

Tourism Development on the Island of Penyengat in Indonesia

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Abstract. Penyengat Island as a leading area for the development of halal tourism in the Kepulauan Riau Province. The development of halal tourism on Penyengat Island requires cooperation and support from many parties, both government and non-government. With great potential in the form of cultural heritage and religious tourism, Penyengat Island tourism has not yet developed to its full potential. The less than optimal role of the relevant stakeholders in tourism development cooperation has made the Pulau Penyengat destination not experience a significant increase. This study aims to identify the stakeholders involved and analyze the roles of the stakeholders involved. This study uses a qualitative descriptive approach, with data collection techniques combining interviews and FGD, documentation and observation. From this study, it was found that the development of a halal tourism destination on Penyengat Island involved 37 stakeholders who were involved and classified into primary, key and secondary stakeholders. The role of stakeholders involved in the development of halal tourism destinations is reflected in the role of policy creators, coordinators, facilitators, implementers and accelerators. Dinas Kebudayaan dan Pariwisata Kota Tanjung Pinang is the leading sector in the development of halal tourism. Suggestions submitted are that the local government immediately completes regulations for the development of halal tourism, establishes a special agency for the management of Penyengat Island tourism, improves the quality of communication and coordination between stakeholders and increases the role of stakeholders. This is through increasing community involvement in preserving Malay cultural values and customs, improving the quality of supporting facilities. halal tourism, and promotion of halal tourism through digital channels with good quality content.

Keywords: Halal Tourism, Stakeholders, The Role Of Stakeholders, Penyengat Island

1 Introduction

According to data from BPS (Central Statistics Agency) Riau Islands foreign tourist visits were 2,037,673 people (2015), then the following year it decreased to 1,920,232 people (2016). In 2017 there was an increase of 2,139,962 people. In 2018 the number was 2,635,004 people and in 2019 there were 2,866,697 people. In the Riau Archipelago, Penyengat Island is one of the leading destinations considering the rich culture it has. In 2014 the number of visits was 4,877 people, then in 2015 as many as 4,011 people and again decreased in 2016 to 3,421 people. This decline has an impact on the tourism economy towards increasing Regional Original Income (PAD) from the tourism sector. In 2014, the PAD of the tourism sector was Rp. 15,827,286,245, in 2015 amounted to Rp. 14,454,144,417, then in 2016 it was 12,628,711,325 (Zahra, 2019). The problem in the development of Penyengat Island tourism is that

communication between the government and managers has not been maximized. The government communication model in the development of Penyengat Island tourism has not involved all related elements [1]. As stated by Umar et. al (2019) that the form of communication is important in collaboration, because of the process of forming consensus. Communication is also an attempt to reduce stereotypes and increase respect between the actors involved. Pangestoeti [2] and Persari [3] stated that the implementation of policies regarding tourism destinations on Penyengat Island was also not optimal, which was due to the existence of inhibiting factors such as not yet optimal synergy and partnerships. In terms of communication, it is still not optimal, especially in conducting socialization to the community in general and to employees implementing tourism destination policies in Penyengat Village. Coordination between related agencies is still not optimal, resulting in the implementation of conservation activities that have not been well directed. By looking at the phenomenon above, that the stakeholders involved have not maximized their role in the development of tourism on Penyengat Island. Therefore, the question of this research is why tourism development in Penyengat Island, Kepri Province has not been maximized. The purpose of this study is to identify the actors involved in the development of Halal Tourism in Penyengat Island, Kepri Province and how the role of actors in the development of Halal Tourism.

2 Methodology

The approach used in this research is descriptive qualitative, where the data used are primary data and secondary data. Primary data was obtained directly during interviews with informants, while secondary data was obtained through documentation, references, printed and written media and other supporting sources. the key informant's instructions. Data collection techniques were carried out directly through interviews and FGD (Focus Group Discussion).

