

## **A Synergy of the Thousand Islands Tourism Office with Pokdarwis (Tourism Awareness Group) in the Development of Sustainable Tourism in Pramuka Island, Thousand Islands Regency**

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### **Abstract**

*Pramuka Island is one of the marine tourism destinations that develops in the Thousand Islands Administrative District of DKI Jakarta. This study aimed to analyze the government's synergy between Thousand Islands Regency Tourism and Culture Office and the Pramuka Island Tourism Awareness Group in developing sustainable tourism. This research is a qualitative descriptive study. Data collection are from observations, interviews, and documentation. The selection of informants used the purposive sampling technique. Data analysis techniques used the data triangulation model. This study indicated that synergy had been established in two phases, namely synergy in the planning phase of tourism development and in the phase of implementing work programs. However, not all work programs can be realized, where there are work programs that do not work in the synergy between the two because they are bumped into a higher policy, dealing with the policy of the Provincial Government of DKI Jakarta*

*Keywords: Synergy, Tourism Development, Thousand Islands*

### **Background**

Indonesia is the largest archipelagic country in the world, with an area of 1,904,569 km<sup>2</sup> and a total of 17,508 islands. The Indonesian region has a strategic geographical value because it is located on the equator and belongs to the Southeast Asian region, flanked by two continents, Asia and Australia, and two oceans, Pacific and Indian. With a coastline distance of more than 81,000 km and a sea area of about 3.1 million km<sup>2</sup>, Indonesia's coastal areas and oceans are known as the countries with the greatest marine biodiversity and biodiversity in the world with coastal ecosystems such as mangroves, coral reefs, and seagrass beds (Dahuri et al. 1996). The potential existing in the coastal and marine areas provides

benefits and resources for the community's welfare with optimal utilization.

One area that has marine potential and began to be developed into a tourist destination in the Thousand Islands region, which is administratively located in DKI Jakarta Province. Thousand Islands is one of the tourist destinations that is currently an alternative for Jakarta and surrounding areas to fill holiday time through tourist activities. The Thousand Islands location, which is close to Jakarta and can be reached within 1-3 hours without finding a traffic jam, makes this area a choice destination for the people of Jakarta.

The Thousand Islands region's development as a tourist destination is in line with Government Regulation No. 50 of 2011 concerning the National Tourism Development Master Plan that the

Thousand Islands is one of the priority destinations to be developed. The Thousand Islands is a group of islands with high biodiversity and underwater ecosystems of high value. They belong to the Thousand Islands National Park (TINP) area, which has 107,489 ha under the determination of boundaries and location in the National Park through Minister of Forestry Decree Number 6310 / Kpts-II / 2002 dated June 13, 2002. The Thousand Islands Region, which includes land and water spaces, can be developed and significantly increased the community's income and the region (Prasetyo, 2011). The natural resources in the form of biodiversity of flora and fauna owned by the Thousand Islands region are natural potentials that attract tourists and will also be unique to the people's socio-cultural environment archipelagic fishing community culture.

As a government agency that deals with tourism, the Thousand Islands Tourism Office (Sudinpar) has a vision of "as a field and park for sustainable marine life." The Tourism Sub-Department's mission is "to make the Thousand Islands a sustainable tourism area. The Tourism Sub-Department has the main task of carrying out development, service, management, and monitoring of tourism and cultural activities and empowering communities, cultural performances, exhibitions, building tourism facilities and infrastructure following the technical policies set by the Head of Office Tourism and Culture of DKI Jakarta Province and operational policies set by the Regent of the Kepulauan Seribu Regency.

Community empowerment is one of the Thousand Islands Tourism Sub-Department's main tasks, where the

community involvement in managing tourism resources in the Islands becomes an important thing. There are 13 indicators for the management's success (Setiawan, 2002), covering community participation, institutions, infrastructure, private involvement, transportation, human resources, regulations and policies, land management, employment opportunities, community partnerships, government and private, financial, and promotion management. Two essential things affect the development of tourism, namely its relationship with formal and non-formal institutions. The formal institutions' purpose is a group of people who have a working relationship, have a common goal, and have an organizational structure to maintain development and tourism development.

The management and development plan of tourism certainly requires cooperation between the government and the community. Community participation in tourism development in the Thousand Islands, particularly in Pramuka island, is minimum. It affected collaboration for managing Pramuka Island not optimal.

