

**UNIVERSITI TEKNOLOGI MARA**

**DEVELOPMENT OF AGAM  
REGENCY COMMUNITY-BASED  
TOURISM (CBT): A *PENTA HELIX*  
MULTI-STAKEHOLDERS  
PERSPECTIVES**

**HENDRI AZWAR**

Thesis submitted in fulfilment  
of the requirements for the degree of  
**Doctor of Philosophy**  
**(Hotel and Tourism Management)**

**Faculty of Hotel and Tourism Management**

**January 2024**

## Abstract

Realizing the benefits of the tourism sector on economic growth, job generation and poverty eradication, including the local community, the Indonesian government increasingly encourage the local community participation in developing the tourism attractions and managing a sustainable business through tourism multi- stakeholders' collaboration. The *Penta Helix* multi- stakeholder collaboration model comprises of the local government, academic, business, media and community were introduced by the Indonesian government in supporting the development of the local tourism and Community-Based Tourism (CBT) program to increase economic growth in the provinces and regencies. Given the prospects of tourism in *Agam*, one of regencies in West Sumatra with substantial valuable resources, it is crucial to understand the development CBT with the *Penta Helix* model. This qualitative study explores the *Agam* Regency perspective and CBT future development by utilizing the *Penta Helix* multi-stakeholder's management framework. Specifically, it looks on the perception, key stakeholders' involvement, local community's involvement, and future strategies on the CBT development. In obtaining insights into the matters investigated, five *Penta Helix* elements and its associates (Government, Academics, Business, Community, and Media) were interviewed. Using NVivo software and through a narrative and thematic analysis all objectives and research questions were successfully accomplished. The study unearthed that tourism in *Agam* Regency has thrived, significantly boosting local and international revenue and fortifying the local economy. The *Penta Helix* multi-stakeholder synergy not only fosters innovation, regional development, and tourism but also encourages local community participation in the CBT program, although it has not reached optimal levels. However, existing *Penta Helix* roles are narrowly focused on individual tasks, lacking a cohesive and comprehensive approach to synergy, diminishing the effectiveness of proposed plans. The study observed persistently low local community participation in the CBT program, attributed to a lack of collective awareness, skills, and knowledge. Moreover, beyond the *Penta Helix* model, there is a notable absence of models addressing human resources related to the local community, local tourism destination development, and local tourism regulation. This absence perpetuates social injustice by unevenly distributing economic benefits, neglecting those less or highly associated with tourism. The insights derived from this qualitative research offer both academic and practical contributions, yielding diverse consequences for the *Penta Helix*, other relevant authorities, and the local community.

**Keywords:** *CBT Development, Key Stakeholder's Involvement, Local Community's Involvement, Penta Helix Collaboration*

## ACKNOWLEDGEMENTS

First and foremost, I thank you God for giving me blessings, strength and the perseverance to complete my study. This research would neither have been started, nor completed without the generous support from the Universitas Negeri Padang who awarded scholarship as well as allowing me to pursue doctoral studies at Universiti Teknologi MARA, Malaysia.

My sincere appreciation and thanks go to my supervisor Prof. Dr. Mohd Hafiz Mohd Hanfiah. Being a student of Prof. Dr. Hafiz for the past three years has been most instrumental in the progress of my doctoral study and he helped developing my professional interests and research skills. With his guidance, ungrudging generosity with time and resources I was able to complete this thesis of which I feel proud. He is both nurturing and demanding, a "bipolar" quality I will adopt in my academic career as a faculty member and advisor. Similarly, thanks are due to Datin, Dr. Arni Abdul Gani and Agustinus Bandur, Ph.D for their advice, comments and suggestions particularly at the initial stage of shaping and reporting this research.

