Local Community Participation in Tourism in Siau Island, Sitaro District, North Sulawesi, Indonesia

Ramon Hurdawaty1*, Vanessa Mikha Elsa1 and Dewi Ayu Kusumaningrum1

1Department of Tourism, Sahid Polytechnic, Jakarta, Indonesia.

ABSTRACT

This research aims to determine the role played by local communities in developing tourism on the island of Siau and also to find out how the government moves local people in the tourism sector. The research method used is qualitative research with descriptive methods. The data collection technique used interviews with several informants to the local community, members of the Sitaro Nature Lovers Community (KOMPAS), the Chairperson of the DPC Sitaro Indonesian Tourism Association and to the government, namely the Head of the Tourism and Culture Office of Siau Regency, Tagulandang Biaro (Sitaro). From the results of the research, there is participation by local communities in tourism on Siau Island in the form of selling food near tourist objects, maintaining tourist objects and maintaining cleanliness. The local community is also involved in the development of tourism on Siau Island. The government's role in mobilizing local communities to help in the tourism sector is still not optimal because there are still tourist objects that have not been optimally managed.

Keywords: Participation; tourism development; community based tourism; Siau Island.
1. INTRODUCTION

The Indonesian government continues to strive to develop tourism in every region in Indonesia, specially the province of North Sulawesi. North Sulawesi Province consists of districts where each district has its own island called the Sitaro Islands Regency. Sitaro Islands Regency is an abbreviation of Siau Tagulandang Biaro with a capital named Ondong on the island of Siau. This area has potential in various sectors such as plantations and tourism. Making an area a tourist destination that requires good planning and monitoring of strategic factors, so that a good strategy in developing the tourism sector is to increase revenue from the Regional Original Revenue sector and can see the impact of the impact on the development of the regional tourism sector in the future. Below is a table of the size of the Sitaro islands.

Table 1. Wide range of areas in the Sitaro Islands

| Sub-district       | Wide (Km²) | %   |
|--------------------|------------|-----|
| Biaro              | 20.85      | 7.56|
| Tagulandang Selatan| 21.63      | 7.84|
| Tagulandang        | 55.53      | 20.12|
| Tagulandang Utara  | 17.92      | 6.49|
| Siau Barat Selatan| 15.10      | 5.47|
| Siau Timur Selatan | 24.06      | 8.72|
| Siau Barat         | 34.92      | 12.65|
| Siau Tengah        | 11.80      | 4.28|
| Siau Timur         | 55.94      | 20.27|
| Siau Barat Utara   | 18.20      | 6.60|

Source: BPS Kab. Kept. Siau Tagulandang Biaro [1]

Even though Siau Islands or Siau Island is a small island, it has several areas, namely South West Siau, South East Siau, West Siau, Central Siau, East Siau, North West Siau. Siau Island has considerable natural potential, with various tourist objects such as marine tourism, mountain tourism, historical lake tourism, cultural tourism, culinary tourism, and agro tourism.

The Community-based tourism is tourism whose people have an important and major role in tourism development. Community participation is a form of responsibility, awareness and concern for the importance of development to change and improve people’s lives.

Forms of local community participation in advancing areas of tourist attraction include being involved in the Pokdarwis community (Tourism Awareness Group). Pokdarwis itself is a community that must exist in every tourist attraction area. Pokdarwis can assist the government by providing input for tourism development in tourist attraction areas. However, on the island of Siau, there is no known Pokdarwis.

This study aims to: a) determine the role played by local communities in developing tourism in Siau Island; b) knowing how the government can mobilize local people in the tourism sector.

2. BRIEF REVIEW OF THE LITERATURE

2.1 Tourism

Pendit [2] defines tourism as a new type of industry that is capable of producing rapid economic growth in the provision of employment, increasing levels of living standards and stimulating other productivity sectors.

The whole tourism phenomenon carried out by the tourists, including various facilities and services provided by entrepreneurs, the community and the government, as well as related businesses in this field, be defined in terms of tourism. The interactions that occur holistically by the tourists who travel within the scope of tourism and are multidimensional and multidisciplinary in nature which appears as a form of the special needs (special interests) of a person or country which is defined as defined by the above description, represented symbolically with the definition of tourism [3].

