

Design Of Strengthening Government Capabilities in Developing Tourism Objects Through Community Based Tourism (CBT) in North Rupert District

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Abstract. Based on Presidential Regulation (PP) Number 50 of 2011, North Rupert Island is categorized as a National Tourism Strategic Area (KSPN). North Rupert Island has tourism potential that is being developed, namely marine tourism and cultural tourism. Tourism development needs to be carried out to advance local potential by involving the local community. This research examines its importance increasing the government's ability to develop tourist attractions through Community Based Tourism (CBT). This study uses a qualitative descriptive approach. The government has been able to manage tourism objects through CBT by holding several activities such as training for local communities, tourism awareness groups, homestay owners, and UMKM participants. However, it is necessary to increase capabilities, especially in providing ongoing assistance to the community and allocating a budget to hold supporting activities to increase the entrepreneurial spirit of the North Rupert sub-district community.

Keywords: Government Capabilities, Tourism Development, Community Based Tourism

1 Introduction

A potential sector in Indonesia that is one of the sources of foreign exchange besides the oil and gas sector is the tourism sector. The tourism sector in Indonesia still has the potential to be developed more optimally. Management and development of the tourism sector that is carried out well can have an impact on the interest of tourists. Local and abroad to come and then use their money while traveling for shopping. Indonesia, a developing country, is trying to improve various aspects of national and international life, including improving the tourism sector.[1]According to Article 12 of Law Number 23 of 2014 concerning Regional Government, tourism is included in the category of concurrent government affairs, namely affairs divided between the Central Government, Provinces, and Districts/Cities.

In 2020, the development of the tourism sector will also be a priority for the Riau Provincial Government. The 2020 work targets which are priority points in tourism development are tourism destination development, tourism industry development, tourism marketing development, and tourism institutional development. Increasing and developing tourism requires synergy and strategy from all relevant policymakers, including tourism development in Riau Province. In the Riau Province Region, there are six National Tourism

Development Areas (KPPN). The KPPNs currently in Riau are Muara Takus KPPN, Pekanbaru City KPPN, Jemur Island KPPN, Bono KPPN, Siak Sri Indra Pura KPPN, Bukit 30 KPPN and there is 1 National Tourism Strategic Area (KSPN), namely Rupert Island.[2].

The determination of North Rupert Island as a KSPN is based on Presidential Regulation (PP) Number 50 of 2011, in which several regions throughout Indonesia are categorized as National Tourism Strategic Areas (KSPN). The geographical area of this island reaches 628.50 km² and its location is in Bengkalis Regency, Riau Province. The potential for tourism in this area is marine/nature tourism and cultural tourism. The two tourism potentials are tourism sectors whose development will be prioritized in the national tourism strategic area, North Rupert Island. These two tourism potentials are inseparable and even influence each other and support each other's existence. As the focus of the Ministry of Tourism and Creative Economy is to encourage sustainable tourism in Indonesia which can later provide long-term impacts, then on North Rupert Island, Bengkalis, Riau three villages are currently supported to become tourist villages in North Rupert District. In addition to its natural beauty, these three villages also have local wisdom that is very thick with culture. The three villages are Desa Tanjung Punak, Desa Putri Sembilan, and Desa Teluk Rhu. [3]

The issue of involving local communities in destination development policies and planning garnered increasing attention as the concept of sustainable development in the tourism sector began to emerge. [4]; [5] ; [6]. The minimum of actionable measures that promote and evaluate community engagement activities is perceived as a deficiency.[7] The involvement of local populations in diverse tourism activities within the surrounding environment yields numerous advantages, particularly in the economic domain.[8] ;[9] ; [10]. These advantages encourage local communities to engage in tourism. A range of livelihoods are produced by the amount of space in the tourism industry that can be governed by the community. [11] ; [12] ; [13]. The government has a role in minimizing the occurrence of internal conflicts due to differences in local community knowledge [14]. In addition, the government serves as a regulatory authority, enhancing the capacity of tourism managers to deliver tourism products or services. Regulations designed to mitigate adverse effects of tourism activities must be grounded in an analysis of the carrying capacity of both the physical and social environments.[9].

