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Management of Tourism Business in the Era of Regional Autonomy: Through the Perspective of the Penta Helix Model in Pinrang Regency

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Abstract: Pinrang Regency is endowed by wealths of natural resources, cultural diversity, and culinaries. It produces a large number of tourist attractions spreaded in its twelve districts. The major objective of this research was to delineate the management of tourist attractions through the perspective of the Penta Helix Model in Pinrang Regency. It was conducted in several tourist attractions whereas data were collected through observation, documentation, and interviews. Equally important, the authors or researchers as the main research instruments are assisted by the guidelines of observation, interview, and documentation. The techniques used in data analysis consist of data reduction, data display, and conclusion drawing/verification. While for its data validity, it applied data source triangulation and method triangulation. In addition, data source triangulation is to explain the data validity through various informants and method triangulation is done through various methods. The results of the study indicate that the responsibility of the regional government specifically in the tourism sector will run smoothly if academician, business, community, government, and media are involved as in the perspective of Penta Helix model through a collaboration of each role of the actors in an integrated platform. Those efforts are aimed at supporting a number of work programs of Department of Sports and Youth Affairs especially in the tourism sector.

Keywords: Tourism; Government; Regional Autonomy; the Penta Helix Model.

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I. INTRODUCTION

When attending GIPI's (Indonesian Tourism Industry Association) National Forum I in Bandung, Minister of Tourism of Indonesia, Arief Yahya, inserted that to develop tourism in accordance with national targets, the role and support of all the elements as he called as the Penta Helix synergy were crucial. 'Indonesian tourism is not the mere responsibility of the Ministry of Tourism. It is the responsibility of all elements, especially the government, academician, business, media, and community. The Penta Helix synergy is the key to develop Indonesian tourism, specifically in achieving the targets in 2016-2019,' declared him on Monday (07/25/2016). He has also reminded that a number of tourism targets set by the President in the next five years or in 2019, which must be doubled up, is able to contribute to the national GDP of 8% with foreign exchange of 280 trillion rupiahs as well as 13 million available job vacancies. Wisman's (foreign tourists) visits were targeted at 20 million tourists and the flow of wisnus (domestic tourists) were about 275 million tourists. Indonesia had also aimed for its tourism competitiveness index to be ranked 30th in the tourism world rankings.

Meanwhile, several targets in 2016 have achieved 12 million wisman's visits and 260 million wisnus's. Tourism contribution to national GDP has attained 5%, where the number of jobs provided able to accomodate 11.7 million workers. One of the strategies projected by the government in tourism development is the implementation of Penta Helix Model collaboration. It was first proclaimed by the Minister of Tourism, Arief Yahya, and as regulated under Minister of Tourism Regulation (Permen) of the Republic of Indonesia Number 14 Year 2016 on Guidelines for Sustainable Tourism Destinations that in creating a harmonious orchestration and ensuring the high quality of activities, facilities and services, and as well as creating experiences and values the beneficial tourism values in order to gain the yield and benefits to the communities and the environment, it is necessary to encourage the tourism system through the optimization of the role of Academician, Business, Community, Government, and Media (ABCGM).

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Turning now to other activities of Arif Yahya after attending First Quarter National Coordination Meeting (Rakornas) at Borobudur Hotel Ballroom, Jakarta, Thursday (03/30/2017), he has straightly implored the spirit of 'Indonesia Incorporated' which has the same concept of Penta Helix model that mobilizes all components in communities at all levels. 'The basic concept is ABCGM: Academician, Business, Community, Government, and Media. Those five elements must be cohesive and support each other to build a conducive tourism season', he exclaimed when elaborating the concept of Penta Helix.

In its position as the subject of development, community has the authority to regulate and resolve its own affairs in accordance with domestic aspirations. The concept of community participation in development needs to be regarded as a 'shared authority' among stakeholders in development projects, where its process is not dominated by one party (e.g. the government) but as a shared effort that directly involves all roles of ABCGM.

