INSTITUTIONAL ANALYSIS OF COMMUNITY-BASED TOURISM'S SUSTAINABILITY

(Case of Kasbi Community in North Halmahera)

Analisis Kelembagaan Keberlanjutan Pariwisata Berbasis Masyarakat (Studi Kasus Kelompok Sadar Wisata Kasbi di Kabupaten Halmahera Utara)

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ABSTRACT

This study aims to analyze the sustainability of the implementation of the concept of community-based tourism especially in the Tourism Community in North Halmahera Regency known as "Kasbi". The research method used is qualitative with a case study approach. The results of this study indicate that contextually in North Halmahera Regency, participation and partnership are very essential in achieving sustainability in the implementation of the concept of community-based tourism. Thus, local tourism institutions need support from various stakeholders to achieve sustainable development goals.

Keywords: Institutional Sustainability, Community Based Tourism, Participation, Partnership

ABSTRAK

Penelitian ini bertujuan untuk menganalisis secara kelembagaan, keberlanjutan implementasi konsep pariwisata berbasis masyarakat khususnya pada Kelompok Sadar Wisata (Pokdarwis) "Kasbi" di Kabupaten Halmahera Utara. Metode penelitian yang digunakan ialah kualitatif dengan pendekatan studi kasus. Hasil penelitian ini menunjukkan bahwa secara kontekstual di Kabupaten Halmahera Utara, aspek partisipasi dan kemitraan menjadi hal yang sangat esensial dalam mencapai keberlanjutan implementasi konsep pariwisata berbasis masyarakat secara khusus pada kelompok masyarakat. Dengan demikian, kelembagaan pariwisata lokal memerlukan dukungan dari pelbagai pemangku kepentingan untuk mencapai tujuan pembangunan yang berkesinambungan.

Kata Kunci : Keberlanjutan Kelembagaan, Pariwisata Berbasis Masyarakat, Partisipasi, Kemitraan

INTRODUCTION

The study of community-based tourism is not only seen from the institutional aspects to empower local people in the tourism sector, but the community's response to empowerment in the tourism sector. The community's response can be rejection or support. The form of support for tourism development is participation in planning, development, management and ownership (Hausler and stradas, 2003). The same thing is shown by Asker, et al., (2010) which states that community participation is one of the important characteristics of community-based tourism. Furthermore, Tasci, et al., (2013) shows that community participation in every stage of tourism development in tourism destinations is even said to be the main condition of its success. Participation in the development of tourism shows that there is an interaction between individuals in a space or a container of either group or organization that manages tourism object. Pretty and Ward (2001) examines the dynamics of the interaction in the frame of social capital, social capital thinks the existence of public members' result will not cause unwanted things, because others will not do so. Furthermore, Pretty and Ward (2001) describes four forms of social capital trust (relation of trust), reciprocal links (reciprocity and exchanges), rules, norms and sanctions (common rules, norms and sanctions), and connectedness, networks and groups (connectedness, networks and groups). Thus it is important to examine the social capital in the implementation of community-based tourism. This study will describe participation and partnership from social capital

perspective in local tourism organization known as *Kasbi Community*. Tourism is a growing sector in North Halmahera District, Indonesia. Tourism development process in 2017 has formed *Kasbi Community* which is a form of youth participation to promote tourism in North Halmahera. *Kasbi Community* synergize with public and private organisation for the Seven Charm campaign. One program that has been held by *Kasbi Community* is *torang angkat sampah* on September 9th 2017 at the *Angin Mamiri* Speedboat port, Tobelo.

METHODS

The research method used is qualitative with case study approach. Meanwhile, the data collection process is using indepth interviews, observation and document studies. In-depth interviews were conducted with the involvement of *Kasbi Community* members as the key sources which has different tasks and backgrounds: Asdi Irsansyah (25th) was born in Surabaya on December 13, 1992 is a Coffee Shop (Kedai Kopi) owner; Oscar Bertho Mene (33th) was born in Tobelo, October 7, 1984 is civil servant; Stive Recaldo Karimang (27th) who was born in Ternate on May 20, 1991 is a Multimedia entrepreneur. Researchers also held discussions with the Head of North Halmahera Tourism Office in 2017 on behalf of Joice Betsy Mahura, Wilson Alexander Kakunsi as Civil Servant (PNS) as well as Head of City Planning in North Halmahera Regency, Suprihadi as the owner of CV. Meti Bali Beach Cottage, as well as Ashomar Moreng as tour guide

(freelance). The data validation technique used was triangulation where the information from the interview's result is adjusted with the observation's result and document study.

