

# Penta Helix Collaboration on Village Tourism Development Program in Indonesia Post Covid-19 Pandemic

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**Abstract**—The Indonesian government is targeting 244 certified tourist villages to become independent tourist villages by 2024. However, since 2020, the Covid-19 pandemic has caused the rate of tourist visits to decline. The government continues to strive to realize the tourism village program by increasing Penta helix collaboration, namely the involvement of universities, the business community, the community, and the media. This study examines the strategic role of the government in the Penta helix collaboration in the development of tourist villages in Indonesia after the Covid-19 pandemic. The research team used descriptive qualitative methods, with data sourced from literature reviews and various institutions. The results of the study are that the government is committed to carrying out crisis management leadership to generate post-covid-19 tourism villages in synergy with universities, business communities, community communities and the media to support tourist villages as quality and sustainable tourism. In its actions, the government provides a number of regulations, stimulus programs, and health protocols, supported by transparent and consistent communication, digital transformation and analytics related to the pandemic. The impact of collaboration is the ability of tourism sector actors to survive, adapt, be creative, innovate, and share the same desire for the revival of tourism. However, the success of the collaboration is relative; there are challenges regarding the government's low commitment to involving village community participation in planning, implementation and reporting. This causes the lack of elements of local wisdom, not independent, powerless communities, and low attention to program sustainability.

**Keywords**—Government, Penta Helix Approach, Collaborative Governance, Tourism Village, Covid-19 Pandemic.

## I. INTRODUCTION

The government is no longer the centre responsible for public affairs in an effort to solve problems and achieve welfare ( welfare state ) but has experienced a shift in the citizen charter paradigm [1]. This is to avoid dissatisfaction with the performance of the government, which is centralized, non-participatory, not accommodating to the public interest, fostering distrust and even antipathy to the regime in power so that it is in line with the application of the principles of good governance in the implementation of public services [2]. Therefore, the post-Covid-19 tourism village development program with a safe, attractive, and economically viable character requires coordination in collaboration between stakeholders. It plays an important role in crisis management, involving the resources and capacities of different actors across organizational boundaries. Government policies without accountability and democratic control have caused the government to be trapped in instruments of inequality and injustice that support the interests of cronies or populist behaviour [3].

Even during a world pandemic, government decisions cannot be the only decisions taken after being pushed for the interests of political parties. Government structures are not sufficiently capable of managing a complex problem such as a pandemic. Collaborative governance is a standard that is oriented towards reaching agreements and cooperatively producing

results and solutions, as a contemporary perspective of interest management and as a mechanism for solving complex problems. In other words, governance practices are interdependent among actors, even remaining functionally independent from state institutions, corporations, nonprofit organizations, and civil society representatives. Collaborative governance encourages co-creation and innovation based on growing trust among actors and the consolidation of cooperative behaviour in dialogue [4].

This collaborative governance has become an option for Indonesian tourism after the downturn due to the Covid-19 pandemic. The tourism sector, which usually contributes to foreign exchange earnings of 15 billion US dollars a year, this time its income fell by 90 percent. Opportunities for the revival of tourism, one of which is through the development of tourist villages. This type of tourism is relatively easier to adjust to the application of health procedures during a pandemic, is carried out in the open, wide area so that it is possible to keep a distance, and has the potential to develop various destinations. The urban and rural travel category got the highest interest as a people travel destination of Indonesia in 2019, namely 36,42 per cent [5]. In addition, there is a trend of tourist travel on natural or local cultural tourism with the aim of increasing insight and experience.

Tourism village as a rural area with attractions based on local wisdom such as customs, culture, natural wealth, so that it has more than one or a combination of several destinations, for example, a combination of agrotourism, cultural tourism, and ecotourism [6] which allows the integration of tourists as an active participant in the charm of rural life. Meanwhile, the success of developing a tourist village depends on the level of acceptance and support of the local community. Local communities act as hosts and become important actors in the development of tourist villages at all stages from the planning, monitoring, and implementation stages [7].

