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*JURNAL MANAJEMEN BISNIS*

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# Penta helix Element Synergy as an Effort to Develop Villages Tourism in Indonesia

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## ABSTRACT

*Objectively this study can be a critical review for the government or the stakeholders in the tourism industry to synergize with each other to realize the concept of Penta helix to be more productive and produce a conceptual model that can be empirically tested further. The research approach is to choose a qualitative explorative method that starts from the interview, discussion, and observation process involving informants representing each element of Penta helix. The study results indicate that Penta helix elements as stakeholders carry out activities and programs that consist of planning, implementation, and evaluation processes based on their respective capacities. Apart from that, the communication relationships between Penta helix elements have not shown an interactive and complicated relationship. The lack of communication is because of differences in perspective and the lack of coordination and collaboration between Penta helix parts. Exclusively the development of the Penta helix model is explained clearly in the discussion.*

## INTRODUCTION

Tourism has an essential role in the development of a country (Boonsiritomachai & Phonthanukitithaworn, 2019), (Liu et al., 2019); some states make the tourism sector their primary source of income, including Indonesia (Arifin et al., 2019). The importance of tourism development requires cross-sectoral stakeholders to develop the tourism sector to remain sustainable jointly. Tourism development even covers the social, economic, political, security, and cultural fields (Sharpley, 2018). The importance of tourism development for a country makes the Indonesian government expect big from the sector. During the 2018-2019 development period, tourism became Indonesia's third foreign exchange contributor after oil and gas. Foreign tourist arrivals to Indonesia through all entrances in October 2019 amounted to 1,354,396 visits or an increase of 4.86% compared to the same period in October 2018, which amounted to 1,291,605 visits (www.kemenpar.go.id, 2019). Geographically, Indonesia is the largest archipelago country globally with a coastline of more than 81,000 km and has 17,508 islands inhabited by 300 ethnic

groups, 1,300 tribes with traditional language diversity totaling 742 languages and different customs so that this is potential as one of the world's tourism destinations. Despite all the potential possessed by Indonesia, several obstacles that become the main problems why Indonesia's tourism industry is not optimal include management limitations, limited access, network connections, and international standard supporting facilities (amenities). Besides that, to support the development of tourism target, the Indonesian government devised a strategy for the development of sustainable tourism called "Pentahelix stakeholders," which includes several fundamental aspects of stakeholders consisting of academics, business, community, government, and media (Lagarense et al., 2018), (Suherlan et al., 2019) and (Yudha et al., 2019).

The Mechanism of the Penta helix strategy in the studies sector is Academics, which influences skills and the transformation of science and human resources to become a part of scientific development for people and communities to become more skilled. In this case, aspects of academics within the tertiary institution play an essential role in preparing and developing tourism curricula that are in line with the vision and mission of government policies and the tourism industry. Consistent with the statement from Yusuf et al. (2018) states the urgency of academics' role as a catalyst in knowledge, bridging interests, taking over neutral positions, and siding with normative ideals to be affiliated with the government and society universally. Therefore, innovation in the field of tourism education is needed in the development of sustainable tourism. One of the critical factors in developing innovation in tourism is the characteristics of entrepreneurship, cooperation, technological development, and the environment (Gomezelj, 2015). The concept of alternative tourism is the development of the idea of sustainable tourism. The second Penta helix concept included in the strategy for developing sustainable tourism industry is the community. Local people who live in the environment around tourism destinations (hosts) are also referred to as "hosts." They must be the first to be entitled to a decent livelihood from an economic, social, and cultural perspective. The development of the concept of tourism is expected not to disrupt the local community's lives and environmental security. Tourism consumers enter the community category also provide an essential role in assessing the quality of aspects of the development of the tourism area and have an influence on the development of economic values for the destination/region (Ramón et al., 2018). The community's role is included in organizations that play a role in developing a positive image of the destination by taking into account opportunities and challenges into strategies in promoting tourism. All the potential is done as a way to package and design tourist trends in travel. (Zhang et al., 2019).

In the industrial era 4.0 or digitalization era, which is closely related to the spread of information technology access, tourism has the opportunity to become a new prima donna as an active foreign exchange collector for a region. This, of course, cannot be separated from the role of social media to market tourism to the broader community. They were considering that social media is an information dissemination medium that has unlimited reach. Cheap, and also very useful. It is hoped that the development and introduction of tourism will become more massive through social media campaigns so that tourist destinations can remain competitive and known (Gomezelj, 2015). Other opportunities generated from social media for the tourism industry are

expected to invite people to be more concerned about the safety of the environment around tourism destinations (Mkono & Holder, 2019). The government should provide the necessary attention and a large portion of social media to develop the tourism industry. Social media such as Facebook, Twitter, Instagram can be a means of tourism advertising that is smart, cheap, effective, and efficient (Park et al., 2016). The importance of all stakeholders in the field of tourism requires collaboration between stakeholders in creating sustainable tourism. Communication that is not coordinated optimally can cause conflicts between related entities and bias in program implementation and set goals for developing the tourism industry. Objectively this research can be a critical review for the government or stakeholders in the tourism industry to synergize with each other to realize the concept of Penta helix and be more productive and aims to produce a conceptual model be empirically tested. Besides, this research can provide a standard formula for developing scientific theories of communication strategies for tourism development through the acculturation of communication theory and public policy management.

