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COMMUNITY PARTICIPATION IN REGIONAL TOURISM DEVELOPMENT: A CASE STUDY IN NORTH HALMAHERA REGENCY - INDONESIA *

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Abstract. This study aims to describe the community participation in regional tourism development from the perspective of Arnstein's theory through ladder of participation in Pitu Beach as the top Tourist Destination of North Halmahera Regency, Indonesia. The primary data used in this study were obtained from the representatives of local government (district-subdistrict-village), youth organization, local entrepreneur community and stakeholders who involved in regional tourism development of North Halmahera. While the secondary data were obtained from the Public Works Office of North Halmahera Regency. The results show that community participation in regional tourism development showed the existence of the control society in tourism planning, implementing and evaluating the development program. Thus it could be proofed that community-based tourism approach had been successfully implemented in the context of North Halmahera, Indonesia.

Keywords: community participation; regional tourism development; North Halmahera Regency

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JEL Classifications: R58, Z32

1. Introduction

The tourism sector influenced economic development in Indonesia. The development of tourism sector in relation to regional economic growth could be seen from the increased income, employment and business opportunities (Dritasto & Anggraeni, 2013; Latiff & Imm, 2015; Subanti *et al.*, 2017; Sarmidi & Salleh, 2011; Kasimu *et al.*, 2012; Li *et al.*, 2013). Similarly, Darsini and Darsana (2014) pointed about the influence of tourist visit to the absorption of labor artshop business in the area of Nusa Dua, Indonesia. Pertiwi (2014) also showed that the number of tourist arrivals, tourist attraction fees, hotel and restaurant taxes have a significant effect on Local Own

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Revenue. Tourism was not only perceived on the economic aspect but on the environmental, social and cultural aspects (Arieta, 2010; Mohamad *et al.*, 2014). In the Structural Path Analysis (SPA) approach, the impact of changes in tourist spending affected the household income in Indonesia (Saptutyningasih, 2003). This suggested that the development of tourism sector in Indonesia, particularly at the province and district. It could affect the household income level, increased employment and business opportunities through community-based tourism.

A model of community-based tourism started since 1970 as a response to the negative impact of mass tourism development model in international level (Zapta *et al.*, 2011). The development of community-based tourism had a relationship with the small community of villagers and the conservation of the environment through the concept of ecotourism as well as managerial model. Community based tourism approach could be seen from the utilization of the village potential in the tourism sector. Susyanti (2014) showed that the utilization of the rural villages potential in tourism could be done by empowering communities as perpetrators of tourism in the village. On the other hand, Caroline (2006) showed that there was a participation of fishermen in the management of tourism.

The study about the development of tourism in the border region of eastern Indonesia especially on the implementation of community-based tourism in the context of rural communities in the coastal area were still limited as well as the impact itself. Further than that, study of public participation in the development of tourism could provide an overview of the social and cultural situation of the rural communities as well as the coastal regions of the eastern border of Indonesia. Furthermore, Sihasale (2013) explained the biodiversity in the coastal area of the city of Ambon as well as the consequences of coastal tourism development discussed about the consequences of the utilization of natural resources for tourism activities. In addition, Butarbutar and Soemarno (2013) also discussed the influence of tourist activity against plant diversity in Sulawesi. Both showed the social and cultural context from different community even though from the same part of the eastern region of Indonesia. This suggested that the study of the implementation of community-based tourism in the border region of eastern Indonesia needed to be done to examine the dynamics of coastal and rural communities in exploiting the potential of the village through the tourism.

Community-based tourism in the border region of eastern Indonesia were still on the early stages of development. Regional tourism development program still dominated by the role of local governments. Furthermore, economic development in the tourism particularly in Bunaken Island, North Sulawesi, were still dominated by a small and micro enterprise nautical tourism primary, secondary and tertiary such as rental diving equipment, catamaran boat rentals, homestays, souvenirs and food sellers, tour guide, and cottages, hotels, restaurants and boat owners (Friliyantini *et al.*, 2011). Even so, Knights (2009) showed that there was a strategy-based ecotourism development of the local economy that could be implemented to strengthen the economy in the countryside at the same time alleviated the poverty. This meant that a strategy for the implementation of community-based tourism approach could be implemented according to the context of border region of eastern Indonesia.