Government capability in tourism development is very necessary, especially through community-based tourism (CBT). Nicole Hausler (in [24]) defines Community Based Tourism (CBT) as tourism that is in the form of providing opportunities for local communities or local communities to supervise and be involved in tourism management and development. The success of developing a tourist destination is largely influenced by several key factors. Strong support from the government or other relevant institutions plays a crucial role in providing the necessary resources and policy frameworks. Equally important is the implementation of effective and well-organized management practices to ensure smooth operations. However, the active participation and engagement of the local community and tourism management groups are vital for creating a sense of ownership and sustainability, ultimately driving long-term growth and development of the attraction [10] ;[15]. Development tourism through Community Based Tourism focuses on local community involvement [16]. [17] Capability refers to the combination of skills, knowledge, competence, and overall capacity that individuals or groups possess, enabling them to effectively manage

shared resources, tackle challenges, and collaboratively work toward common objectives. It involves not only the ability to handle potential opportunities but also the expertise required to navigate obstacles and develop strategic plans for achieving collective goals. The strength of a group's capability lies in its members' readiness to harness their talents and resources in a coordinated effort, ensuring successful outcomes through joint problem-solving and goal-setting [5] ; [8]. Enhancing community involvement and participation in tourism development requires raising stakeholder awareness and an active role from the government. This can be achieved by offering various training programs, capacity-building initiatives, and empowering tourism-conscious communities [18]. The local community's knowledge and capability in developing effective tourist destinations are crucial in supporting the implementation of Community-Based Tourism (CBT) for sustainable tourism development. Additionally, the community's ability to actively participate in tourism development requires attention from stakeholders and government officials, ensuring they become key contributors to community-based tourism.

In North Rupa District, there are three villages that are supported to become tourist villages. The three villages are Desa Tanjung Punak, Desa Putri Sembilan, and Desa Teluk Rhu. In addition to its natural beauty, tourism in Desa Tanjung Punak is included in the Tourist Destination Area (DTW) in North Rupa. However, this tourism has not been optimally managed even though the Bengkalis Regional Government has issued Regent Decree Number 445/KPTS/VI/2021 concerning the determination of tourist villages, but the management of Desa Tanjung Punak in the field has not been in accordance with expectations [19]. The next is Desa Teluk Rhu. This village has various potentials, including fisheries, agriculture, plantations, livestock, and natural beauty. The beach is one of the natural beauties that is the main attraction of Desa Teluk Rhu. Desa Teluk Rhu has a long beach, reaching 1,500 km². People from various regions come and visit this beach on weekends or national holidays. However, the beauty of the beach remains the main attraction for tourists in Desa Teluk Rhu. To increase the number of tourists coming to Desa Teluk Rhu, the community must play a role. In addition, the local government must accompany and cooperate with other stakeholders. [20].

Government capability is essential in tourism development because of its vital role in managing and advancing local potential. Sub-districts as the closest government units to the community have in-depth knowledge of the uniqueness and needs of their areas. The government formulates appropriate strategies for developing local tourism destinations. The government plays an important role in planning, managing, and promoting tourism sustainably, ensuring that economic, social, and environmental benefits can be felt by everyone, and by utilizing community-based tourism (CBT), the government helps increase community involvement.

2 Method

This research uses qualitative methods (qualitative research) with descriptive research type. The sampling technique used in qualitative techniques is purposive technique. The data analysis technique used by the author uses a descriptive method with an interpretive qualitative approach. The data analysis stages in this research include the data reduction stage, namely simplifying the data obtained during direct interviews, focus group discussions and

documentation data related to the research, then presenting the data that has been obtained in the form of narratives and images. Next, finally draw conclusions based on the data that has been compiled. Data sources come from primary data and secondary data. The level of trust in qualitative research can be measured by criteria, namely credibility, transferability, dependability, and confirmability.

