

## Community Empowerment-Based Border Tourism Development Strategy in Outermost Archipelago of Talaud Islands Regency



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**ABSTRACT:** The outermost small islands in the Talaud Island Regency have the potential to be developed into a tourist destination. The purpose of this study is to identify the existing conditions of tourist attraction in the outermost small islands. The existing conditions of tourist attraction in the outermost small islands have very good potential attractions. Attractions are in the form of Mane'e culture, underwater beauty, historical heritage and landscape beauty. Accessibility to Talaud Regency can be reached by sea and air transportation. There are 3 flights and 6 sailings to Talaud Regency in 1 week. Lodging is dominated by homestays owned by local residents. Tourism management is managed by the community and assisted by BUMDes. The method used is descriptive qualitative to identify tourist attractions in the outermost small islands. FGDs were used to identify appropriate strategies and collaboration models that could be used on the islands. Qualitative data were obtained through interviews with experts consisting of the government, businessmen, academics, the public and the media. To formulate a border tourism development strategy, it is analyzed using the Interpretative Structural Modeling (ISM) method. Meanwhile, the collaborative model of tourism development is based on a strategy that has been formulated along with the existence of institutions (actors/actors).

**KEYWORDS:** border tourism, community empowerment, outermost small islands

### I. INTRODUCTION

Trends in tourism have shifted from mass tourism to alternative tourism (thematic tourism). Alternative tourism, in a broader sense, refers to tourism that is consistent with natural, social, and community values. In general, alternative tourism is a model for developing tourism in border areas in order to improve people's well-being [1]. Opportunities exist for tourism development on the most remote islands as the global tourism market shows a growing preference for visits to pristine environments [2]–[4]. The remote, but strategically important, Talaud Archipelago Regency islands lie just off the Philippines' coast. Because of its exotic small islands and accompanying cultural and historical attractions, this area has become a popular tourist hotspot. The Talaud Islands Regency is among the 8 (eight) flagship Cross Border Indonesia border regions, so this development is inevitable.

The situation presents a chance for Indonesia to foster the growth of tourism in border regions, thereby bolstering cross-border travel [5]. Border tourism development is carried out by focusing on markets in Indonesian border areas that have the potential to attract more tourists from neighboring countries. The National Medium-Term Development Plan (RPJM) 2010-2014 identifies the remote small islands as a priority area for investment. The 2020-2024 National RPJM's primary emphasis is on developing the corridor strategy of evenly dispersing buffer zones (hinterland). Sustainable development goals (SDGs) are based on the principle of "no one left behind," which means that no community group should be neglected in the pursuit of SDGs. The rural, transient, border, borderland, and frontier small island regions and underdeveloped regions are all included in this distribution. The Talaud Archipelago Regency is comprised of the most remote and important of the many small islands.

In line with this archipelagic perspective, efforts are being made to use geography to foster national insight, increase prosperity and security, and fortify national unity and territorial integrity within Indonesia's Unitary Territory (Nugroho and Dahuri, 2016). However, national and local policies have so far treated border regions as merely a backyard. Poverty, lack of infrastructure, and other indicators of underdevelopment characterize Indonesia's border regions.

On January 28, 2010, Presidential Regulation (Perpres) No. 12 of 2010 established the National Border Management Agency (BNPP) to assist with border management. There are overlaps between sectors and institutions in the implementation of programs in border areas, and coordination fails as a result of conflicting sectoral egos and priorities. The government's

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development policies in border areas typically reduce those areas to mere security belts. Due to their location along the border, most border towns are difficult to access (isolated) and have inadequate basic services [6]. This situation stands in stark contrast to the RPJM 2020–2024's no one left behind ethos. To address the challenges faced by locals in the remotest parts of the Talaud Archipelago Regency, the promotion of tourism in these areas needs to be prioritized. The RPJM 2020–2024 designates border regions as high-growth zones. However, in contrast to the main islands, this region is less developed, and its residents' economic conditions remain low and behind. This is what can cause differences between border and frontier regions, which can have an effect on the people who live there.