In realizing Pentahelix strategy, which involves five essential aspects, as explained in the introduction sub-chapter, a unique approach is needed to bridge the five elements to become a sophisticated and synergetic unit. This study maps research approaches through a variety of theoretical perspectives. Like the theory of participation, by definition, this theory focuses on activities that arouse feelings and include individuals/groups in an event. In connection with community participation in the sustainable development of the tourism industry, engagement is the community's active involvement in determining the direction of the tourism industry development policy strategy implemented by the government. The concept of community participation is divided into three sub-categories: political engagement, social assistance, and citizenship participation. In the development of the tourism industry, the role and involvement of the community can provide opportunities and more excellent opportunities to maximize the various potential areas that have not been touched. (Rosary, 2016) and (prawitasari, 2013).

Besides that, related to tourism development, stakeholder involvement is needed, summarized in stakeholder theory. According to Freeman & McVea (2001), the definition of stakeholders states that any group or individual that can influence or be affected by the achievement of organizational goals. Stakeholder theory describes which parties the company is responsible for (Parmar et al., 2010). The application of sustainable tourism to the planning and development process is an important matter to discuss the main tourist destinations that are effective. Of course, the planning process arranged in the management cycle is the necessary foundation for implementing the roles and functions of the "POAC" management (Planning, Organizing, Actuating, and Controlling). The planning and development process that is neatly arranged through the matching of participation theory and stakeholder theory for the development of the tourism industry provides opportunities for developing and disseminating knowledge universally through increased experience (Indahingwati et al., 2019). Participation and public opinion are needed and related to stakeholder theory because it consists of advice on program development, project planning, community involvement, and various other activities. Of course, by involving community participation, the need for tourism industry development

becomes more optimal. The synergy between participation theory and stakeholder theory encourages national and international collaboration in terms of tourism development. The synergy between community participation in line with the interests of positive stakeholders will reduce the level of conflict between Pentahelix entities in terms of tourism development (Kapera, 2018). Bridging between the interests of the stakeholders requires an intricate design that must pay attention to the quality structure of activity and tourism development (Ramón et al., 2018).

Concerning the development of more comprehensive tourism industry and sustainability, the stakeholder theory approach can be considered. Stakeholder theory describes which parties the company is responsible for (Freeman & McVea, 2001). The tourism industry, in its journey, must maintain relations with its stakeholders by accommodating the desires and needs of its stakeholders, especially stakeholders who have the power to the availability of resources used for operational activities of the company, for example, labor, markets for company products and others (Lorenzo et al., 2018). The emergence of stakeholder theory as a dominant paradigm further reinforces the concept that companies are responsible not only to shareholders but also to stakeholders or stakeholders. (Jones et al., 2018). Freeman (1999) Introduce the concept of stakeholders in two models, namely: (1) the policy and business planning model; and (2) the corporate social responsibility model of stakeholder management. In the first model, the focus is on developing and evaluating the company's strategic decisions with groups whose support is needed for the company's business continuity. While in the second model, company planning and analysis are expanded to include external influences that may be the opposite for the company. These opposing groups have regulatory bodies (government) with particular interests concerned with social problems.

Realizing the Penta helix strategy for Indonesia's tourism industry is a noble idea to get sustainable tourism. The definition of sustainable development is to maintain the quality and quality of survival for the next generation. Some points that can be taken to preserve the tourism sector are protecting the environment (biodiversity), maintains the essential ecological processes, facilitates and engages public participant, and ensures that productivity can be sustained into the long-term future (Florek, 2012), (Murdifin et al., 2018) – related to the Penta helix strategy where the role of government, academics, media, business, and society is a driving factor and stakeholders for the development of the sustainable tourism industry. The study by Choi & Sirakaya (2005), (Cárdenas et al., 2015), (Poudel et al., 2014) Confirmed that the subjective indicators that drive sustainable tourism include the role of the government and the local community. Yu, Chancellor, & Cole (2011) (McComb et al., 2016) added that several aspects need to be considered to maintain the sustainability of the tourism industry and protect each stakeholder, such as perceived social cost, environmental sustainability (Tyrrell et al., 2012), long-term planning, perceived economic benefit, community-centered economy, ensuring visitors satisfaction, Maximizing community participation. Jamal, Taillon, & Dredge (2011), in their study, stated that the academic role as part of the community that advances the tourism industry is very crucial, through approach and collaborative learning, diverse community involved service. In business aspects related to stakeholder theory and sustainable tourism Björk, (1997) suggests that

the concept of ecotourism should not be used in marketing, but instead sustainable tourism. Even though international competition is rigid, to counterbalance small companies' backlash with low-profit margins, tourism companies should increase collaboration, create networks, and invest in relationship marketing.

## **RESEARCH DESIGN**

### *Information and Research Method*

In total, the number of informants in this study amounted to seventeen informants representing each Penta helix element (Academics, Business, Society, Government, and Media) illustrated as in table 2. The criteria for determining the informant elements of academics come from universities, academies, institutes concentrating on various there are three informants; the community elements consist of tourism management, community development drivers that focus on tourism, community leaders, and youth. The business element consists of CSR (Corporate Social Responsibility = 1 informant from Telkom Corporation) fund companies and tourism business associations, the government element consists of the central and regional tourism ministries, the industry and trade department, the local government; the media element consists of local electronic print media and online news media. The sample retrieval uses the snowball sampling method with key informants who are local tourism activists and local development community leaders. The research location is a destination in Sitiwinangun village, Cirebon Regency, West Java Province, Indonesia, in the 2018-2019 period. This study uses a qualitative exploratory approach.