The importance of community empowerment as a form of synergy in tourism development as an activity based on the community, by mainstreaming that the resources and uniqueness in the community in the form of physical or non-physical elements (traditions and culture) inherent in the community must be a driving element main activity of tourism itself. So far, the existing institutions in the community are represented by the Tourism Awareness Group (Pokdarwis), which is an institution at the community level whose members consist of tourism actors who have concern and responsibility and

play a role as a motivator in supporting the creation of a conducive climate for tourism growth and development and the realization of tourism. Sapta Pesona in enhancing regional development through tourism and its benefits for the welfare of the surrounding community. According to the Pokdarwis guidelines of the Ministry of Tourism, this Pokdarwis is a self-help group and community initiative in which social activities seek to: (1) Increase community understanding of tourism, (2) Increase the role and community participation in tourism development (3) Increase the value of tourism benefits for the community/Pokdarwis members, (4) Successful tourism development. In regard to the existing condition the research question is drawn as follows:

**RQ: How the stakeholders united top promote cooperation aiming to boost tourist satisfaction and flow to Pramuka Island.**

The successful development of tourism is not done alone by the local government but requires coordination with other stakeholders. There needs to be synergy between the government and the community. This synergy is expected to support the development of tourism in the Thousand Islands. However, problems often occur related to government programs to prepare the Thousand Islands community to participate in marine tourism development. The trend of those involved in managing the Thousand islands' sectors is so widespread that its effects are beginning to show. As the principles of qualified, responsible, and environment-wise management and governance of tourism enterprises began to be degraded, and the lack of the structure and function of existing governance

forums as the communication media for tourism producers on the thousand islands, especially in the Pramuka Island.

While the objective of this study, based on the above description is to analyze the government's synergy (Sudinpar and Pokdarwis).

### **Literature Review**

The certain destination are measured by its proximity, access ease, attractions, availability of accommodation, amenities and human resource as the prime mover. In managing tourist destination all parties as stakeholders should perceive that synergy as mandatory (Ritchie and Crouch, 2003). Synergy means a combination of elements or parts that can produce something better or bigger. According to the Big Indonesian Dictionary, synergy means joint activities or operations. Castell et al mention synergy derived from the Greek word "synergos" which means to work together (Harwood, 2000). Covey in Wati (2013) defines synergy as "a combination or combination of elements or parts that can produce more output better or bigger". Naudé et al, Heyns, Bester, Puig and Tucker business units or companies to create more excellent work value together than they would work separately, while Also (1996) identifies synergism as a discrete cooperative action an institution such that the total effect is greater than the number of securities taken independently. When organizations exploit their uniqueness, the resources reach synergy. Steinfield et al (2001) describe a synergy strategy as one in which an organization explicitly links its virtual and physical presence, utilizing the power of each channel it has.

Gupta and Roos (2001) explain the concept of synergy as the interaction of two or more intellectual capital resources from a previously sovereign organization, which increases the combined impact arising from value creation and competitive performance, the effect of which is greater than the number of individual effects. Argenti (in Krumm, Dewulf & De Jonge, 1998) defines synergy as “a concept that combines two or more different businesses, activities, or processes will create an overall value that is greater than the sum of the individual parts.” The concept of synergy shows that excellence created when the scale and speed of the economy combined with administrative coordination (Krumm et al., 1998) Harris (2004) argues that synergy represents a process dynamic, involves adaptation and learning, creates an integration of solutions, requires joint action by many people where the effect the total produced is greater than the number of impacts when acting independently.

An ideal synergy system’s main requirements include indicators of effective communication, fast feedback, trust, and creativity (Doctoroff, 1977). Synergy is a relationship between two or more parties to produce a communication level, faced with elements of cooperation and mutual trust. Therefore, synergy is a collaboration process between several parties to integrate each party’s ideas, resources, and expertise to achieve common and mutual goals.

The concept of coordination and communication in this study was chosen as a supporter of the synergy theory. Mooney explained coordination integrates the goals and activities of separate units (functional parts or fields) in an organization to

efficiently achieve organizational goals (Stoner & Freeman, 1996). In addition to coordination, communication is an essential aspect in creating synergy. Communication is divided into two parts (Sofyandi and Garniwa, 2007), namely: 1). source-oriented communication; communication is the activity by which a person (source) truly moves stimuli to get responses, and 2). recipient-oriented communication views communication as all activities in which a person (recipient) responds to stimulus or stimulation. Communication cannot stand alone without coordination. Bungin (2006) states that communication is an action to share information, ideas, or opinions from each communication participant involved in it to achieve the same meaning. Communication and coordination are essential in an organization for harmony or integration between the tasks and work carried out by one person or one part with another part. In the context of this research, synergy is a process of integrating goals and activities between the Thousand Islands District Government and Community Groups to coordinate and communicate related to the marine tourism development of Pramuka Island.