Fig. 1. The Penta Helix Model Diagram

Source: Reseacher's information collection 2018

Gibbsons et al. (1994) published a paper in which they describe the role of the academic field in science invention and technological advancement. There are two ways of inventing sciences, where the first one refers to the science production system led by universities through basic research on educational contents structured in the logic of discipline without prioritizing its application. The second one refers to the principles of applied sciences and technology transfer. A number of researchers assume about the development of the helix concept that with a great comprehension, it can strengthen various innovations and lead to economic growth and competitiveness of a country. Then in 1995, Etzkowitz & Leydesdorff introduced the Triple Helix model. In line with that, the responsible actor for creating innovation is the industry, while knowledge or sciences is pioneered by universities as the second actor. Similarly, the government becomes the third actor. All the three actors collaborate through a top-down approach to create some innovations to improve the economic conditions of a country.

Referring to the same idea about the interaction among innovative contributors which pertains to the institutional field (university, industry, and government), Etzkowitz & Leydesdorff (1995) develop a Triple Helix model by adopting a spiral innovation model (traditional linear versus) and capturing several reciprocal relation among institutional arrangements (public, private, and academic) at different stages in knowledge capitalization (Viale & Ghiglione, 1998). The new approach to interaction is characterized by: i)the key role of university as the main knowledge or sciences inventor; ii)a company's strategic mission to create innovation through improving the organizational process and placement of products and services on the market; and iii)the major role of the government in supporting the development of science-based technology and in stating policies targeted as innovation (Arnkil et al., 2010). What is more, the emergence of media which is responsible to publish every event and information through various forms of television advertisement, newspaper's announcement, or radio broadcast.

A synergistic collaboration of the five stakeholder elements to build tourism business is a conveyed narrative for tourism management where it is not a mere responsibility of the local government, but a shared responsibility of all levels in communities. For this reason, serious actions are required to contribute to the management of tourism businesses specifically in Pinrang Regency. It is not surprising that the community empowerment strategy dominates the development in developing countries. The definition of empowerment according to the UN is a process which involves community's efforts integrated with government authorities to improve their social, economic, and cultural conditions as well as involving their optimal contribution for national progress (Conyers, 1982:115).

One management function is done through planning which ultimately aims at ensuring for development activities to run effectively and efficiently with clear targets. Unfortunately, in its implementation, there are some environmental changes and unpredictable new inputs that are out of the initial planning. With the issuance of the Law Number 23 of 2014, it permits the transfer of government affairs by the regional government to districts/cities to regulate and manage the interests of their own communities based on the aspirations of local community in accordance with laws and regulations.

In terms of tourism management activities, it is supposedly that the stakeholders play a crucial role to create a balanced coordination among actors (domains) to simultaneously move up in managing tourist attractions, where no single institutional actor in a good governance claims an absolute control. The raised paradigm of good governance must prove the potential of each stakeholder such as academician, business,

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community, government, and media (ABCGM) to be able to cooperate in actualizing themselves in regional development, specifically in the tourism sector by focusing to the principles of services, transparency and accountability, participation, empowerment, partnership, decentralization, and legal certainty.

Pinrang Regency is an area located in the province of South Sulawesi, which is precisely on the north coast with the potential of stunning natural beauty, especially its coasts. It has marine biodiversity as well that extends as far as 9 km from Parepare city to Polmas city. The area covers 1,961.77 km with the distance from Makassar City as far as 173 km. This condition causes Pinrang Regency to become a transit city for domestic tourists that will visit other regencies. It is not only to be passed by because some tourist attractions (ODTW) with its beautiful sceneries are available to be enjoyed. Pinrang Regency possesses various tourism potentials sourced from its diverse natural resources.