According to The United Nations World Tourism Organization (UNWTO) [4], Tourism is a social, cultural and economic phenomenon which entails the movement of people to countries or places outside their usual environment for personal or business/professional purposes. These people are called visitors (which may be either tourists or excursionists; residents or non-residents) and tourism has to do with their activities, some of which imply tourism expenditure.

According to Yoeti [5], in tourism there are three core elements must be possessed, namely:

a. Accessibility

Included in this group are airports, ports, terminals, roads, bridges, telecommunications, or transportation, power plants and clean water supplies. All infrastructure makes it easy for tourists to
come to visit a tourist destination, without it is impossible for tourism to be developed as an industry.

b. Amenities

Namely all forms of facilities that provide services for tourists for all their needs while staying or visiting a tourist destination, such as hotels, restaurants, shopping centers, souvenir shops, banks and money changers.

For the development of community participation, it is necessary to have a basic understanding of the level of participation. According to Cohen and Uphoff quoted by Soetomo [9] dividing community participation in development into 4 levels, namely:

a. Participation in planning which is manifested by the participation of the community in meetings. The extent to which the community is involved in the process of formulating and determining development programs and the extent to which the community contributes ideas in the form of suggestions for development.

b. Participation in implementation with a tangible form of participation in the form: participation in the form of labor, participation in the form of money, participation in the form of assets.

c. Participation in the utilization of results, which is manifested in someone’s involvement in the utilization stage of a project after the project is completed. Community participation at this level is in the form of manpower and money to operate and maintain a project that has been built.

d. Participation in evaluation, which is manifested in the form of community participation in assessing and supervising development activities and their results. This assessment is carried out directly, for example by participating in monitoring and evaluating or indirectly, for example providing suggestions, criticisms or protests.

2.3 Community Based Tourism

Community Based Tourism (CBT) is normally regarded as a platform for local community to generate economic benefits through offering their products to tourists that range from the local communities, lifestyles, natural resources, and cultures. CBT is also characterized as a development programme which enhances the social and cultural benefits of local community through the social and cultural exchanges with tourists [10].
CBT is tourism owned and/or managed by communities, and intended to deliver wider community benefits [11]. CBT initiatives can take many different forms and shapes. Depending on the level of community participation, they range from community employment in businesses, a joint venture between a community or family and an outside business partner, to full ownership/management of the tourism operation [12].

The concept of participation according to Sherry R. Arnstein in her journal "a Ladder of Citizen Participation" suggests the steps of community participation in tourism development. There are 8 stages in total [13]:

a. Manipulation

In the context of the authorities or the government trying to distort and manipulate people's thinking either through official visits or spontaneous activities while spreading issues about the government's plans for the development plan of an area. The government tries in various ways to instill participation in tourism development at this stage the community has not shown active participation.

b. Therapy

At this step the community is stimulated to participate in various programs initiated by the government. The aim is to provide a level of certainty about the seriousness and commitment of the government to its programs that will soon be implemented. At this step, it shows that the role of the government is still dominant and the community is not at the level of participation.

c. Informing

After the public's awareness of the importance of their participation in the development programs offered by the government begins to increase, the next stage is to inform them of their rights, obligations and responsibilities, and the various options they can receive if they support tourism development. At this level, the government usually only recruits a few community members who are capable and understand the concept of development and can disseminate this information to the wider community.

d. Consultation

At this level the community has begun to show participation through consultation forums in presenting their opinions and views.

e. Placation

At this step, the level of community participation gets stronger even though it is still limited to awareness. The community already needs to be more involved and directly involved in tourism development. The community has begun to be more involved in various programs initiated by the government.

f. Partnership

This is the step when the community is able to negotiate with the government in making decisions. This means that people can no longer be trusted to make their own decisions and cooperate with the government. At this level the community begins to accept delegations.

g. Delegated power

After the partnership process is running well, the delegation of authority can be transferred from the government to the community. In many ways the community can make their own decisions for the benefit of tourism developer.

h. Citizen control

In the end all control and authority of educational authorities are handed over to the community.

