

COMMUNITY-BASED TOURISM DEVELOPMENT IN TOBA SAMOSIR REGENCY

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Abstract

Lake Toba, as a super-priority destination in Indonesia, has tremendous tourism potential. The development of community-based tourism (CBT) is a key strategy to ensure that its benefits are felt directly by the local community. However, its implementation in Toba Regency still faces significant challenges, including economic disparities, suboptimal community empowerment, and environmental sustainability issues, so that there is a gap between expectations and the reality received by the community. This study aims to examine in depth the development of Community Based Tourism in Toba Regency. The focus of the study is twofold: first, identifying social and economic programs that have been running; second, analyzing the main factors that hinder the effectiveness of tourism development. This study uses a descriptive qualitative approach. Data were collected through in-depth interviews with key informants from the Lake Toba Authority Implementing Agency, local government, community, and tourists, who were selected through purposive and accidental sampling techniques. Data were also obtained from observations and documentation studies, then analyzed through data reduction, data presentation, and drawing conclusions. The results of the study indicate that social programs (craft training, guides, homestays) and economic programs (business groups, capital facilitation) have been running, but their reach and benefits are not evenly distributed. The main obstacle identified is the deficit of social capital, which is characterized by low trust and cohesion between residents, and weak coordination between stakeholders. In addition, limited capacity and technical skills of the community in tourism business management are also significant obstacles. Optimizing the potential of Lake Toba requires a more integrated approach.

Keywords: *Community Based Tourism, Toba Regency, Social Capital.*

INTRODUCTION

Development, according to Supriadi (2013), is an effort to improve the technical, theoretical, conceptual, and moral abilities of employees through education and training. In relation to tourism, development means increasing the capacity of local communities, industry players, and local governments to achieve sustainable tourism. Yoeti (2005) added that tourism development must be planned, integrated, sustainable, and involve all stakeholders. Barreto and Giantari (2015) define tourism development as an effort to develop and promote tourist attractions to attract tourists and increase their appeal. Tourism development is closely related to regional and national economic development, and must always pay attention to the interests of the wider community. Community-based tourism places local residents at the center of the entire tourism development and management process. The community not only plays a role as a beneficiary, but is also actively involved as a planner, investor, implementer, manager, and evaluator in every stage of development. This model aims to provide economic benefits to local communities, while encouraging the preservation of their culture and environment. Active community involvement, supported by collaboration with the government and private sector, is the key to the success of community-based tourism in realizing sustainable tourism that benefits all parties (Akbar, 2018:35) *Community Based Tourism* (CBT) in Lake Toba was rolled out with a number of noble goals, bringing great hope. However, in its implementation, the reality on the ground is sometimes not in line with expectations. The hope is to increase community income through tourism businesses such as homestays, culinary, crafts, tour guides, and transportation. But in reality, the increase in income

is still not evenly distributed, some villages and groups are still left behind. Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism emphasizes that tourism is all activities related to tourism and is multidimensional and multidisciplinary in nature that emerges as a manifestation of the needs of every person and country and the interaction between tourists and the local community, fellow tourists, the Government, Regional Government, and entrepreneurs. In this case, tourism development in Indonesia is encouraged not only to pursue economic aspects alone, but also to pay attention to social, cultural, and environmental sustainability aspects. Toba Samosir Regent Regulation No. 57 of 2021 regulates the Implementation of Tourism in Toba Samosir Regency which includes sustainable tourism development, community participation, destination development and supervision and evaluation.

Lake Toba, the world's largest volcanic lake and Indonesia's mainstay tourist destination, has stunning natural beauty, clear blue water, green hills, the unique Samosir Island, and the richness of Batak culture. Its tourism potential is diverse, including natural tourism such as swimming, fishing, sailing, and trekking, as well as cultural tourism such as visiting traditional Batak villages, watching the Tor-Tor dance, and learning about Batak history and traditions (soekarnohatta-airport.co.id) There are several tourist locations in the Toba Samosir sub-district, including Free Beach, Wisma Bahari, Eden Park, Tomok, Hanging Rock, Situmurun Waterfall, Holbung Hill, Tele Observation Tower, Gibeon Hill, Sibeas-Bea, Bukit Indah Simanjarunjung and many other tourist attractions. Here are the views of the Lake Toba tourist location:

