Bouzahzah & El Menyari, 2013; Cashman & Moore, 2012; Idris et al., 2021; Li et al., 2018; Vani et al., 2020). Besides being cheap because it does not require large capital, the tourism sector can grow more sustainably, absorb a lot of labor, and be able to reduce inequality between regions and the gap in expenditure between residents. Likewise, the unimportant reason is that the tourism sector can bring in foreign exchange for the region and the country so that it can strengthen national economic fundamentals (Bouzahzah & El Menyari, 2013; Li et al., 2018). However, tourism development basically cannot run alone but needs to involve the role of several actors so that the tourism sector does not only produce short-term benefits but also has long-term benefits or sustainable tourism (Harris et al., 2012). This article aims to explain the results of the reconstruction of the collaborative model of tourism management in the Biak Numfor Regency of Indonesia.

II. THEORETICAL REVIEW

Some experts define the collaboration model according to the background of thought and model reconstruction of the findings of the research conducted. It is understood that the core of the collaboration model is participation, motivation, shared goals, internal trust, and commitment to the process while consensus, monitoring, transparency, interdependence, and leadership are only supporting elements of collaboration (Agranoff & McGuire, 2004; Armin et al., 2019; Emerson et al., 2012; Husain et al., 2018; Lathrop & Ruma, 2010; Smeets, 2017). The collaboration model seen from the degree (Agranoff & McGuire, 2004; Trach, 2012) can be understood as described in table 1.

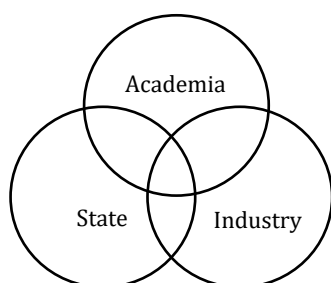
Table 1. Degree of Collaboration

Command	The process of centralized control-with clear lines of hierarchical authority
Coordination	The process of collective decision making-imposed and participating institutions
Cooperation	The Process of sharing ideas and resources for mutual benefit
Collaboration	The process of shared creation-brokered between autonomous institutions

Etzkowitz (2003) in Jordan (2007) gives an example of the basic collaboration model with the triple helix model. Meanwhile, Calzada (2016) introduced a collaborative Pentahelix model. The actors involved in the collaboration model of Etzkowitz and Caldana differ, depending on the extent to which the effectiveness of the actors' involvement. Therefore, the collaboration model needs to consider environmental conditions and the characteristics of the actors, and the goals to be achieved.

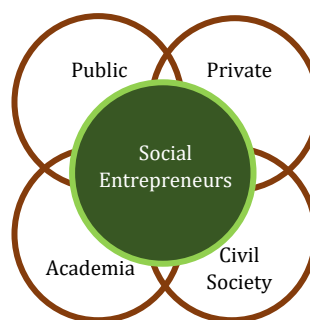
In Indonesia, the government introduced the Pentahelix collaboration model contained in Ministerial Regulation Number 14 of 2016 concerning Guidelines for Sustainable Tourism Destinations which is the adoption of international standards from the Global Sustainable Tourism Council (GSTC) as a form of collaboration in the tourism sector. The actors involved in this collaboration are the government, the community, the private sector, academia, and the mass media.

Triple Helix



Etzkowitz (2003), the triple helix model is the third alternative as a form of transformation of the relationship between academia, industry, and government where each actor still maintains his institutional identity, while taking on the role of

Penta Helix



Calzada (2016) defines the pentahelix model involving multi-stakeholders, namely public, private, academia, civil society, and social entrepreneurs. The role of the main actor in collaboration is social entrepreneur where each actor

other actors (hybrid organizations) as a new form of development. is very flexible and not rigid, which is identical to the role of the actor in the triple helix idea of Etzkowitz.