Community-based tourism development was a model of community participation. In the dynamics of participation, there was a difference of shape and degree of the community participation in accordance with the context of the social and cultural environment (Moyo & Tichaawa, 2017). According to Yuliane (2015), the form of public participation in Tegallalang slender stones was active participation based on the initiative to develop and manage tourism attraction. On the other hand, Muallisin (2007) suggested a form of community participation in tourism of Prawirotaman was the Village to support the program of community-based tourism development planning so that it became an international village. The community also participated by supporting the tourism businesses such as budget class hotels, cafes, art shops and money changers. In addition, the local community participated in the evaluation process to review the community who had not organized yet in tourism development program such as batik artisans and dance class. This indicated that the context of the social environment and culture affected the dynamics of community participation in tourism development (Pharino & Leawpenwong, 2015).

Implementation of community-based tourism approach in the border region of eastern Indonesia could be seen from the dynamics of tourism development of North Halmahera Regency. North Halmahera Regency located in the border area between Indonesia and the Philippines. Most of the rural areas of North Halmahera Regency were some coastal villages and a few of small islands. The potential of marine tourism became the potential of village economy that could be developed to increase the income and employment opportunities. One of the villages that successfully developed the tourism sector in North Halmahera is Pitu village. Pitu village was located in Central Tobelo Subdistrict, North Halmahera Regency. BUMDes "Pitu Marahai" known as local government enterprise. The local government of Pitu village utilized the tourism sector as a main product managed by BUMDes "Pitu Marahai". In addition, all facilities such as local restaurants, tourist vehicle parking area and other tourism facilities were available at the site. The development of Pitu Beach attractions was inseparable from the participation of the community in planning, implementing and evaluating the tourism program. In addition, the partnership formed between local government BUMDes "Pitu Marahai", youth organization "Karang Taruna" and local communities were able to create a safe and comfortable conditions for tourists according to the concept of seven charm (*sapta pesona*). This study aimed to describe the community participation in regional tourism development from the perspective of Arnstein's theory through ladder of participation in Pitu Beach as the top Tourist Destination of North Halmahera Regency, Indonesia.

2. Theoretical background and literature review

Arnstein (1969) stated that the community participation was identical with the citizen power. Community participation was stratified by the gradations of power that could be seen in the decision-making process, and the implementation until the evaluation stages. Furthermore, Cohen and Uphoff (1979) divided the participation into several stages: the decision-making phase, which was manifested by community participation in meetings. The decision-making phase in question was on planning and implementing a program. The next stage was the implementation stage, which was the most important stage in the development. The real form of participation at this stage was classified into three, in the form of thought contributions, material, and also action as the project members. Another stage was evaluation phase. It was considered important because the community participation at this stage was a feedback that could provide input for improving the implementation of the next project. The last stage was the stage of enjoying the results, which could be an indicator of the success from the community participation at the planning stage and implementing the project. In addition, the more position of the community as the subject of development the greater the project benefits were felt. It indicated the project was successful on the target. Meanwhile, the participation rate according to Arnstein (1969) consisted of eight levels such as manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control. On the other hand, the community participation illustrated how a redistribution of power between the activity providers and the group of beneficiaries occurs, as in table 1 below.

Table 1. Level of Community Participation by Arnstein (1969)

Number	Ladder of Participation	The Nature of Equality	Depth of Power Sharing
1	Manipulation	Game by Government	No participation
2	Theraphy	Just so that the People are not angry / socialization	
3	Informing	Just a one-way notification / socialization	Tokenism / just justification to look convincing
4	Consultation	Society heard, but not always used his advice	
5	Placation	Community suggestions are accepted but not always used or used	
6	Partnership	Reciprocity negotiated	Level of Power is in the Society
7	Delegated Power	Communities are given the power (part or all of the program)	
8	Citizen Control	Fully controlled by the society	

Source: Rosyida and Nasdian (2011)

The table showed that the level of community participation in development varies. At the participation level of manipulation and therapy, gave the picture of the conditions under the development that was fully regulated and implemented by the government or the conditions where the development was just done so that people were not angry. Furthermore, the level of notification, consultation and placation showed the conditions under the development that was a mere socialization, or community aspirations were heard but not always used, or accepted but not implemented. Meanwhile, the next levels of participation were partnership, delegation of power and control of society. There was mutual reciprocity between the government and the community, even the community was given the power of a part or the whole program and was fully controlled by the community. This was the level of participation that reflected power in society.