In tourism collaboration efforts, the government introduced the Penta helix approach, which brings the government closer to non-government elements; besides the government, there are universities, community and business communities, as well as the media, to be involved in policy formulation and implementation. Previous studies on the Penta helix approach mostly explain the role of each of the Penta helix elements. Helix, but it does not explain the aspect of government functions as a driver of productive engagement and collaborative problem solving (civic enabler) to the other four elements. The research team views the importance of discussing the government's capacity in coordinating the other four elements on the aspects of actions, dynamics, impact and adaptation of the collaboration process. Therefore, this framework brings together collaborative governance theory, which is directed at the needs of post-pandemic tourism

village development, namely security and comfort for tourists and tourism workers, as well as the welfare of tourism workers and rural communities with a Penta helix approach, within the framework of democratic governance.

## II. METHOD

The research used the descriptive qualitative method. This study describes the government's capacity to coordinate the involvement of universities, the business community and the public, as well as the media in the interests of developing tourist villages after the recovery of the Covid- 19 pandemic. The data collection technique is a literature review; secondary data comes from various media and institutions.

## III. RESULT AND DISCUSSION

### A. Theoretical Study

#### 1) Penta Helix Collaborative Approach

The CGR ( collaborative governance regime ) approach is a governance strategy that makes various policymakers gather in the same forum to create a consensus. It is a governance arrangement with public institutions directly, involving non-governmental actors collectively in a formal, consensus-oriented, and consultative manner with the aim of making or implementing public policies and managing public programs or assets. The CGR process includes the dynamics of collaboration, collaborative actions, and the temporary impact and adaptation of the collaboration process [8].

The government has become a much more strategic, systematic and effective driver of civic engagement for several reasons. First, long-term changes in civic organization and culture are unlikely to emerge from the wells of civil society and the hands of the market. Second, civil action is more effective and responsible, so it needs to be the focus of design and become an energetic partner in reform. Third, the cost of running a democracy is increasing due to the complexity of the problem, the diversity of interests of the public and stakeholders, and increased expectations will sound and the inclusion among citizens [9].

Furthermore, the Penta helix collaboration is a collaborative activity between lines/fields consisting of academia, business/corporate sectors, communities, government, and media. Sectors that collaborate in the Penta helix have their respective roles and tasks that work synergistically with each other. First, the academic acts as a source of knowledge. Second, the private sector as an enabler is an entity that carries out business processes in creating added value and maintaining sustainable growth, as well as providing technology and capital infrastructure through existing corporate social responsibility mechanisms. Third, the community acts as an accelerator, namely as an intermediary between stakeholders to assist the community in the whole process. Fourth, the

government acts as a regulator as well as a controller that has regulations and responsibilities for planning, implementation, monitoring, control, promotion, financial allocation, licensing, programs, laws, development and knowledge, public innovation policies, support for innovation networks and public-private partnership. Fifth, the media acts as an expander, plays a role in supporting publications and carrying out socialization functions to the community [10].

## 2) Participatory and Empowering Collaborative Governance

The principles of participatory collaboration are as follows: co-produce public goods, mobilize community activities, share professional expertise, enable public deliberation, promote sustainable partnerships, strategically build field and governance networks, transform institutional culture, and ensure mutual accountability [11]. First, production of shared public goods: citizens expect the policy to produce public goods together, and allow them to be producers of skilled, responsible, and effective, as well as giving them a wide range of tools and opportunities to enable their public work productively. Second, community asset mobilization: policies should encourage communities to mobilize their own assets for problem-solving. Assets can be mapped and mobilized for productive work and change the mindset of civic actors from deficit and dependency. Communities have many types of underutilized assets—local knowledge, skills, vacant land, small businesses, public buildings, private institutions, community associations, networks of friends—that can be mobilized in new ways and with new synergies.

Third, share professional expertise: use professional expertise in a way that empowers citizens as problem solvers. Professional expertise is a shared resource, especially valuable if it is transparently organized and presented in a format that can be used by ordinary citizens and communities in a practical way that is always open to question and enriches local knowledge of the residents themselves. Fourth, enable public deliberation: policies should encourage strong public deliberation among citizens to reflect self-interest. Public deliberation produces better policies by generating sources of evidence, insights, poll data. Engaging citizens in public reasoning with a variety of organized stakeholders and agency officials are more likely to value multiple interests, perspectives and increase legitimacy, increasing the likelihood of more effective policy implementation. Moreover, it signifies respect and civic mutuality as well as the recognition of citizens as autonomous agents rather than mere objects of legislation and administration.

