The Role of Actors in Tourism Development in Tanjungpinang City, Riau Islands Province

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Abstract

Tourism is one of the targets of the Sustainable Development Goals (SDGs). Indonesia has high tourism potential, as evidenced by the contribution of tourism to Gross Domestic Product. One area that is developing tourism is Tanjungpinang City. Tanjungpinang City is a city that has tourism characteristics by relying on Malay-Johorese culture. The number of tourist visits to Tanjungpinang City has always increased since 2017 but decreased by 89.2 percent due to the Covid-19 Pandemic. Efforts to continue to develop tourism can be done by involving various actors in tourism development. The actors involved are divided into five, namely policy creator, coordinator, implementer, facilitator, and accelerator. This study aims to determine the role of actors in tourism development in Tanjungpinang City by using a qualitative descriptive approach. The result of the research is that there are 45 actors involved. The actor is divided into five roles. Actors who act as policy creators, coordinators, and accelerators have performed their roles well. Some actors who have not played an optimal role are facilitator and implementer actors.

Keywords: Actor Role, Development, Tourist

INTRODUCTION

The Sustainable Development Goals (SDG’s) are a global agenda that has been set by world leaders in order to achieve 17 goal points. SDG’s has five principles that can balance the economic, environmental and social dimensions, namely the principles of human, planet, prosperity, collaboration and peace (Sekar Panuluh & Fitri, 2015). Indonesia here has a responsibility to play a role and realize SDG’s. Tourism is one of the focus targets of SDG’S so that tourism development must be carried out in a systematic, directed and professional manner so that it can make a major contribution to the national economy (Susanty, 2020).

Tourism is one sector that consistently makes a positive contribution to the economy. The number of tourists traveling to Asia Pacific countries is predicted to grow by 6 percent annually. This figure is driven by visits by Chinese tourists in 2021 which will reach 103.4 million or account for 40 percent of the total Asia Pacific tourists. The development of tourism does not only apply to developed countries but also developing countries.

Based on a report released by Mastercard entitled Future of Outbound Travel in Asia Pacific, it shows that the trend of tourists from developing countries (India, Malaysia, Thailand, Indonesia, the Philippines, Vietnam, Bangladesh, Myanmar and Sri Lanka) in Asia Pacific is higher than tourists from other countries. advanced (Japan, South Korea, Taiwan, Hong Kong, Singapore, Australia and New Zealand). Eric Schneider, Senior Vice President of Mastercard explained that there has been a growth in the middle class which has driven tourist movements accompanied by developments in technology and infrastructure. It was projected that Indonesia would become the country with the third fastest increase in tourists, namely 8.6 percent. Tourism in Indonesia is still a priority for the government because it is able to become a locomotive for the nation’s economic movement. The economic sector is the third highest contributor to national foreign exchange after exports of palm oil (CPO) and coal. Not only that, based on The Travel & Tourism Competitiveness Report on the World Economic Forum, in 2019 the ranking of Indonesia’s tourism competitiveness index in the world rose from 42nd in 2017 to 40th in 2019 out of 140 countries (Susanty, 2020),

<table>
<thead>
<tr>
<th>No.</th>
<th>Tourist Visits</th>
<th>Before the Covid-19 Pandemic</th>
<th>Covid-19 Pandemic</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Local Tourist</td>
<td>250,751</td>
<td>282,456</td>
</tr>
<tr>
<td>2.</td>
<td>International Tourist</td>
<td>109,147</td>
<td>140,618</td>
</tr>
<tr>
<td>Total Tourist</td>
<td>359,898</td>
<td>423,074</td>
<td>456,916</td>
</tr>
</tbody>
</table>

Source: Department of Tourism and Culture of Tanjungpinang City (2020)

Table 1. Number of Domestic and International Tourists Visiting Tanjungpinang City in 2017-2021