3. MATERIALS AND METHODS

The method of this research is qualitative research with descriptive methods and the research design carried out is phenomenological research. Phenomenological research is a research design that comes from philosophy and psychology in which researchers describe the experience of human life about a certain phenomenon as described by the participants [14].
The author of this study used a purposive sampling technique. Purposive sampling technique is to determine the sample based on the consideration or purpose and value of the individual's use of the research. These individuals are sampled because the sample has a lot of necessary information. Purposive sampling technique is also known as judgment sampling or expert choice [15].

The sample criteria in this study are:

a. Head of the Department of Tourism and Culture of Sitaro Regency.
b. Members of the Siau Nature Lovers Community (KOMPAS).
c. Local people who live near the Lake Kapeta tourist area.
d. Local people who live in the area of the Lehi Beach Hot Spring Tourism Area.
e. Local people who sell on Mahoro Island.
f. Secretary of the Talawid village, South West Siau District.
g. The village head who lives near the Timbako coastal area.
h. Local people who manage the Bahari lodging.
i. Local people who live near the Lake Cinta tourist area.
j. Chairman of the DPC Indonesian Tourism Association at Sitaro.

The data collection procedure used is as follows:

a. Observation

This research directly to the field to observe the behavior and activities of individuals at the research location. In general, this observation is open-ended in which the researcher asks general questions to participants that allow participants to freely share their views. This observation procedure is used by the author to obtain data about the potential for tourism in Siau Island and community participation in developing tourism on Siau Island.

b. Interview

Researchers can interview participants face-to-face, interview them by telephone, or engage in group interviews of six to eight participants per group. This interview uses unstructured and open-ended questions designed to elicit views with the opinions of the participants. These interviews were addressed to the government of the Tourism Office on Siau Island as well as several local communities.

c. Documentation

The documentation process is carried out by looking for supporting data or secondary data in various literature such as books, documents, research papers and other reference material related to research. Related documents to obtain research results such as data on the profile of tourism on Siau Island and data on the increase in the number of visitors on Siau Island.

4. RESULTS AND DISCUSSION

4.1 The Main Elements of Tourism on the Island of Siau

4.1.1 Accessibility

The Siau Tagulandang Biaro Islands are one of 13 autonomous regions in North Sulawesi Province, consisting of islands stretching from south to north. This district has a land area of 275.95 km² and only has three large islands, namely Siau Island, Tagulandang Island and Biaro Island. Siau Island is the largest island while Tagulandang Island and Biaro Island are the smallest. To reach the Siau Islands it can be accessed via sea transportation using ferries and fast boats from the Port of Manado. This ship departs every day to Siau Island.

4.1.2 Amenities

According to data from BPS Kabupaten Sitaro [16], there are 12 accommodation facilities on the island, which are spread across various districts.

4.1.3 Attractions

Siau Islands Tagulandang Biaro (Sitaro) has a large potential for marine tourism because this archipelago has 8% land and 92% sea, so the marine tourism potential is the prima donna of the Siau Tagulandang Biaro (Sitaro) archipelago. The Siau Islands Tagulandang Biaro (Sitaro) has "7 Wonders of Sitaro" consisting of Mahoro Island, Makalehi Island, Karangetang Volcano, Kapeta Lake, the Statue of God Jesus Blessing, Space Volcano and Pasige Island, and Biaro...
Table 2. Data on the number of lodgings, rooms and beds in Siau Island

| Districts      | The name of Hotel / inn   | Number of rooms | Number of beds |
|----------------|----------------------------|-----------------|---------------|
| Tagulandang Selatan | Berkat Inn                 | 17              | 20            |
|                | Florensia Inn              | 6               | 9             |
|                | Claudy Inn                 | 9               | 10            |
|                | Anggrek Inn                | 7               | 7             |
|                | Platinum Inn               | 22              | 32            |
| Siau Barat     | Grenda Inn                 | 19              | 22            |
|                | Tasumaro Inn               | 8               | 9             |
|                | Agra Inn                   | 10              | 10            |
| Siau Timur     | Jakarta Hotel              | 23              | 31            |
|                | Welgi Inn                  | 18              | 22            |
|                | Bahari Inn                 | 14              | 17            |
|                | Little House Inn           | 23              | 23            |
| TOTAL          |                            | 12              | 92111         |

Source: BPS Kabupaten Sitaro, 2018

Apart from inn, Siau Island also has 36 restaurants spread across Tagulandang, West Siau and East Siau sub-districts [17].