I extend my gratitude to Prof. Dr. Mohd Salehuddin Mohd Zahari @ Pokleh for being patience in teaching and ever willing to share his expertise. Of all my courses, he was valuable to me, and the additional time that he gave in support was instrumental to the completion of this thesis, and this is greatly appreciated. Thanks to Prof. Ernawati, Ph.D and Prof. Asmar Yulastri, Ph.D, who never stopped providing support and advice for the smooth progression of my study. To my best friend Feri Ferdian, Ph.D., CHE, thank you infinitely, who is happy to provide input and support during my PhD journey. I further gratefully acknowledge the assistance of the *Agam* Regency Government as well as the Penta Helix members, who took part in this study as without them, this thesis could never have been completed.

To my parents, parents-in-law and immediate family, I record the gratitude for their influence in shaping my educational goals and for moral support. Finally, I deeply thank my beloved wife, dr. Elsa Zulina Putri for all her support, prayers, patience, love, and encouragement. Her dedication in nurturing and managing our little one (Mikhayla) has been integral to my PhD endeavour. Alhamdulillah...

# TABLE OF CONTENTS

	<b>Page</b>
<b>CONFIRMATION BY PANEL OF EXAMINERS</b>	<b>ii</b>
<b>AUTHOR'S DECLARATION</b>	<b>iii</b>
<b>ABSTRACT</b>	<b>iv</b>
<b>ACKNOWLEDGEMENT</b>	<b>v</b>
<b>TABLE OF CONTENTS</b>	<b>vi</b>
<b>LIST OF TABLES</b>	<b>xi</b>
<b>LIST OF FIGURES</b>	<b>xiii</b>
<b>LIST OF ABBREVIATIONS</b>	<b>xvi</b>
<b>CHAPTER 1 INTRODUCTION</b>	
1.1. Overview	1
1.1.1 About Indonesia	1
1.1.2 Indonesia Tourism Institutional Framework	3
1.1.3 Tourism Trends in Indonesia	6
1.1.4 Tourism in West Sumatra	8
1.1.5 Tourism in <i>Agam</i> Regency	10
1.2. Community-based Tourism and <i>Penta Helix</i> framework	15
1.3. Problem Statement	18
1.4. Research Objectives	24
1.5. Research Question	24
1.6. Significant of the study	25
1.5.1 Academic	25
1.5.2 Practical	26
1.7. Definitions of operational key terms	27
1.7.1. Tourism	27
1.7.2. Sustainable tourism	28
1.7.3. Community participation	28
1.7.4. Community-Based Tourism (CBT)	28
1.7.5. CBT development	28
1.7.6. <i>Penta Helix</i> model	29

# CHAPTER 1

## INTRODUCTION

### 1.1. Overview

The chapter begins with an introduction that describes the tourism industry in Indonesia, tourism development in general and tourism development in West Sumatra and *Agam* Regency as the contextual setting of the study. The following sections elaborate the research problems and provide reasons for selecting the research settings. Furthermore, this chapter elaborates on the research objectives, research questions, the study's significance, and definitions of operational key terms.

#### 1.1.1. About Indonesia

Indonesia, the largest archipelago in Southeast Asia, is strategically located between the Indian and Pacific Oceans (Riadi & Patmasari, 2018; Wirawan, 2022). With a vast land area of 1,904,569 square kilometers (735,358 square miles), it encompasses a staggering seventeen thousand islands, ranking 14th globally in terms of land area and 7th when considering both land and sea (Yudono et al., 2022). The population of Indonesia exceeds 277 million people, positioning it as the fourth most populous country on Earth (Worldometers, 2023). Indonesia boasts immense tropical forests and densely populated regions and serves as the world's lungs due to its exceptional biodiversity (Duadji et al., 2022). As a result, the country is renowned for its rich natural heritage, making it a critical global contributor to the preservation of various ecosystems and species.

Indonesia is renowned for its cultural diversity, boasting a remarkable array of ethnic groups. The country is home to approximately 1,340 distinct ethnic groups (Fortbild et al., 2023). Among these, the Javanese constitute the largest portion, accounting for around 40 percent of the population, followed by the Sundanese at 15.5 percent. Other significant ethnic groups include the Batak (3.58%), Madurese (3.03%), Minangkabau (2.73%), Betawi (2.88%), Malay (2.27%), Banten (1.97%), Banjar