Fifth, promote sustainable partnerships: policy design and administrative practice should explore and facilitate productive and sustainable collaboration among stakeholders and across multiple boundaries of

interests, identities and institutions. Sixth, build community capacity is a systematic effort to ensure that the overall configuration of components appropriate governance in the field of what else-development community, watershed protection, or the health of society-present and remain dynamic, and generate synergies of cross-border areas. The government may not bear the full burden but needs to be a key strategic player, other players in the civic and nonprofit sectors generally do not have the public mandate, financial resources, or strategic position to sustain adequate capacity building across areas, be it the environmental planning system in the entire national network.

Seventh, institutional culture transformation: changing the culture of government agencies and nonprofit contractor organizations in a way that can support citizen co-production, shared expertise, and other collaborative practices. Changing organizational culture requires aligning government and nonprofit civic missions, activating problem-solving networks, organizing collaboration, gathering adversaries, mediating relationships, facilitating ongoing dialogue, and developing the kinds of planning and data tools that citizens need to be effective problem solvers. Eighth, ensure mutual accountability: in the era of partnerships and networks, policy design should seek to develop democratic forms of collaborative accountability. The challenges are complex: linking project community indicators and government performance measures, ensuring equity is properly built into performance measures, dividing responsibilities under very favourable conditions, and linking other forms of representative accountability networks, governance and representative accountability.

## B. Background

Tourism village development is the most important part of tourism development and creative economy. In accordance with the 2020-2024 RPJMN, Kemenparekraf/Baparekraf targets as many as 244 certified tourist villages to become independent tourism villages by 2024. A total of 150 tourist villages are located in 5 Super Priority Tourism Destinations (DPSP), namely Lake Toba, Likupang, Borobudur, Mandalika and Labuan Bajo. Thus, the five DPSPs are progressively expected to be able to rise and bring the name of Indonesia back into a safe, comfortable and competitive destination on the national and international stage. Restoration of tourism in 5 DPSPs, including the development of creative economy products as well as efforts to innovate, adapt, and collaborate. This is one of the priorities for tourism recovery after the Covid-19 pandemic, which has a vision of quality and sustainable tourism with the concept of 'Proud to Travel in Indonesia' and the hashtag #DiIndonesiaAja. Collaborative development of tourist villages requires innovation according to the big 'one village, one innovation' narrative, such as innovations in the field of village entrepreneurship,

tourist villages, superior village products, good governance, to appropriate technology.

### 1) Collaborative Actions

a) *Stimulus-Stimulus from the Government:* The part of the National Economic Recovery (PEN) program, provides interest subsidies, credit restructuring and Tourism People's Business Credit (KUR), expands participants in the Pre-Employment Card program in 2021 for tourism workers, rolls out a labour-intensive program in Indonesia. Tourism sector. Including Covid-19 vaccination, it is necessary to prioritize workers in the tourism sector in order to provide a sense of security and comfort when interacting with tourists. Stimulus is also focused on several sub- sectors, namely culinary, fashion, craft, applications, game development, film, animation and video, and tourist villages. The government also provides assistance to human resources, facilities and infrastructure, technical guidance on the management of tourist villages, product development, to digital promotion.

Not to mention the existence of village funds, which is a mandate from Article 72 Paragraph 2 of Law Number 6 of 2014. As one of the village incomes, the central government is obliged to allocate Village Funds in the State Revenue and Expenditure Budget (APBN). Permendesa PDTT 13 of 2020 concerning the priority of using village funds in 2021 is set by referring to two considerations, namely firstly reducing the social and economic impact of the community and the inhibition of village development due to the Covid- 19 pandemic, it is necessary to adopt new habits in the village. Second, it is necessary to implement state financial policies and financial system stability for handling the Covid-19 pandemic, including village funds. Management of tourist villages is one of the priorities for using village funds for national economic recovery due to the pandemic. Tourism village development includes procurement, development, utilization and maintenance of tourist village facilities and infrastructure, promotion through cultural and digital titles, training in tourism village management, collaboration with third parties for tourism village investment, and other activities. The distribution of village funds since 2015 has brought many steps to increasing the participation of rural communities to develop, thus realizing independent villages and giving birth to many tourist villages.

b) *Ensure Transparent and Consistent Protocol Communication:* The demand for the return of tourism after the pandemic requires tourists and employees of the tourism sector to feel safe. International organizations such as The International Air Transport Association (IATA) and The World Travel & Tourism Council (WTTC) have developed a set of guidelines to serve as a basis for local regulators and local governments to implement additional measures on it.