3 Result and Discussion

Organizational capability is a concept used to define resources based on a solid and strong theory about organizational resources that have high performance or achievement [21]. "Organizational capability is fundamentally shaped by the high-level practices that are employed to coordinate the firm's productive activities. These crucial capabilities are developed through well-structured organizational practices that effectively manage and synchronize the organization's productive efforts. [22]. To advance the tourism sector, Rupert Utara District has great potential to be developed as a community-based tourism destination. With its natural and cultural wealth, the Community-Based Tourism (CBT) strategy is an ideal approach to ensure sustainable and profitable tourism development for local communities. However, the success of CBT implementation is highly dependent on the government's capability in supporting, guiding, and empowering local communities. Therefore, the design of strengthening government capabilities is a strategic step to achieve this goal. Core capabilities or basic components of organizational capabilities are defined by Leonard-Barton [22], as areas of knowledge that differentiate and provide competitive advantages and this is the essence and dimension of organizational capabilities as expressed by Leonard-Barton [22] who explain them as areas of knowledge that differentiate and also provide competitive advantages. To create an effective CBT system, the government needs to have comprehensive capabilities that cover various dimensions, such as knowledge, technical skills, managerial skills, and an understanding of the values and norms that underlie community-based tourism management.

3.1 Knowledge and Skills Dimension.

In the context of managing tourist destinations, skills in managing human and natural resources are essential. The government must be able to empower local communities, including providing technical training, such as training in homestay management, tour guide services, and local product development. The Bengkalis Regency Government has shown its commitment to developing tourism potential in Rupert Utara District through the implementation of various activities and training involving local communities and tourism awareness groups. These activities aim to empower communities, strengthen their ability to manage the tourism sector and create unique products that can be an attraction for tourists. Several initiatives that have been implemented include training in making souvenirs typical of Rupert Utara, developing traditional cuisine, and introducing other local potentials that can be selling points in the tourism industry.

In implementing these programs, the Bengkalis Regency government also involves strategic partners such as Pertamina Hulu Rokan and the Riau Tourism College. The presence of these institutions is expected to be able to provide support in terms of both funding and technical matters so that the community can obtain quality training. Pertamina Hulu Rokan, for example, plays a role in supporting Corporate Social Responsibility (CSR), while the Riau Tourism College brings relevant academic and practical expertise to support the development of local community skills.



Figure 1. Training to improve human resources in the field of digital marketing and creative economy

However, although these trainings provide initial benefits, unfortunately, these activities are not sustainable and are limited to one-time implementation. After the training is completed, many of the community members do not receive the further assistance needed to apply the skills they have learned. Enhancing capacity and boosting community participation in tourism development requires raising stakeholder awareness and active government involvement. This can be achieved through the provision of various training programs, capacity-building efforts, and empowering communities with sustainable tourism awareness[17]. This is a major challenge because, without ongoing guidance, the skills that have been given to the community will be difficult to optimize. As a result, the economic and social benefits expected from the development of the tourism sector cannot be achieved optimally. The economy and tourism are a continuous unity [23]Furthermore, one of the main challenges in developing community-based tourism in Rupert Utara District is the inability of some people to develop a strong entrepreneurial spirit, especially because of fear of the risk of loss. This fear often hinders community initiatives to start or manage new businesses, even though they have received initial training and support.

3.2 Technical Dimension.

In the context of community-based tourism development in Rupert Utara District, a very important technical dimension is the government's capability to provide relevant and up-to-date information. One of the main challenges faced is the use of websites and social media that have not been utilized optimally. These digital tools can play a key role in improving communication, promotion, and interaction with the community and tourists. Websites and social media allow the government to disseminate information quickly and widely. Inform the

public about training, workshops, and tourism-related activities and Provide the latest news on tourism developments, local events, and business opportunities. Websites and social media can be used to promote tourist destinations Showcase the beauty and appeal of Rupert Utara to potential tourists and highlight local products, namely promoting souvenirs and local products as additional attractions.

The government's capability to implement by the applicable Standard Operating Procedure (SOP), as well as a clear division of tasks between the Regional Government and the Village Government. Effective implementation of technical dimensions is very important to ensure that the CBT program can run smoothly and provide optimal benefits to the community. Lapin Beach is one of the leading tourist attractions in North Rupert District where its management is directly managed by the Bengkalis Regency Government and other beaches are managed directly by the Village Government. Where the Regional Government is only a facilitator and regulator, while the Village Government is the executor in managing tourism in North Rupert District.

