



## Social Capital in the Sustainable Development Tourism: A Case Study of Penyengat Island National Cultural Heritage Area

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ARTICLE INFORMATION	A B S T R A C T
Received: January 18, 2022 Revised: April 17, 2022 Available online: July 30, 2022	<p>Tourism is one of the industries with positive growth and the most dynamic that can make tourism a key sector to encourage economic growth, especially in providing jobs, increasing regional incomes and people's living standards, as well as encouraging the development of other sectors economically. Pulau Penyengat, which is the center of Malay civilization both in language and culture, with a million potentials, as well as characteristics and historical values that support local wisdom and have an important influence on regional economic, social and cultural growth, requires integrated, comprehensive and sustainable effort to become a leading sustainable urban tourism destination. This study aims to explore the role of social capital in supporting the realization of sustainable urban tourism in Pulau Penyengat. The important findings in this research are (1) bounding social capital is a type of social capital that forms and develops in sustainable tourism destinations on Pulau Penyengat; (2) strong ties in the community system are based on values, culture, customs, and kinship relationships; (3) the community is convinced that social capital is the key to success in developing sustainable tourism, although objectively there is a tendency for social capital to fade due to internal and external factors.</p>
<b>KEYWORDS</b> Bounding Social Capital, Networks, Norms, Social Capital, Sustainable Tourism, Trust	
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### INTRODUCTION

Tourism is one of the most dynamic industries with a positive growth (UNWTO, 2020), which is capable of making tourism a key sector in stimulating economic growth, particularly in providing job opportunities, increasing local revenue and the standard of living of the community, as well as encouraging the development of other sectors economically (Okharenia, 2017; Postelnicu, 2016; Mishakin et al., 2015). Indonesia which is inhabited by more than 300 ethnic groups speaking 742 distinct languages and dialects with all their expressions of cultures and traditions, is the largest cultural laboratory in the world (Kemenparekraf Nomor 12 Tahun 2020, 2020). The richness and the diversity of Indonesian customs and traditions create a unique and distinct identity for each region in Indonesia. These potentials can be developed into a tourist attraction and empowered to support the development of national tourism.

Penyengat Island located in Tanjungpinang City, Riau Island Province, is the center of Malay civilization both in language and cultural fields with a million charms and attractiveness, having historical traces related to the existence and glorious time of The Riau-Lingga Sultanate. The presence of Penyengat Island which has potential aspects, characteristics, and historical values bolstering local wisdom is strengthened by the determination of Penyengat as one of the historical sites and cultural heritages of Tanjungpinang City, based on the Tanjungpinang Mayor's Decree Number 278 the Year 2014 concerning the Establishment of Historic Sites and Cultural Heritages in Tanjungpinang City.

There are more than 50 cultural heritages located on Penyengat Island in the form of buildings, structures, and unique cultural landscapes, as well as intangible attributes such as local knowledge, performing arts, oral tradition, beliefs, community gathering, language, literature, traditional textiles, theatre, music and dance, customs (marriage and association), culinary, and other smallest cultural parts, which describe the specific cultures

and authentic historical evidence with outstanding values. The designation of Penyengat Island as a National Cultural Heritage Area based on the Decree of the Minister of Education and Culture Number 112/M/2018 concerning the Cultural Heritage of Penyengat Island as a National Cultural Heritage Area further strengthens the possibilities for Penyengat Island to be advanced as a culture both nationally and internationally. In addition, Penyengat Island was established as a part of the National Tourism Development Area according to Government Regulation Number 50 of 2011 concerning The Master Plan of National Tourism Development 2010 – 2025 and appointed by the Ministry of Tourism and Creative Economy to be one of leading tourism destinations and pilot project for the halal tourism industry in Riau Island Province.

The government of Tanjungpinang City had accomplished various efforts and composed several policies for increasing the capacity of Penyengat as a cultural tourist attraction with Malay characteristics on Riau Island. One of them is the designation Penyengat qua the city's strategic area, a cultural heritage site, a protected area, a cultural/historical/religious tourist destination, and the local feeder port, which is regulated by Local Regulation of Tanjungpinang City Number 10 the Year 2014 on Tanjungpinang City Spatial Planning for 2014 – 2034. Previously, by the Mayor Decree Number the 23 the Year 2013, Penyengat Island also has been designated as the Local Leading Tourism Destination. These stipulations indicate that Penyengat has potential tourism resources and a significant impact on the development of the economy, as well as social and local culture.