Research on participation in tourism development had been done before, but participation level analysis was still done in general. As shown by San (2016) that the participation level of the villagers in Kutuh Village to seven levels which were the level of manipulation (providing information and opportunities to participate in decision making or program execution), informative (quickly getting information about something that happened) (taking part in the formulation of the program implementation policies prior to consultation with the other stakeholders), interactive (directly involved in the program implementation), incentives (donating personnel and earning wages in the process of making facilities, cleaning and pandawa beach gathering), functional (local decision-making by the pandawa coastal team) and initiatives (the community undertakes clean-up activities on their own initiative without the encouragement of others).

Taking that into consideration, this study described the level of participation at each stage of development from the tourism planning, tourism implementation and enjoyment stages up to the evaluation stages. The idea derived from previous research about community participation in regional tourism development. Effective community engagement strategies required project managers to adopt trust-building strategies in projects early and an intimate understanding of community concerns and social structures (Teo & Loosemore, 2017; Leisher *et al.*, 2012; Partington & Totten, 2012). Thus, it could be known in tourism context, the level of participation in community based tourism practices of previous research still focus on tourism planning (Priskin, 2003; Reggers *et al.*, 2016; Idzak *et al.*, 2015; Bonzanigo *et al.*, 2016), development or implementation process (Stewart *et al.*, 2016; Abdillah, 2014) and evaluation stages (Zhuang *et al.*, 2014). This research described every level of community participation in tourism planning until evaluation stages and discussed with the previous research.

3. Methodology

This study used a qualitative approach with a case study strategy (Yin, 2003). North Halmahera has a very favorable geographical location, including: (1) being close to Morotai Island as the Ten Top Tourism Destination in Indonesia, (2) located in a border area of Indonesia and Philippine (3) having easy access in the form of Manado and Ternate which facilitates the transportation of goods from production centers to seaports and airports; and (4) having competitive advantages in the form of tourism destination with Ternate (Spices Island), Bunaken (Coral Reef), and Raja Ampat (Archipelago) as the Top Tourism Destination. Although it is necessary to pay attention to Regional Tourism Development Masterplan and North Halmahera Regency Regional Regulation Number 9 of 2012 concerning the existing tourism spatial planning. The types of data used in this study were primary and secondary data. The primary data was obtained from the representatives of local government (district-subdistrict-village), youth organization, local entrepreneur community and stakeholders who involved in regional tourism development of North Halmahera. While the secondary data were obtained from the Public Works Office of North Halmahera Regency. The determination of informants was based on the consideration that they experienced and were involved in regional tourism development process (tourism planning, implementation and evaluation of Pitu Beach Development as North Halmahera's top Tourism Destination). The collected data was then analyzed by descriptive analysis techniques.

4. Results and Discussion

4.1 Community Participation in Tourism Planning

Community participation in tourism planning process provided an opportunity to the public to convey ideas and expectations associated with the development of tourism so that the tourism development program implemented was able to answer the needs of the local communities (Madiun *et al.*, 2012; Dragouni *et al.*, 2016; Dragouni *et al.*, 2017; Wray, 2011). Tourism planning process discussed deliberations on the development plan called *Musrembang* in 2016. The government of Pitu village were mapping a business location for the local people. After doing the mapping, the government along with BUMDes "*Pitu Marahai*" announced it to the public and provided the opportunities to complete the requirement. The local community support the program and signed up accordance to the announcement. The community were able to determine the business type based on respective interests. The planning for tourism development related to security, order, cleanliness, tranquility, beauty, hospitality, memories. Councilor along with BUMDes "*Pitu Marahai*" coordinated with youth organization "*Karang Taruna*" and people who had registered as an entrepreneur to maintain security, prevent the occurrence of conflicts mainly due liquor. In addition, to maintain cleanliness, freshness and beauty on the attractions site, the local government were planning to employ a janitor and environmental officer transport garbage. With regard to creating an atmosphere that was cool, the local government were planning to build a village of shelter and plant a tree at the edge of the beach. Now, the efforts to establish a good relationship between the communities involved as employers around tourist attraction with tourists visiting the village, the government directed and reminded everyone to be friendly towards customers and established a good communication between the host and the visitors (Saputra & Nugroho, 2017).