Noting the discrepancy between the inhabitants of the remote islands' current reality (*das science*) and their long-term hopes and dreams (*das sollen*) is crucial for finding an immediate solution. Creating integrated, community-empowered cross-border tourism is one way to bridge the divide that sometimes forms. This can be accomplished by conducting studies that yield actionable results like strategic models for expanding border tourism on remote islands. There are a number of issues that relate to this study, including the following: (1) tourism development can be used as an alternative in developing border areas [7]; (2) border tourism has become an important sector as a source of foreign exchange income, which continues to grow in various countries and has created jobs in border areas [8]–[11]; (3) cross-border tourism collaboration between several regions or countries can be a generator of development [12]; (4) community empowerment is one of the pillars in the tourism development strategy [13]; (5) Border tourism grows as a result of attractions, activities, ease of access, and facilities [14], [15]. Community empowerment was raised as a potential strategy for fostering cross-border tourism on the most remote of the Talaud Islands Regency's small islands.

For a number of reasons, we settled on Talaud Islands Regency as our study site. Firstly, this regency has exotic, border-area islands with natural attractions that can be developed for tourism on a more professional scale. Second, it's in line with the Nawacita program's implementation, which emphasizes border development, or building a stronger Indonesia from the ground up by fortifying its regions and villages within the context of a unified nation. Thirdly, North Sulawesi is one of Indonesia's Super Priority Destinations, with its focal point in the Likupang Special Economic Zone. Fourth, the farthest, smallest islands are in a strategic location as the international route for the World Maritime Axis (PMD), which connects the Asian continent to the European mainland. Fifth, to best protect the Republic of Indonesia's sovereignty and territorial integrity, Indonesia, as an archipelagic country, must have a border tourism development model in the most remote small islands that are based on community empowerment.

It is essential to conduct research on the development of border tourism in remote small islands based on community empowerment, as it is supported by government policies as part of the nation's efforts to promote the well-being of border residents. Therefore, a border tourism development strategy is required in the most remote islands of the Talaud Archipelago Regency in order to maximize the benefits and mitigate the various problems caused by the development of tourism.

The goal is to enhance the quality of the 4A components that serve as a draw for tourists to the Talaud Islands Regency through the application of a variety of development strategies [16]. The border tourism development strategy continues to prioritize preserving the region's native biodiversity and cultural heritage. Local community members' increased agency is an essential component of successful tourism development. Community participation at the outset ensures that the development program is in line with local residents' hopes and expectations, works in tandem with existing resources, and inspires a lasting commitment to the project's upkeep and preservation.

## II. LITERATURE REVIEW

### A. Tourism

According to Law of the Republic of Indonesia Number 10 of 2009 Concerning Tourism, "tourism" refers to a wide range of activities enjoyed by visitors and supported by a wide range of facilities and services made available by the local community, private sector, government, and public institutions. According to the [17], tourism is defined as "the practice of leaving one's usual residence and environment for the purpose of tourism for a period of time that ordinarily does not exceed one calendar year." As a broad concept, tourism encompasses any and all leisure travel for recreational purposes.

### B. Tourist Attraction

According to Law of the Republic of Indonesia Number 10 of 2009 Concerning Tourism, a tourist attraction is any entity that is the focus or destination of tourist visits due to its uniqueness, beauty, or value in the form of diversity in natural, cultural, or man-made assets. Whereas, according to Tourism Law No. 9 of 1990, a tourist attraction is anything that serves as a focal point for any type of tourism, whether it be ecotourism, heritage tourism, or niche interest travel

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### **C. Border Tourism Development**

In a strict sense, the development of border tourism can be seen as an attempt to carry out a predetermined strategy. A coherent plan is necessary for the development of the tourism industry, one that accounts for not only marketing and funding strategies but also a spatial strategy consistent with the spatial concept underlying other sector policies [18]. For tourism development to be successful from a visitor satisfaction standpoint, it must be based on a spatial concept

### **D. Community Empowerment**

According to Government Regulation of the Republic of Indonesia Number 50 of 2011 regarding the 2010-2025 National Tourism Development Master Plan, "community empowerment" refers to the promotion of community members' individual and collective efforts to improve their quality of life, sense of independence, and economic well-being through tourism. The one of the pillars of the tourism development strategy is community empowerment [13]. With the expectation that tourists will visit the area. Community empowerment based on local wisdom is achieved through community involvement in order to provide empowerment for local communities through tourism-related activities.