### *Measurement*

The first stage of research is observation, interviews, and literature research. In the second stage, focus groups were held to explore stakeholders' participation in developing tourist destinations during the planning, implementation, evaluation, and enjoyment stages of the results. Data measurement tools are described in Appendix 1. The instrument measures the role of stakeholder concepts and work programs. These programs include research and development, community development, capacity building for scholars; business partnerships and a code of conduct for business stakeholders; tourism object development programs, protection of community development ethics Inclusive tourism for small businesses and community stakeholders; government stakeholder regulatory plans, stimulus plans and incentives, and infrastructure; paid media plans and promotions, and the reputation of media stakeholders.

In contrast, Cohen and Uphoff's (Cohen & Uphoff, 1977) results can explain the measurement of stakeholder participation indicators in developing tourism destinations. It is a collection of data to determine each stakeholder's role in each stage of stakeholder participation and communication. This process is a synergistic and cooperative process to improve tourism destinations in a descriptive narrative. Data collection summarizes several types of observational



problems for information providers, including the identification and role of stakeholders, such as the impact of each stakeholder on tourism development and stakeholder interests.

## RESULT AND DISCUSSION

### *Informant Criteria and Analysis Descriptive*

This study involved seventeen informants (Pentahelix element) that were reliable, namely among three informants from academics from the Bandung Institute of Technology, STIEPAR, and Department of Research and Community Dedication (LP2M) Universitas Gunung Jati Pentahelix elements from business circles are as many as two informants namely from the Association of Indonesian Tourism Actors (ASPPI) of the West Java Region and Telkom's Regional Corporate Development Center (CDC) Bandung Regency, Indonesia. In this study, the stakeholders involved can be seen in table 2. Pentahelix elements from the Community were three informants: Sultan Kerepuhan Kesepuhan Cirebon district, Indonesia, Cirebon Regency Business Forum, Sitiwinangun Tourism Awareness Group, Youth Organization in Sitiwinangun Village, and visitors. Pentahelix elements originating from the government sector are as many as five informants, namely the Directorate General of Small and Medium Industries (IKM) of the Indonesian Ministry of Industry, Department of Industry and Trade (Disperindag) Cirebon Regency, Indonesia, the Office of Culture, Tourism, Youth, and Sports (Diaspora) Cirebon, Indonesia, Regional Development Planning and Research Agency of Cirebon Regency, Sitiwinangun Village Government Cirebon Regency, Indonesia, Pentahelix elements from the media as much as two informants namely media Online About Cirebon regency, Radar Cirebon Group (Newspaper and Television) which are Comprehensive illustrated as in table 1. Apart from that, table 2. Explain the role of each Pentahelix element.

**Table 1. Informant Data (N = 17)**

<i>Academics (A)</i>	<i>Business (B)</i>	<i>Community - C</i>	<i>Government (G)</i>	<i>Media (M)</i>
Craft Study Program Faculty of Fine Arts and Design, Bandung Institute of Technology (ITB)	Indonesian Tourism Performers Association (ASPPI) DPC region III West Java	The Sultanate of Cirebon Regency	Ministry of SMEs. Chemical, Clothing, Crafts and Various Industries, Ministry of Industry, Jakarta	Online Media About Cirebon
Tourism Travel Study Program, YAPARI Bandung College of Economics and Tourism (STIEPAR)	Regional 3 Corporate Development Center (CDC) Telkom Bandung	Cirebon Business Forum	Department of Industry and Trade Cirebon Regency	Radar Cirebon Group (Newspapers and Television)
Community Service Institution Universitas Gunung Jati	<i>null</i>	Sitiwinangun Tourism Awareness Group	Department of Culture, Tourism, Youth, and Sports (Disbudparpora) Cirebon Regency	<i>null</i>

<i>null</i>	<i>null</i>	Karang Taruna Sitiwinangun Village	Regional Development Planning and Research Agency (Bappelitbangda) Cirebon Regency.	<i>null</i>
<i>null</i>	<i>null</i>	visitor	Sitiwinangun Village Government	<i>null</i>

**Table 2. The role of the Penta helix Element**

<i>Academics (A)</i>	<i>Business (B)</i>	<i>Community – C</i>	<i>Government (G)</i>	<i>Media (M)</i>
Social mapping of the potential of the area of Sitiwinangun village	Provision of CSR funds for the development of rural tourism business products	Initiative to develop village potential into a village tourism.	Pottery product quality development training	Publication of village tourism activities
Travel skills training	<i>null</i>	Establish partnerships with other stakeholders.	Village tourism infrastructure comes from village funds	<i>null</i>
Training to improve the quality of superior village tourism products	<i>null</i>	Opening new businesses and growing the economy	<i>null</i>	<i>null</i>
<i>null</i>	<i>null</i>	Cultural and environmental preservation	<i>null</i>	<i>null</i>

*Identification of the role of the Penta helix element refers to the stakeholder theory*

The stakeholder analysis was carried out using Crosby's (1992) concept by identifying the influence and interests of the development of the Sitiwinangun Village Tourism. The results of interviews with all informants are as follows:

1. Interest factor: Sitiwinangun Village in Cirebon Regency has excellent tourism potential that can improve community welfare. The Cirebon Sultanate acts as the person in charge, the Regent of Cirebon. He tries to preserve the culture and arts of Cirebon Regency both physically (tangible) and intangible.