In order to leave the good memories for the tourists, the local government with BUMDes "*Pitu Marahai*" heavily relied on the good communication between officers that operated the "*banana boat*" attraction for tourists. The operational settings of the banana boat attraction was set specifically discussed in the planning process, including ticket purchasing service settings use the supplied water rides. Travellers who wish to use the services of a banana boat attractions were able to register and purchase the tickets at the office. The clerk gave you a referral about the importance of safety for tourists in advance, after that the tourists guided to tighten the safety jacket as well as ensure that the jacket had been installed properly before the banana boat attraction began. In the early stages of the developing process, BUMDes sought to optimize the management site as well as the quality services system for the visitors or tourists. Based on the foregoing, it could be noted that the concept of tourism awareness and seven charm discussed in tourism planning stages. The opinions of local communities remained a consideration of decision-making in determining the direction of policies in the development of the tourist coast of Pitu. This was in contrast with the case of the development of tourism in Laos, Ethiopia, Rote and West Manggarai of Indonesia that indicated the dominance of the government in the planning phase to implementation so that the form of consultative participation, passive flow from above especially and implementation model policies using a top-down approach (Sangkyun *et al.*, 2014; Kedebe, 2016; Wright & Lewis, 2012; Jupir, 2013).

The local government, BUMDes "*Pitu Marahai*" along with the youth organization "*Karang Taruna*" and the local community collaborated to establish tourism policies to close the access from the outsider. BUMDes "*Pitu Marahai*" in the development process were able to empower the communities and increased the local economy rate against all the circumstances. This suggested an attempt to improve the entrepreneurial skill in strengthening the local economy and reflect community-based development (Nitikasetsoontorn, 2015). Community participation in the planning stages indicated that there was a power at the community level. It could be seen from the partnership in planning, delegation of powers to the community in order to make decisions in planning, as well as community control or freedom to convey the aspirations of plotting the direction of development in Pitu Beach as shown in table 2 below.

Table 2. Community Participation in Tourism Planning

Participation Level	The Nature of Equality	Depth of Power Sharing
Partnership	Reciprocity was negotiated: the existence of communication between the Government of the local government, BUMDes "Pitu Marahai", coral and local community Officers in providing ideas for the planning of the Coastal attractions of Pitu	Level of Power is in the Society
Delegated Power	The community was given the powers of (some or all of the program): the community was given the opportunity to convey the views of the direction of development related to the pricing of the product to be sold, then the decision to be implemented.	
Citizen Control	Fully controlled by the community: the community was given the opportunity to be responsible for the related idea of the direction of development of the Coastal attractions of Pitu	

Table 2 showed that at the planning stage, the level of power existed in the community. Meanwhile, there was a factor that supported to reach the level of participation which was the public trust to the actors of the local government and all the people who work in BUMDes "Pitu Marahai" because of the transparency and accountability. In addition, coordination or communication between the headman and the community established a harmonious relationship to create a cooperation or partnership with the youth organisation "Karang Taruna". Thus, it could be seen that the transparency and accountability, coordination and partnership as the important factors to increase the level of participation in the planning stage (Ruhanen, 2009; Mak *et al.*, 2017; Wisansing, 2008).