Source: BPS Kabupaten Sitaro, 2018

Island. Here are some tourist attractions on the island of Siau:

1) Mahoro Island has beautiful white sand beaches and clear sea water, this island has no population, therefore many foreign tourists like to visit Mahoro Island. Mahoro Island is the concentration of the Siau Tagulandang Biaro Regency Tourism and Culture Office (Sitaro).

2) Makalehi Island is the outermost island in Siau Tagulandang Biaro (Sitaro). In the middle of Makalehi Island, there are attractions like Lake Cinta and Goa Skull.

3) Karangetang Volcano is the most active volcano in Indonesia, this volcano is a symbol of the island of Siau. This mountain is an attraction for tourists to climb this mountain, especially for foreign tourists.

4) Lake Kapeta plays an important role for biodiversity on Siau Island, containing rare and unique species such as Celepuk Siau and Tarsius.

5) Lord Jesus Blessing Statue This statue is located in Balirangeng village, South East Siau district. The position of this statue facing the sea, this statue is an attraction for religious tourism. And also this statue was made by the government of the Siau Islands, Tagulandang Biaro Regency (Sitaro).

6) Ruang Volcano and Pasige Island view of the Ruang volcano is right on Tagulandang Island. Space volcano is an active volcano. Next to this mountain is a small, uninhabited island, an object that shows an underwater view. On this island there are many fish and coral reefs.

7) Biaro Island has a long beach which is about 5 kilometers away. Has diving spots and locations with a diversity of fish, coral reefs and turtles.

4.2 Informant Profile

The informants of this research consisted of 10 informants, 1 informant namely the Head of the Tourism and Culture Office of Sitaro Regency, 8 informants namely the local people of Siau Island who live near the tourist attraction, and 1 informant namely the owner of the Bahari Lodge. So that there are 10 informants in this study, the following researchers describe each of the informants' profiles.

1) Eddy Salindeho, is the Head of the Sitaro Regency Tourism and Culture Office, 47 years old and his last education was at Sam Ratulangi University.

2) Buyung, is a member of the Siau Nature Lovers Community (KOMPAS), 34 years old, having his / her address at Ulu, Siau, North Sulawesi. His last education was S-1 at Sam Ratulangi University, majoring in law. Acting as a guide and divers.

3) Lewi Sasela, is an administrator of the Danau Kapeta organization, 56 years old, having her address at Talawid, Siau Barat Selatan. His job is to guard Lake Kapeta.
4) Nekland Adaong, is a local community who lives in the area of Lehi Beach Hot Springs Tourism Area, 45 years old, having his address at Lehi, West Siau.

5) Dalearden Salindeho, is a local community, in charge of selling food and maintaining cleanliness on Mahoro Island, 45 years old.

6) Ivana Lily Tuaidan, is the secretary of the Talawid village, South West Siau District. He is 40 years old, having his address at Talawid, and serves as the village secretary.

7) Piet Gandarian, is the Head of Mini Village, 45 years old, having his address at Siau Barat Utara. Serves as Head of Mini Village.

8) Mount Kalebos-character, is a local community of North Makalehi, 58 years old, having his / her address at Makalehi, West Siau.

9) Syanet Mohede, is the manager of Bahari inn, 43 years old, having his / her address at Ulu, Siau. Served as manager of the Bahari inn.

10) Dominik Derek, is the chairman of the DPC of the Indonesian Tourism Association at Sitaro, 42 years old, having his address at Ulu, Siau. Acting as a guide.

4.3 Participation of Local Communities and Government in Developing Tourism on the Island of Siau

From the observations and interviews of researchers with various informants, the form of local community participation in developing tourism on Siau Island can be explained as follows.

In Fig. 1, the participation of the local community in Lake Kapeta is selling food and also protecting the tourist attraction. In general, when tourists visit Lake Kapeta together with a guide, the guide will offer tourists to try foods such as fried bananas or fried sweet potatoes. If tourists want to try, the guide will ask to make fried bananas or fried sweet potatoes at the place where the food is sold.