### **E. Outermost Small Islands**

Outermost small islands (abbreviated PPKT) are defined by the Government Regulation of the Republic of Indonesia Number 62 of 2010 concerning Utilisation of Outermost Small Islands (2010) as small islands with geographic coordinate base points that connect archipelagic sea baselines in accordance with international and national law. Per Presidential Regulation No. 78 of 2005 on the Management of Outermost Small Islands issued by the Republic of Indonesia, "the management of small outermost islands is a series of activities carried out in an integrated manner to utilise and develop the potential resources of the outermost small islands from the territory of the Republic of Indonesia to maintain the integrity of the Unitary State of the Republic of Indonesia."

## **III. METHODS**

This study was conducted on one of the remoter islands in the Talaud Archipelago Regency. Miangas Island, Intata Island, Marampit Island, Kakorotan Island, and Kabaruan Island are the furthest out islands in the Talaud Archipelago Regency and serve as the study sites. To describe the state of the tourism destinations that will be developed on the remote small islands using the 4A component and the issues that arise, this study employs a qualitative descriptive approach based on direct observations in the field supplemented by quantitative data. The next step is to host a Focus Group Discussion (FGD), or a meeting where participants can talk about how to fix problems they've encountered on remote islands and distribute questionnaires to tourists they meet by chance. Interpretive Structural Modelling (ISM) was used to analyze expert interviews regarding the future of border tourism.

According to Arsiwi & Adi (2020) and Darmawan, (2017) provide a clear depiction of the six stages that culminate in the development of the ISM model.

### **Step 1. Structural Self-Interaction Matrix (SSIM)**

The ISM approach suggests utilising managerial techniques based on expert opinion. An initial step involves examining the contextual connection between the "leads to" type and the subsequent stage, which involves developing a structural self-interaction matrix. The contextual relationships among the factors were determined through a literature review of analysed cases.

### **Stage 2. Reachability Matrix**

The next phase of information systems management is to create an SSIM reachability matrix. To do this, we swap out the SSIM's four symbols (V, A, X, or O) for 1s and 0s in the initial reachability matrix, transforming SSIM into the latter. The guidelines for this swap are as follows:

- If entry (i, j) in SSIM is V, then entry (i, j) in the reachability matrix becomes 1 and entry (j, i) becomes 0.
- If entry (i, j) in SSIM is A, then entry (i, j) in the matrix becomes 0 and entry (j, i) becomes 1.
- If the entry (i, j) in SSIM is X, then the entry (i, j) in the matrix becomes 1 and the entry (j, i) becomes 1.
- If entry (i, j) in SSIM is O, then entry (i, j) in matrix becomes 0 and entry (j, i) becomes 0.

### **Step 3. Level Partition**

Reachability sets and antecedent sets are derived from the final reachability matrix for each factor. The reachability set includes the factor and any other factors that may influence it, whereas the antecedent set includes the factor and any other factors that may influence it. Following that, intersection sets for all factors are obtained, and the various factor levels are determined.

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### **Stage 4. Conical Matrix**

The Conical Matrix was created by clustering factors at the same level across the final Reachability Matrix's rows and columns. The drive power factor is calculated by adding one in the row, while the dependence power is calculated by adding one in the column. The ratings for drive power and dependence power are then computed by assigning the highest rank to the factors with the most ones in the row and column.

### **Stage 5. Diagraphs**

The initial diagram, including transitive links, is obtained by Raj and Attri (in Darmawan, 2017) based on the conical form of Reachability. It is made up of nodes and lines. The final diagram is created after the indirect links are removed. Diagraph represents elements and their interdependencies in nodes and lines (Darmawan, D.P, 2013).

### **Stage 6. ISM Model**

The factor nodes are replaced with statements to convert a paragraph into an ISM model.

## **IV. RESULT AND DISCUSSION**

### **A. Existing Conditions of Tourist Attraction in Outermost Small Islands of Talaud Archipelago Regency**

Geographically, the outermost small islands are located in the Talaud Archipelago Regency, North Sulawesi Province. The islands straddle the maritime boundary between Indonesia and the Philippines. Miangas Island, Intata Island, Kakorotan Island, Marampit Island, and Kabaruan Island are the five islands that make up the outermost small islands in the Talaud Islands Regency. The island of Miangas is part of the Miangas District, the islands of Intata, Kakorotan, and Marampit make up the Nanusa District, and the island of Kabaruan is part of the Kabaruan District. The most remote and small islands are protected as part of the Specific National Strategic Areas (KSNT), which include areas of state sovereignty, environmental control, and/or world heritage sites. Outer islands play a crucial role in protecting the integrity of the Unitary State of the Republic of Indonesia, and they also have great potential as a source of natural resources and environmental services.