One area that is actively developing tourism is located in Tanjungpinang City. Tanjungpinang City has 48 tourist attractions which are divided into three categories, namely 14 natural tourist attractions, 17 cultural tourist attractions, and 17 artificial tourist attractions. The city of Tanjungpinang is a city that has the characteristics of an old city with a long history of the Johor-Riau Malay Sultanate (Susanty, 2020). The cultural, historical and maritime characteristics of Tanjungpinang City are the spearhead in selling tourism. The number of foreign tourist visits to Tanjungpinang City in 2017 was 109,147 people, an increase of 28.8% in 2018, an 8% increase in 2019. As a result of the Covid-19 pandemic, the number of foreign tourist arrivals fell by 89.2% and in 2021 it will drop by 98% or only 362 foreign tourists.
Efforts to continue to develop tourism in Tanjungpinang City can be carried out by involving various actors. Actors in this case are individuals and/or groups that have mutual interests, involvement, and influence to achieve common goals (Dewi et al., 2020). The involvement of actors can create effective management because each potential actor has its own role. In addition, actors can build the image of a quality destination (Destiana et al., 2020) and competitive (Soselissa & Seipalla, 2021) Tourism development is needed to develop tourism potential and improve people’s welfare. There is a tourism development model that shows the need for collaboration between actors.

Based on Figure 1, it can be seen that actors have an important role in tourism development. The picture above illustrates that through good communication and coordination between actors, a policy can be implemented properly. This statement is explained in Actor Network Theory (ANT). Latour explained that there are five basic concepts, namely actor, network, actan, translation, and intermediary (Soselissa & Seipalla, 2021)(Trianggono et al., 2018). The five concepts are a unity that cannot be separated.

With the role of stakeholders, they can maximize government performance related to aspects of tourism, the community can collaborate with other stakeholders in developing tourism (Sitorus, 2020). Therefore, it is important to understand the roles and responsibilities of stakeholders so that tourism development can be realized and implemented properly. Stakeholders are grouped as government, business/private actors, and the community because they have different roles and functions (Simanjorang et al., 2020).

Actor roles are further classified by Riant Nugroho (Purba et al., 2021a)). into five roles, namely policy creator, coordinator, facilitator, implementer, and accelerator. Policy creator is an actor who functions as a policy maker. Coordinator is an actor whose function is to coordinate other actors. Facilitators are actors whose function is to accommodate needs by
facilitating infrastructure and supporting facilities. Implementers are actors whose role is to carry out policies, in this case divided into two, namely policy implementers and target groups. Accelerators are actors whose function is to accelerate the attainment of goals (Elista & Rahman, 2020). Similar to the research conducted (Annatasya Yunita Nugroho, Amni Zarkasyi Rahman, 2022) also found that tourism development is supported by the role of stakeholders who are categorized based on roles in a program namely policy creator, coordinator, facilitator, implementer and accelerator.

Stakeholders play a very important role in tourism development, namely the government, the private sector, and the community. Maryono divides stakeholders into 3 (three) groups, namely primary stakeholders who are directly affected stakeholders, key stakeholders have legal authority in terms of decision making and secondary stakeholders are stakeholders who do not have a direct interest in a plan but have great concern for the development process (Handayani & Warsono, 2017).

Furthermore, Michel Calonon, Bruno Latour, and John Law in the 1980s (Purba et al., 2021b) stated that actor networks are distinguished based on the number of actors in the network who have their respective roles and duties, namely the triple helix (University, Industry, Government), quadruple helix (University, Industry, Government, and civil society) and penta helix (Academician, Business, Community, Government and Mass Media) commonly abbreviated as ABCGM.

Based on the background above, research is needed to determine the role of actors in tourism development in Tanjungpinang City.

RESULTS AND DISCUSSION

Tourism development in Tanjungpinang City is carried out by various actors, each actor has their own role. The role of the actor is defined as the position of the actor in carrying out their respective duties and functions. The roles of actors are carried out based on norms developed by certain social institutions or institutions. There are 45 actors involved in tourism development in Tanjungpinang City. Furthermore, Maryono (Manghayu & Nurdin, 2018) divides actors into 3 groups of primary actors, key actors and secondary actors which will be described as follows:

This research use descriptive qualitative approach. Qualitative descriptive research is research based on data in the form of statements (Abdullah, 2015). This approach was chosen because it is able to describe in a systematic, factual, and accurate manner related to social phenomena. This study uses the data analysis model from Miles and Huberman in (Sugiyono, 2019), namely interactive analysis by reducing data, presenting data and drawing conclusions.

The types of data used in this research are primary data and secondary data. Primary data was collected by conducting in-depth interviews and focus group discussions with informants and direct observation. Secondary data is obtained through literature studies, documentation, scientific journals and reports, government documents, and other documents.

The key informants in this study were the Tourism and Culture Office of Tanjungpinang City which were determined using purposive sampling. Other informants were determined using the snowball sampling technique.