The form of participation carried out by the community on Mahoro Island is the same as in Lake Kapeta, namely selling food. Mahoro Island is an island that is not inhabited. People who sell on Mahoro Island are local people who live near Mahoro Island. This food seller on Mahoro Island also provides tent rental, the price for a tent rental is Rp. 100,000 per tent. Another form of participation that is carried out is maintaining cleanliness on Mahoro Island.
The participation of local communities on Timbako Beach can be seen in Fig. 2, the participation carried out in the form of making the road down to hot water. Timbako Beach is a beach that has hot water mixed with sulfur and seawater. This hot water is hot water directly from Karangetang Volcano. Timbako Beach is still under construction so it has not been managed properly, the government plans to facilitate the beach. At this stage of development, the surrounding community has started to participate in its construction.

From the observations of researchers in the Blessing Lord Jesus Statue, it can be seen in Fig. 3. Local community participation in the form of guarding entrance tickets, admission is subject to an entrance price of Rp. 3000. The statue of God Jesus Blessing originally belonged to the community and then sold to the Regional Government (PEMDA) and finally, now it has become an asset of the Regional Government so that the Regional Original Income (PAD) goes to the Tourism Office. The obstacle that the researchers found in their observations there were no buildings for admission ticket guards, so that, there could be visitors who could directly enter and existing public facilities were not maintained. Tourists who come are seasonal, so admission ticket guards are only available on Saturdays or Sundays or national holidays.

The form of participation carried out by the Sitaro Indonesian Tourism Association can be seen in Fig. 4, this is a campaign program about caring for trash and cleaning the beach. This campaign program is conducted at SMK Talawid while beach cleaning is carried out at Talawid Beach. This Waste Care campaign program is carried out in schools from the SD-SMA / SMK level to provide counseling for them to care about waste. For the clean beach program, make small activities with children who live near the beach so that they care about garbage. This program is designed so that local people are involved in participating to care about waste.

Forms of local community participation are also in the form of promoting Siau Island from the internet or social media, namely blogs and Facebook. This is an effective way to promote through social media. The name of the blog page that is owned is exploresiau.blogspot.com and the name of the Facebook page is Visit Siau Island. Through social media, blogs and Facebook can open many networks for information from outside the region and outside the country.

Fig. 3. Blessing Lord Jesus Statue

Fig. 4. Campaign to care for garbage and clean beaches at Talawid beach and SMK talawid
From all the researchers' observations, it was found there were problems such as poorly maintained facilities, damaged roads, and some tourist objects on Siau Island where there was no entry fee so that in terms of income it was still lacking.

From the results of interviews obtained by researchers with informants regarding the impact of participation felt by the community, namely increasing public knowledge by being able to learn foreign languages. Another impact that is felt is in terms of income. Business opportunities in tourism that the community can do are turning their houses into homestays because lodging or hotels on Siau Island are still relatively few.

The results of interviews and observations of researchers regarding the government moving the community to participate in developing tourism on Siau Island are still lacking, such as in the Lehi Beach Hot Spring Tourism Area, no one keeps this object so that it becomes neglected and no one sells as well because tourists who come are seasonal. So that people think that it is not profitable if selling in these objects.

| No | Participation stages | Research results on community participation on the island of Siau | Comparison of research results with Arnstein's theory |
|----|----------------------|---------------------------------------------------------------|---------------------------------------------------|
| 1  | Manipulation         | There is still a lack of outreach activities with the community about tourism development. | There is no match between community participation and Arnstein's theory at the manipulation stage. |
| 2  | Therapy              | There are only a few places where the government invites people to join programs made by the government. The government also invites tourism actors on Siau Island to take part in tourism activities. | There is an agreement between community participation and Arnstein's theory at the Therapy stage, but it is not yet comprehensive. |
| 3  | Informing            | The government has started to inform the public about their rights, obligations and responsibilities to the people who live near tourist objects. | There is conformity of the informing stage with community participation on Siau Island. |
| 4  | Consultation         | The community has started to consult through the community to evaluate. | It has started to conform to the Consultation stage to the community through the existing communities on Siau Island. |
| 5  | Placation            | In the government program, several communities on Siau Island have started to participate in the form that they are involved in tourism development such as building tourist objects and protecting tourist objects. | There is conformity with the Placation stage with the results of the study community participation in Siau Island. |
| 6  | Partnership          | The existence of a community becomes a place for people to participate in tourism. The government and society have a balance in supporting tourism activities. | There is compatibility with the Partnership stage with community participation on Siau Island. |
| 7  | Delegated Power      | Several tourist objects on Siau Island, the government has handed over to the community or to the village government. So that they have started to make and take decisions in tourism development. | There is compatibility with the Delegated Power stage with community participation on Siau Island. |
| 8  | Citizen Control      | The community already has the authority to manage tourism on Siau Island. The government is still monitoring it. | The Citizen Control stage corresponds to community participation on Siau Island. |
The results of interviews and observations of researchers regarding local communities on Siau Island, namely the people on Siau Island have a very high social spirit and also have amicable behavior. Like having a habit of saying greetings such as good morning, good afternoon, good afternoon, and good night and also greetings with strangers.