RESULTS

In 2017, starting from light discussion between young men in Kedai Kopi, arose the idea to form a community which is engaged in tourism, known as Kasbi Community (Creative Aspirational Aligned Friendly Innovative). Kasbi is another name of manioc or cassava as s standard food consumed by the people of North Halmahera. Kasbi is meant as a symbol of simplicity. The brown in the logo of Kasbi Community reflects maturity, simplicity and warmth. While a symbol resembling the form of fire reflects the spirit of Kasbi Community members in developing the North Halmahera tourism. This indicates the existence of a relationship or communication and good cooperation between administrators and members of the Kasbi Community. Along its development, board and members agreed to make the Kasbi Community as an official organization. Furthermore, the Executive Board began doing regular meetings every month, to discuss the agenda of the Kasbi Community.

In addition, the board and members also discussed the Kasbi Community prime program as a proof of Kasbi Community's existence and participation for the development of North Halmahera tourism. Kasbi Community was formed to increase the capacity of the community about tourism, especially related to the concept of tourism awareness and Seven Charm (Safety, Order, Hygiene, Coolness, Beauty, Hospitality, Memories). Therefore, the organizational structure of the Kasbi Community consists of mentor, advisor, chairman, vice chairman, secretary and treasurer. The areas within the organizational structure of the Kasbi Community are the areas of order and security, hygiene and beauty, tourist attraction and documentation, public relations and human resources, and business development. Each field has the following duties and functions: the security and order sector is responsible for the creation of order and security around the location of tourist attraction and in cooperation with the security forces. The field of hygiene and beauty is tasked to organize hygiene and beauty activities, organize and organize greening, organize programs of hygiene and beauty activities. The field of attraction and documentation has the task of exploring, fostering and developing the potential of tourism resources as well as local uniqueness as an attraction, promoting local attractions and uniqueness, as well as being responsible to the group leader. The field of public relations and resource development has the task of developing forms of information and publications on tourism and activities of Kasbi Community, developing partnerships of tourism training activities for Kasbi Community members and communities, including hospitality, excellent service and so on, involving group members in upgrading, speaking, organizing the tourism organizations, and held a knowledge of tourism skills competition. The field of business development has the task of establishing relationships and cooperation whether internal or external partnerships related to the development of group businesses, forming partnerships for the benefit of the group and society in general.

The board and members of the "Kasbi Community" has a different background of age, place of birth and occupation. For example, the secretary of Kasbi Community, Oscar Bertho,STP,M. AP., born in Tobelo, on 7 October 1984 with a background job as a civil servant. On the other hand, Chairman of business development in Kasbi Community, Asdi Irsansyah, born on 13 December 1992, has a background as an owner of "Kedai Kopi" in Tobelo. As for field of attraction and documentation, Stive

Recaldo Karimang, born in Ternate on 20 May 1991 has a job as multimedia entrepreneur. Thus, the Kasbi Community activity can be supported by the expertise of either respective Executive Board. Internal coordination of Executive Board and member of Kasbi Community is done through basic communication and social media.

The utilization of technology information is not only as an internal coordination. Board and members also utilizes technology to publish tourist attractions, including photos, as well as making videos for tourism promotion and documentation of Kasbi Community's activities. This indicates the presence of Kasbi Community participation in the North Halmahera tourism market through digital campaign. The partnership between Kasbi Community with stakeholders in tourism can be seen in the activities of *torang angkat sampah* organized on September 9th in 2017.