Several researchers have examined the implementation of the pentahelix collaboration model that involves the government, the public, the private sector, academia, and the mass media as actors in several regions in Indonesia. Based on the collaboration model, Yuningsih et al., (2019) examined tourism development in the Semarang area which found that in each "area" of each actor there is a line of mandate and authority relationship. Several other researchers reported that the pentahelix model is still constrained by the sub-optimal collaboration between actors because it tends to "work individually" and trust between actors has not grown. In addition, it is caused by a lack of coordination among various elements (Aribowo et al., 2018).

Based on the results of this study, several recommendations were proposed, including the need for optimal planning in a sustainable program, and not only focusing on the development of facilities and infrastructure but also empowering Human Resources as actors or stakeholders (Vani et al., 2020) in the development tourism destination. Then in the characteristics of the same research focus, it is necessary to involve the community and customary law through the Indigenous Community Institution (ICI) so that local wisdom that has taken root in the local community can be maintained or preserved (Maturbongs & Lekatompessy, 2020).

III. RESEARCH METHODS

This study uses a descriptive-qualitative approach (Lambert & Lambert, 2012) and legal (Van Hoecke, 2011; Webley, 2010) whose data sources are obtained from a literature review, the results of pre-existing scientific research (Andrianto & Sugiyama, 2016; Hasyim et al., 2020; Wijayanti et al., 2020). The data, information, and knowledge obtained from the literature search are then contrasted with the results of observations, interviews, and relevant document reviews at the research locus in Biak Numfor Regency on Biak Island, Papua. All data, information, and knowledge obtained are then analyzed by following the stages of an interactive model (Miles et al., 2014), namely data collection, data condensation, data presentation, drawing conclusions based on the results of the description, and verification.

IV. RESULTS AND DISCUSSION

The results of the study indicate that collaborative tourism management is carried out as a re-actualization of the joint planning that has been made by the local government and stakeholders in the Biak Numfor Regency of Indonesia. This proves that there is a shared responsibility in implementing the tourism destination or tourist attraction (TAO) management program at the research location. This reality is as stated by experts and researchers (Lindeke and Sieckert, 2005; Gunawan & Sukarna, 2016) that collaboration is a complex process that requires knowledge sharing that is planned, deliberate, and is the joint responsibility of the actors. Then reinforced by the thoughts of Agranoff & McGuire (2004) who developed the concept of collaboration at the city level collaboration in the context of economic development, so that the parties involved are not only individually and institutionally but also in the inter-governmental domain but also in the non-governmental sector.

The actor or stakeholder relationship that occurs in the collaboration process is a purposive relationship, where not all units in the organization make joint efforts but only units that have certain task specifications that are by the achievement of goals or problems that will be solved by other organizations that make joint efforts. The background of this collaboration is based on the limited ability of the government to manage things, such as when facing problems or activities. Therefore, the local government invites other parties to work together, namely through a collaboration mechanism of actors. This reality is reinforced by the expert's view (Cahyana, 2015) that for collaboration to be successful, it is necessary to clarify the roles and responsibilities of each individual and guide them to achieve collective goals.

The parties or actors who are the entities in the collaboration can be from the government, civil society, and the private sector. The main objective of collaborative management of activities in the public sector is to improve services to the community. Most collaboration requires leadership, although the form of leadership applied is social in decentralized and egalitarian groups.

Tourism management collaboration in Biak Numfor Regency is considered the highest level or degree of the concept of participation which means cooperation. This difference is following the categorization of the degree or

level of collaboration developed by Shergold (2008) with other concepts that also mean cooperation, such as command, coordination, and cooperation. According to Warsono (2009), the difference lies in the depth of interaction, integration, commitment, and complexity.

Based on the degree of the collaboration model previously understood, the answer to the question of whether the pentahelix collaboration model is applied in Biak Numfor is that the collaboration model that has been applied so far is based on the characteristics of the community by maximizing the synergy of the roles of the actors involved. It was also found that the pentahelix model has been applied, but there are still weaknesses in several determinant factors that affect tourism management in Biak. These factors include, among others, the determination of the location or area for developing tourism destinations or TAO where there are customary (*Ulayat*) land rights that affect the process of relinquishing land ownership, the mindset of the community related to the ability to appreciate, absorb innovation, and creativity developed, and the synergy of work programs between stakeholders.