The results of the researcher's observations regarding the tourism awareness group (POKDARWIS) in Siau Island, namely in the Siau Island area there were no tourism awareness groups but had existing communities and groups. According to them, the tourism awareness group is too formal if it is made from the community to the tourism awareness group, it changes the mindset to something more formal. Several nature lovers and diving communities are already active in tourism.

4.4 The Steps of the Siau Island Local Government in Mobilizing Local Communities to Assist in the Tourism Sector

The tourism potential of Siau Island is maritime potential because Siau Island Tagulandang Biaro (Sitaro) is an archipelago where 8% island and 92% is the sea.

The results of interviews with the Head of the Sitaro Regency Tourism and Culture Office, Mr. Eddy Salindeho, participated in the community's participation in developing tourism on Siau Island, namely becoming a guide and opening businesses that support tourism such as restaurants, resorts and homestays. The results of the researchers' observations show that the community has started to participate in opening a business that supports tourism, but there is still a shortage of selling souvenirs from Siau Island.

The steps of the Siau Island local government in mobilizing local communities to help in the tourism sector are by inviting the community to get involved together, explaining the economic impact, and also provide directions to guide the community. The government has started to mobilize local people to get involved in tourism activities, but the government is lacking in providing technical assistance or provision for participating in tourism activities. The tourism agency acknowledged that the tourism sector on the island of Siau had not yet had a major impact on the economy.

According to the Head of the Tourism Office, the form of cooperation between the Tourism Office and the community in terms of managing tourism places, namely asking landowners to provide technical guidance and also preparing the necessary facilities with standards in a tourist attraction. The problem that occurs is the difficulty in negotiating land prices with the community.

According to the Head of the Tourism Office, tourists who come to Siau Island are still not in too large a number so that people think the profits they will get are still not big.

5. CONCLUSION

Based on the results and discussion we can conclude that:

a. The participation of local communities in tourist objects is quite good because people have started to become aware of the tourism potential that is owned on Siau Island. Forms of local community participation in Siau Island tourism, namely the supervision of entrance tickets, maintaining tourist objects and their cleanliness, selling food, providing lodging, developing tourist objects, promoting tourism owned by Siau Island through social media. However, the community's efforts to sell souvenirs typical of Siau Island are still not moving, because people think that the number of tourists who come is not too many so they think the profit they will get is still not large.

b. The steps of the Siau Island local government in mobilizing local communities to assist in the tourism sector have been carried out but have not been optimal. From the results of research on several tourist objects, the government has not been optimized in moving the community because there are still tourist objects that have not been managed properly. The government is lacking in providing provision or technical guidance in assessment activities in tourism. The government in developing tourism only makes public facilities in a tourist attraction, but there are no steps to move the community to protect public places or facilities that have been made.
The main recommendation is:

a. The form of local community participation must be maximized so that it can provide good impacts and benefits for local communities because Siau Island has a good potential to be developed and known.

b. The government must encourage and provide more motivation to mobilize local communities in tourism development on Siau Island. Increase training activities or debriefing for local communities living near tourist objects on Siau Island.

CONSENT

As per international standard or university standard, participant’s written consent has been collected and preserved by the author(s).

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COMPETING INTERESTS

Authors have declared that no competing interests exist.

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