The McKinsey agency survey of tourist trust in the United States and China shows anxiety remains high, and authorities and destination managers must work to ensure travellers know and feel confident about the protocols in place for their protection. One reason is the confusion over the current security measures. Therefore, communication is the key to increase demand.

Experience in Europe shows that prompt, transparent, clear, credible and consistent communication from public institutions regarding the removal of travel restrictions has led to an increase in air travel searches and bookings. Digital solutions can be an effective tool to bridge communications and create protocol consistency between the government and the private sector. Furthermore, travel security can be complemented by a health QR ( Quick Response ) code system as enforced in China, which reflects past travel history and contact with infected people. Travellers must present a government-issued green QR code before entering airports, hotels and attractions. This code is also required for check-in before flights and, at certain destination airports, after landing [12].

The Government of the Republic of Indonesia in strengthening the commitment of public bodies to provide accurate, transparent and accountable information in every program and activity carried out, which is the mandate of the UU KIP (Act on the Openness of Public Information). This is supported by the Information Commission to ensure the provision of information goes well and smoothly. Strengthening the role of Information Management and Documentation Officers (PPID) in every public agency is carried out by utilizing digital communication and information technology as well as new media and by conducting digital literacy education to the public so that the public can distinguish which news is accurate and which is not in the future. pandemic.

Information on the implementation of strict health protocols is also indicated by the CHSE (Cleanliness, Healthy, Safety, Environment Sustainability) certification. The CHSE certification, which must be owned by tourist attractions and tourist accommodations, aims to restore the confidence of tourists to return to visit tourist destinations. CHSE certification can be used as an acknowledgement that a business unit has met health, hygiene, safety and environmental sustainability standards.

c) *Enabling Digital Transformation and Analytics in The Tourism Sector:* A number of countries before the pandemic had innovative policies that supported tourism and were very adaptive when facing a pandemic. Singapore has the Singapore Tourism Analytics Network (STAN), which provides statistics on travel indicator data making it invaluable for informing the decisions of public and private sector entities. Most tours are served digitally in Europe and

the United States. Furthermore, the Tourism Exchange Australia (TXA) platform, created by the Australian government, is an example of empowerment at scale to address the digital divide in this sector and to level the playing field for SMEs. It acts as an intermediary between suppliers and distributors, creates packages that appeal to certain tourist segments, and gives small suppliers access to customers.

The Indonesian government, the Indonesian Ministry of Health, together with the Bali Provincial Government and the Bali Provincial Health Office, have launched a QR Code for the PeduliLindung application. This application helps strengthen the 3T (Test, Tracing, and Treatment) run by the government, thereby reducing the risk of the spread of the pandemic. This application helps increase community participation in reporting locations and travel history during the pandemic. First, through the QR scan feature at each location entrance, the location manager can manage visitor density and check the completeness of travel documents. Second, the PeduliLindung application is integrated with data on the results of the Covid-19 examination and national vaccination data. If someone undergoes a Covid-19 test with a positive result, this application will automatically notify people who have been identified as close contacts for the last 14 days and direct close contacts to immediately carry out a Covid-19 test. The application of digital tracing using this Quick Response (QR) Code scan will target tourism locations. This shows a real form of collaboration between the central and regional governments in recovering the impact of Covid-19 through the "Bali Rise Program". This is an effort to accelerate the control of Covid-19 at the community level with a target of zero cases so that the tourism sector can be opened immediately, including related facilities, for example, in banking.

The government also continues to encourage digital payments to promote transparency and reduce cash-based risks. This payment can be made using the QR Code Indonesia Standard (QRIS). Bank Indonesia (BI) noted that the number and value of transactions through the QRIS payment system experienced significant growth in the first week of July 2021, coinciding with the beginning of the Emergency PPKM implementation, reflecting the acceleration of the transition of payments from cash to non-cash.