Tourism Development Policy in Pinrang Regency is based on Regional Regulation Number 14 of 2012 concerning Spatial Planning for Pinrang Regency. It elaborates a number of potential attractions owned by Pinrang Regency which become the prides of the local community and cannot be found in other regions. Pinrang is ± 185 km far from the north of Makassar city and located in the coordinates between 4°10'30'' to 3°19'13'' south latitude and 119°26'30'' to 119°47'20'' east longitude. It is also bordered with several areas, in the North side by Tana Toraja Regency, in the East side by Enrekang Regency and Sidenreng Rappang Regency, in the South side by Pare-pare Town, and in the West side by Polewali Mandar Regency.

Tourist attractions in Pinrang Regency are evenly spreaded in 12 districts, with coastal, land, and mountain typologies. These areas have rainfed cropping patterns and irrigated paddy cultivation system. Again, these districts are in lowland areas and mountains as the main sources for irrigation water. Thus, the potential of the coastal areas extended from the eastern border of Suppa district to the western region of Duampanua district depicted as a source of future tourism activities. Nevertheless, its potential in each district has a specific value-based selling.

Next, the researchers display the number of tourist attractions in Pinrang Regency in 2017 as follows:

Table 1. Several Tourist Attractions in Pinrang Regency in 2017

NO.	TOURIST ATTRACTION	LOCATION
1.	Tuan Fakki Tomb	Tiroang District
2.	Pallipa Putee Tomb	Matiro Sompe District
3.	Old Mosque of Tondo Bunga	Lembang District
4.	The Tombs of Kabalangan Regional Kings	Duampanua District
5.	Old Mosque of At-Taqwa Jampue	Lanrisang District
6.	Traditional House of Saoraja Datu Lanrisang	Lanrisang District
7.	Mandarese Silk Craftsmen, Old Mosque of Ujung Lero, The	Suppa District
	Palace of Datu Suppa, & Besse Kajuara Tomb	
8.	Lasinrang Tomb at Laleng Bata Subdistrict, Petta Malae	Paleteang District
	Tomb at Temmasarangnge Subdistrict, Arajang (Heirlooms)	
	Sawitto, Sawitto Castle Graveyard & Addatuang (Kingdom)	
	Sawitto Matinro Langkara'na Tomb	
9.	Saoraja (Royal Houses) at Liang Garessi Village, Lasinrang	Wattang Sawitto District
	Monument, The Palace of Addatuang Sawitto, Sawitto	
	Regional Kings Cemetery Complex	
10.	Lue River, Rajang Balla Natural Hotspring, Lemo Susu	Lembang District
	Natural Hotspring, Karawa Waterfall, Kali Jodoh River, Batu	
	Pandan Water Recreation Park, Balaloang Permai Water	
	Recreation Park, Panaiki Cave, Kajuanging Beach &	
	Kanipang Beach	
11.	Batu Lappa Cave	Batulappa District
12.	Tirasa Hill, Lamoro Waterfall, Pasandorang Natural	Duampanua District
	Waterpark, Kappe Beach, Maronneng Beach	
13.	Bulu Paleteang Mountain, Sulili Natural Hotspring	Paleteang District
14.	Mystical Boulder of Batu Moppangnge	Pantampanua District
15.	Ammani Beach & Ujung Tape Beach	Matiro Sompe District
16.	Wakka Beach	Cempa District
17.	Wiring Tasi Beach, Ujung Lero Beach, Ujung Labuang	Suppa District

Beach, Sinar Bahari Sabbang Paru Beach, Bonging Ponging Beach at Lotang Salo Village, Marabombang Port Beach & Kamarrang Island 18. Wae Tuwoe Beach at Wae Tuwoe Village **Lanrisang District** PLTA (Hydropower Plants) Bakaru Artificial Lake Lembang District 19. 20. Benteng Dam at Benteng Subdistrict & Floating Restaurant Pattampanua District Curing Fish Location, Traditional Boatbuilding Location, Supa District 21. Coconut Farm

Source: Department of Sports and Youth Affairs, 2018

Pinrang Regency has many tourist attractions totaling in 30 spots or more. Some are managed by the government and the rest by the local community in a conventional method. Besides, it is accommodated with several facilities and infrastructure around the area, including various restaurants and inns such as hotels and guesthouses. Physical conditions of each hotel, inn, guesthouse, restaurant, and so forth are sufficient to provide good services towards tourists who visit the area.