The small islands at the country's outskirts play a crucial role as the front line in defending the integrity of the Republic of Indonesia's indivisible nation-state, as confirmed by Government Regulation of the Republic of Indonesia Number 62 of 2010 concerning Utilisation of Outermost Small Islands (PPKT). Fishing, tourism, transportation services, processing, and other eco-friendly industries are just some of the potential resource-based economic drivers in the PPKT region. PPKT can be utilised and expanded to help boost regional development as well.

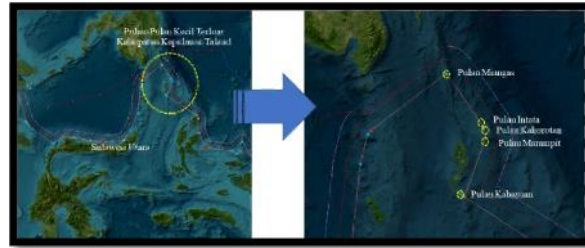
According to Presidential Regulation No. 78 of 2005 on the Management of Small Outlying Islands, the goal of this administration is to "utilize and develop the potential resources of the outermost small islands of the territory of the Republic of Indonesia in order to maintain the integrity of The Unitary State of the Republic of Indonesia." Management of the farthest, smallest islands is outlined in the Regional Spatial Plan. The remote islands are managed with the following goals in mind: a) ensuring the territorial integrity of the Unitary State of the Republic of Indonesia; b) making effective use of natural resources within the framework of sustainable resources; c) enhancing the economic and social well-being of the local population.

According to Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism, a tourist attraction is anything that is the focus or destination of tourist visits due to its uniqueness, beauty, or value in the form of a diversity of natural, cultural, or man-made assets. Whereas, according to Law No. 9 of 1990 Concerning Tourism, the following are all examples of things that can serve as tourist destinations:

- a. Tourist attractions created by God Almighty, such as nature and flora and fauna;
- b. Tourism attractions made by humans, such as museums, historical relics, art and culture, agro-tourism, hunting tourism, natural adventure tourism, recreational parks, and entertainment complexes; and
- c. A tourist attraction can be classified as "special interest" if it caters to a specific group of people who visit the area for a specific reason; for example, tourists who are interested in hunting, mountaineering, cave exploration, industry, and crafts, shopping areas, fast-water rivers, religious sites, pilgrimage destinations, and so on.

The following is the location of the small islands in the border area of the Talaud Archipelago Regency, North Sulawesi Province.

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**Figure 1. Geographical Location of Outermost Small Islands**  
Source: Director General of Marine Spatial Management 2022

### B. Tourism of Talaud Archipelago Regency

#### a. Attraction

The outermost small islands have the beauty of an exotic island with a distinct uniqueness, as shown below.

- Most of the small outer islands have pristine white sand beaches. The white sand beach has its own tourist attraction that can be developed into a marine tourism object, such as sunbathing and various beach recreation activities.
- Sailing, surfing, fishing, and swimming are just some of the water-based activities that can be enjoyed around the outermost smaller islands. In addition, the marine products of the most remote islands, especially fish, have high economic value and can become culinary tourism attractions.
- The people who live on the most remote small islands continue to practice their ancestors' traditions. Fishing with coconut leaves is one of the ancient practices that has been kept alive and passed down through the generations. Kakorotan and Intata islanders use the term *mane'e* to refer to this fish, while those on Miangas island use the term *manam'mi* to describe their customary method of catching it. This fishing culture has existed since the 16th century and is still practiced today. Both domestic and international visitors flock to the islands every year for the *Mane'e* and *Manam'mi* Festivals.
- One of the potentials that can be developed into a tourism attraction in the outermost small islands is historical tourism. Miangas Island, Kakorotan Island, Intata Island, Marampit Island and Kabaruan Island, have a history that can be raised into a meaningful narrative and become a useful tourist experience for tourists.

One of the home industries of the people on the outermost small islands is making hats and mats from woven pandan leaves. This activity can be developed into a creative industry for souvenirs or unique souvenirs from the outermost small islands to improve the people's economy.