The existence of numerous organizations, institutions or places of business partners are helping in successfully conducting the Kasbi Community activities. As for the institution, organization, or place of business in question is as follows: Department of Tourism, Department of Environment, The Regional Disaster Mitigation Agency (BPBD), National Search and Rescue (Basarnas), Tobelo Subdistricts Community, Padamara Polytechnic, Gamsungi Community, Halmahera University, My Home Cafe and Resto, Kedai Kopi Coffeeshop, Higaro Multimedia, Manyawa Multimedia, Purna Paskibraka Indonesia in North Halmahera Regency, Anpro Soundsystem and Meti Cottage. This shows the existence of partnerships among stakeholders in the implementation of the sadar wisata and Seven Charm in North Halmahera Regency through Kasbi Community. Partnerships are formed voluntarily through tourism awareness in the development of tourism in North Halmahera District. In this case, the participation of entrepreneurs driven by the motivation to increase the visits of foreign tourists to North Halmahera. It can be seen from the results of interview with Stive Ricaldo Karimang as Multimedia entrepreneur in Tobelo town:

"Initially from drinking coffee together then having a discusion, it turns out we want to explore where there are new sights. We like to collect garbage when we get to the tourist attractions, because our perceptions are the same so we form a community. The motivation to engage in Kasbi Community is to help local government in promoting tourism in North Halmahera Regency as well as to bring in investors and tourists. I need to support this, because my market in North Halmahera is not so clear, I just struggled alone. The marketing medium I use is just social media. I also find constraints that local community resources have not been so supportive. I recommend that the tourism sector should be a priority sector to be developed in the region so our APBD will also increase, in order to make regional regulations governing the cleanliness of tourism, coral reef protection, turtles, sharks, mantas and so on. Next, make a policy for the management of tourist attractions that belong to the local government or leased to the private sector in the form of contracts, so that the approach to the community is no longer solely based on the socialization of tourism, but more to the tourism business managed with the community. Technically, stick to the rental arrangement."

On the other hand, the participation of coffeeshop owners are driven by the motivation to increase the sense of security and comfort for tourists when they visit North Halmahera to travel or visit to the coffeeshop. This suggests that the development of the tourism sector also influences the development of creative economy and entertainment business as well as the necessary collaboration or partnership to develop North Halmahera tourism.

It can be seen from the results of interview with Irsansyah Asdi as a coffeeshop owner in Tobelo:

"My motivation to join the Kasbi Community begins with a discussion with a friend here at my coffee shop, we had the same perception. I am very concerned about the development of tourism in North Halmahera, in addition to having the potential of natural resources that are not less beautiful with other places, cultural potential can also be developed. Although I am a coffee shop owner, I also want to educate people in Tobelo, especially opening their insights about coffee. Based on my experience, some tourists come to my business to drink coffee at the same time asking about good tourism spots, because I have been with the Awareness Group Tour then I can recommend Kasbi Community members to be their tour guides. The presence of foreigners in Tobelo, let alone ones who drink coffee at my place of business, needs to be well served so as to create a good impression for this area. The more tourists who visit, especially those who want to drink coffee, then it also affects the continuity of my business. I'm not profit-oriented, but more and more customers are coming to my place of business, it means the more chance I have to add to my network or friends, and educate them about coffee, because the coffee is milled instead of instant made.'

The partnership formed within the Kasbi Community reflects the partnership example between the public sector and the private sector. This is in accordance with the results of an interview with Oscar Bertho Mene which shows the partnership of Kasbi Community with the public, private sector, local community and also academic organisation:

"We get a positive response from the community of North Halmahera, especially the various agencies that partnered with us in the garbage lifting activities on September 9th 2017. Some of the parties who participated in the activities, as well as supporting our activities originate from establishments or educational institutions, Government, employers and the local community. The head of Tourism Department, people from PASKIBRAKA was also present, even people from University of Halmahera also participated. We cleared the area of Mamiri harbour, because that location is a connecting point of tourists attractions on the island – a small island ahead of Tobelo. We would like to give an example to local communities so that they can realize the impact arising from waste problems, and that the local people will change their habit of littering. Initially we were pessimistic, but apparently many of the parties on the activities implementation were very enthusiastic to clear the area of the Harbour, even people from Basarnas also came. Nusa Halmahera Minerals Company (NHM) also promised to support this movement by placing trash bins at certain places so that people no longer throw garbage in the waters around the port. To this date, we have not been able to do much because the budget it is still in the process. We hope it's done soon, so we can legally earn the official papers from the head of Tourism Department of North Halmahera. For the meantime, each of us still actively promoting North Halmahera tourism using social media with our personal accounts in order to increase the tourist visits. I also utilize the North Galela subdistrict's office in an attempt to optimize the potential of tourism in that village. So far there have been several villagers who filed a proposal for the development of tourist destination in their villages, while I see how to technically develop the tourism potential so that it can be optimized. I have also established close cooperation with Stive Karimang, because he has the ability in the field of multimedia to create promotional videos or videos about the village where I served. I also convey the same thing with Wilson Kakunsi. "For a while it's just us who promotes tourism through social media, yes, in a sense we