An integrated, comprehensive, and sustainable approach is required to enhance Penyengat Island to become a leading tourist destination in Tanjungpinang City. It is undeniable that Penyengat Island had obtained adequate assistance in tourism development for its potential including historical values and its strategic location bordering Singapore and Malaysia as an

international tourism hub, and adjacent to Batam as a domestic tourism hub. The environmental structuring program supporting the enhancement of Penyengat Island's historical and cultural heritage tourism is a part of the latest development program conducted by the Government of Tanjungpinang City collaborated with the Provincial Government, the Ministry of Public Works and Housing, and other related stakeholders.

Nevertheless, those outstanding strengths were not equipped with local community awareness, concern, and understanding in particular the youth appreciation of tangible and intangible values. Cultural heritage on Penyengat Island is not culturally tied to some local people since the important values of cultural richness were not communicated to the community. The expressions of culture in the daily life of local people have gradually been eroded by time. The young generation is divided into certain groups resulting in the perplexity of historical footprints that can hinder the preservation of intangible heritage. Furthermore, tourism development activities oftentimes did not involve local people, thus raising the assumption that the community was not included as a stakeholder for tourism and then became a group that is marginalized from the development and business opportunities in the tourism sector.

Considering those cultural heritage values and the issues of tourism development, it is necessary to apply the sustainable tourism concept on Penyengat Island, in which cultural preservation and strengthening of local people are crucial aspects of the tourism concept (UN World Tourism Organization/UNWTO). [Bodosca & Diaconescu \(2015\)](#) stressed that sustainable tourism development is one of the essential agendas in the tourism field, including urban tourism. Urban tourism development must be oriented towards sustainable urban development that can enhance community quality of life without causing negative impacts on the economy, society, culture, and urban environment ([Rezazadeh et al., 2016](#)).

Various literature explained that social capital has relevance in realizing sustainable tourism. Social capital is the result of social structure such as trust, norms, and networks that have been integrated into people's lives both social and economic. A social organization will be robust if it is supported by the strength of social capital owned by its members. Furthermore, the results of a study conducted by [Sunkar et al. \(2015\)](#) demonstrated that communities with increased social capital have a wider potential to encourage the development of sustainable tourism through community empowerment. In addition, the outcome of this research is reinforced by a study implemented by [Rezazadeh et al. \(2016\)](#) which confirmed that social capital has a significant role in both tourism development and sustainability, urban tourism in particular. It means that social capital in the framework of sustainable development is an asset capable of creating, maintaining, and increasing prosperity for the young generation, both economic, social, cultural, and environmental wealth and resources. Research conducted by [Noventari & Pratama \(2019\)](#) also showed that social capital is the main driver of urban tourism development. It is indicated that tourism destinations can be advanced by approaching collaborative governance through enhancing community social capital sustainably. Social capital plays a significant role as the main pillar of the tourism industry that can attract more tourists as concluded in the study of [Dewantara et al. \(2019\)](#), which also described four major dimensions of social capital such as social

network, community involvement, personal relationship, and cooperative norms.

According to [Putnam \(1993\)](#), social capital is defined as a value of mutual trust between inhabitants and the community towards their leaders. Social capital designated as networks and relationships is built on trust and reciprocal connection that links individuals in a community, as well as connects a community to other people and places ([Emery & Flora, 2006](#); [Fey et al., 2006](#)). Social capital has significantly emerged as the main mechanism that encourages the local community to participate in tourism development ([Kusuma & Darwanto, 2015](#)). Additionally, modal social can also be mentioned as a tool to develop tourism ([Hwang & Stewart, 2017](#)). The social capital approach could be used to comprehend and explain the motivation of community behavior in developing tourism ([Noventari & Pratama, 2019](#)). By way of social capital, individuals in the community will be motivated to build tourism, overcome the challenges and obstacles of local tourism, as well as entice tourists. Continuous strengthening of social capital will escalate motivation and encourage the community's skills and abilities to utilize the opportunities for tourism development. The tourism sector must be structured based on tourism development strategies securing the realization of sustainable development that prioritizes the community's social capital to prevent the tourism development from changing and shifting the norms as well as cultures and customs applied in the local community, aiming to bequeath the ancestral cultural values and beliefs for the young generation.

Considering the background facts, this study seeks to explore in-depth the role of social capital in supporting the realization of sustainable urban tourism on Penyengat Island, located in Tanjungpinang City, Riau Islands Province. The topic of historical and cultural tourism development is interesting and important to be discussed because thus far, even though the cultural heritage area of Penyengat is included in the strategic tourism development zone of Tanjungpinang City and Riau Islands Province, the local people however have low social capital.