*"Cirebon has a tourism sector that is not inferior to Bali and Yogyakarta. We (Cirebon District) have four Kraton (Empire), Taman Sari, Tomb of Sunan Gunung Jati, and Batik Trusmi. But the government does not see this as a potential to improve people's welfare. One of the possibilities not recognized by the Cirebon Regency government is the pottery created by Sitiwinangun village, which began in the Majapahit kingdom, and several beach tourism (Community Informant, 04 February 2019).*

Sitiwinangun Village tourism makes academics from Fine Art based universities in Indonesia a location for research and community service. Interest in studying the



potential of Sitiwinangun starting from the relics of objects and intangible objects made academics start coming to Sitiwinangun Village.

*"... For the tourism industry, such as Sitiwinangun Village, is the unique product that will be developed is ceramic? For ceramics, most of the craftsmen have motifs like in the Majapahit era. If we see the pot model is still like starting from the raw material structure, namely using bricks, how to burn it is still classic. "Informant-18, December 2018)*

In academics, interest in Sitiwinangun Village began with a collaboration with the university, the Indonesian Ministry of Small and Medium Enterprises, and the Indonesian Ministry of Industry to improve pottery products' learning program.

*"I researched all the pottery starting from Plered (ceramics from Yogyakarta, West Java, Indonesia), Kasongan (ceramics from Yogyakarta, West Java, Indonesia), to Bayat (Klaten Typical Ceramics, West Java Indonesia). And specifically, for the type of Plered ceramics originating in Yogyakarta, Indonesia, I accompanied the craftsmen to export. Well, specifically for Sitiwinangun, Cirebon Regency is unique because its grip (tradition/customary) is still strong. Like animal mythology and color patterns. This must be maintained so that its cultural value is not lost. So if it is for the development of a tourist village, it looks like ". (Academics Informan, 15 December 2018).*

*"Cirebon, especially in the village of Sitiwinangun, has a lot of potentials, as the Chair of the Guides Association conducts scouting training because its market share is already extensive. Many guests also came from Jakarta and Bandung. Besides, souvenir shops typical of Cirebon have started to bloom. It's just that it hasn't been organized. the government also has not seen this as an opportunity ". (Academic Informan, 20 December 2018).*

2. Government Authority: The government, both on a national and village scale, has the authority to assist the community in improving its citizens' welfare as was done by the Cirebon District Trade and Industry Office, which provided aid to artisans in Sitiwinangun Village. The form of assistance to the craftsmen is in the way of an internship program:

*"...We have to assist the craftsmen Sitiwinangun "(Cirebon Trade and Industry Office. 26 November 2018).*

The impact related to the power of the activity, including in it, supervision of the decisions made, and the facility implementing the operation and handling the adverse effects caused in detail are illustrated in Table 3.

**Table 3. Influence and Interest of Penta helix Tourism stakeholders**

Actors	Effect	The Importance
Academics	<ul style="list-style-type: none"> <li>Provide knowledge and innovation of local products by adding distinctive artistic elements, such as mega cloudy accents.</li> <li>Assist in the preparation of institutions, attractions, amenities, and accessibility of tourist villages.</li> </ul>	<ul style="list-style-type: none"> <li>The implementation of the tri dharma (Lecturer Workload) of tertiary institutions, namely education, research, and community service.</li> <li>Academic pride.</li> <li>Implementation of assistance programs to improve products resulting from cooperation with the government.</li> <li>Partnership with other tourism stakeholders, such as the government and the community.</li> </ul>
Business	<ul style="list-style-type: none"> <li>Village tourism as a destination for tourists and provide economic value for the community.</li> <li>Become a promotional event for other travel agents.</li> <li>Provide access to direct assistance, such as training and construction of public facilities.</li> <li>Corporate CSR funds in the soft venture capital loan program for the community</li> </ul>	<ul style="list-style-type: none"> <li>Establish cooperation with the community and village tourism managers.</li> <li>It's having a new alternative tourist destination in Cirebon Regency that presents the complexity of attractions in the form of art, culture, history, and religion.</li> </ul>
Community	<ul style="list-style-type: none"> <li>They were encouraging several investors and access to cooperation that they do in private and public figures.</li> <li>Mapping, exploring, and planning village potentials to be developed as a form of community empowerment.</li> </ul>	<ul style="list-style-type: none"> <li>Emphasize to the community and the outside world that the village tourism is a locomotive of empowerment with economic value, preserving the environment and local culture.</li> <li>Self-actualization and local community pride in cultural ownership.</li> <li>Collaboration with all levels of society and stakeholders.</li> </ul>
Government	<ul style="list-style-type: none"> <li>Regulators, facilitators, and motivators in the form of work programs for the development of local village potentials. The socio-cultural potential, such as historical values, maintained the culture, and economic benefits, are felt directly by the community.</li> <li>Empowerment in the form of training and community assistance to increase the potential of village tourisms.</li> </ul>	<ul style="list-style-type: none"> <li>Carry out the government's task to provide guidance and development to the people of Cirebon Regency.</li> </ul>
Media	<ul style="list-style-type: none"> <li>Promote tourist sites and their potential to the public.</li> </ul>	<ul style="list-style-type: none"> <li>Source of news content to the public through print, electronic, and regional online news media</li> </ul>