The basic law for tourism management in accordance with the principles of development consisted in Law of The Republic of Indonesia Number 10 of 2009 concerning Tourism. Now it has been emphasized by the Government Regulation Number 50 of 2011 concerning the National Tourism Development Plan for 2010-2025, as in Article 3 where the implementation of the National Tourism Development Master Plan in Article 2 carried out in an integrated manner by the Central Government and Regional Government in accordance with their authority and the involvement of entrepreneurship and community.

Those roles are becomingly central in the era of regional autonomy where the authority in planning, implementing and managing tourism is handed over by the central government to the regions. The implication is surely spreaded out, especially on the readiness of the regional government to implement the authorities. Another great implication is that the success of national tourism development eventually depends on the ability of the respective regions to manage tourism resources.

A detailed explanation of tourims by Kotler, Bowens, & Makens (2004) shows that tourist attractions will get a competitive advantage if each organization involved share their knowledge, skills, expertise, and other resources. In addition, Wang & Pizam (2011) argue that there are four pillars of collaboration strategies to improve the superiority of tourist destinations in particular building vision, building commitment, building identity, and building condition.

Table 2. DPA (Budget Implementation List) on Tourism Sector of Pinrang Regency

No.	Year	Budget
1.	2012	Rp 590.272.000,-
2.	2013	Rp 475.672.000,-
3.	2014	Rp 505.993.000,-
4.	2015	Rp 496.327.000,-
5.	2016	Rp 491. 441.250
6.	2017	Rp 2.152.871.150,-
7.	2018	Rp 1.973.932.750,-

Source: Department of Financial Management and Regional Asset (PKAD) of Pinrang Regency in 2018

On the other hand, the issues have impacted on the slow management of tourism in Pinrang Regency. Managing a good tourism needs sufficient budget support from the local government. Referring to the table 2, from 2012-2013 there has been a decrease in budgeting. However, an increase also happened in 2013-2014 due to some expectations of tourism development put on the government. Then in 2014-2016 there has been a decline in the budget, because the local government has not been able to project the potential contribution of the tourism sector for Regional Original Income (PAD). Furthermore, in 2016-2017 there has been an increase on the budget from the government amounting to two billion rupiahs that must be shared with the Youth and Sports section incorporated in the Department of Tourism, Youth, and Sports.

As explained earlier, the limited budget leads to an arduous condition if fully relies on the government as the only responsible leading sector for tourism management in Pinrang Regency. The Penta Helix model innovation in tourism management is a strategy that will alleviate the workloads of local governments through

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embracing the stakehoder actors (ABCGM) as conveyed by the Minister of Tourism in the following roles: 1)Role of Academician; 2)Role of Business; 3)Role of Community; 4)Role of Government; and 5)Role of Media.

II. METHODOLOGY

This research observed the regional government at Department Office of Tourism, Youth, and Sports in Pinrang Regency as the research site. Qualitative method offer an effective way to discover the main purpose of this research. It is to examine natural objective conditions where the researchers act as the key instruments.

The use of qualitative research is a well-established approach to emphasize the process aspect of the research results that reveals the issues of the actual conditions in the research site through the written or verbal statements and observable behaviors obtained from the informants. It is then elaborated into several efforts of seeking solution for some existing problems through a detailed description of several phenomena, a group or individual, and the findings based on some evidence. It is also done through a deep comprehension and exploration regarding 'Management of Tourism in the Era of Regional Autonomy: Through the Perspective of the Penta Helix Model in Pinrang Regency.