Data analysis used Domain analysis, namely through data collection, data verification and conclusion drawing. And data validity was carried out through source triangulation. At the time of data collection the informants were very cooperative and open. In fact, an important informant was found, namely a public figure who was a direct descendant of the kingdom.

3 Result and Discussion

Policy actors are divided into four categories according to Yuniningsih [4], namely: Primary actors are actors who have an important role in implementing policies where these actors usually have high influence and have a high level of importance. Secondary actors are actors with high influence but low level of interest, to recruit actors of this category by means of consultation. Secondary or tertiary actors are actors who have low influence but have high importance. The third secondary actor or quarter, namely the actor with low influence and importance, to recruit actors of this category by means of control. The development of halal tourism on Penyengat Island requires the support of many actors. Effective stakeholder management starts with finding out who the stakeholders are and their interests. Correct identification of stakeholders is considered necessary for profitable stakeholder management [5]. Stakeholders involved in the development of halal tourism destinations on Penyengat Island consist of five elements, namely Academics, Business, Government, Community and Mass Media. Supported by the results of Yuniningsih's research [4] which states that the tourism development policy partnership model

in Tanjungpinang City is categorized using the Pentahelix model, because it involves five elements, namely: Academics, Business, Community, Government and Mass Media (ABCGM). Penyengat Island is one of the villages in Tanjungpinang City, so there are similarities in the model of involving five elements of actors in tourism development. relevant ones are identified early in the process [6]:

Primary stakeholders are stakeholders who are directly affected by both the positive and negative impacts of a plan and have direct influence and interest in the activity, so they must be fully involved in the stages of the activity. The primary stakeholders in the development of halal tourism destinations on Penyengat Island, Riau Islands Province are the Tanjungpinang City Culture and Tourism Office, the Tourism Awareness Group (Pokdarwis) on Penyengat Island, the Indonesian Hotel and Restaurant Association (PHRI) Tanjungpinang, the Association of the Indonesian Tours and Travel Agencies. (ASITA) Tanjungpinang, Indonesian Tour Guide Association (HPI) Tanjungpinang, Home Culinary Association. Primary stakeholders are those who have an interesting direct relationship with a policy, program, or project (Putera and Suharto in Sari, 2017). They are usually involved in the decision-making process, especially to take public aspirations. Primary stakeholders can include: communities identified as being affected (either positively or negatively) by a policy; public figure; and public managers, public agencies or institutions responsible for determining and implementing decisions. The Tanjungpinang City Culture and Tourism Office as the leading sector for the development of halal tourism destinations on Penyengat Island is included in the primary stakeholders because the impact of implementing halal tourism development policies will be felt as a form of implementing the function of implementing tourism policy. The Tanjungpinang City Culture and Tourism Office must always be involved in every stage of the halal tourism policy because it has great power to access various resources needed in the development of halal tourism. In sustainable tourism projects with multiple stakeholders, it was found that stakeholders with access to resources are central in project development with the highest power and legitimacy [7]. PHRI, ASITA, Pokdarwis, HPI and the Home Culinary Association are the primary stakeholders because this group will be the target group for the policy, so the impact of the policy will be felt immediately. This group has an interest in the government setting standards for the implementation of halal tourism so that its application does not have multiple interpretations. This group has great strength because this group is the implementer of policies and will drive the halal tourism industry. Stakeholders can gain power depending on their individual attributes and their structural position, and these different powers allow for different impacts on the distinctiveness of stakeholders [8]. Economic power is perhaps most significant with regard to the ability of stakeholders to influence policy. Stakeholders who control scarce and valuable resources are in a position to collaborate in ways that benefit stakeholders

Key stakeholders are those who have legal authority to make decisions. The key stakeholders in the development of halal tourism destinations on Penyengat Island, Riau Islands Province are the Mayor of Tanjungpinang and the DPRD of Tanjungpinang City. Key stakeholders include the executive branch of government in accordance with the hierarchy, the legislative branch, and the implementing agency for development programs (Putera and Suharto in Sari, 2017). With legal authority in making decisions, the Mayor of Tanjungpinang and the DPRD of Tanjungpinang City must have strong leadership. Longart [7] finds that multi-stakeholder programs, whose goals and roles are very different, require stronger leadership and stakeholder management. All stakeholders must be informed about the roles and involvement of other stakeholders. This is because legitimacy can be questioned or the roles of other participating stakeholders can be ignored. Longart [7] found that strong leadership is a key factor for community involvement.