Figure 1
Portrait of Lake Toba



Source: Ministry of Tourism and Creative Economy

North Sumatra also has other tourist destinations that are equal to Lake Toba in terms of appeal and popularity among foreign tourists. The beauty of Lake Toba is undeniable, but North Sumatra holds a million other charms that are no less captivating to foreign tourists. The proof is clearly stated in "Table 1.1 Tourist Destinations Equal to Lake Toba". Lake Lau Kawar in Karo Regency, with its dramatic volcanic landscape, offers a different but equally captivating beauty. In the west, lies the pristine Bukit Lawang in Langkat Regency, home to the rare Sumatran orangutan. Moving to the edge of the Indian Ocean, Mursala Island in Central Tapanuli Regency amazes with its waterfalls that spill into the open sea, a rare natural wonder. No less interesting, Nias Island in Nias Regency offers world-class surfing waves and a unique culture of thrilling stone jumping. These five destinations, along with Lake Toba, confirm that North Sumatra is a tourist paradise waiting to be explored.

Lake Toba has many destinations, both natural and cultural tourism, and has extraordinary tourism potential because of its unique and diverse quality and attractions that reach the entire region. Below is the evolution of tourist visits to Lake Toba from 2020 to 2023. BPS Simalungun Regency data shows a significant increase in the number of tourists during 2022-2023. Foreign tourists increased from 17,349 to 30,136, while domestic tourists increased from 1,102,567 to 1,218,987. The total number of tourists in 2022 was 1,119,916, jumping to 1,249,123 in 2023, indicating the extraordinary growth of the Simalungun tourism sector. The importance of Community-Based Tourism Development (CBT) in Lake Toba can be seen from the data. Community Based Tourism in Lake Toba plays an important role, not only for the progress of the tourism sector but also for the welfare of local communities and environmental sustainability. (BPS, 2024)

BPS data from Toba Samosir Regency shows significant growth in the Lake Toba tourism sector. Tourist visits have increased drastically from 250,000 (2016) to more than 1 million (2023). Increased flight routes, accommodation, employment, and MSMEs have further strengthened Lake Toba as a popular tourist destination and driver of the local economy. Improvement of community welfare around Lake Toba during 2016-2023. Employment and MSMEs in the tourism sector have increased rapidly, having a positive impact on community income and quality of life. Active community participation in tourism development further strengthens the important role of this sector

for Lake Toba. The Lake Toba area has great potential for the development of community-based tourism (CBT) which can empower local residents, encourage economic growth, and improve welfare. BPS data in 2022 shows that Toba Regency has 1,192 small industrial businesses, mostly in the clothing and leather sectors, absorbing 2,170 workers. The natural beauty of Lake Toba and its cultural richness make it ideal to be developed as a community-based tourism destination (BPS, 2024) Based on observations, Toba Samosir Regency faces challenges of economic disparity, inadequate infrastructure and suboptimal community empowerment. As stated by Natalia E Sihombing in her research, Toba Regency is still not optimal and maximal, this can be seen from the lack of supporting facilities and infrastructure at tourist locations, accessibility and infrastructure that are not adequate and qualified, public awareness and participation are still lacking in the preservation and development of various tourism assets (Sihombing et al., 2021)

LITERATURE REVIEW

Previous research is a research effort to find comparisons and find new aspirations for further research. This previous research aims to obtain reference materials and comparisons. In addition, it is also to avoid similarities with this research.

No	Research name	Title	Research result	Research Equation	Research Differences
1	Markus Deli Girik, et al (2018)	Community Based Tourism Development in Tana Toraja Regency	The results of this study indicate that the types of tourism that have the potential to be developed into community-based tourism in Tana Toraja Regency include nature tourism, agro tourism, history, and arts and culture.	Both are researching the development of community-based tourism. Using the same research method, namely qualitative.	Different research locations
2	Natalia E Sihombing (2021)	Toba Regency Tourism Sector Development Strategy in an effort to increase local revenue	The results of the study show that Toba Regency is still not optimal and maximal, this can be seen from the lack of supporting facilities and infrastructure at tourist locations, accessibility and infrastructure that are not yet adequate and capable, public awareness and participation are still lacking in the preservation and development of various tourism assets.	Both are researching the development of community-based tourism. Using the same research method, namely qualitative.	This research focuses on increasing local revenue Different research locations.
3	The Greatest Showman (2021)	Analysis of Sharia Tourism Potential in West Nusa Tenggara (Case	The results of this survey show that the tourism potential of West Nusa Tenggara	Together we research tourism potential.	The focus of this research is more on looking at potentials,