The combined effect of each Penta helix actor comes from several important points that attract attention. For example, first, interest in developing a tourist village in Sitiwinangun Village, Cirebon. Each Penta helix actor takes into account the potential of the Sitiwinangun tourism village. In addition to bringing a breakthrough source of income, it can also be a tool for developing the Cirebon Regency, especially Sitiwinangun Village, which was initiated by

academic circles and communities. Second, each Penta helix element's authoritative factors have brought influence and interest orientation, thus developing the tourist village of Sitiwinangun. Third, the self and the institution have the primary responsibility and function, one of which is community service. Tabel 4. Shows the gap expectation between stakeholders and from the observation results of this study found that there are imbalances and patterns of communication and participation activities that are not entirely suitable for developing the village tourism Sitiwinangun. The role of academics in this village tourism's development is more emphasized on the increase of pottery products. Another element in the management of village tourisms played by academics is the institutional management of independent tourism awareness groups and human resources that include skills and innovation power that professional scholars have not touched in their fields. Academics entered all stages in the field of research and development. Still, the present scholars did not make a working map to develop a village tourism that included short, medium, and long-term development planning. This makes the work of academics partial; that is, academics are present with the basic knowledge of each, and the synergy between academics has not yet been realized while the role of business in terms of developing the tourism of Sitiwinangun village includes corporate social responsibility (CSR) by Telkom Indonesia Corp.

Ongoing commitment to business stakeholders to behave ethically and contribute to economic development while improving the quality of life of the workforce and their families and the local community and society as a whole. However, the implementation of CSR carried out by the business helix element has not been done thoroughly. The dichotomy of work orientation leads to CSR programs not based on the community helix's desires so that the implementation of CSR seems to be passive and merely aborts company obligations. The role of the community towards the development of the Sitiwinangun Village tourism conducted by the Cirebon Business Forum (FBC) as an association of socio-entrepreneurs looking at the tourism potential of the Sitiwinangun Village tourism, namely developing tourist attractions, in the form of historical tourism, educational tourism, religious tourism, and shopping tourism. Apart from that, one element of the community that has a significant role is by involving youth as a driving force for innovation and creators in tourist villages' development. The purpose of the Pentahelix element of the government carried out by the Cirebon District Trade and Industry Office, and the Ministry of Industry of the Republic of Indonesia conducted various mentoring and training processes to

develop the design of this earthenware product. The two offices are focused on developing pottery products to be revived, have product competitiveness, and improve people's economies.

The Cirebon Regency Culture, Tourism, Youth and Sports Office, and the Cirebon District Research, Research and Development Agency (BAPELITBANGDA) played a significant role in forming regulations on the development of village tourisms. Institutions with authority to provide policies both legally and in regional development budgets are involved, from planning to enjoying results. In particular, the role of the BAPELITBANGDA is crucial concerning the legality of Sitiwinangun Village as a tourist village because the development of the Sitiwinangun village tourism is one of the work programs of the regent in Cirebon Regency. The media's role as one of the Pentahelix elements is to promote and cover events in the Sitiwinangun Village tourism. Some of the activities carried out were coverage of the Sitiwinangun pottery exhibition at Bentara Budaya, the inauguration of Pancaniti, the visit of guests of national figures, such as the archipelago kings, governors, and ministers, and the commencement of the village tourism. Coverage from national media makes the popularity of this tourist village is increasing. The media, in this case, are press, electronic, and online media.

#### *Analysis of Penta helix Element Engagement Concept*

Referring to the research instrument, involvement shows that each stakeholder has engaged in developing Sitiwinangun Village tourism. However, their role is not optimal per the indicators of the achievement of the development of village tourisms because there is no agreed program in the event of village tourisms. Sitiwinangun Village tourism departs from ideas and community movements that seize opportunities and opportunities to immediately come up with ideas. This idea is what triggers the action for other stakeholders to carry out their involvement. The results of collaboration carried out by Penta helix stakeholders are called stakeholder involvement. Cooperation can be realized if there are five achievements in this process: justice, efficiency, knowledge, wisdom, and stability. The results of the collaboration carried out by the stakeholders are called the involvement of Penta helix stakeholders. The element of justice is the unification and incorporation of ideas. The efficiency element seen from decisions and agreements that take too long and financial and resource costs that are too high can cause the process's success. The aspect of understanding is seen from the opinion of the stakeholders to reach a decision. The perspective of wisdom is described as an objective user of information to predict

problems that will occur in the future. The element of stability is that after the decision is carried out or developed, the decision must have the flexibility that adjusts to the development of the initial planning of the collaboration goal. In this case, several Penta helix elements' cooperation was carried out together from the planning stage, the implementation stage, and the evaluation stage.