With the idea of recovering tourism affected by the pandemic, some are opening virtual tours to various interesting tourist spots armed with Google Earth, complete with the story behind the place. The presence of companies engaged in the digital tourism sector is crucial. New opportunities are wide open when all activities take place online like now. Maximizing digital marketing or digital marketing is the best solution to maintain the company's image in the world of domestic tourism. Web and social media to display hotel review content, web blog pages with light articles

about destinations and travel tips, to microblogs about the history of tourist attractions on Instagram.

## 2) Collaboration Dynamics

When activity restrictions during the Covid-19 pandemic begin to be relaxed, and there is a public interest in travelling, things that require government preparation are to think about efforts to stimulate tourism. The implementation of restrictions on community activities (PPKM) of tourist attractions in PPKM areas level 4 (very high) and 3 (high) still must be closed, referring to the rules contained in the Instruction of the Minister of Home Affairs 2021 concerning PPKM Level 4, Level 3, and Level 2 Java Bali and non-Java Bali. In the Minister of Home Affairs, it is written that public tourist attractions are temporarily closed. Tourist attractions are allowed to open in areas with PPKM status starting at level 2 (medium), with capacity restrictions and implementing more stringent health protocols.

During the pandemic, tourism development is related to a number of regulations, stimulus programs, and new protocols. The challenge is dealing with the uncertainty of demand, and managing demand fulfilment is related to the safety of tourists and tourism workers. Complex coordination structures often make clarity and consistency difficult. These issues are exacerbated by the level of coordination that the tourism sector will need after the crisis, both between government agencies (e.g., between ministries responsible for transport, tourism, and health) and between government and private sector players (such as for implementing protocols). Synchronize financial aid, centralize leadership as a crisis management response [13].

Coordination of tourism village development in 2021 is a work project for the Coordinating Ministry for Maritime Affairs and Investment, Coordinating Ministry for Human Development and Culture, Ministry of Home Affairs, Ministry of Communication and Information Technology, Ministry of Maritime Affairs and Fisheries, Ministry of Villages, Development of Disadvantaged Regions, and Transmigration, The Ministry of Tourism and Creative Economy, as well as the Ministry of Women's Empowerment and Child Protection, also involve the Ministry of Cooperatives and SMEs, to the Ministry of SOEs.

Indonesian tourism has inspired the growth of many associations, both formed by the business community and tourism observers. Various associations aim to promote Indonesian tourism, increase the professionalism of tourism workers, prosper, realize sustainable tourism by paying attention to environmental aspects, and create a conducive tourism business climate. Among them is the Association of Indonesian Travel Companies (ASITA), the Association of Indonesian Tourism Areas (AKPI), ASPI (Association of Indonesian Tourism Actors), the

Association of Indonesian Tourism Scholars, the Indonesian Hotel and Restaurant Association (PHRI), the Indonesian Tourism Society (MPI), the Tourism Village Association (Aside), and so on.

Higher education institutions also have a deep concern for the development of a transparent, accountable, fair and sustainable tourism resource management study. Developing tourism through research, training, seminars or other programs that are conceptually positioned to increase the attractiveness of tourism. Among them is the UGM Center for Tourism Studies, the Center for Tourism and Cultural Development Studies (PUSHUP PB-UMGo), which is an institution under the auspices of the Muhammadiyah University of Gorontalo, the Center for Culture and Tourism Studies, Nusa Cendana University Kupang, NTT, the Research Team for the Center for Tourism Excellence at Udayana University (Bali), Center of Tourism and Creative Business (CoTRES) is a study centre established in 2014 under the coordination of the Research and Development Institute (LPP) of Ahmad Dahlan University (UAD) Yogyakarta.

Collaborating with the Ministry of Tourism and Creative Economy, tiket.com as an accommodation and tour operator platform makes it easy for customers to choose accommodations that are CHSE and labelled tiketClean, by simply selecting the Indonesia Care filter when choosing accommodation. Indonesia Care is an initiative from the Ministry of Tourism and Creative Economy that ensures that tourist attractions and accommodations implement health protocols and are CHSE certified. Gaery Indarsa, Co-Founder and Chief Marketing Officer of tiket.com, said that his party is committed to supporting the recovery of tourism. The tourism industry also contributes to sustainable efforts based on collaboration with regulators and operators so that they can find and implement solutions [14].