### **Methodology**

An analysis will be conducted relating to Pramuka Island tourism, namely accessibility, supporting facilities and infrastructure, amenities, tourism activities, industries related to tourism, stakeholders related to tourism, etc. We also analyzed the Jakarta Sudinpar program implementation of the Thousand Islands District in the development of tourism in the Pramuka Islands and the Pokdarwis.

The research location is in Pramuka Island, which is administratively included in Pulau Panggang Village, Kepulauan Seribu Utara District. Pulau Panggang Village consists of 13 islands and 1 group of coral reefs with an area of 62.10 hectares. Pramuka Island is the administrative center of the Thousand Islands Administrative District. Pramuka Island is one of the island's inhabitants who later became one of the marine tourism centers in the Thousand Islands.

Data collection used primary and secondary data sources. Primary data collections are observation and interviews. Observations are carried out to complete locus marine tourism potency, organizational or institutional activities (DKI Jakarta's Thousand Islands Tourism Sub-Department and Pokdarwis of Pramuka Island) data in this location, related to the tourism development of Pramuka Island. Interviews to explore in-depth related to existing tourism institutions and community participation in tourism activities. These interview activities will be conducted on key informants, including (1) Head of Tourism Office of Thousand Islands Regency Administration and their staffs; (2) Daily administrators of Pokdarwis group, (3) Communities related to tourism activities on Pramuka Island such as community leaders, catering service business owners, homestay accommodation services, boat owners, local tour operator owners, and local guides; (4) Apparatus of the Panggang-Pramuka island village. Secondary data sources are from government institutions of the Thousand Islands Regency, previous research, literature study, and other references. Data collected are then analyzed using the

descriptive qualitative by triangulation method.

### **Result and Analysis**

Tourism development activities, like other sectors, essentially involve the role of all existing and related stakeholders. The three intended stakeholders include government, private sector, and community, with their respective roles and functions. Following its duties and authorities, the government carries out its role and function as a facilitator and regulator in regulating tourism development activities. Private (business/tourism industry) with its resources, capital, and network carry out their roles and functions as developers. Communities with their resources in the form of customs, traditions, and culture play the role of a host, act as tourism, and/or executor of the development of tourism activities;

The tourism development of Thousand Island belongs to one of the 10 National Tourism Strategic Areas under the Ministry of Tourism of the Republic of Indonesia. To achieve goals, the regional government of DKI Jakarta welcomed and encouraged the accelerated development starting from infrastructure, human resources, and governance in the region. The development of Pramuka Island encourages increasing community participation and involvement through the formation Pokdarwis (tourism awareness group) and fosters the synergy of Sudinpar and Pokdarwis to implement the working program.

In this case, the Thousand Islands Tourism Service (Sudinpar) is aware that developing sustainable tourism must involve public participation, especially as

tourism on the Pramuka Island is based on the community. On this basis, Sudinpar provided a stimulus to the community to form Pokdarwis as a forum for implementing tourism awareness and tourism development on Pramuka Island.

The stimulus given by the government was very well received by the community and responded positively by community leaders and also the tourism industry players on Pramuka Island. Therefore, small discussions yet developed into an extensive deliberation to realize a community group engaged in tourism.

Establishing Pokdarwis working program aligned with Sudinpar is one form of synergy between Sudinpar and Pokdarwis. Also, Sudinpar provides meals for the event organized by Pokdarwis. Positive response and feedback raise the level of community trust in local government (Sudinpar). The emergence of community trust can be seen from the success of Pokdarwis to compile the work program, which is then handed over to Sudinpar. The creativity of the community in compiling work programs is quite high. It can be seen from the work programs that are laid out, such as the idea of making artificial beaches, providing welcome drinks, and places for night tourism activities.

The synergy between the Pokdarwis and Sudinpar turned out well. The aspect of effective communication between the two is going well to bring up feedback and trust. Besides, community creativity also arises in the preparation of the work program.

Some Pokdarwis' programs have synergized with Sudinpar', including the training and human resource development and the tourism and memories attraction

section. The training and development section's work programs include tour guide training, homestay governance training for homestay owners, diving guide training, and professional certification of local tour guides and diving. Still, Sudinpar organizes training plans, prepares speakers, consumption, and budgeting; while the Pokdarwis prepares a place, participants will be trained by the instructors or presenters provided by Sudinpar.