3.3 Managerial dimension

The managerial dimension plays a crucial role in improving the government's capability to develop community-based tourism in Rupert Utara District. By strengthening the aspects of planning, organizing, monitoring, and controlling, as well as ensuring effective resource management, the government can ensure that the CBT program can be implemented successfully. This will help in achieving tourism development goals, improving service quality, and providing maximum benefits to the community.

Villages in Rupert Utara District receive Village Funds from the APBN and the 1 Village 1 Billion program from the Bengkalis Regency APBD. However, one of the obstacles is the inadequate budget for management involving the community. Budget limitations can limit the government's capacity to carry out activities, provide facilities, and support the community in tourism development. Pokdarwis (Tourism Awareness Group) in Rupert Utara District often submit activity proposals to the sub-district and village government for tourism development training involving the local community. However, the main obstacle often faced is budget limitations.

3.4 Dimensions of values and norms

The dimensions of values and norms represent the fundamental belief systems, ethical principles, and cultural influences that shape how a government functions and fulfills its duties. These elements are critical in determining the integrity and effectiveness of governance, especially in the context of community-based tourism development, such as in Rupert Utara District. For the government to successfully drive sustainable tourism in this area, it must adhere to several core principles. First and foremost, a strong commitment to transparency and accountability is essential. Transparency ensures that the community is kept informed about decisions and policies affecting tourism development, creating trust between the government and its people. Accountability ensures that government actions are measured and evaluated, preventing corruption or inefficiencies that could hinder progress.

Moreover, compliance with regulations is non-negotiable. The government must enforce and follow all legal frameworks related to tourism, environmental protection, and economic development. This compliance guarantees that tourism development is sustainable, responsible, and aligned with broader regional goals. It also ensures that tourism initiatives do not exploit or degrade natural resources, which could have long-term negative impacts on the environment and the local community. Equally important is the active participation of the local community. For tourism in Rupert Utara to thrive, it must be rooted in the people who live there. Involving the community in decision-making processes not only empowers them but also fosters a sense of ownership and responsibility for the success of tourism initiatives. When the local community is engaged, they are more likely to support and promote tourism activities, resulting in a more authentic and enriching experience for visitors.

By following these principles transparency, accountability, compliance, and community involvement the government can ensure that tourism development in Rupert Utara is both sustainable and beneficial. This holistic approach not only drives economic growth but also elevates the quality of life for the local population by creating job opportunities, improving infrastructure, and preserving cultural heritage. Ultimately, this commitment to responsible tourism will maximize the area's potential, making it a model for community-based tourism that provides significant economic returns while enhancing the well-being of its residents.

4 Conclusion

The Bengkalis Regency Government has demonstrated its ability or capability to manage tourist attractions in the Rupert Utara District through a community-based tourism approach. Several activities, including training for local communities, tourism awareness groups, homestay owners, and MSME participants have been successfully implemented. These activities reflect the government's efforts to improve the skills and capacity of local communities in the tourism sector. However, to ensure sustainable and effective tourism development, there are still some areas where improvements are needed. Continuous support to the community is a crucial aspect that still needs to be strengthened. Continuous mentoring will ensure that the skills learned are applied effectively and adapted to changes and challenges that arise in tourism management. Provide special funds for activities that support the development of entrepreneurial spirit among the community, such as entrepreneurship training, marketing workshops, and product development. The government must strengthen support for the community and ensure that the budget is used strategically to improve the entrepreneurial spirit, the government can be more effective in developing tourism potential in North Rupert District. This approach will not only improve the quality of tourism management but also encourage sustainable economic growth and the welfare of local communities.

Acknowledgements.

The author would like to thank all parties who have supported and helped complete this article, especially the Institute for Research and Community Service (L.P.P.M.) of Universitas

Riau, which funded this research. Then, we also express our gratitude to all academicians of the Department of Government Science, Faculty of Social and Political Sciences, Universitas Riau, for contributing their thoughts and all informants who have shared their experiences so that this article can be written systematically and successfully published

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