do digital campaign so that more and more people wants to visit North Halmahera."

Other partnerships are formed from efforts to promote tourism in North Halmahera through promotional videos that are marketed through social media such as Facebook and entertainment media such as YouTube. This is done to increase the visit of domestic and foreign tourists to North Halmahera. Thus, it can be seen that cooperation between the public sector, the private sector, the public and academic groups can expand access to information about the condition of a tourist attraction in North Halmahera that is able to motivate tourists to visit North Halmahera.

Institutional Analysis of Community-Based Tourism's Sustainability in North Halmahera

Tourism has become a highly potential factor to be developed in North Halmahera Regency's Government. Tourism development has an influence to the economic growth and sustainability of environment (Latiff and Imm, 2015; Subanti et al., 2017; Sarmidi and Salleh, 2011; Kasimu et al., 2012; Li et al., 2013; Mohamad et al., 2014). Meanwhile, the growth of Human Development in North Halmahera Regency showed an increase in the quality of community welfare (Singgalen and Kudubun, 2017; Singgalen et al., 2018). In the context of tourism, it can be seen as an increase in the human resources which is able to encourage the growth of the tourism sector. Increasing community participation in tourism can be seen as the implications of the increasing human resources in the field of tourism. In the context of development, the community is not just a beneficiary or a mere object, but rather as a subject of development (Abe, 2002). As the doer or the subject of development, participation is required but not as an obligation (Sanoff, 2000; Randolph, 2004; Adiyoso, 2009). This shows that every individual given access to participate in development. The context of community-based tourism in Indonesia emphasized the aspects of community participation in development. Ridwan (2012) argued that Indonesia's tourism is tourism which comes from, by, and for the people. Therefore, in planning development must involve the local community (local) especially around tourist destinations because of the local people is the owner and more knowing the destination (Janna et al., 2018). In addition, Singgalen et al., (2017) stated that the implementation of community-based tourism is a participative planning involving local communities by providing the opportunity to manage and build tourism directly or indirectly so that the distribution of the profits evenly on a community in rural or coastal and small islands. In the context of participation, Tosun (2000) shows that there is a different level due to the difference in scale of activities, such as manipulative participation, coercive participation, induced participation, passive participation and spontaneous participation. This shows the existence of forms and levels vary according to the context of each region.

Members and board of Kasbi Community is dominated by young people with varied backgrounds. Kasbi Community formed upon the care attitude towards the condition of tourist attraction in North Halmahera Regency. It becomes the motivation of young people to form a community that is able to support the government in developing the tourism sector. Yoeti, et al (2006) state that tourism is a sector that is very sensitive and prone to change, so that the contribution of local human resources especially the contribution of youth to become the absolute thing done to support implementation of the tourism management that prioritizes the preservation of culture and community empowerment. This shows that the involvement of youth should be supported by providing access and affordability in the development of tourism. In the context of access to and affordability of youth in the development