The condition of *Ulayat* rights has existed for generations in community life in Biak Papua concerning land and land ownership to certain people. These normative realities in some cases the determination of the area for the development of tourist destinations or TAO become an inhibiting factor or are negative because of the unclear recognition of land ownership. The second factor is the mindset of the community that affects community participation, creativity, and innovation of local communities in developing independently the tourism potential of the region.

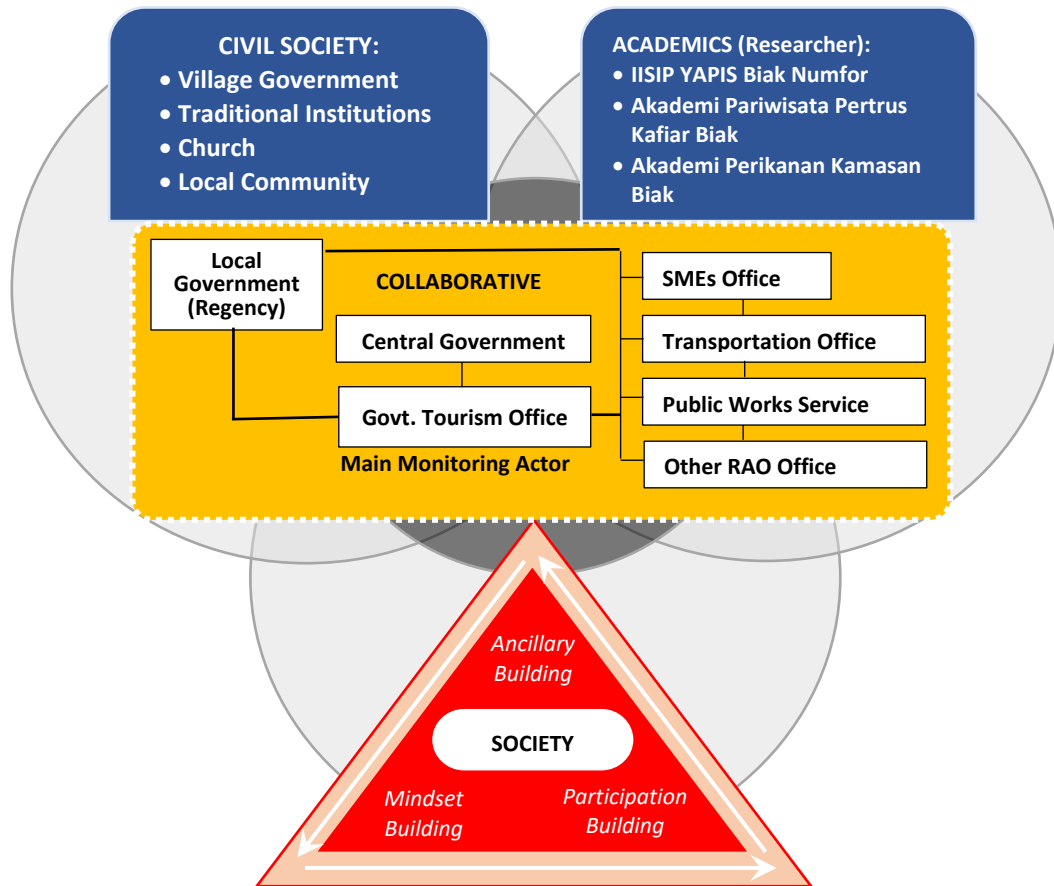
People or tourists who visit a tourist destination or TAO are usually more interested in the "uniqueness" of the tourist location, not only because of the natural attractions that the area has, but also because of the involvement of certain tourist sites in organizing tourism events. The third factor is the role of stakeholders in Biak Numfor Regency in supporting the tourism sector through synergistic work programs and the ability to collaborate with other agencies within the scope of the local government.