Secondary stakeholders are stakeholders who do not have a direct interest in a plan but have great concern for the development process, become facilitators in the process of developing an activity and influence decision making. Included in the secondary stakeholders for the development of halal tourism destinations on Penyengat Island, Riau Islands Province are the Tanjungpinang City Planning, Research and Development Agency, the Ministry of Religion, the Riau Islands Province Regional Office, the Indonesian Ulema Council (MUI) Riau Islands, the Institute for the Study of Food, Drugs and Cosmetics of the Indonesian Ulema Council (LPPOM MUI) Riau Islands, Tanjungpinang City Trade and Industry Service, Tanjungpinang City Cooperatives and SMEs Service, Tanjungpinang City Health Office, Tanjungpinang City Transportation Service, Tanjungpinang City Public Works and Spatial Planning Office, Civil Service Police Unit and Countermeasures Tanjungpinang City Fire, Transportation Service of Riau Islands Province, Raja Haji Stisipol, Raja Ali Haji Maritime University (UMRAH), Bank Indonesia, PT Pelabuhan Indonesia I (Pelindo 1), Al Ahmadi Entrepreneurship Center Batam, Malay Traditional Institute (LAM) Riau Islands Province, Indera Sakti Foundation, Foundation Action to Build the Country, Blogger Community, Photography Community, Generation Pesona Indonesia (Genpi) Tanjungpinang, Radio Republik Indonesia (RRI) Tanjungpinang, Batam Pos, Tanjungpinang Pos, Tribune Batam, Antara Riau Islands, Metro Riau Islands, TV TPI, and Riau Islands Cyber School (KCS) TV. Secondary stakeholders are those who do not have an interesting direct relationship with the policy, program or project but show their care and concern that leads to advocating this issue and trying to influence the government's legal decisions. Critical groups, professional NGOs, social organizations, and international financial institutions are categorized as secondary stakeholders (Putera and Suharto in Sari, 2017). Iqbal [9] states that there are several factors that can be used as a reference in assessing the influence of secondary stakeholders, namely: budget and supervision; power and leadership; supervision of strategic resources; the presence of specialists; and negotiation ability. Secondary stakeholders who are included in the government element play a role in providing or facilitating supporting needs in the development of halal tourism destinations on Penyengat Island, such as access, security, spatial planning, clean water, halal certificates. Stakeholders must have the necessary resources and skills (capacity) to participate [10]. Likewise, this group is required to have the capacity in accordance with their respective main tasks and functions to play a role in supporting the development of halal tourism destinations on Penyengat Island. Stakeholders need to be involved to improve the quality and effectiveness of policies through their knowledge, thus strong communication between stakeholders and local authorities is needed [5]. Likewise, the private sector, community, academics and mass media belonging to secondary stakeholders must also be involved in the development of halal tourism destinations on Penyengat Island, even the involvement of stakeholders should be carried out from the planning stage, so that the resulting policy is a representation of the interests of all stakeholders. Olovsson [5] argues that it is very important to include the private sector when shaping the brand values of a city. When only a public sector approach is applied, it can slow down and make decision making ineffective. This is confirmed in the findings of Strobl and Peters [11] regarding the significant influence of the private sector's reputation on management.

The role of stakeholders involved in the development of halal tourism destinations on Penyengat Island is carried out in accordance with their respective functions and authorities. The roles of the stakeholders involved are as follows:

- a. Policy creator, the Mayor of Tanjungpinang acts as a decision maker and policy maker for halal tourism development; The Regional House of Representatives (DPRD) of Tanjungpinang City plays a role in the legislative, budgeting and supervisory functions.