The government in collaborative leadership on tourism development does not only embrace, empower, involve and mobilize internal members but also other parties from outside the organization or agency, in accordance with what is explained in Law Number 10 of 2009 that tourism development cannot be carried out unilaterally by the government but must involve local communities as stakeholders who understand the values and culture of the local area in order to achieve the success of sustainable tourism development.

The results of the study of several studies show that there are successes and failures in involving community participation. Study VR Vitasurya (2015) describes the ability of rural communities to explore local knowledge hamemayu hayuning bawana (guard, preserve the beauty) is able to generate a role in social, economic and environmental, so as to manage tourism autonomously in Kalibiru and Lopati, Yogyakarta [15]. But on the other hand, there are local governments that have political choices in tourism development, which are quite difficult; rather than empowering, selling

tourism objects that have the potential to become tourist destinations for the private sector is an institutionalized thing. Governments are incompetent when faced with political choices and tend to prioritize profit outcomes over process [16].

Furthermore, in empowerment projects from the government, villages feel they are not involved in planning, implementation and reporting, only in signing legal documents so that substantive participation is minimal. Most community respondents reported that there were no community discussions (*musyawarah perencanaan pembangunan desa atau musrenbang*) as part of project selection [17]. Attention to the development of tourist villages is also considered only the work of certain communities in the village so that the preparation of planning, development and supervision is only a group of people. This is what causes the level of participation in ecotourism development to be still considered less than the maximum [18]. There are many potential tourist attractions in the village that are threatened with sustainability if three important aspects: environmental, social, and economic do not support each other; for example, there are several slum areas due to lack of facilities for garbage disposal, waste management, drainage and flood systems [19].

### 3) Collaborative Impact

For tourism industry players, tourism grants and other assistance are recognized as very helpful for the industry to survive. Among them are used to help finance operations in times of low demand, improve the quality of CHSE implementation, and train the tourism workforce. Collaborative tourism development during the pandemic has an impact on several things, namely the tourism industry's understanding of the ongoing conditions and choosing to comply with government decisions regarding PPKM, the adaptive ability of business actors who change the target market, change the concept of tourism services, be more oriented to the local community, and empower the community, prioritizing quality over quantity of tourist visits, switching to other business segments, adapting creative industry work to the pandemic period, increasing tour packages to places that are wide and open, such as beaches and mountains and adapting to digital tourism service patterns.

## IV. CONCLUSION

The government has carried out crisis management leadership to stimulate tourism after the Covid-19 pandemic to achieve accountability and democracy, thereby avoiding inequality and injustice. So far, the government has prepared elements of partnership to synergize to support quality and sustainable tourism with the concept of Proud to Travel in Indonesia and the hashtag #DiIndonesiaAja. The government in various moments involves universities, business communities, community and media based on government and non-government organizational structures that support

coordination and collaboration. In its actions, the government provided a number of regulations, stimulus programs, and new protocols, supported by transparent and consistent communication, digital transformation and analytics related to the pandemic. The impact of collaboration is the ability to survive for the tourism sector, understanding the same on the condition of the pandemic, and a common desire for the rise of tourism.

The results of the study of several studies show that success and failure in the development and sustainability of tourism village programs depend on the involvement of community participation, which takes into account the local social and economic environment. The obstacle to collaboration is that the village community feels that they are not involved in planning, implementation and reporting. This causes the lack of elements of local wisdom, autonomous tourism management, efforts to empower, substantive participation, and public attention to the sustainability of the carrying capacity of the environment.

Based on the conclusion, the team provides advice to the government on increasing the participation capacity of village community elements in the development of tourism villages after the Covid-19 pandemic, first, providing regulations that support community involvement to explore and use their potential/assets as an effort to mitigate the spread of the pandemic and post-pandemic adaptation. Second, sharing professional expertise by utilizing local community knowledge as an effort to empower residents related to the pandemic. Third, activating musrembang is an effort to appreciate the variety of interests, perspectives, increased legitimacy, the recognition of citizens as autonomous agents and achieve a more effective policy implementation. Fourth, the government runs a Penta helix sustainable partnership, as an increase in community capacity in all components of social, economic and environmental governance in synergy in the tourism village development program. Fifth, realizing democratic, collaborative accountability, ensuring equality and justice are properly built into performance measures.

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