The instrument in this study was the researcher himself with the help of documentation tools and interview guidelines. After reviewing all the primary and secondary data, the researcher checked the data by reducing the data, compiling the data into several units, determining the data, and checking the validity of the data.
Table 1 Actors Involved in Tourism Development in Tanjungpinang City

<table>
<thead>
<tr>
<th>No</th>
<th>Categories</th>
<th>The actors involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Primary Actor</td>
<td>Tanjungpinang City Culture and Tourism Office, Penyengat Island Tourism Awareness Group (PokDarWis), Tanjungpinang Association of the Indonesian Tours and Travel Agencies (ASITA), Tanjungpinang Indonesian Hotel and Restaurant Association (PHRI), Tanjungpinang Indonesian Tour Guide Association (HPI), and Culinary Association.</td>
</tr>
<tr>
<td>2</td>
<td>Main Actor</td>
<td>The Mayor of Tanjungpinang and the Tanjungpinang City DPRD.</td>
</tr>
<tr>
<td>3</td>
<td>Secondary Actor</td>
<td>Tanjungpinang City Transportation Service, Tanjungpinang City Public Works and Spatial Planning Service, Tanjungpinang City Civil Service Police and Fire Fighting Unit, Riau Islands Provincial Transportation Service, Stisipol Raja Haji, Raja Ali Haji Maritime University (UMRAH), Bank Indonesia, Radio Republik Indonesia (RRI) Tanjungpinang, Batam Pos, Tanjungpinang Pos, Tribun Batam, Antara Riau Islands, Metro Riau Islands, TPI TV, Kepri Cyber School (KCS) TV, PT Pelabuhan Indonesia I (Pelindo I), Al Ahmadi Entrepreneurship Center Batam, Malay Traditional Institute (LAM) Riau Archipelago Province, Planning Agency, Research and Development of Tanjungpinang City, Ministry of Religion Regional Office of Riau Islands Province, Indonesian Ulema Council (MUI) Riau Archipelago, Institute for Food, Drug and Cosmetic Studies Indonesian Ulema Council (LPPOM MUI) Riau Archipelago, Tanjungpinang City Trade and Industry Service, Tanjungpinang City Cooperatives and SMEs Office, Tanjungpinang City Health Office, Indera Sakti Foundation, Yayasan Aksi Bangun Negeri, Blogger Community, Photography Community, and Tanjungpinang Indonesian Enchantment Generation (Genpi).</td>
</tr>
</tbody>
</table>

Source: Research Data Processed, 2022

Nugroho (Manghayu & Nurdin, 2018) mengelompokkan peran aktor yang terlibat menjadi lima peran, yaitu **policy creator**, **coordinator**, **facilitator**, **implementer**, dan **accelerator** dalam pengembangan pariwisata di Kota Tanjungpinang:

**Policy Creator**

Policy creators are actors who act as actors who make policies and make decisions (Aji & Soejono, 2021). The actors in tourism development in Tanjungpinang City who act as policy creators are the Tourism and Culture Office of Tanjungpinang City, the Mayor of Tanjungpinang, and the Tanjungpinang City DPRD so that the making of regulations in tourism development in Tanjungpinang City is based on the considerations of these three actors.

Policy creators in tourism development in Tanjungpinang City are divided into two, namely the executive and legislative parties. The executive includes the Tourism and Culture Office of Tanjungpinang City and the Mayor of Tanjungpinang while the legislature is the Tanjungpinang City DPRD.

The role of the policy creator carried out by the Tanjungpinang City Tourism and Culture Office is to submit draft regional regulations. After the draft has been approved by the Tanjungpinang City DPRD and the Mayor of Tanjungpinang, the Tanjungpinang City Tourism and Culture Office is tasked with establishing the regional regulation.

The position of the Mayor of Tanjungpinang as a policy creator is to approve the regional regulation draft submitted by the Tourism and Culture Office of Tanjungpinang City.

The third actor who acts as a policy creator in tourism development in Tanjungpinang City is the Tanjungpinang City DPRD. The Tanjungpinang City Regional Representative Council carries out its role by implementing the legislative and budgeting functions by using its right of initiative. The right of initiative is carried out by submitting a Draft Regional Regulation (Ranperda) which has been...
included in the 2020 Regional Legislation Program (Prolegda) agenda. After the Ranperda is passed, a budget is needed in the implementation process so that the Tanjungpinang City DPRD is tasked with planning the budgeting for tourism development in Tanjungpinang City.