Based on the three determinant factors, namely the condition of customary rights, the mindset of the community, and the role of stakeholders, in general, the management of tourism in Biak is still constrained by internal factors of the local area, both because of the social conditions of the community and in the context of providing facilities and infrastructure by the local community. Local government. Therefore, the reconstruction of the collaborative model of tourism management in Biak Numfor Regency is directed at strengthening three synergistic aspects, namely mindset, participation, and ancillary, which is known as triangle building.

Reconstruction of the collaborative model of tourism management in Biak Numfor Regency is carried out through internal strengthening, especially from the community as beneficiaries (Utami, 2021). In other words, there is a collaboration between individual and institutional actors based on community participation. This is done by convincing the local community as actors who have the right to manage tourist sites, not people from outside the area. In a sense, there is no outside interference in the management of tourist sites before the mutual agreement. Other actors are allowed to assist as long as the assistance does not change the social conditions of the community, culture and environment, and customs of the local community. However, it is also understood that basically, the local community is willing to accept any assistance from outside parties as long as it brings prosperity to the community around the tourist site and does not damage the ecosystem and natural form of the environment in the tourist location and its surroundings.

Based on the research findings, it can be understood that the reconstruction of the collaborative model of tourism management still expects the involvement of other actors who can not only penetrate the internal strengthening of the community but can also influence local government policies. The actors in question are civil society, academics. Thus, the collaboration model applied is neither triple-helix nor pentahelix, but quadruple-helix. The collaboration model in question is the result of the reconstruction in Figure 2.

Figure 2. Quadruple-helix Model Prototype in Collaborative Tourism Management in Biak Numfor Regency



Source: Utami (2021)

Community. The community in question is the manager of certain tourist destinations or TAO or people in authority over certain tourist sites in Biak Numfor Regency. They are the beneficiaries of the existence of tourist sites as well as guards or protectors of the potential of regional natural resources from environmental damage. The community is a group of people from residents who always try to maintain their local wisdom.

Reconstruction of the actor's role model to strengthen the triangle building is at the community level, namely by strengthening the mindset, participation, and ancillary. Mindset building is carried out to strengthen the mindset and pattern of community remembrance regarding the importance of tourist sites for the welfare of the local community, as well as the need for community support to produce sustainable effects for efforts to foster creativity and valuable innovation from the community so that managed tourist destinations have sustainable competitiveness compared to other tourist destinations. destinations or other tourist locations on Biak Island. According to experts and researchers (Armin et al., 2019; Calzada, 2016; Husain et al., 2018; Maturbongs & Lekatompessy, 2020), that mindset building is formed through efforts to strengthen public awareness to always maintain tourist sites through a family-friendly mindset approach carried out by local governments, institutions, or agencies that directly touch activities at the community level.

Participation building is carried out to strengthen community participation in the management of tourist sites. Participation is encouraged to achieve “tourism self-sufficiency” in the management of tourist destinations or TAO in Biak Numfor Regency. The concept of self-sufficiency in tourism referred to in this paper is a managed tourism location in collaboration with actors based on community participation whose sources of funds are also obtained from the results of local tourism management. According to the expert (Aribowo et al., 2018; Hasyim et al., 2020; Lathrop & Ruma, 2010), a reflection of participation building can be seen from the participation of the community in the training and workshops provided and applying it in the management of tourist destinations.

The ancillary building is carried out to strengthen the tourism management system by involving local tourism human resources (HR) who have been equipped with expertise through training and technical guidance on managing sustainable tourism destinations. An example of an ancillary building in Biak Numfor Regency is the formation of a tourism awareness group in each of the destinations studied. The impact of the management of public asset management in the tourism sector is the strengthening of control mechanisms in productive

economic activities and businesses at tourist sites that are more directed so that the goals agreed upon by all the administrators involved in it are achieved.