#### b. Accessibility

The outermost small islands can only be reached by boat once a week. Though ships are the primary mode of transportation to Miangas Island, weekly flights by plane make it possible for visitors to the island to get there quickly and conveniently. Unfortunately, the outermost small islands don't have any tour boats dedicated to taking tourists to see the sights.

#### c. Amenities

The infrastructure available on the most remote small islands includes seaports and airstrips. However, there is still a lack of adequate infrastructure to support the tourism industry as it stands. In accordance with Permenparekraf number 9 of 2014, residential houses that serve as homestays for visiting tourists must meet the standards of *Pondok Wisata* (homestay), which include the elements of product, service, and management.

#### d. Ancillary

Businesses on the most remote islands are run by community-based organisations known as Village Owned Enterprises (BUMDes). In the remoter islands, there is no Tourism Awareness Group (Pokdarwis) to serve as activists for the industry. As a result, many tourist attractions on the outermost small islands have not been properly mapped.

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#### a. Program Needs

Elements of program needs are factors that influence and are required in the development of community empowerment-based border tourism in the Talaud Islands Regency's outermost small islands. The study of the position or relationship between the program's sub-element needs is critical in the development of community empowerment-based border tourism. The following

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are the nine (9) sub-elements of program needs that were uncovered through the process of identifying program needs for the advancement of community empowerment-based border tourism.

**Table 1. Sub Elements of Program Needs**

<i>Code</i>	<i>Sub Elements of Program Needs</i>
N1	Making consistent policies as a reference in tourism development
N2	Building the image of tourism on the border of the outer islands
N3	Developing potential tourism attractiveness of the outer islands
N4	Increasing the tourism competitiveness of the outer islands
N5	Facilitating R&D in cooperation with universities
N6	Promoting the tourism potential of the outermost small islands
N7	Coordinate between related agencies
N8	Facilitate HR training in the tourism sector
N9	Supervise the utilization of natural resources

Research and development (R&D) are facilitated when there is coordination between relevant agencies (N5, N7). Mapping the potential for tourist attractiveness and patterns of tourist movement is an example of necessary research. The topic follows recommendations made on Ripparda page VI-5 of the 2016 Talaud Atlas of the Archipelago. Sam Ratulangi University in Manado then took the initiative to put the research into action. Mapping efficiency is improved by conducting annual research in May. The month of May was selected because of the Implementation of Mane'e Culture, which has become the focal point of tourism in the Talaud Islands Regency. The Mana'e people's Ratumbanua and Inangnguwanua (traditional leaders) have settled on a common culture they call Mana'e. The Mane'e cultural gathering took place at the residence of the island's traditional village elder.

Human resource (HR) training in the tourism industry (N5, N7, N8) is then built upon the research's findings. De La Salle Catholic University Manado's Tourism Study Programme, in conjunction with Sam Ratulangi University Manado, played a central role in organizing and leading the training. Training topics include how to organize and maintain small-island tourist attractions and facilities. An intensive effort is also put into teaching subjects like foreign grammar and hospitality. Training is provided to promote tourist attraction so that a positive reputation for tourism in the farthest, smallest islands can be developed, and the level of competition therein raised (N8, N2, N4). A marketing hub is necessary for boosting the remote islands' reputation as tourist destinations. Producing promotional videos, going on familiarisation trips, and holding business-to-business (B2B) tabletop events with international travel agents are all examples of promotional activities that can be carried out. Coordination between relevant organizations (N7) makes it possible to carry out all of these forms of advertising. Adding more people to the tourism industry can make it more competitive. Step one in boosting human resources is educating the public about tourism through seminars and mentoring programs. The next step in bettering human resources is for the government to offer scholarships to high school graduates who show promise as future managers of tourist attractions.

### **b. Program Constraints**

The growth of border tourism on the remote islands may be hampered by a number of factors. In order to build a border tourism industry in the outermost small islands based on community empowerment, it is crucial to examine the location and relationship between the sub-elements of these constraints. The following are the nine (9) sub-elements that were identified as a result of the process of identifying constraint elements in the development of community-based border tourism in the remote small islands of the Talaud Islands Regency.