of Sustainable tourism, and Lestari et al., (2016) shows that the participation of youth in developing community-based tourism which was able to increase the resilience of social-cultural area can be seen from the access and affordability of the youth on youth participation rates. Participation can be categorized citizen control in Kasbi Community involved in the organization or join organize and break programmes in institutional, as well as engage in institutional formation. Meanwhile, the delegated power can be categorized in a responsible or specific program control of abound, categorized partnership when there is Division of responsibility in performing tasks (hygiene, safety, comfort), mutual development, tourism management, problem solving, as well as the making of decision. Thirdly it can be described as citizen power. Furthermore, placation can be categorized when there is participation or representation in the meeting or the decision making process, consultation can be categorized in simply conveying the views in the meeting or participation in the consulting, information can be categorized in simply getting the information about the rights, responsibilities or getting information from the results of the meeting. The third thing that can be used is tokenism. Furthermore, the level of participation can be categorized as a therapy, when engaging in training and seminars or activities that focus on changing mindsets, it can be categorized in the publication only as to earn and collect related information to the management programs. Both are said to be non-participation. In the context of Kasbi Community, youth participation can be said to be at the level of the citizen power. Because there is already an organization's involvement in Kasbi Community that participates in the program that governs as well as engage in institutional formation. In addition, power over the program and the Division of responsibility in doing tasks can be seen from the activity of each Member and board Kasbi Community, who performed the duties in their respective fields. Thus, it can be found in the youth participation rate ladder that Kasbi Community can develop the tourism of North Halmahera Regency.

In addition to participation, the partnership pattern also supports the development of regional tourism. The Local Government, through the North Halmahera Department of Tourism seeks to synergize with the community and increase participation through partnerships. This can be seen from the support and cooperation between the North Halmahera Department of Tourism and Kasbi Community in torang angkat sampah activities organized by Kasbi Community on September 9th, 2017 at the Angin Mamiri Speedboat Port in Tobelo. Tasci (2013) states that the synergy between various interests in the field of tourism is needed for the concept of community-based tourism, and can be implemented properly. Collaboration becomes very important to provide support in the form of research results, building awareness of citizens and improving the capacity of citizens. Furthermore, Morrison (2013) states that a tourism area needs coordinated efforts in terms of planning, development and marketing. In the context of synergy between stakeholders, Suasapha (2016) in the context of community-based tourism implementation in Bali also shows the synergy between citizen initiatives, Badung Regency Government and LPD Kedonganan and stakeholders in tourism. Thus, it can be seen that efforts to synergize with various stakeholders can overcome various challenges to achieve the goal of tourism development in North Halmahera. Pontjana (2003) argues that community-based tourism is a model of the system of ownership and management is controlled by the community with regard to the preservation of environmental, social and cultural principles community-based tourism development is as follows: recognize, support and promote tourism as the property of the community; involve members of the community; promoting the hospitality community; improve the quality of life; give priority

to the preservation of the environment, the culture and character of the community; respect for cultural differences and human dignity (cross-culture learning); as well as distribute benefits equitably to the whole community. The existence of Kasbi Community currently has supported the promotion of tourism and the preservation of the environment. Kasbi Community has its own tourism marketing strategy, which is to take a picture (photo) of the attractions as well as making videos for tourism promotion, also involved in digital campaigns on social media(s). These are done to increase visits to tourist attractions in North Halmahera Regency. As for the tourism promotional video content, is part of the concept of *sadar wisata* and Seven Charm.

Partnership formed by Kasbi Community is capable of involving the public, private, local and academic communities. based on data from the results of this study, the percentage of local community involvement is higher than the involvement of local governments. Based on the quantity of community groups, government agencies, media and universities. Based on data, 50% were identified as being dominated by local community, 30% local government, 10% academicians, 5% media and 5% private sector. The stakeholders involved are as follows: Department of Tourism, Department of Environment, The Regional Disaster Mitigation Agency (BPBD), National Search and Rescue (Basarnas), Tobelo Subdistricts Community, Padamara Polytechnic, Gamsungi Community, Halmahera University, My Home Cafe and Resto, Kedai Kopi Coffeeshop, Higa ro Multimedia, Manyawa Multimedia, Purna Paskibraka Indonesia in North Halmahera Regency, Anpro Soundsystem and Meti Cottage.