Participants or informants were recruited by the researchers in the selected research sites through some direct observations and interviews. The interviews were carried out by purposive sampling, as a technique for collecting data sources under certain considerations. The informants were not selected based on quantity, but rather on their function and role of information in accordance with the topic of the research problems (Maleong 2006: 217). The researchers selected informants from the regional government, in this case at the Department of Tourism, Youth, and Sports of Pinrang Regency by referring to the following main elements of academician, business, community, government, and media.

No.	Name	Occupation
1.	Nuraeni	Academician
2.	Siti	Business/private sector
3.	Yusuf	Community/civilian
4.	Bahtiar	Government/government employee
5.	Junaidi	Media/journalist

Source: Researchers' data 2018

The researchers applied data analysis technique to collect data using a model by Miles & Huberman which proposed that the activities through the analysis were simultaneously and interactively carried out.

III. FINDINGS AND DISCUSSION

1. The Element of Academician

Basically, the existence of universities have an important role and function in the midst of community development. Recent progress in the field of education seems to refer to the four educational pillars of UNESCO, namely learning to know, learning to do, learning to be, and learning to live together.

In terms of education, as stated in one of the Indonesian educational principles, Tri Dharma of higher education, namely: Dharma (field) of Education, where universities and related institutions are expected to carry out their duties in educating the generations of the nation and transmitting cultures; Dharma of Research, where universities and related institutions are expected to implement "finding solutions" through new discoveries in science and cultural innovation, and; Dharma of Community Services, where universities and related institutions are expected to provide community services to help accelerate the process of improving the welfare and progress. It is through this Dharma, universities will also attain good responses from community concerning the progress level and relevance of the sciences developed.

With respect to interviews conducted by the researchers to one of the informants, Nuraini, a female student from Pinrang Regency has confirmed that academics plays an important role in providing perspective and analysis based on data collected in the field regarding the level of development and suitable concept to advance tourism through various researches, analysis, and development of potential natural or human resources. In the tourism industry, academic element or actor acts as one of the power engines for the continuity, as well as a determinant of its competitiveness. A collaboration made in the management of tourist attractions is highly

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needed, for one thing, in setting curriculum and enhancing teaching process for schools whose specifications are in the field of tourism. For college student or others who desire to gain knowledge, providing a special and related subject to the tourism sector is recommended.

2. The Element of Business

What follows is an outline of the role of the private sector as entrepreneurs or businessmen working in tourism services for example: a travel agent, an owner in hospitality industry business, such as hotels, guesthouses, etc., an owner of restaurants, an owner of souvenirs and gifts store, a tour guide, an owner of convenience store, and so on. Those services are inseparable from the existence of tourist attractions. It is due to mutualistic relationship between the private sector and tourism. Businessmen in the tourism sector assert that tourism potential in Pinrang Regency will continue to increase in the next following years along with the increasing number of tourist attractions managed by the regional government. As stated by Mrs. Siti who is involved in a restaurant business in Pinrang Regency, that as a culinary entrepreneur, she is greatly benefitted from tourists visits especially on holidays. Therefore, she claims that in the management of tourism, there are many sectors that play main roles other than the local government. She is totally supportive if the regional government would gather other potential parties and cooperate with them to achieve the goals of better tourism in Pinrang Regency.

3. The Element of Community

Regarding community participation in development, it shows that the community has the ability to influence and control various resources as well as making public policies related to their interests. Their role occupies a position as an integral part that acts as both a subject and an object. A community is a direct actor of tourism activities with hereditary experiences in managing natural and cultural resources. It leads them to have a strong commitment to manage natural resources in a sustainable manner which connected to their core living values. It is an inseparable part of tourist attractions that makes tourism unattainable to develop without their involvement. A community-based tourism will invite various advantages both from the aspect of community development and the tourism industry itself.

Commenting on the role of community, Mr. Yusuf as one of the informants in tourism management through the perspective of the Penta Helix model has argued that tourism business originated from community initiatives in constructing and managing tourism is accommodated in a platform of Pokdarwis (Tourism Awareness Group). He adds that the progress or development of a tourist attraction relies on the motivation of the community to develop in a participatory manner without relying only on the government. For example in the management of Amani Beach as the tourist attraction which still operates due to a great participation among the people in the area. In addition, coastal communities are also assisted by the construction of road access towards Amani Beach from the local government which make it more comfortable to visit.