## METHOD

The research method applied in this study is the qualitative descriptive approach, that is, a research technique based on post-positivist philosophy used to examine the condition of natural objects with the researcher as the main instrument for data collection ([Sugiyono, 2016](#)). Data and information are detailed in two categories namely primary data and secondary data. Gathering primary data was conducted by in-depth interviewing of selected key informants through purposive sampling and snowball sampling. The selected informants are the representative of local people living on Penyengat Island, the Tourism Awareness Group (Pokdarwis), and other related stakeholders. While secondary data was obtained through literature study from books, journals, reports, statistical data, as well as policy and regulation documents related to the research topic. The data is then analyzed using Miles and Huberman's method in [Sugiyono \(2015\)](#), describing the interactive analysis with three elements, data reduction, data presentation, and conclusion drawing.

This study started with the identification of stakeholders involved in the process of developing sustainable tourism on Penyengat Island. The second stage is to collect existing documents both official documents and other documents related

to Penyengat Island, sustainable tourism, and social capital. In the third stage, conducted an in-depth interview with related stakeholders who comprehend and are directly involved in Penyengat tourism development. And the final phase of the research process is to draw conclusions based on the analysis of the result.

## RESULTS AND DISCUSSION

Derived from results and data analysis, it is indicated that social capital has an important role in developing sustainable tourism on Penyengat Island. This social capital is still growing in the local community. Penyengat people believed that social capital is the key to the success of sustainable tourism development, even though in objective conditions there is a tendency of declining social capital due to internal and external factors. The types of social capital formed and grown in the cultural heritage area of Penyengat Island are categorized as Bounding Social Capital, referring to the high interdependence of norms, values, and measures within a community system that contributes to social cohesion and community identity, by values, culture, customs, and kinship relationship (Bakker et al., 2019).

There are four aspects of social capital discussed assumed from tourism condition, people's lives, and behavior on Penyengat Island, as follows:

### *Trust*

Trust is an essential component in social relations that binds the interacting parties in the belief that the parties will support each other and not disserve themselves and the group (Putnam, 1995). Mutual trust in a community will generate more expectations in solving environmental issues. trust transpiring in sustainable tourism development in Penyengat Island is described in two contexts of social relations, namely social horizontal relationship (refers to the relationship between society or interaction between community) and social vertical relationship (refers to the relationship between government and society). The level of public trust in government is determined by the activeness of local government in expanding the cultural heritage assets in Penyengat. The results revealed the pivotal of local community opportunities as key actors in participating to enhance the sustainable tourism of Penyengat Island. The local community of Penyengat is interested in being engaged in the development and conservation of the cultural heritage area if the local government is capable of providing suitable circumstances and opportunities to participate, with an open process between stakeholders involved in tourism development. Therefore, to achieve the agenda of sustainable tourism, the local government must accommodate the community engagement through an appropriate platform such as a forum for local people to convey their ideas and opinions, and provide a proper network or channel to communicate. The local government policies ought to present possibilities for the community not only during the implementation process but also to be able to participate in any process that directly engages the public in decision-making and give full consideration to public input in making the decision. Pokdarwis in Penyengat Urban Village is one of the government's appropriate efforts in facilitating a community forum that is capable of encouraging local community participation in developing sustainable tourism and conserving the cultural heritage of Penyengat Island. This attempt will be able to create a positive relationship between stakeholders, including habits,

kinship relationships, cooperation, reputation, and interactions that are enacted simultaneously.

The existence of social trust between the Government of Tanjungpinang City and Pokdarwis of Penyengat Urban Village drives social collaboration for the common good. The confluence of Pokdarwis and related stakeholders is conducted regularly to discuss the community obstacles and to input feedback or ideas about the development of sustainable tourism in Penyengat. Emanated from the social collaboration, several tour packages have been produced on Penyengat Island, for instance, Sultan Riau Grand Mosque Tour, Historical Tour of Penyengat Island by auto-rickshaw or bicycle, Literature Tour, the Experience of Traditional Malay Costumes, Malay Culinary Experiences, Gurindam Experience, the Experience of Making Tanjak, and Cooking Class. Each tour package is accompanied by at least one member of Pokdarwis as an interpreter in charge of explaining the story or historical experiences and Malay culture on Penyengat Island.