Chart 1. Stakeholder Involvement

Cooperation in tourism development by stakeholders is needed to accelerate the achievement of goals for the common interest. Singgalen (2016) shows that the partnership models qualifies partnership relation and combined subordinative. In the context of the management of the Pampang village attractions in Samarinda, his research shows the patterns that mostly consists of partnership assistance, including Assistance Grants of either physical or PNPM Mandiri tourism program, private investment, CSR, Revolving Fund Loan assistance, Subcontracting and General Trade. The management of tourist attractions make less room for development of human resources (HR), limiting a tourism activity with the socio-cultural community, less technology and minimal community organizing. Different case with the partnership formed from garbage lifing activities by Kasbi Community which showed a space development of human resources (HR) and no limitation of activity for Kasbi Community with socio-cultural the community. In addition, Kasbi Community uses their ability to make use of the technology to the marketing of regional tourism as well as in the process of organizing the Community institutions incorporated into the law for conducting a more professional programs. As for the pattern of partnerships that are formed can be seen from the pattern of partnerships i.e. partnership with Penta Helix is formed between the public, private, media and academic sector. In addition to participation and partnerships, social capital has a very important role in maintaining the sustainability of the community or organization of tourism managers. Mundana (2012) suggests that social networking networks have been developed widely, some based on closeness, kinship, social, economic, cultural and political interests. Furthermore, the form of social integration in the form of marriage, relations contradiction or residential relationships, alliances or associations both based on social and cultural. The social control modes developed can be in the form of value investments through socialization, utilization of family social systems and other formal institutions. In the context of tourism, Andini (2013) describes the dynamics of community organizing in agro-tourism development in Tourism Village and shows the importance of social capital for community sustainability. This can be seen from the process of organizing the community at the stage of integration, mapping issues, potentials and problems, designing joint action, implementation of activities, monitoring and reflection. At the integration stage, the main output is the public trust of the actors who will be involved in the development of the tourist village, the process of achieving this trust is not easy considering the involvement of outsiders in the development of tourism. The success of achieving public trust is indicated by the agreement of cooperation between village communities and other stakeholders in tourism development. The results of this study can be compared with the dynamics of Kasbi Community organization in the development of tourism destinations in North Halmahera District.

In the context of Kasbi Community developing social relations network of kinship, interests of the social, economic, and cultural. Form of social integration was gathering (Kasbi Community), but the social control mode developed through cultivation of the values (sadar wisata and Seven Charm) through discussion and socializing. In the context of organizing Kasbi Community at this stage of the integration process, can be seen the partnership that has developed, in addition there is a trust given to community figures as the initiator nor the organizer within the collaborating with other stakeholders. Mapping the issues, problems and potential community which indicate that members and board of Kasbi Community has a diverse background and skills but able to support tourism development program in the field of enterprise development, marketing and governance organizations. Problem faced by Kasbi Community currently is the presence of conservative thinking paradigm and pessimistic attitude of local communities in the development of tourism, so the socialization of tourism are contextually. At the stage of planning and implementation activities, members and board refers to brainstorm in order to generate a program that represents the aspirations of all members of the Executive Board and Kasbi Community. Supervision and evaluation of the program conducted to serve as a benchmark of success for developing the capacity of communities for the better. Thus, it can be seen that the dynamics of participation and partnership of Kasbi Community is an effort to maintain the existence or sustainability of the community and tourism itself. This can be seen from the efforts of Kasbi Community in developing networking, trust and norms.

CONCLUSION

Tourism becomes a very potential sector to be developed by North Halmahera Regency Government. Local Government as a driver of the development of the tourism sector, has a very important role in improving facilities and development of tourism access in North Halmahera District. The development of accessibility, attraction,

amenity and additional organization in North Halmahera Regency can not be separated from decision making process to determine development priority and policy direction of facility development and accessibility of tourism. Coordination and Partnership in Kasbi Community indicates the existence of a partnership between the public, private, and academic sectors known as the Penta Helix. As for the activity of Kasbi Community in an effort to promote the concept of sadar wisata and Seven Charm (security, orderliness, cleanliness, tranquility, beauty, hospitality, impression) and also to take advantage of technology information namely; videography, photography and digital campaign. Thus it can be noted that the integration of the Tourism program North Halmahera Regency with Kasbi Community can support the development of tourism in North Halmahera. On the other hand, participation and partnership in organizing Kasbi Community is an attempt to maintain the sustainability of the organization when viewed from the perspective of social capital by observing the development of networking, trust in the stage integration, as well as values that are applied as a mode of social control.

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