**Table 4. Inequality between role activities and ideal needs for the development of Sitiwinangun Village tourism**

<i>Actors</i>	<b>Roles and activities of Pentahelix Performed</b>	<b>Sitiwinangun Village tourism needs to be expected.</b>	<b>Result</b>
<i>Academics</i>	<ul style="list-style-type: none"> <li>• Village tourism assistance, including the formation of tourism awareness groups (pokdarwis), preparing tourist trails, and the design of tourist attractions.</li> <li>• Travel scout training</li> <li>• Pottery product design training</li> <li>• Immersion of internship students to map the potential of Sitiwinangun Village</li> <li>• Research and publication on Intellectual Property Rights (IPR) on the Sitiwinangun pottery</li> </ul>	<ul style="list-style-type: none"> <li>• Map of the work plan for developing a tourist village.</li> <li>• Tourism HR trained under the wishes of the community.</li> <li>• We are maximizing the potential of villages for new uses.</li> <li>• It is strengthening the concept of a tourist village.</li> <li>• They are strengthening awareness of tourist sapta show.</li> <li>• Pottery product design innovation as a superior product of the village.</li> </ul>	Not entirely run as expected
<i>Business</i>	<ul style="list-style-type: none"> <li>• CSR funds in the form of entrepreneurship training and Telkom's digital village.</li> <li>• Business capital assistance.</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership partnership.</li> <li>• Create a pleasant business climate between artisans.</li> </ul>	Not fully run as expected
<i>Community</i>	<ul style="list-style-type: none"> <li>• The formation of a tourist village.</li> <li>• Analysis of the potential of the village to become a tourist village.</li> <li>• Establish partnerships with stakeholders.</li> <li>• Complete tourist show, amenities, and accessibility</li> </ul>	<ul style="list-style-type: none"> <li>• Develop superior village products as tourist attractions.</li> <li>• Institutional strengthening of village tourisms.</li> <li>• Involvement of all walks of life.</li> <li>• Low public awareness.</li> <li>• Marketing of village tourisms that have not been integrated.</li> <li>• Digital marketing</li> </ul>	Not entirely run as expected
<i>Government</i>	<ul style="list-style-type: none"> <li>• Pottery craftsman training.</li> <li>• Travel scout training.</li> <li>• Craftsman apprenticeship program.</li> </ul>	<ul style="list-style-type: none"> <li>• Create regulations, specifically the legality of the formation of Sitiwinangun Village tourism.</li> <li>• There is assistance related to tourism support infrastructure.</li> <li>• Assistance with the application of Sapta Bahari.</li> </ul>	Not entirely run as expected
<i>Media</i>	<ul style="list-style-type: none"> <li>• Publication of activities at each event.</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion</li> </ul>	Suitable

- *Planning Phase*

The involvement of academics in the planning stage is 1) potential analysis where academics' role at this stage is through research and observation. Parameters The parameters used to determine the degree of community participation in the planning stage are involved in problem identification, goal formulation, and decision making related to developing a village tourism. 2). Development map development. At this stage is the preparation and development of a development map planning document (masterplan) involving local government 3). Strengthening ideas and concepts and preparing human resources to realize ideas. The involvement of Penta helix business elements in the planning process is to formulate some plans related to the potential of the village resulting from the master plan that has been made by Penta helix academics and the government. Community involvement in the planning process aims to find a meeting point between the desires of various Penta helix elements (academics, business, and government) wherein the unification of community perceptions with stakeholders seeks to ensure that each Penta helix component can be represented. Government elements' involvement as part of the Penta helix element can be said as a driving actor to initiate ideas and applications rather than the goals and programs of village tourism development. In the planning process made by the government, it should be related to the work plan of the regional and central government as well as coordination between government institutions, whereas the involvement of Penta helix media elements in the planning process includes the process of preparing a scheduling plan that shows the time and space of the promotion to be carried out to achieve marketing objectives. Media planning consists of the coordination and formulation of marketing, advertising, and media strategy strategies. A comprehensive marketing strategy consists of identifying markets and targets. Advertising strategies include budget and messaging; Media strategies include audience selection, media specifications, and selected media categories.

- *Implementation Phase*

In the implementation process to realize the concepts and ideas of village tourisms, the role and elements of Penta helix, such as academics, are needed to make tourism resources superior. They have the skills to manage village tourisms. On the other hand, business elements' involvement through partnerships and synergic cooperation between Pentahelix stakeholders is carried out to realize the program. In this case, the collaboration and collaboration pattern



between the government and business helix is needed to support a tasty and healthy business climate through the realization of regulations. Community involvement at the implementation stage is also required as a form of tourism-aware community to serve tourists with a friendly attitude. It aims so that community involvement can maintain the assets of village tourisms. The packaging of advertising and marketing concepts carried out by Penta helix media elements seeks to maximize the process of introducing tourist village objects as destinations.

- *Evaluation Phase*

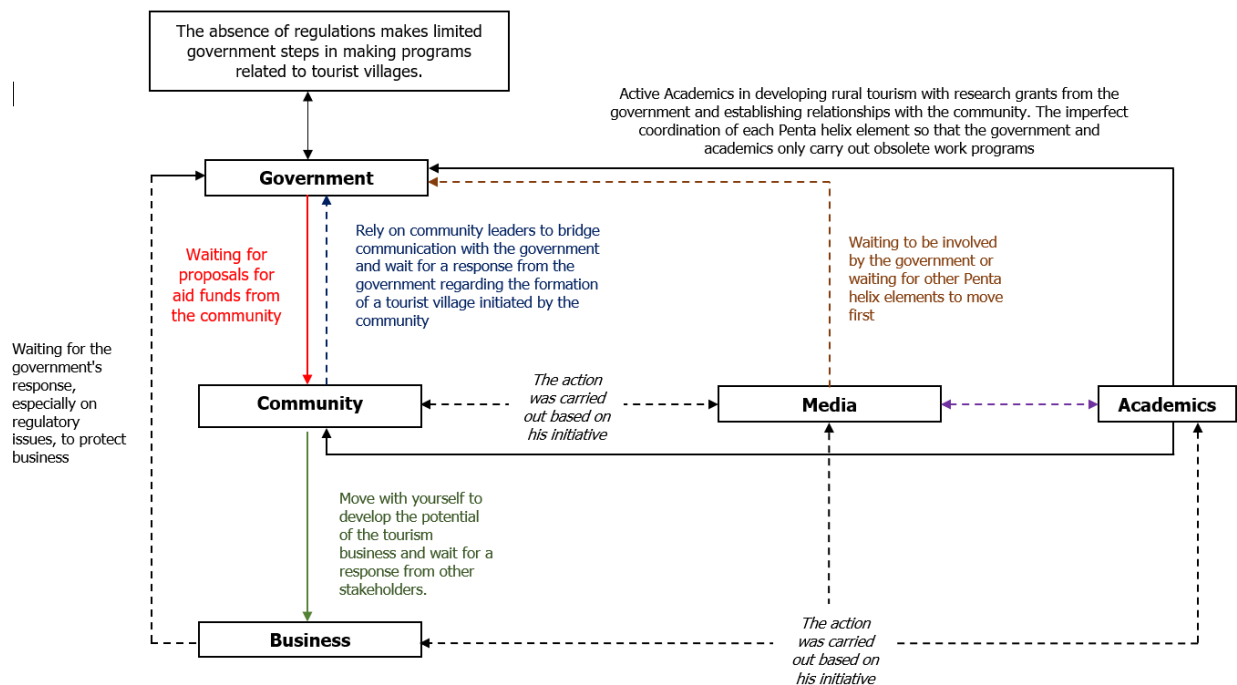
Evaluations are conducted periodically and consistently to get input to improve the implementation of additional programs. The importance of evaluating and supervising tourism activities to achieve the goal of developing a sustainable village tourism. This evaluation is carried out by all stakeholder components, bearing in mind that this evaluation is a development point for implementing a village tourism. Appraisals can be conducted regularly, at least three months, to synergize the program with the village tourism community's needs.