In addition, several tourism assets and facilities, for example, auto-rickshaws and bicycles as a means of transportation for the Historical Tour of Penyengat Island provided by the government are managed independently by Pokdarwis. The empowerment of Pokdarwis aims to increase the local community's income. Pokdarwis of Penyengat Urban Village further contributes to the promotion of Penyengat tourism through using technology which can be perceived in the usage of social media platforms such as Facebook, Youtube, and Instagram.

To overcome the matter of tourist destination waste, Pokdarwis actively partakes in assisting the government to encourage the implementation of eco-friendly tourism by educating and practicing the principles of sustainable tourism to the local people. In recognition of the active participation of Pokdarwis in motivating tourism awareness of the local community and improving the tourism attractiveness of Penyengat Island, in 2017, Pokdarwis Penyengat Urban Village succeeded in winning 5th National Ranking in the Tourism Awareness Group Appreciation organized by the Ministry of Tourism for the category of Developing Pokdarwis.

Nevertheless, the level of community participation through the Pokdarwis platform cannot truly be defined as high-level participation according to Tosun (2006), which granted the community greater involvement in the decision-making process and control of the course of development. Although Pokdarwis members are offered opportunities to channel their ideas and thoughts regarding the operation and advancement of sustainable tourism on Penyengat Island, those ideas must be considered first by the Government of Tanjungpinang City and its final decision constantly rests on the government. Accomplishing the sustainable tourism development in Penyengat requires the government's policies that provide circumstances for the local community to partake at a higher level, as the local community is the main actor who is directly embroiled with the cultural heritage daily.

### *Sense of Belonging*

A sense of belonging is recognized as an important aspect of quality of life, encompassing a feeling of sensitivity to the needs of others. This feeling is characterized by strong emotions of commitment, responsibility, and closeness to fulfill similar needs, namely connections, friendship, and intimacy (Difrine Madara, 2019). In addition, a sense of belonging includes community endorsement, solidarity, unity, and cooperation with others.

Within a culture-based community such as Penyengat people, a sense of belonging involves perceiving community as a system of values, norms, and practices that are shared among a particular group of people. A sense of belonging in this type of community is simple to create due to similarities in people's beliefs and environmental, and socio-economic challenges (Halsall, 2014). It is largely dependent on the objectives of the community to satiate certain social needs.

The concept of home or place attachment and connection to an environment are the important parts of creating a sense of belonging. Place includes the physical aspects of space and consists of the social environment, as well as its historical heritage (Bennet, 2013). Penyengat Island is a small island in Tanjungpinang with a land area of 0,92 km and a population of 2.256 people. All the tangible and intangible heritage in Penyengat Island are Malay culture and historical values, and the majority of its residents are Malay tribe, thus, it is natural that the Penyengat community as a group of people feels a common sense of belonging or interpersonal connection with their island as a social infrastructure.

Language is capable of strengthening the sense of belonging. The utilization of the Malay language as the mother tongue of Penyengat people draws a clear boundary of Malay ethnicity and reinforces the belongingness of their cultural values.

Traditions are other arenas in which local people engage with common practices in Penyengat. Celebrating the Malay traditions could deepen the belongingness of the local community. The Government of Tanjungpinang City together with Pokdarwis designed various activities celebrating Malay traditions such as traditional dress experiences, historical tours, a tour of the mosque, a tour of the Engku Puteri burial complex, the literature tour, Malay cultural performances, craft experiences, Gurindam 12 experience, and cooking class. These experiences undoubtedly could intensify the community's sense of belonging to Penyengat heritage.

Community participation in maintaining and preserving tangible and intangible heritage is crucial for sustainable conservation and tourism development in the future (Nicholas et al., 2009; Esther H.K. Yung, 2015; Rasoolimanesh & Jaafar, 2017). Community participation will increase the sense of belonging to residents, develop social networks, and instill wider recognition and understanding of local values (McCool & Martin, 1994; Gursoy et al., 2002). Community engagement requires the participation of people that goes beyond physical involvement, for instance, providing ideas, contributing to decision making, and sharing responsibilities, to realize the community expectations, obtain the individual benefits and improve the local community (McCloskey, Donna Jo RN, Ph.D. et al., 2011). Connection and interaction between community members are important to create strong ties and relationships, thus, a sense of belonging among individuals can be constructed by the involvement of the community. Local people's interest is the main factor that can affect the level of community participation in developing sustainable tourism, considering the existence of cultural heritage sites on Penyengat Island which are scattered throughout the neighborhood.