Local government. The central government together with the local government of Biak Numfor Papua Regency act as the main monitoring actors to encourage community participation and empowerment as well as provide supporting infrastructure for the fulfillment of tourism development components which include attractions, accommodation, accessibility, amenities, and ancillary services, which is abbreviated as 5A. Local governments also develop collaborative governance relationships with Governance to Governance (G2G) interaction patterns, both with the Office of Cooperatives and Small and Medium Enterprises (CSME), the Department of Transportation, the Department of Public Works, and other Regional Apparatus Organizations (RAO) that are still within the scope of Biak Numfor Regency because its work is considered to affect the development of local tourism. This reality is following the expert view that collaborative governance has several meanings whose main idea is the same, namely intensive cooperation between the public and non-public or private sectors in the administration of government or governance (Ansell & Gash, 2012, 2018).

The form of the role of institutional actors in the collaborative model of tourism management in Biak Numfor Regency is as follows. The role of the CSME Service is as a stimulant for increasing community participation in the utilization and management of existing resources at tourist sites through training and mentoring. The Department of Transportation plays a role in providing transportation modes to and from tourist sites, and the Department of Public Works plays a role in providing and maintaining road access to and from tourist sites. Meanwhile, for other RAO linkages, it is adjusted to the Program of the Biak Numfor Regency Government. All programs are structured synergistically to achieve the desired goals.

Civil Society. Civil society in Biak is institutionally in the form of the Village Government, Traditional Institutions, Churches, and Local Communities, all of which is the closest part of people's lives. The role of Traditional Institutions and Village Governments is still strong in reducing problems that occur in the social life of the indigenous Papuan people by using customary settlements before finally taking legal action. The church also has an important role because the majority of the religions adopted by the people in Biak are Christian (Catholic, Protestant). The fact is that the management of Anggopi Beach is carried out independently in protecting the beach so that the retribution earned can be used to build places of worship (churches), or more holidays in Biak and Papua to honor Christian religious moments compared to other regions in Indonesia.

Local communities who are concerned about tourism, such as the photographer community, Kobe, Fotocopy, drone community, Indonesian Charm Generation (ICG), and Travel Friends, can become promoters of tourist sites through mass media or social media. Social media is a popular medium for disseminating information because it is more easily accessible from devices that are often used daily.

2 Academics. The role of academics in the collaborative model of tourism management in Biak Numfor Regency can be seen from the activities of academics from the Institut Ilmu Sosial dan Ilmu Politik (IISIP) of the Biak Islamic Education Foundation, Akademi Pariwisata Petrus Kafiari Biak, dan Akademi Perikanan Kamasan Biak Papua. Academics from this higher education institution can penetrate the community in the form of community empowerment activities in tourist sites and their surroundings in the form of socialization, workshops, and training. Likewise, the role of academics from Universitas Negeri Makassar (UNM) and Hasanuddin University is to help the community at Samber Binyeri Beach to build tourist facilities and conduct outreach to the community. Likewise, the role of UGM students in helping to build several tourism facilities in Samberpasi and also conducting socialization to the local community until finally the Tourism Awareness Community Group (TACG) was formed. According to expert views (Agranoff & McGuire, 2004; Ansell & Gash, 2012; Calzada, 2016; Calzada & Cowie, 2017; Vani et al., 2020) the role of academics in the management of tourism destinations or TAO is that apart from being able to penetrate and interact directly with the community, academics can also play a dual role in conducting research and development in the area around tourist sites as reference material for local government policies in developing the tourism sector collaboratively and sustainably.

V. CONCLUSION

The reconstruction of the tourism management collaboration model is based on the synergy of the roles of the actors involved. The precondition of the tourism management model is influenced by several factors, namely the condition of customary rights, the mindset of the community, and the role of stakeholders. The management of

tourism which is constrained internally due to the social conditions of the local community and the provision of facilities and infrastructure that support the fulfillment of the components of the development of the 5A tourism can be directed by strengthening the mindset, participation, ancillary (management) that is triangle building. The strengthening of the three pillars is reconstructed based on the involvement of other actors who are not only able to penetrate and strengthen internally individually and institutionally in society but are also able to influence government policies. Actors also involved are civil society, academics, and mass media so that the reconstruction of a quadruple-helix collaboration model is carried out based on the role of actors from the local community, local government, civil society, and academia.

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