Based on the description above, there is a synergy between the tourism agency (in this case represented by Sudinpar) and Pokdarwis. Besides Sudinpar's training, the Ministry of Tourism also created some training programs performed by Sudinpar and Pokdarwis. Pokdarwis assists in providing participants and the venue.

For certification program for local guides and diving guides cooperated and collaborated with Pramuka Island's Pokdarwis and other islands such as the fortunately of Java and Harapan Island. The pattern of cooperation is to provide budget assistance to certify local guides and diving guides. The role of the Pokdarwis is only to socialize and prepare participants and the venue. It proved that the training and development section's program had established a reasonably good synergy between Sudinpar and the Pramuka Island Pokdarwis. This cooperation leads to maximize tourist satisfaction in the future aiming to gain sustainability (Ritchie and Crouch, 2003).

From 2017 to 2018, the synergy between Pokdarwis and Sudinpar has diminished, with the reduced intensity of training. Even towards the end of 2019, there is no synergy at all in communication and feedback. It increasingly made the

value of trust between the two stretches so that creativity in Pokdarwis also disappeared. In addition to the training and development section, the tourism attraction and memories section's work program again turned out to be a synergy between the Tourism Sub-Department and Pokdarwis. The work program carried out by the tourism attraction and memories section includes providing a welcome drink.

In addition to the night tour vehicle program, it turns out that several work programs are a problem in this synergy, which is the work program for creating an artificial beach area. Pokdarwis realizes that there is no white sandy beach becoming Pramuka Island's weakness of attraction. Before excessive tourist activity and dense population, formerly Pramuka Island had a white sandy beach. Along with the development of the white sand beach was removed and closed into the island ring road. Therefore Pokdarwis initiated and submitted a program proposal of making an artificial beach whose sand was taken from the excavation waste or the making of the northern pier of Pramuka Island. The program could not be approved since the program should involve various institutions within the Regency and the Provincial Government. In this case, synergy only occurs in planning but not in its implementation.

Of all the programs submitted by Pokdarwis to the Sudinpar, only a few of them intersect with its working program and create synergy. There are currently many working programs from Pokdarwis that have not been implemented properly because of many clashes with the district and provincial governments' policies.

The Thousand Islands is designated as the National Tourism Strategic Area, which will increase tourist visits. Therefore, the Thousand Islands community should develop its abilities to welcome the incoming tourists by joining some training and development programs. Following Mathis and Jackson's theory(2008), training and development are processes for each individual to achieve particular abilities needed to complete an organization's goal. Department of Tourism and Culture of The Thousand Islands must also empower its tourism human resources capabilities through training and developing programs. The training programs include tour guiding, homestay management, and SME entrepreneurship. Community with good tourism capabilities can develop the Thousand Islands as a National Strategic Tourism Area.

Based on interview data, the Thousand Islands Department of Tourism and Culture Office played an active role in fostering the tourism industry by conducting technical guidance training for business people in the tourism industry, mostly to tour guides, homestay managers, and SME entrepreneurs, to improve the quality of service excellence. Based on data from the work program of the Cultural Tourism Department of the Thousand Islands District Administration in Fiscal Year 2019, the last technical guidance program was diving tourism guides in April 2019. Technical training programs directly related to tourism actors in Pramuka Island are digital marketing, service excellence, diving tour guides, and tourism awareness. The programs' implementation involves Pokdarwis.

## Conclusion

The Thousand Islands Administrative District Tourism Office's role in developing Pramuka Island's tourism is still not optimal yet because of some development process obstacles. The limited budget also causes some programs not yet performed. The role of Pokdarwis in Pramuka Island's tourism development includes preserving and utilizing the area potencies for marine tourism, managing tourism activities, enhancing the capacity and skills of tourism actors, and organizing groups of tourism actors.

The Synergy of the Thousand Islands Tourism Office with Pokdarwis in developing tourism on Pramuka Island has been established in two phases, notably planning and implementing phases for working programs. The synergy starts from the process of establishing the Pokdarwis to formulating its working programs. The synergized working programs include training and development activities and professional certification. Training carried out jointly are local guides, homestay and catering management, and diving training programs.

An effective and easy access communication supported the synergy between Sudinpar and Pokdarwis of Pramuka Island. It resulted in the positive feedback of Pokdarwis toward the local government (represented by Sudinpar) programs. Still, some programs could not be implemented because of local government policies' constraints. Some of them were artificial beach and night tourism transportation programs.

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