**Table 2. Sub Element of Program Constraints**

<i>Code</i>	<i>Sub Element of Program Constraints</i>
B1	Management that has not been optimal
B2	The application of zoning is not optimal
B3	Unsupported infrastructure
B4	Inconsistent government policies
B5	Human resources are still limited (quality and quantity)

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<i>Code</i>	<i>Sub Element of Program Constraints</i>
B6	Coordination between agencies/agencies is still weak
B7	Unstandardized service procedures
B8	Awareness of stakeholders and the public is still low
B9	The weakness of the tourism institutional system in the outermost small islands

Inconsistent policies and low awareness of stakeholders and the public (B9, B4, B8) are to blame for the weak tourism institutional system on the most remote small islands. The lack of a foundation upon which to build tourism spatial planning is a significant gap in the infrastructure supporting the tourism industry. The provincial government of North Sulawesi is responsible for establishing the primary spatial framework for tourism on the most remote islands. Details on area allocation, all the way down to the village level, should be included in any regulations governing spatial planning.

Limited quality and quantity of human resources (B9, B5, B7) contribute to the weakness of the institutional system in regulating tourism service procedures. This is reflected in the fact that the Tourism Office's social media accounts provide access to information sources that can be found nowhere else. An ideal tourism information system provides easy access to detailed descriptions of available tourist attractions, directions to those attractions, availability of tourist activities, and pricing and booking information. The Tourism Office is instrumental in making data available and creating channels for its dissemination. In order to effectively promote tourism, the tourism office needs to have a dedicated promotion agency, such as the Bali Tourism Board in the Province of Bali. The resulting data product may take the form of an interactive map detailing the advantages and disadvantages of various tourist destinations, as well as their relative ease of access and associated prices.

Inadequate human resources mean that critical infrastructure cannot be maintained. Awareness from stakeholders (B3, B5, B8) and cooperation between institutions or agencies (B3) are essential to finding a solution to this issue. Infrastructure upgrades are needed to increase the frequency of ship visits to the farthest, smallest islands. To maximize commercial activities and visitor access to attractions, marine fleets should ideally arrive on small islands twice weekly. The Ministry of Transportation, which is represented by the Talaud Islands Regency Transportation Service, needs to make the acquisition of a fleet of ships a top priority. Multiple organizations must oversee the departure times of ships (B6). The arrival and departure times of the fleet of ships must be supervised to ensure reliability. Reduce the risk of losing passengers or tourists by providing them with accurate time estimates.

### c. Possible changes

The elements of potential change are an overview of what can be changed in the effort to develop community-based border tourism on the Talaud Archipelago district's small islands. Community-based tourism in the remote small islands of the Talaud Archipelago Regency relies heavily on an understanding of the location and relationship between the sub-elements of potential change. According to the results of the change element identification, 9 (nine) sub-elements were discovered.

**Table 3. Sub Element of Possible Changes**

<i>Code</i>	<i>Sub Element of Possible Changes</i>
E1	Promote the standard of living of the community and preserve cultural identity and local traditions
E2	Develop tourism facilities with environmentally friendly local architecture
E3	Formation of tourism activist groups at the local level
E4	Tourism development is based on aspects of preservation and future-oriented
E5	Development of road and sea transport facilities and infrastructure for seaports and airports
E6	Providing satisfaction and a good experience to tourists
E7	Reducing environmental degradation
E8	Telecommunication network development
E9	Increase the number of tourist visits

Tourism development on the most remote islands must give top priority to indigenous designs built with sustainable materials. Choosing eco-friendly materials helps slow down the rate of degradation of the natural world, which in turn improves the safety, convenience, and enjoyment of visitors. To raise tourism and help locals maintain their culture and traditions (E2, E7, E6, E9, E1) and raise their standard of living. Materials like wood, bamboo, and clay that are found naturally and do not contain substances that are harmful to health are given preference in the material selection process. The Talaud Islands Regency has found that

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black ironwood, coconut stalks, and bamboo are the most useful materials. The abundance and relative ease of cultivation of this material in the Talaud Islands solidify the decision to pursue it. The use of ironwood is restricted to historic structures in the Talaud Islands Regency to prevent its overexploitation.

To give visitors what they're looking for (B3, E5, E8, E6), it's important to organize tourism activists to work on improving land transportation and expanding access to communications. The tourism activist group can take the lead in pushing for funding for infrastructure projects like new roads and improved communication systems. The community can act as the company manager in charge of arranging land transportation for visitors. Government involvement, in the form of low-interest loans, can enter the picture via BUMdes. The money raised can then be used to purchase vehicles for rental to vacationers. Loan money can be used to purchase internet channels, which communities can then sell to tourists in order to develop communication lines. Loan money can be used by local fishermen to invest in snorkeling and scuba gear, which can then be rented out to visitors.