4.2 Community Participation in the Implementation Process

Community participation in the implementation of the program was in a form of public awareness in order to support the various development programs in tourism. Ziku (2015) indicated that the villagers of Komodo participated in tourism development project as workers such as infrastructure development, access development such as *paving block* road, drain the water to the village and sanitary facility. In addition, the society also participated in tourism development as a craftsman, being a tour guide in Loh Liang, managing homestay, as well as renting out boat for tourists to visit the beach around Komodo Island known as Red Beach. Komodo village community also collaborated with the government through the forestry police partner community as a conservation to maintain the forest and achieve environmental sustainability. On the other hand, Siswadi (2011) showed that the form of public participation in the effort to make Purogondo as tourism village, implemented the activities strengthening the capacity of the communities so that people were aware of, understand, care for and join a nature preservation. Now, Widiyanto, et al. (2008) showed a form of community participation in the program implementation of the tourism development in the village of Tirtoadi was to become entrepreneurs homestay, souvenir sellers chips and bolu kukus. This indicated that the public participation in the program implementation of the tourism development provided the benefits of economic, social and environmental (Nkemngu, 2014).

BUMDes "Pitu Marahai" managed with attention to "*sapta pesona*" (Seven charm) for tourists. *Sapta pesona* consist of: security, orderliness, cleanliness, tranquility, beauty, hospitality, memories. The security was a condition of attractions environment that gave a sense of calm, free from fear and anxiety. The specified order was the interesting environmental conditions that reflected the attitude of disciplined, organised and professional, so it could give the comfort for the tourists visited. The cleanliness was the environmental conditions that reflected the state of clean and healthy to give a sense of comfort for the tourists visited. The tranquility was the environmental conditions which caused a cool sight and shade and gave a feeling of comfort for the tourists

visited. The beauty was the condition of attractions environment that reflected the beauty of nature and profound impression against the tourists. The hospitality was the attitude of the community that reflected the familiar atmosphere, open and receive up to the tourists at home over his visit. The intended memories was the impression of the experience in the tourist attraction that pleased the tourists and left the beautiful memories to encourage tourists to visit again. Kovari and Zimanyi (2011) argued that the convenience and security became very important conditions in the tourism industry as well as having a large effect on the sustainability of tourism activity.

Local government along with BUMDes "*Pitu Marahai*" provided the location of business premises, while the physical building of the place of business became the personal responsibility of each entrepreneur. People who had built a restaurant business, groceries and entertainment business at the site had facilitated with the clean water and electricity. As a contribution to support the development processes, business owners had to pay for IDR 50.000 every month. Otherwise, public participation in tourism development provided opportunities for people to enjoy the results of tourism development. Huang and Fu (2015) showed that the government in developing the tourism sector were sharing the benefits with local communities so that people could feel the economic benefits of the tourism sector, especially for people living in historical and cultural heritage sites. On the other hand, Yusof *et al.*, (2012) indicated that villagers who were entrepreneurs as homestay entrepreneurs benefited from tourists thus changing the socio-economic order of rural communities. Nevertheless, Dewi *et al.*, (2013) showed that it was not always the people enjoyed the results of tourism development. In the context of the community in Jatiluwih Tabanan Bali, people did not enjoy optimal results due to the large-scale of business monopoly from foreign investors (foreign investors). Consequently, the benefits obtained were not evenly distributed.

Local communities derived the economic benefits but avoided the large-scale of business monopolies from foreign investors because the headman limited the access from other entrepreneurs in Pitu Beach tourist sites. This indicated that the development processes focused on improving the local economy based on the local community (Constanta, 2012). The entrepreneurship society at the site were enjoying the results of the development processes and could be measure by the economic, social, and environmental benefits. In the context of economic benefits, local entrepreneur gained the benefits from tourist expenditures between IDR 250.000 until IDR 300.000 per day in weekdays (Monday-Friday). For weekends or on public holidays, the local entrepreneur revenue increased at the range of IDR 500.000 costs up to IDR 700.000 per day. Saptutyingsih (2003) stated that the existence of tourist expenditures against the influence of the household income. This indicated the existence of a benefit from the development of the tourism sector towards household-based (Porter *et al.*, 2017).