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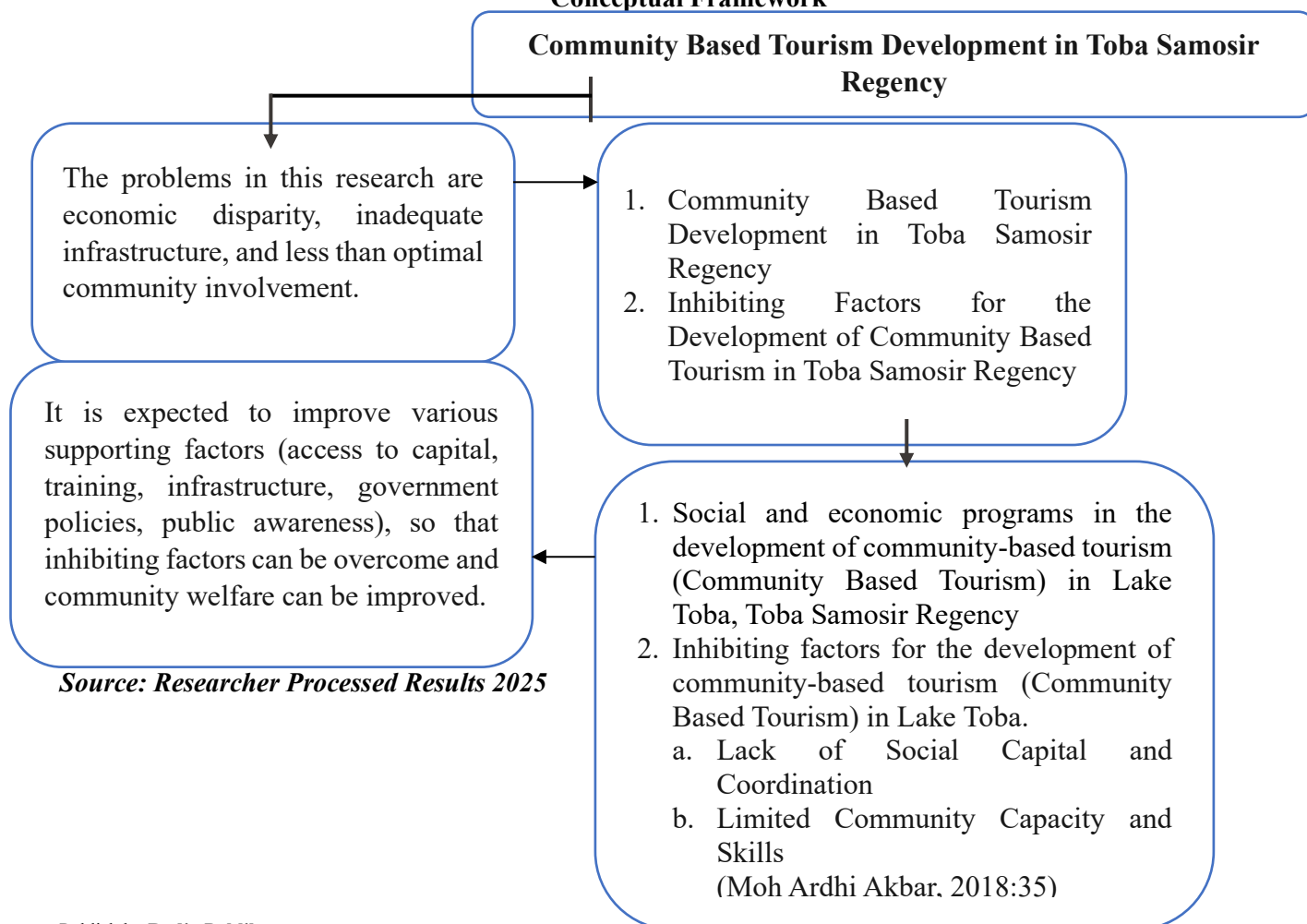
Maylana et al