### d. Program Objectives

To successfully complete the system, it is necessary to examine the elements of the objective in great detail. Program objectives are statements about what needs to be done to address strategic issues and regional development issues, as well as to help achieve strategic goals. Development of community-empowered, border-tourism on the remote, small islands of the Talaud Archipelago Regency relies heavily on understanding the location and interplay of the program's constituent elements. After breaking down the program's goals into their constituent parts, we came up with the following nine (9) elements.

**Table 4. Sub Element Program Objectives**

<b>Code</b>	<b>Sub Element Program Objectives</b>
G1	Realizing the development of border tourism
G2	Improving the quality of life of the community in the outermost small islands
G3	Increase the income of people in the outermost small islands
G4	Realizing sustainable resource empowerment
G5	Increasing community empowerment
G6	Increase regional income
G7	Expanding employment
G8	Increase tourist satisfaction
G9	Increasing the interest of tourism investors

The program's ultimate goal is to realize the border tourism program, which involves, among other things, raising the level of contentment felt by visitors and boosting employment opportunities for locals. People's incomes, regional incomes, and the standard of living on the farthest, smallest islands can all be raised by facilitating the growth of border tourism (G1, G7, G8, G3, G6, and G2). The local community serves as the program's target, and the government serves as the program's initiator. Communities, in their capacity as program participants, have an obligation to propose novel ideas for consideration by policymakers. The government, in its role as the program's pioneer, can play a role in incentivizing participation and establishing rules and guidelines.

The goal of the program is to enhance the standard of living for residents of the most remote islands by achieving a trifecta of predetermined goals. Increased community empowerment, visitor satisfaction, and investor enthusiasm are all sub-goals of the program (G4, G5, G8, and G9). Initiation between the community and the government, both of whom play critical roles, is key to realizing the program's goals. Other parties (NGOs, academics, media) can help achieve program goals if the two parties take the lead. The success of the program depends on the satisfaction of other factors, such as the program's requirements and any alterations that may be made. Success in achieving program goals can be compared to enhancements in program constraints and compliance with the measurement pattern.

### e. Benchmarks

Benchmarking is a testing technique that employs a standard value. The development of community empowerment-based border tourism on the remote small islands of the Regency relies heavily on the study of the position and relationship between the sub-elements of the benchmark, which is a program or work that compares the capabilities of different works of several



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equipment with the aim of improving better quality. Islands of Talaud. Here are the nine (9) sub-elements that were identified as a result of the benchmark element identification process.

**Table 5. Sub Element Benchmarks**

<i>Code</i>	<i>Sub Element Benchmarks</i>
T1	Increased collaboration and synergy between stakeholders
T2	Improving the standard of living of the people in the outermost smallest islands
T3	Increasing the income of people in the outermost small islands
T4	Increasing the number of investors and investment in the outermost small islands
T5	Increase the number of foreign tourist visits
T6	Increasing community involvement in tourism development
T7	Improving tourism development in an integrated, holistic and comprehensive manner
T8	Increased awareness of the public and tourists to preserve nature
T9	Increased diversification of the tourism industry

Increased tourism stakeholder collaboration and synergy necessitates a measurement standard for determining success. The benchmarks for success include increasing the number of investors, increasing community involvement, increasing tourist visits, and increasing people's income (T1, T4, T6, T9, T3). The measurement of these benchmarks is influenced by a number of factors, such as the awareness of preserving nature, the improvement of people's living standards, and the development of tourism in an integrated, comprehensive, and holistic manner.

### f. Stakeholders

Stakeholders, or related institutions, are any individuals or organisations with a vested interest in or responsibility for a shared or interdependent set of circumstances. Stakeholders can also be understood as interested parties. Community empowerment-based border tourism on the remote small islands of the Talaud Islands district relies heavily on an understanding of the position and relationship between sub-elements of related institutions (stakeholders). The following are the ten (10) sub-elements found through the identification of related Institutional elements.