- b. Coordinator, Tanjungpinang City Culture and Tourism Office plays a role in carrying out tasks related to technical policy formulation, service delivery, fostering the implementation of duties and secretarial affairs of the Office in the field of Culture and Tourism; The Tanjungpinang City Planning, Research and Development Agency plays a role in tourism development planning which is arranged in the Tanjungpinang City Strategic Plan
- c. The facilitator, the Department of Culture and Tourism of Tanjungpinang City plays a role in providing facilities for the needs of Muslim tourists; The Department of Trade and Industry of Tanjungpinang City has the role of facilitating free halal certificates for MSME industry players; The Tanjungpinang City Cooperatives and MSMEs Service has a role in providing guidance to MSMEs; The Tanjungpinang City Health Office has a role in facilitating the process of issuing BPOM permits for MSME industry players; The Tanjungpinang City Transportation Service has a role in facilitating access and infrastructure related to tourism (authority of the Penyengat Island Crossing Pier located in Tanjungpinang); The Tanjungpinang City Public Works and Spatial Planning Service has a role in facilitating the provision of Sea Water Reverse Osmosis (SWRO) and the making of a Building and Environmental Planning Plan (RTBL) for Penyengat Island; The Civil Service Police Unit and the Tanjungpinang City Fire Management Unit have the role of enforcing regional regulations and controlling the area around tourist attractions; The Riau Islands Province Transportation Service has a role in facilitating access and infrastructure related to tourism (authority of the Penyengat Island Crossing Pier which is located on Penyengat Island); Ministry of Religion Regional Office of Riau Islands Province has the role of issuing halal certificates; Al Ahmadi Entrepreneurship Center has a role in making the Road to Fesyar event: the Pulau Penyengat Syawal Serantau 2017; MUI Riau Islands Province has a role in determining product halal fatwas for the issuance of halal certificates; LPPOM MUI Riau Islands plays a role in examining and testing product halalness for the issuance of halal certificates.
- d. Implementer, Tanjungpinang City Culture and Tourism Office plays a role in providing tourism services; PHRI has a role in providing ideas, ideas and input regarding the management of hotels and restaurants that meet the criteria for halal tourism; ASITA's role is to provide ideas, ideas and input regarding travel agency tour packages that meet the criteria for halal tourism; HPI has a role in providing ideas, ideas and input regarding the development of human resource competencies for tour guides according to the criteria for halal tourism; The Home Culinary Association participates in tourism events by providing halal culinary.
- e. Accelerator, Bank Indonesia's role is to provide sponsorship assistance for tourism events and safety equipment for boats crossing the Penyengat Island; Pelindo 1 plays a role in providing sponsorship assistance for tourism events and being the manager of the Sri Bintan Pura port; LAM Riau Islands Province has a role in providing ideas and ideas regarding the rules of Malay customs that must be followed in the development of halal tourism on Penyengat Island; The Indera Sakti Foundation plays a role in saving ancient Riau manuscripts, especially those written/printed on Penyengat Island, a center for cultural information, book writing, and data services; The Aksi Bangun Negeri Foundation played a role in the formation of volunteers and the Penyengat Island movement Towards World Heritage; The Blogger Community and the Photography Community play a role in the promotion of Pulau Penyengat Halal tourism; Genpi Tanjungpinang has a role in promoting halal tourism destinations and halal tourism events through social media, as well as initiating a new tourist destination for Penyengat Island, namely the Heritage Market; Stisipol Raja Haji and UMRAH act as research institutions, and provide ideas, ideas and input for the

development of halal tourism on Penyengat Island; The mass media plays a role in disseminating information to the public about the concept of halal tourism on Penyengat Island, as well as the publication of tourism events that support the implementation of halal tourism on Penyengat Island.