		Study of Lawata Beach, Bima City)	has great potential, as evidenced by the increase in visitors by 60.36% between 2018 and 2019. Attracting visitors from both the Bima City area and outside the region as a stage to increase the regional income of Bima City.	Using the same research method, namely qualitative	researchers see it through a broader framework, namely through CBT. Different research locations.
4	Agnessy Siahaan (2023)	Development of community-based tourism in Meat Village, Tampahan District, Toba Regency	The results of this study show that the existence of natural and cultural resources shows that the potential possessed by the village can support the arrival of visitors.	Both are researching the development of community-based tourism.	This research was conducted at the village level.

Based on several previous studies, although there are some similarities in the form of research methods, there are several things that differentiate such as the selection of research locations, the theories used and the research results of the three studies above also have different focuses and results. So the problems that arise in this study will certainly be different from previous studies.

Conceptual Framework

Figure 2
Conceptual Framework



METHOD

This research focuses on the development of community-based tourism (CBT) in Toba Samosir Regency, North Sumatra. Toba Samosir Regency was chosen as the research location because there is a problem of ineffective Community-Based Tourism Development. This research was conducted in Toba Regency, with attention focused on the areas around Lake Toba which are the hubs of community-based tourism activities. In addition, the research location also includes the offices of related agencies such as the Lake Toba Authority Implementing Agency (BPODT) and the Toba Regency Culture and Tourism Office. The determination of this location is based on its relevance to the CBT development phenomenon being studied, allowing researchers to directly observe the dynamics that occur, interact with the community and local tourism actors, and dig up information from government agencies that have the authority to manage the area.

To understand and describe in depth the phenomenon of community-based tourism development in Toba Regency as it is, this study applies a descriptive qualitative approach. Through this approach, the researcher attempts to uncover various perspectives, experiences, and meanings held by informants—including the community, tourists, government, and BPODT—related to the implementation of the CBT socio-economic program and its inhibiting factors. Data collection was carried out in its natural setting, without intervention, and the results are presented in the form of detailed narratives based on the field facts found. This study uses qualitative research with a descriptive approach. According to Sugiyono (2020:8), qualitative research is naturalistic research because the research is conducted in natural conditions (natural settings) which is also called the ethnographic method, because initially this method was used more for research in the field of cultural anthropology, referred to as a qualitative method, because the data collected and its analysis are more qualitative.

In its implementation, this study relies on primary and secondary data sources. Primary data were obtained directly by researchers through in-depth face-to-face interviews with key informants from various backgrounds (BPODT, Tourism Office, community, tourists), as well as through limited participatory observation of tourism activities and social interactions at the location. Secondary data were collected from various relevant documents, such as agency activity reports, program materials, previous research results, journal articles, reference books on CBT and tourism, and supporting information from trusted online sources related to Lake Toba. Data collection in this study was carried out through several main techniques. First, observation was carried out by directly observing tourism activities, the condition of CBT facilities, and social interactions at several strategic points around Lake Toba, which were then documented in field notes. Second, semi-structured in-depth interviews were used to extract rich information from selected informants, with interview guides as references and conversations recorded with permission.

Third, documentation was carried out by taking relevant field photographs and analyzing secondary documents that were successfully obtained. Fourth, literature studies supported the research through scientific literature searches to strengthen the theoretical basis and context of the findings. The data analysis process in this study follows an interactive flow adapted from Miles and Huberman. The first stage is data reduction, which involves transcribing interviews, reviewing field notes and documents, followed by coding to extract key themes related to socio-economic programs and CBT inhibiting factors, and sorting out important information. The second stage is data presentation, where the reduced findings are systematically arranged in the form of descriptive narratives in Chapter IV, enriched with direct quotes from informants to answer the focus of the research. The final stage is drawing conclusions, namely interpreting the meaning and patterns of the data presented, connecting them to the conceptual framework in Chapter II, and formulating final answers to the research problem formulation.