### Norms

Norms are a set of general rules or habits that serve as guidelines for members of society in a particular social entity. The norms that apply in the community are usually the unwritten

result of mutual agreement (collective rules), which are understood and guided by every member of the community, so they determine the expected pattern of behavior in the social interactions (Hasbullah, 2006). According to Fukuyama (2000), norms are part of social capital that is not formed or created by the government, but through tradition, history, and community leaders who create procedures for the behavior in communities, giving rise to social capital spontaneously. The social capital of the community's behavior is directly realized through the rules, values, and norms that are applied in society. The awareness of local people towards the preservation of cultural heritage and tourism development in Penyengat Island is insufficient. It is illustrated by the many cultural heritage sites and buildings that are damaged, neglected, and cannot be accessed by visitors. In addition, community-based tourism management is inadequate due to the lack of public interest in tourism education, so the human resources of Penyengat who are competent in the tourism sector are limited. The customs and values of Malay culture have begun to be eroded and are no longer expressed in the daily life of the local people, especially in the behavior and habits of the younger generation.

Therefore, it is important to increase public awareness and concern for the historical and cultural values of Penyengat Island, for example through the development of tourism products that are thick with Malay historical and cultural values, as well as by organizing actions to encourage the attainment of a sustainable living. Social norms and customs on Penyengat Island must also be revived in the local people's daily lives to form a social capital in the development of sustainable tourism. Norms that are still attached to the old generations of Penyengat Island must be maintained, and these natives are expected to participate in stimulating awareness and concern of the younger generations.

### Networks

The network in social capital is one of the pivotal pillars demonstrating that the social capital grows in a certain group to socialize as an important part of the inherent values in society (Mawardi, 2007). The social network is usually a typology that is in line with the characteristics and orientations of the community group. The traditionally formed Network based on lineage similarity and shared beliefs tends to have high cohesiveness, yet the built range of networks or beliefs is narrow. Contrastingly, a built network accordant with common orientation and goals will have a broader network range and a better level of participation. These communities will have more positive impacts and contributions to the community development at large (Hasbullah, 2006). The lacking of the orderliness of the local community particularly the local traders can be seen by the irregular layout of the merchant stalls on Penyengat Island, as well as the very slight number of souvenir products. The local people fully comprehend that working in the tourism sector will have more value, but government involvement is also needed in providing platforms both online and offline, coupled with facilitating programs or activities that can support the local community in developing tourism on Penyengat Island. The network makes it easy for individuals or community groups to obtain information quickly and widely, including economic opportunities. An individual or community group that has a decent social network tends to be faster in receiving economic information. Promotion of tourism products and market penetration can be conducted both online and offline through social media of Pokdarwis; regular articles in the local

newspapers and websites of Tanjungpinang Pos, Batam Pos, and Tribun Batam; online community in association with Genpi Tanjungpinang, Bintan and Batam; online booking in collaboration with digital marketplaces such Trip Advisor; broadcasting a one minute video on several ferry lines, at airports and ports; cable TV networks in several hotels; Videotron in Tanjungpinang; private local TV; radio advertisements; distribution of brochures and posters; posting of articles in aviation magazines, and organizing the Serumpun Melayu event.

The promotion implementation and tourism market development in the context of realizing sustainable tourism on Penyengat Island require an institution that is capable of executing the tasks, thus, it is necessary to develop the management plan of the social enterprise institutions through workshops.

## CONCLUSION

The type of social capital emerging in sustainable tourism destinations on Penyengat Island is Bounding Social Capital. Strong ties in the community system are based on historical values, cultures, customs, and kinship relationships. The local community of Penyengat is convinced that social capital is the key to success in developing sustainable tourism, although objectively there is a tendency for social capital to fade due to internal and external factors.

The study results indicated that social capital has an important role in building and developing sustainable urban tourism. However, stakeholder support is still needed to strengthen the social capital of the local community. In addition, social capital plays a crucial role in the development of tourist destinations, notably related to the development of attractions, amenities, and awareness.

The process of developing tourist destinations on Penyengat Island will be more optimal if it involves all related stakeholders by applying the collaborative governance approach to build and achieve sustainable urban tourism.

This study was conducted to analyze the social capital formed in the development of sustainable tourism on Penyengat Island, by focusing on four aspects of social capital, namely trust, sense of belonging, norms, and networks, devoid of the exploration of internal and external factors affecting the social capital of the local community. Therefore, further research should apply the internal and external factors, as well as conducts the research from a different perspective to determine the importance of social capital in the successful implementation of collaborative governance in the context of developing sustainable tourism on Penyengat Island.

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