Actors who act as policy creators in tourism development in Tanjungpinang City have carried out their respective main tasks and functions.

**Coordinator**

The coordinator is an actor acting as an actor who coordinates with other actors involved (Manghayu & Nurdin, 2018). Building cooperation between actors in tourism development in Tanjungpinang City requires coordination. Coordination in this case is carried out by the coordinator. There are two actors who carry out their role as coordinators, namely the Tourism and Culture Office of Tanjungpinang City and the Planning, Research and Development Agency of Tanjungpinang City. These two actors carry out their roles by coordinating the actors involved, accommodating needs and interests, and unifying commitments between actors.

The role of the coordinator carried out by the Tanjungpinang City Tourism and Culture Office is to coordinate various actors by holding meetings. The Tourism and Culture Office of Tanjungpinang City invited government actors, business, the public, mass media and academics to attend a meeting to discuss plans for tourism development in Tanjungpinang City. This coordination is carried out through direct communication and whatsapp group coordination. This form of coordination is carried out by strengthening communication between the Tourism Awareness Group (PokDarWis) of Tanjungpinang City and the Tourism Awareness Group (PokDarWis) of Penyengat Island by discussing tourism development issues. In addition, the Tanjungpinang City Tourism and Culture Office is coordinating with business actors to allocate Covid-19 assistance. This coordination aims to ensure the tourism development process goes well.

The Planning, Research and Development Agency (Bappelitbang) of Tanjungpinang City is the coordinator by coordinating the interests of actors through meeting activities with related agencies. Bappelitbang coordinates Regional Apparatus Organizations (OPD) to participate in tourism and cultural activities. In addition, Bappelitbang actively holds group discussion forums between actors to be used as material for consideration in making tourism and cultural studies.

The actor who acts as a coordinator in tourism development in Tanjungpinang City has carried out his role optimally so as to strengthen cooperation and commitment between actors.

**Facilitator**

The facilitator is an actor whose role is to facilitate and provide for what the target group needs (Nugroho & Zauhar, 2014). Facilitators in tourism development in Tanjungpinang City are the Culture and Tourism Office of Tanjungpinang City, the Office of Trade and Industry of Tanjungpinang City, the Office of Cooperatives and MSMEs of Tanjungpinang City, the Health Office of Tanjungpinang City, the Office of Transportation of Tanjungpinang City, the Public Works and Spatial Planning Office of Tanjungpinang City, the Police Unit Civil Service and Fire Management in Tanjungpinang City, Riau Islands Province Transportation Service, Ministry of Religion Regional Office of Riau Islands Province, Indonesian Ulema Council (MUI) Riau Islands, Research Institute for Food, Drugs and Cosmetics Indonesian Ulema Council (LPPOM MUI) Riau Islands, Tanjungpinang City PLN, Bank Indonesia, State Savings Bank, and Al Ahmadi Entrepreneurship Center This role is carried out by providing infrastructure and public facilities.

The Department of Tourism and the City of Tanjungpinang provided facilities, such as building a prayer room at the
Penyengat Island Customary Hall, a halal food court, and a souvenir center on Penyengat Island. The Tanjungpinang City Transportation Service and the Riau Archipelago Province Transportation Service provide access to the Pulau Penyengat Destination by facilitating small boats “POMPONG” which have “life jackets” and docks for deployment. Even so, based on observations, not all “POMPONG” provide “life jackets” so that the role of the Department of Transportation as a facilitator has not run optimally.

The Public Works and Spatial Planning Office of Tanjungpinang City provides clean water and prepares a Building and Environment Plan (RTBL) for the Pulau Penyengat Tourism Destination, Tanjungpinang City. Even so, its role is not yet optimal because it negates the development of the last few years.

The Tanjungpinang City Health Office, the Tanjungpinang City Trade and Industry Service, the Tanjungpinang City Cooperative and MSME Office, the Riau Islands Regional Office Ministry of Religion, and the Riau Islands MUI LPPOM provide quality food and drinks and facilitate the halal certificate process for MSMEs.

The Civil Service Police Unit (Satpol PP) and the Tanjungpinang City Fire Management play a role by providing security and safety for tourists. The Tanjungpinang City State Electricity Company (PLN) plans to provide charging stations and tourist buses while the State Savings Bank facilitates halal certificates at the Pulau Penyengat Destination, Tanjungpinang City.