On the other hand, the income from the house business were enough to make a live and financed the school tuition of the children. In the context of social benefits, set the direction of the products sold were able to create a good relationship between the entrepreneurs so that they could anticipate the problem of social jealousy or competition. Ekayani *et al.*, (2014) that the tourism sector in contributing to the economy of the community through the absorption of labour. Growing community effort were more labor was absorbed in the activity and in turn improved the economy of the community. Even so, the scale of the effort also affected a large or small labor absorption. As for the development of tourism, contribute to the economy of the community could be seen from tourist expenditure on tourist sites. The economic impacts need to be counted to see how big the benefits nature tourism for the economy of the community. If the public benefit for the fulfillment of the economics of tourism, then they joined to keep the sustainability of the natural resources for the sustainability of tourism (Lacmanovic & Bulatovic, 2014).

Environmental benefits as well as setting the direction of environmental hygiene which were able to create a beautiful environment and cool with the planting of flowers and trees in the coastal area of Pitu Beach site. In addition, each business owners were responsible for the cleanliness of their environment. This indicated the presence of social and cultural empowerment in waste management accordance with the local social and cultural

characteristics (Sasmita, 2018). It helped to reduce the volume of garbage, junk quality improvement, throw garbage in place, until the provision and waste separation (Wardi, 2011). Further, Arida (2008) showed that the consequences of the mass tourism development was the occurrence of environmental degradation in the various domains, such as dwindling public spaces on the beach, the destruction of the border river by the construction of the hotel or villa, scour excessive groundwater for the benefit of the tourism development. Therefore, coordination and partnership with stakeholders in the tourism sector became very essential especially with people living in the vicinity in order to pay attention to environmental conditions (Sihombing *et al.*, 2016).

The characteristic of the local bussiness were entertainment business and local food store. An effort to keep the environment clean and safety, the local community payed attention on the waste dissposal issues and kept the cleanness of the environment around the site, and also planting flowers, although officers had been prepared environmental hygiene activities in the morning and evening. This showed a strategy to anticipate environmental damage caused by domestic waste at the site. Concerns such as the findings of Laapo, et al. (2009) that environmental pollution due to tourist waste often occurs in coastal areas and islands. The main source of contamination came from the domestic waste in the form of detergents, garbage, plastics, pieces of wood and cans did not occur at Pitu Beach. Local government supported the program to establish bathroom facilities for tourists. Tourists who use tourism facilities voluntarily may contribute to improve the management of the site (Suwena & Arismayanti, 2017).

In front of the door, there was a box to provide the opportunity to the users of the facilities who with awareness to contribute in order to keep the cleanliness of the facilities available. Nonetheless, this indicated a change in traditional values due to the development of the commercialization and materialism in human relations, which was the logical consequence of tourism activity. Social relationships between people who were originally based on moral values turned into relationships based on economic value (Setyadi, 2007). Tourism could also construct a close interaction between tourism and community culture (Sasa *et al.*, 2017). This could be seen from the participation of the local community of Pitu Village in the development of tourism object which was done voluntarily in the form of community. This also could be seen from the construction project of leisure place which was done by the local community known as *Lingpel*. The local government provided the building materials along with wages and then offered them to complete the project. The offer was received and they started to complete. In addition, the participation of youth organization “*Karang Taruna*” could also be seen in supporting the infrastructure. The local government along with BUMDes “Pitu Marahai” established a good cooperation by providing land or business location owned by *Karang Taruna* in the site. *Karang Taruna* was given the opportunity to pour creative ideas such as mural activities to attract the tourists.

Youth participation could affect the resilience of the village economy. Rosida (2014) also pointed to the participation of youth in the development of the Nglanggeran ancient volcanoes ecotourism area, demonstrating the form of participation of ideas, the participation of personnel, the participation of property, the participation of skills and skills as well as the social participation provided in order to support the development of the ecotourism area. It affected the economic resilience of rural communities, social community, conservation of the natural environment, infrastructure development and youth development in Nglanggeran Village. Thus, youth could accelerate the process of regional development in the village. After the development of tourism object infrastructure had been done, the local government together with BUMDes set the tariff for the parking fee of the tourist vehicle for IDR 5.000,00. It increase BUMDes revenue in optimizing the management of the tourist object. Khalik (2014) showed that the factors that affected the comfort and safety were environmental factors, economic activity and access factors of tourism roads. On environmental factors, there were two aspects that have an effect on the inconvenience and insecurity of tourists, namely the management of parking areas and environmental hygiene. This indicated that the management of the parking area could not be ignored in maintaining the comfort of tourists when visiting Pitu Beach attractions (Magi, 2014).