**Table 6. Sub Element of Stakeholders**

<i>Code</i>	<i>Sub Element of Stakeholders</i>
I1	Ministry of Tourism and Creative Economy
I2	Provincial Tourism Office
I3	Talaud Regency Tourism Office
I4	ASITA (Association of Indonesian Tour and Travel Agencies)
I5	Public figure
I6	Universities and Research Institutions
I7	Tourism Industry Actors
I8	Investors/Private
I9	Domestic/foreign tourists

The Indonesian Ministry of Tourism and Creative Economy, in conjunction with Indonesian universities and research institutes (Levels 1, 6, and 9) are the primary actors in the development of tourism on Indonesia's most remote, small islands. Academics with a passion for giving local leaders the tools they need to build their region must take the lead in promoting border tourism. The government's Higher Education service program and the accompanying financial incentive support can set the academic community in motion. The provincial tourism office, the district tourism office, and the tourism workers' unions (L1, L6, L2, L3, L4) must all work together with the central government and academies to implement development in each region. The tourism industry, investors, community leaders, and tourists are all actors who are affected by and typically respond to influencing institutions. There is a sphere of influence stretching from the center and the academic community all the way out to the tourists who visit the most remote of the small islands.

## Community Empowerment-Based Border Tourism Development Strategy in Outermost Archipelago of Talaud Islands Regency

### g. Affected Sectors of Society

The affected sector is a sector that will be affected when border tourism development occurs in the outermost small islands. The affected sector is important to study considering that this element can influence or drive sub-elements from other affected community sector elements. The study of the position or relationship between the sub-elements of the affected community is very important in the development of border tourism based on community empowerment in the outermost small islands of the Talaud Archipelago Regency. The results of the identification of activity elements needed in the development of community empowerment-based border tourism in the outermost small islands of the Talaud Islands Regency, obtained 9 (nine) sub-elements.

**Table 7. Sub Element of Affected Sectors of Society**

<b>Code</b>	<b>Sub Element of Affected Sectors of Society</b>
C1	Government
C2	Businessman
C3	Non-governmental organization
C4	Public
C5	Student / Student
C6	Customary Institution
C7	Traveler
C8	Environmentalist/volunteer
C9	Youth

The growth of tourism on the remote islands has far-reaching effects on the central government. The government is the primary recipient of the benefits from increased tourism, but other sectors (C1, C2, C3, C5, C6, C8, and C9), such as businesses, nonprofits, education, and youth service, also feel the effects. The current situation, in which the community bears the brunt of the negative effects of tourism development, is an issue that needs to be fixed. Community members in the outermost small islands should be among the first to reap the benefits of growing tourism.

### V. CONCLUSIONS AND SUGGESTION

In their current form, the tourist attractions on the remote small islands of the Talaud Archipelago Regency have excellent potential. The Mane'e culture, the marine life, the history, and the landscape all serve as tourist draws. The Talaud Islands Regency is easily accessible by both sea and air. In one week, there are three flights and six voyages to Talaud Regency. Homestays run by locals make up the vast majority of the accommodation options. The community, with the help of BUMDes, is in charge of tourism management. The border tourism development strategy is based on community empowerment in the outermost small islands of the Talaud Islands Regency, namely making consistent policies as a reference in tourism development, collaboration and synergy between tourism stakeholders consisting of government, academics as well as the community, supervising the use of natural resources, developing tourism facilities including modes of transportation, telecommunications networks and amenities with environmentally friendly local architecture, increasing community involvement in sustainable tourism development by forming tourism activist groups at the local level, developing the interest of tourism investors by increasing the diversification of the tourism industry.

The findings of this study can be used by the government to inform the development of policy and program initiatives. This research will help the Talaud Archipelago Regency's remote small islands develop a coherent policy framework for welcoming tourists from across the border. Multiple K/L entities have interests in the area surrounding the most remote islands. This includes the Ministry of Maritime Affairs and Fisheries, which oversees the island's natural resource potential, the Ministry of Defence, which uses the most remote islands as a boundary for territorial and military bases, the Ministry of Transportation, which facilitates connections between the islands via sea and air, and the BRIN research institute (National Research and Innovation Agency) makes it a research locus for marine and small islands. As a result, new rules will emerge that may conflict with one another, heightening the importance of maintaining coherence amongst policies and regulations.

## Community Empowerment-Based Border Tourism Development Strategy in Outermost Archipelago of Talud Islands Regency

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