Most of the actors who act as facilitators in tourism development in Tanjungpinang City have been going well. Even so, there are some actors who are still not optimal.

**Implementer**

Implementers are actors who carry out policies including target groups (Nugroho & Zauhar, 2014). Implementers are divided into two, namely policy implementers and target groups. The actors implementing the policy are the Tanjungpinang City Tourism and Culture Office and the Tourism Awareness Group (PokDarWis) while the target groups are the Tanjungpinang Indonesian Hotel and Restaurant Association (PHRI), Tanjungpinang ASITA, Tanjungpinang HPI, and the Home Culinary Association.

The Department of Tourism and Culture of Tanjungpinang City plays a role by fixing tourist destinations. This is done by building facilities and infrastructure and creating an event calendar. However, the event calendar was stopped during the Covid-19 Pandemic. The Tourism Awareness Group (PokDarwis) for both Penyengat Island and Tanjungpinang City carry out policies by carrying out their functions to realize the vision and mission of tourism in Tanjungpinang City. This is done by holding cultural and culinary festivals and holding innovative tour packages.

The target group as the implementer carries out the policy by developing tourism in order to meet the necessities of life. Even so, the target group carries out tourism development in accordance with applicable regulations.

The role of the implementers of the policy implementers has not played an optimal role while the policy implementers of the target group have been running optimally.

**Accelerators**

The accelerator plays a role in accelerating the implementation of policies and contributing to a program so that it runs according to its objectives (Nugroho & Zauhar, 2014). Actors who act as accelerators in tourism development in Tanjungpinang City Raja Haji Tanjungpinang Stisipol and Raja Ali Haji Maritime University (UMRAH), Bintan Cakrawala Polytechnic, Diponegoro University, Gadjah Mada University, Bank Indonesia, Pelindo 1, Al Ahmadi Entrepreneurship Center Batam, Customary Institutions Melayu (LAM) Riau Archipelago Province, Indera Sakti
Academics as accelerators contribute by conveying ideas for tourism activities. This idea is included in research related to the development of tourism and culture.

Al Ahmadi Entrepreneurship Center (formerly Batam Pos Entrepreneur School) acts as an accelerator by holding the Road to Fesyar (Sharia Economic Festival) Syawal Serantau Penyengat Island Festival. In this activity, the Al Ahmadi Entrepreneurship Center collaborated with the Riau Islands Provincial Tourism Office, Tanjungpinang City Tourism and Culture Office, and Bank Indonesia.

The mass media, photography community, and bloggers act as accelerators by disseminating knowledge and information. One of them was carried out by RRI Tanjungpinang by holding an interactive dialogue in 2019 about "Tanjungpinang Halal Tourism Destinations". Other mass media actively report on tourism events in Tanjungpinang City.

The community as an accelerator plays a role by preserving Malay culture by writing books. This was carried out by the Aksi Bangun Negeri Foundation and the Indera Sakti Pulau Penyengat Cultural Foundation. The Riau Islands Malay Customary Institution actively contributes by holding interactive discussions with various actors.

Bank Indonesia Riau Archipelago contributed by sponsoring the procurement of "life jackets". Bank Rakyat Indonesia accelerates tourism development by providing soft credit assistance during the pandemic. PT Pelabuhan Indonesia 1 together with the Government of Tanjungpinang City became an accelerator by holding training on digitalization of tourism development.

Actors who act as accelerators in tourism development in Tanjungpinang City have carried out their duties and functions optimally.

CONCLUSION
Based on the results and discussion of the Role of Actors in Tourism Development in Tanjungpinang City, it can be concluded that the roles of actors are divided into five, namely policy creator, coordinator, facilitator, implementer, and accelerator. Actors who act as policy creators, coordinators and accelerators have carried out their roles optimally so as to increase commitment and strengthen cooperation between actors. Even so, there are two roles of actors that have not run optimally, namely facilitator and implementer. The Tanjungpinang City Transportation Service and the Riau Islands Transportation Service have not optimally carried out their role as facilitators because there are still several "POMPONG" that are not equipped with "life jackets". The Office of Public Works and Spatial Planning of Tanjungpinang City has not carried out its role properly as a facilitator because it has abandoned construction in recent years. The implementer that has not carried out its role optimally is the Tourism and Culture Office of Tanjungpinang City because it has canceled calendar events in recent years due to the Covid-19 Pandemic.

REFERENCES