The decision had been through the evaluation phase between local government and BUMDes "Pitu Marahai". This showed that the advantages of the development of tourism sector was not only felt by the people of local community but the local government and BUMDes "Pitu Marahai" itself. Community participation in the implementation stage indicated the level of participation was on the community. This could be seen from the partnership between the local government, BUMDes "Pitu Marahai" and youth organization "Karang Taruna" to develop Pitu Beach attractions. The development were through the program of revamping the facilities through mural activities, delegation of power to the community to build supporting facilities in the form of *gasebo*. Also, arranging the surrounding environment to remain beautiful, freedom in overseeing the Pitu Beach development program, as in Table 3 below.

Table 3. Community Participation in Implementation Process

Participation Level	The Nature of Equality	Depth of Power Sharing
Partnership	Reciprocity negotiated: The existence of cooperation between Pitu Village Government, BUMDes "Pitu Marahai", Karang Taruna and local communities in the program of reform and development of tourism facilities and efforts to implement the concept of conscious tourism and sapta charm	Level of Power is in the Society
Delegated Power	Communities are given the power (part or all of the program): the community is given the power to maintain security and comfort together by maintaining cleanliness or arranging the environment around the tourist object to remain beautiful, in accordance with the ability of each.	
Citizen Control	Fully controlled by society: the community is responsible for the implementation of the program as discussed in the planning.	

Table 3 showed that at the stage of implementation and enjoying results could be categorized at the level of community control. It could be seen from the collaboration between the local government, BUMDes "Pitu Marahai" and youth organization "Karang Taruna" in the program of improvement and development of tourism supporting infrastructure as well as efforts to implement the tourism awareness and charm sapta in Pitu Beach. On the other hand, there was a delegation of power, in which the community was given the power to maintain security and comfort together by maintaining the cleanliness or arranging the environment around the tourist attraction in order to remain beautiful in accordance with the ability of each (Trialfhianty, 2017). Factors that support community participation in the implementation stage and enjoyment the results were the economic benefits which were felt by the local community, namely the increase in income per capita and the household economy as well as the availability of employment as a hygiene worker and banana boat attraction officer (Chalid & Koesbandrijo, 2019). Thus, it could be seen that the perceived benefits of tourism object development became very important in the implementation stage and enjoyment the results of the tourism development program. Unlike the case of Rahadiani (2014), study which showed that the inhibiting factor of participation in the context of the people living around Beratan Lake of Tabanan Regency and Tamblingan Lake in Buleleng Regency was the lack of extension organized by the local government. This suggested that the different regional contexts produced different levels of participation (Fernandes *et al.*, 2017; Adeyemo & Bada, 2017; Amanda *et al.*, 2013).

4.3 Community Participation in the Evaluation Stage

Community participation in the evaluation process was needed in order to update the direction and policy of the local tourism development and to remain the relevant to the needs of the community and the condition of the local attractions (Okiono & Dokpesi, 2016; Musadad, 2018; Badita, 2013). Ratnaningsih (2015) showed that the evaluation form of the community tourism development program in Belimbing village was conducted as a form of responsibility for developing tourist attraction by maintaining what had been done such as tracking track, road

improvement to tourist attraction. Andini (2013) indicated that the community conducted monitoring and evaluating based on monitoring and supervision mechanisms as well as a further recommendation of agro-tourism development. One of the evaluation process was the improvement of infrastructure of agro-tourism activities such as homestay, access improvement, variety of games offered, quality improvement and environmental hygiene. In addition, Raharjana (2012) indicated that the community in Dieng through *Pokdarwis* evaluated human resources support program, tourism, local institutions, accessibility, supporting tourism facilities and the surrounding environment. This suggested that the results of the evaluation program may be used to renew the concept of incorrect development or no longer relevant to the needs of the community in relation to the local tourism (Rolfe, 2016).