RESULT AND DISCUSSION**Social and Economic Programs in Community Based Tourism Development in Lake Toba, Toba Samosir Regency.**

To understand the real impact of Community Based Tourism (CBT) development in Lake Toba, Toba Samosir Regency, we need to examine the programs designed to support it. Social and economic programs play a key role in ensuring that CBT provides measurable benefits to local communities, making tourism a positive force for collective progress. These programs are practical instruments used to translate the ideals of CBT into reality on the ground. This section will explore in depth the specific social and economic programs that have been implemented in Lake Toba. Through exploring these programs, we seek to understand how CBT is operationalized in concrete terms, and to assess its contribution to community welfare and tourism sustainability in the region. An in-depth review of these programs will help us assess their effectiveness and relevance in realizing community-centered tourism.

Social Programs

Within the framework of Community-Based Tourism (CBT) development, social programs play a central role in ensuring that the benefits of tourism are felt equally by all levels of society, not only in economic aspects, but also in improving the quality of life and social welfare. These programs are designed to strengthen social cohesion, preserve local culture, improve the quality of education and health, and empower vulnerable groups. Through targeted social programs, CBT is expected to provide a broader positive contribution to the development of society as a whole. To gain perspective from the Lake Toba Authority Implementing Agency (BPODT), an interview was conducted with Mr. Zakius, Head of Personnel. In the interview, Mr. Zakius explained the social programs that are the focus of BPODT in developing community-based tourism in Lake Toba:

Mr. Zakius' statement, while mentioning economic results, fundamentally reveals the creation of new spaces of social interaction within the community. Handicraft training, for example, is not just a process of transferring skills. It serves as a platform for social interaction, especially for women, to gather, share knowledge, and strengthen communal ties that may have previously been limited to the domestic sphere. The process of making ulos or weaving together becomes a social activity that revitalizes cohesion at a fundamental level. Furthermore, the homestay management mentoring program is analyzed as an effort to transform social roles. The community is no longer just a passive resident, but is actively prepared to become a cultural host. This changes the way they view themselves and their environment, from just a place to live to a stage where they can share cultural narratives with outsiders. Thus, this program socially fosters a sense of self-confidence and communal pride, where each participating home becomes a node in a larger network of social hospitality.

The focus explained by Mr. Frengki above can be interpreted as an effort to strengthen cultural identity through active participation. The training of local tour guides, from a social perspective, is a process of reproduction and legitimization of cultural narratives. Local residents are empowered not only as workers, but as guardians and official storytellers of their communities. This process significantly increases collective pride and ensures that oral cultural heritage is not lost, but is actively inherited and shared. Meanwhile, empowerment programs for business groups such as food stalls can be seen as a social laboratory for cooperation. The formation of this group forces individuals with different backgrounds to interact, negotiate, and build trust for a common goal. This is a test of social cohesion at the micro level. The success or failure of this group is not only measured in economic terms, but also in its ability to build social capital, manage internal conflicts, and create new norms of cooperation within the community.

The experience of Mrs. Maria Harianja provides an in-depth picture of the social impact of the program at the individual level. The training she attended not only provided economic benefits, but more importantly, a process of personal empowerment and increased social capacity. By having new skills, Mrs. Maria experienced increased self-confidence and agency (the ability to act). She transformed from an ordinary community member into an individual with something valuable to offer, which has the potential to change her status and role both within her family and society. On the other hand, her difficulty in accessing the homestay program due to capital constraints shows the potential for creating new social inequalities. The program, which should be inclusive, actually has hidden barriers that can cause only certain groups of people (those who already have initial capital) to be able to participate. This risks creating social jealousy and fragmentation within the community. Her hope that "more people are involved" is a social call for justice and equal opportunities, not just an economic demand.