Likewise the Law Number 32 of 2004 which still positions the community as the main supporter for regional government. This regulation illustrates that in the implementation of regional government, it is done in a participatory manner. Then, the implementation of the regional autonomy policy is carried out by focusing to the participation of the community which is no longer as an object in the administration of government but has changed into the subject of development as well as showing their existence in various significant roles. They must be directly involved in the process of local policy making, specifically in preparing regional development plans as reflected on the Law of The Republic of Indonesia Number 10 of 2009 concerning Tourism emphasized by the Government Regulation Number 50 of 2011.

4. The Element of Government

As far as it is concerned, with the spirit of the development planning mechanism referring to Law Number 25 of 2004, the researchers attempt to perceive the role or participation of the stakeholders in the arrangement of the Regional Development Work Planning (RKPD), in terms of the Pinrang Regent's Circular Number: 050/90/2016 on January 8, 2016 concerning the guidelines for organizing Development Planning Forum (Musrenbang) in Pinrang Regency in 2017. From the forum results conducted in 2017-2018 for the tourism sector, there were only few people from the community proposing any related development idea.

The following brief report of the interview with an informant, Mr. Bahtiar, (on February 22, 2018) where he has inserted that the process of Constructing Program Plans of the Department of Tourism, Youth, and Sports is referred to the results of the Musrenbang, starting from hamlet, village, district, to regency level. An instance of this, a couple of recommendations from several villages with potential tourist attractions desiderating for tourism training or socialization to be provided. Those are entailed in proposals that must go through several completion processes of Musrenbang to the budgeting until accomplished in the form of Youth Pokdarwis Training on September, 2017. Then it is continued by the meeting event of Pokdarwis cadres facilitated by the Department of Tourism and Culture of South Sulawesi Province. It is purposed to socialize tourism in the

community to be aware of the importance of preserving tourism areas and ancestral cultural heritage. Additionally, natural resources found in Pinrang Regency which become tourist attractions are possessed by the local community.

Equally important, the role of the Regional Government on the potential of coastal tourist attractions implemented in RKPD process has clarified that they provide spaces for the community and other relevant parties to take part in the implementation of the Musrenbang program by offering program proposals or inputs that will be accommodated by the government and selected based on the community needs as the efforts for regional development. The implementation of Regional Autonomy and Development Planning through Musrenbang has further accentuated that the government certainly takes part in facilitating those benefitting activities in the tourism management.

5. The Element of Media

With regard to the element of media, Mr. Jun represented as the informant from printed media has asserted that the tourism sector, if managed properly, would be able to contribute to an increasing of foreign exchange and employment opportunities. The tourism potential in Pinrang Regency varies, especially the remarkable Amani Beach. Besides, Pinrang Regency has also many other potential tourist attractions. Considering the collaboration innovation of the Penta Helix model in managing tourism, it should not only be managed by the regional government, but also engage the private sector and other supportive parties through interesting ideas. It is to create a synergy relationship that covers all elements in the tourism industry and later promote a better tourism specifically in Pinrang Regency.

IV. CONCLUSION

The evidence from this research suggests that in managing tourism, some constraints follow the process, such as lack of budgeting and quality human resources. Those are only few obstacles to be dealt with. As a regulator, the government is expected to provide convenience in tourism management through well-implemented policies and be supportive to all stakeholders. Hence, an alternative method is needed by the regional government in this case the Department of Tourism, Youth, and Sports to improve the quality of tourism services. By maximizing the role of academician, businessmen, community, government, and media as in the Penta Helix perspective model and collaborating the roles of each actor in an integrated platfom, it is expected to support the fulfilment of responsibility of the Department of Tourism, Youth, and Sports in tourism sector.

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