Local government together with the BUMDes "*Pitu Marahai*" conducted an evaluation every Monday to discuss the problems and challenges in developing tourism objects. Similarly, parking fee was determined based on the type of tourist vehicle which was the evaluation result of tourism object development. The local government and BUMDes "*Pitu Marahai*" focused on improving and developing tourism to support the infrastructure by building tourists' leisure spots, planting trees and coloring tourism facilities (mural). In its development, the evaluation results became some consideration for the future development (Jiang, 2018). In addition, the matters discussed in the evaluation phase were related to the policy to prohibit the activity of bathing the pets at the location of the tourist attraction and the prohibition to dispose of waste in the waters of Pitu Beach. In the evaluation phase, the headman as the commissioner could make a sudden decision such as the program to overcome the problems arising from the sea water supply and damage to the abrasion retaining (*talud*) infrastructure at the location of the tourist attraction. Thus, any decisions and programs formulated in the development of Pitu Beach attractions solely to improve the economy of the local communities. This indicated that the evaluation of the programs conducted regularly by BUMDes "*Pitu Marahai*" to make the management of tourist attractions to be responsive and adaptive to various changes in the trend of tourism. Community participation in the evaluation phase also found the solutions to the problems also served as a platform for setting strategies for dealing with various challenges in future development (Lusticky & Musil, 2016). BUMDes "*Pitu Marahai*" and local communities participating in tourism development strived to maintain sustainability on the economic, socio-cultural and environmental aspects. Thus, community participation in the evaluation phase indicated that the level of power existed in the community. This could be seen from the partnership between the local government, BUMDes, youth organization and the local communities in order to evaluate tourism development program. Also, the delegation of the power to the community in order to solve problems that hampered the development and provided the ideas related to the subsequent development program, and community control collectively formulated ideas and rationalization of priority programs in the future, as in table 4 below.

Table 4. Community Participation in the Evaluation Process

Participation Level	The Nature of Equality	Depth of Power Sharing
Partnership	Reciprocity negotiated: Existence of cooperation between Pitu Village Government, BUMDes "Pitu Marahai", Karang Taruna and community in evaluation of tourism development program Pitu Beach	Level of Power is in the Society
Delegated Power	Communities are empowered (part or all of the program): communities are given the power to solve problems that impede development and provide ideas related to subsequent development programs.	
Citizen Control	Fully controlled by society: society collectively formulates ideas and rationalizations of priority programs in the future	

Table 4 showed that the evaluation phase could be categorized at the level of community control. This could be seen from the collaboration between local government BUMDes "Pitu Marahai", youth organization "Karang Taruna" and the local community in the evaluation of tourism development programs. On the other hand, there was a delegation of power in which the community was given the power to solve problems that hampered development and provided ideas related to the subsequent development program collectively and determined the priority program for the development of Pitu Beach attractions. Meanwhile, the factors that support community participation in the evaluation phase were the positive responses from the community as well as the motivation to increase tourist visits through better development programs. Unlike the case with Guzzi (2006) which showed that the existence of supporting and inhibiting factors of community participation living in the area of Sentarum Lake especially the tribe of Melayu and Dayak Iban, which caused by information and culture competition. His research showed that the delivery of information related to the importance of maintaining the environment and stakeholders was able to establish the cooperation, whereas the culture of competition could hamper the cooperation because each stakeholder prioritized their respective interests. However, his research did not describe specifically at the evaluation stage. Meanwhile, in the context of Pitu village community, the supporting factor of participation in the evaluation phase was the community responses or local community perspective became very important in the evaluation stage of tourism development program.

Conclusions

The level of participation at all stages of the development showed the existence of the control society (citizen power). Thus, it could be noted that community-based tourism approach had been successfully implemented in the context of North Halmahera, Indonesia. This research showed that community participation in the planning, implementation until evaluation stages indicated that the level of participation was on the community. Meanwhile, the supporting factors of participation in the planning process were transparency, accountability, coordination and partnership. In the context of North Halmahera Regency, communication or coordination between the local government, BUMDes "Pitu Marahai", youth organization "Karang Taruna" and the local community was able to increase the participation level into citizen power according to Arnstein (1969). Our result suggest this case need to be considered seriously as pilot project for regional tourism development in North Halmahera Regency of Indonesia.

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