*Penta helix Actors Communication*

Collaboration between the government and business actors in developing rural tourism in Sitiwinangun is two-way coordination. Thus, it can be concluded that there is excellent cooperation between the two departments. However, between the community and corporate actors, media, marketing, corporate and government, and government and media, there are several ineffective communication lines. Cooperation between the government and academia ran smoothly, as both departments were involved in preparing and implementing the plan. Simultaneously, due to the absence of government regulations related to rural tourism development, the communication network between the government and business entities has become inactive, so corporations do not want to take action.

On the other hand, there is a similar situation: inactive communication relations between the government and the media. Finally, no two-way, open-ended communication between business and the media will be created. Limited human resources have affected the relationship between stakeholders. This conceptual paradigm sometimes conflicts with plans and policies, so that the trend is to repeat the work and planning of the past. Then what happens is that all Penta helix

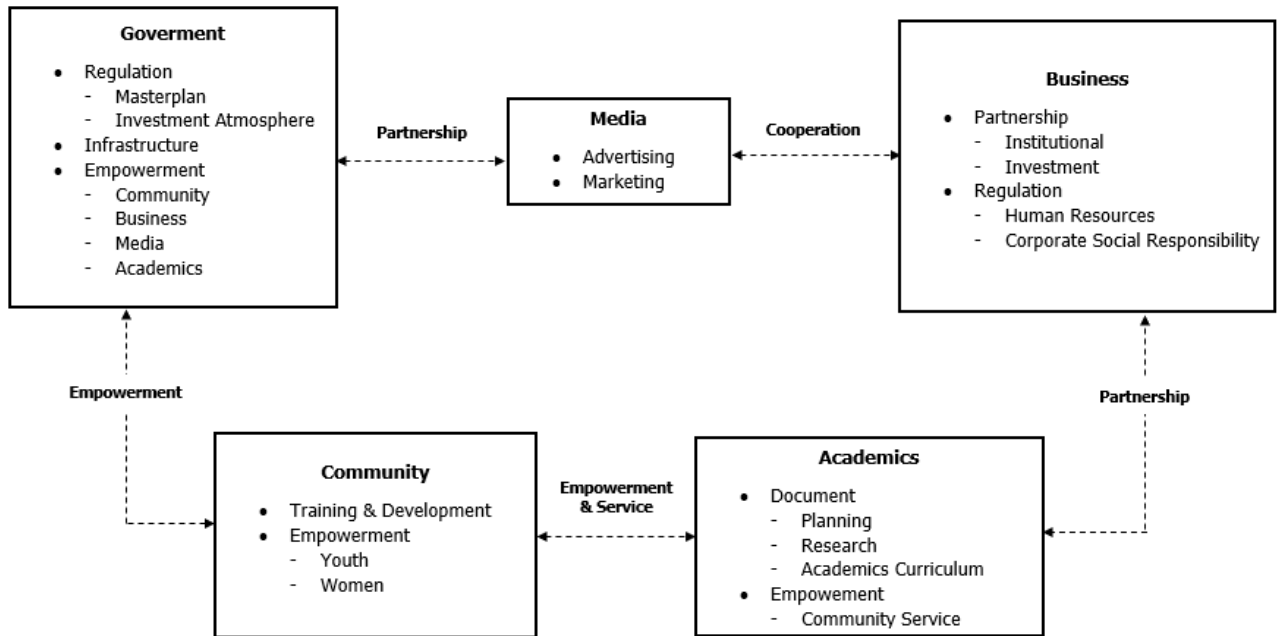
components are waiting for each other, and there is no incentive to start implementing the work program that has been made (Figure 1).



**Figure 1. Factors affecting communication between Penta helix actors**

### Discussion

Pentahelix stakeholder participation (Academics, Business, Society, Government, and Media) in the development of tourist villages is per the stakeholder's influence and interests. However, the role carried out is not yet right in the development of the tourist village. This is due to the absence of a village tourism development masterplan. More than that, each helix has a partial role and has not integrated cooperation with other stakeholders. The communication that exists between the government and synergy academics in developing the village tourism of Sitiwinangun is a two-way communication pattern. So, it can be concluded that there is excellent and cooperation between the two sectors. However, some things are not in line or miss-communication between the community helix and business, media, marketing, business, government, and government and media.