Halal tourism promotion, according to Henderson, really highlights the aspect of the availability of certified halal food restaurants, in addition to worship facilities. The rest of the travel agents, airlines, hotels and resorts, souvenir shops and tourist attractions must also be "Muslim-friendly", to complement the halal instructions available at tourist destinations. Stakeholders in the development of halal tourism destinations on Penyengat Island must be able to meet the halal aspects in every supporting element of tourist destinations. The application of the pentahelix model in the development of halal tourism destinations on Penyengat Island is able to produce a process that represents the interests of many parties. Government elements in the pentahelix model of developing halal tourism destinations on Penyengat Island, which will ensure the stability of the security of tourist destinations by issuing regulations that support the climate of the halal tourism industry. The government is also building infrastructure to support halal tourism. However, the role of local governments that are less than optimal in developing the halal tourism destination of Penyengat Island can be seen through regulations regarding halal certificates and the regulation of halal standards applied by tourism industry players is not yet available at the local level. The private sector or business plays a role in providing services and tourism products that are in accordance with standards and are able to meet the needs of Muslim tourists while visiting tourist destinations. The lack of hotels or inns with facilities that do not meet the friendly aspects of Muslim tourists, there are still many restaurants or culinary businesses that have not been certified halal, as well as the lack of choices for halal tour packages have become the involvement of the private sector in the development of halal tourism destinations on Penyengat Island. Olovsson [5] argues that it is very important to include the private sector when shaping a city's brand values. When only a public sector approach is applied, it can slow down and make decision making ineffective. On the other hand, adopting a purely private sector approach can lead to problems such as inequality in the distribution of infrastructure services. This is also known as market failure. The public and private sectors have an equally important role because both are a combination of various competencies which are an important part of successful management. Malay culture and of course raises the preservation of cultural heritage. The communities involved in the development of this destination contribute through the implementation of their functions and duties, for example the preservation of ancient Malay manuscripts, the movement of Penyengat Island to become World Heritage, the promotion of halal tourism in Penyengat Island. The role of academics in developing halal tourism destinations on Pulau Penyengat is still less than optimal. . The lack of involvement of academics by the government in tourism development is due to the absence of universities in Tanjungpinang City whose core education focuses on tourism. This causes a lack of trust from the government to academics in the process of developing halal tourism. Higher education is a very strategic institution in encouraging the acceleration of community development [12]. With a number of advantages such as human resources, well-established institutional devices, and the ability to conduct research and studies, universities can act as agents of development, which help support regional development activities as well as become agents of controlling every policy and process. existing management. Universities as the heart of information that provides data support as well as a catalyst for policies taken by the government concerned. It is hoped that the existence of universities will make a direct contribution to the evaluation of regional development programs and regional development planning in synergy with the community; and

can indirectly help contribute ideas in the process of managing a tourist destination [12]. The mass media is a liaison between the government and the community in disseminating information about the development of halal tourism destinations on Penyengat Island. The role of the mass media is very important because it forms an image and a source of information knowledge for the public regarding the implementation of halal tourism. The ease of internet access makes mass media transform into digital channels, so that people can easily obtain information data only through smartphones. The mass media broadcasts news about the halal tourism of Penyengat Island in the form of socializing the organization of events and dialogues.

4 Conclusion and Recommendation

- a. Identification of stakeholders involved in the development of halal tourism destinations on Penyengat Island is divided into three groups, namely: Primary Stakeholders, Key Stakeholders and Secondary Stakeholders.
- b. The role of stakeholders involved in the development of halal tourism destinations on Penyengat Island is carried out in accordance with their respective functions and authorities. The roles of the stakeholders involved are as follows: Policy creator, Coordinator, Facilitator, Implementer and Accelerator
- c. The advice given from the results of this research is that it is necessary to increase the intensity and quality of communication between stakeholders, as well as coordination of all stakeholders involved through unification of commitments, synergies of activities, and regular forums, so that stakeholder trust in the leading sector is increased. The involvement of stakeholders from the planning stage to the evaluation of the development of halal tourism destinations on Penyengat Island will produce policies that reflect the needs and interests of all stakeholders involved.

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