**Figure 2. Model of Penta helix Development for the Tourism Sector**

Cooperation between the government and academia ran smoothly, as both departments were involved in preparing and implementing the plan. Although the government does not have regulations related to rural tourism development and the communication network between the government and companies is inactive. The corporate sector is unwilling to take any action without being bound by laws protecting commercial activities; therefore, as shown in Figure 2 describes the ideal application of Pentahelix for the development of a tourist village. The government's role includes regulations on master plans and investment regulations in society, infrastructure and empowerment, business, media, and academia. The government can interact with the media in creating an integrated advertising and marketing system. Build partnerships. Among the media, it is hoped that the government and business entities will establish institutional cooperation through laws and regulations conducive to capital development and investment in the business world and regulate human resources as rural tourism assets. Academics, business, and society are collaborative partnerships. Their duties include planning documents through research that is beneficial to the business world and conducting research in community service and empowerment. The concept of strengthening cooperation in tourism development is evidenced by project learning to achieve common goals oriented towards

sustainability. Development performance requires indicators that show stakeholder participation so as not to overlap. Synergized interpersonal communication is essential to realize sustainable tourism development.

## CONCLUSION

This study provides an overview for academics, especially in communication, public policy, and management in general, about the urgency and synergy of the implications of system theory for the development of communication development. Other than that, the system theory universally visualizes that the interrelationships between stakeholders (Academics, Business, Society, Government, Media) have an equal position and mutually play a vital role. By definition, system theory refers to the assignment of tasks proportionally. For the development of communication science, this study's results provide a complete picture of the impact of systemic communication patterns to produce ideal and relevant action implementation. Furthermore, this study also uses the theory of participation as a point of view to glue each stakeholder's involvement (Academics, Business, Society, Government, Media) as an intricate part to realize the ideal Penta helix concept.

Concerning the system theory and participation theory point of view outlined in this study provides a real picture for policymakers (the Government) regarding the importance of regulations that protect most other stakeholders (Academics, Business, Society, Media) from creating a tourism industry climate in this case village tourisms that generate profits are also worth innovation and have material and non-material impacts that can be enjoyed by all existing Penta helix components on an ongoing basis. It can be said that the driving wheel of Penta helix activity should start from how the role of the government to realize the village tourism becomes real. Besides, this study's results provide an overview and critical review of the urgency of active communication patterns that gather all aspirations and desires for stakeholders. It is intended that what is programmed into the realization of a village tourism becomes comprehensive.

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### Appendix 1. Variable Measurement and Instruments

Actors	Role	Program	Indicators of stakeholder involvement in destination development			
			Plan	Doing	Evaluation	Enjoy the results
Academics	Conceptor	Research and development	There is planning in research listed in the work plan of the institution.	Research carried out in tourist destinations or areas with the community as objects and subjects of study.	Feedback from the community regarding research	The existence of publications and patents of the objective of the research
		Community Development	Assistance in developing tourism development plans	Make and compile village tourism development plans.	There is feedback from the community in the form of suggestions, program changes to the work plan at or after the program.	Collaboration with continuously in the field of community development
		Capacity building	Capacity building program planning in the form of activity proposals or agency work plans Assistance in developing tourism development plans	increasing community capacity in realizing tourist destinations in the way of skills training, human resources, or product quality improvement	Feedback from the community in the form of suggestions, input, and criticism.	Skilled human resources and new knowledge in tourism management
Business	User	Business partnership	Joint arrangement of the cooperation program	Establish business partnerships	Periodic updates on cooperation contracts	There are benefits in the form of material for the collaboration.
		Code of Ethics	The existence of a CSR program	Distribution of CSR funds for community empowerment	Supervision and reporting	CSR program channeled
Community	Accelerator	Development of tourist attractions	Develop a regional destination development plan with a potential analysis	Community participation in managing tourist destinations	Monthly, quarterly, semester, or annual meetings to develop tourist destinations	Increased welfare in the form of increased household income
		Community Development	Involvement of all members of the community/gender equality in realizing tourist destinations	Every member of the community has a role in tourism development.	Periodic work meetings and management structure changes	A sense of pride
		Ethical Protector	Include cultural preservation programs in the realization of tourist destinations	Tourism program with local culture in the attractions and amenities of community destinations/institutions	Supervision of cultural assets	Maintained cultural heritage
		Small-scale business and inclusive tourism	Design a type of small business with a local identity	Low business products	Improvement and improvement of people's business programs	Economic benefits
Government	Regulator	Regulation	Community empowerment	The empowerment program	Accountability report	Implementation of

Actors	Role	Program	Indicators of stakeholder involvement in destination development			
			Plan	Doing	Evaluation	Enjoy the results
			programs in tourism development are included in the laws / regional regulations.	is carried out under the work plan.	and evaluation of the results of program implementation	development programs
		A stimulus and incentive package	Fund stimulus program for infrastructure development and human resource development	Providing financial assistance for infrastructure and increasing soft skills	Recording, monitoring, and reporting activities	Implementation of development programs
		Infrastructure	The infrastructure development program is on the agenda.	Development of infrastructure to support tourist destinations	Supervision and reporting	Implementation of development programs
Media	catalyst	Paid media	Program planning and collaboration with the community in community development	Publication through the media in every community activity event	There is feedback from the city and the media manager of the program being carried out.	Village tourism publications and increasing media popularity
		Promotion and Reputation	Joint compilation of promotional programs	News based on facts and balanced	Feedback from the community	Development of tourism by the media

Source: Authors, 2019.