Economic Program

Economic programs are the backbone of Community-Based Tourism (CBT) development, as their main objective is to increase income and create business opportunities for local communities. These programs include various initiatives, ranging from entrepreneurship training, capital assistance, local product development, to business mentoring. With effective economic programs, CBT is expected to be a driving force for the local economy, reducing poverty, and improving people's lives through active participation in the tourism sector. The statement of Mr. Zakius, Head of Personnel Division of BPODT, highlighted the organization's efforts in supporting the development of community-based tourism in Lake Toba through economic programs. He explained that BPODT encourages the formation of business groups among residents, such as selling traditional foods or renting boats to tourists, as a way to generate income. In addition, there is facilitation of access to soft loans to help start businesses, although he admitted that the implementation is still slow. The goal is clear: to ensure that tourism brings direct financial benefits to the community, not just as a visual attraction. This program shows a practical approach to improving local economic welfare. Encouraging the formation of business groups such as selling traditional foods or renting boats utilizes the potential that already exists in the community, while also answering the needs of tourists. Facilitation of soft loans, although not yet optimal, is a step to overcome the capital constraints that residents often face. However, the slow realization mentioned suggests that there are challenges, perhaps in terms of bureaucracy or resource

distribution, that hinder the speed of the expected economic impact. The success of the program seems to depend on accelerating implementation and refining the mechanism. Helping residents start businesses is a strategic step to channel tourism profits directly into their hands, but without a faster and more efficient process, its full potential is unlikely to be achieved. If loans can be channeled more smoothly and business groups are properly assisted, the economic benefits could be more pronounced, turning tourism into a reliable source of livelihood for communities around Lake Toba. BPODT's efforts to encourage the formation of business groups and facilitate access to capital are conceptually in line with the principles of community economic development, which emphasize the importance of creating local business opportunities as a distribution channel for tourism benefits. This approach aims to transform communities from passive recipients to active economic actors. However, Mr. Zakius's recognition of the slow realization of loan facilitation is a critical point. This is directly confirmed by Mrs. Maria Harianja's complaint about the difficulty of obtaining business capital, indicating a gap between the program's intentions and the reality on the ground. This delay could be a manifestation of broader bureaucratic challenges or resource constraints, an issue that often hampers economic empowerment programs. Slow access to capital will certainly hamper the growth of start-up businesses encouraged by BPODT. Therefore, it is recommended that BPODT review and simplify procedures for accessing easy loans, perhaps through partnerships with local microfinance institutions or the establishment of a special CBT revolving fund scheme, as well as ensuring intensive mentoring for business groups so that they are better prepared to manage financial assistance.

Mr. Frengki from the BPODT Destination Division describes the organization's efforts to strengthen community-based tourism in Lake Toba through economic programs. He explained that BPODT facilitates residents to manage food stalls or produce local goods, such as coffee and smoked fish, which can be sold to tourists. In addition, there are plans to build a special market for local products in the tourist area to boost the community's economy. According to him, the results have begun to be seen, although it will take time for the benefits to be evenly distributed to all residents. These efforts highlight practical steps to empower communities economically. Facilitating local food stalls and production of local goods leverages the skills and resources that residents already possess, while also meeting tourist demand for authentic experiences. Specialized market plans offer greater opportunities to increase visibility and sales of products, which can be a driver of economic growth. However, the recognition that results are uneven and take time suggests challenges in scale or speed of implementation, perhaps due to funding or coordination constraints.

The sustainability of this program depends on the ability to accelerate and scale its impact. Helping residents manage businesses and plan niche markets does open the way for increased incomes, but without more agile steps, the benefits may take a long time to reach all levels of society. If the market plan is realized and support for local businesses is strengthened, the economic potential of tourism can be maximized, making the community a key player in the progress of the Lake Toba area. The focus on facilitating independent businesses and developing local products such as coffee or smoked fish reflects the strategy of utilizing unique local resources as the basis for competitive advantage in tourism, an approach often advocated in destination development theory. The plan to build a market specifically for local products is also an important infrastructure intervention that can theoretically increase visibility and market access for small producers. However, Mr. Frengki's recognition that the results are uneven and take time is in line with the experience of Ms. Maria Harianja who felt the benefits but were still limited, and Mr. Dedi Prasetiawan's observation regarding the still simple selling places, which indicate that the market plan is indeed crucial and has not been fully realized. This gap between potential and realization could be related to the implementation challenges mentioned earlier, such as coordination between institutions or the speed of support distribution. Therefore, it is recommended that BPODT accelerate the realization of the plan for a market specifically for local products with an attractive design and strategic location, while ensuring that there is ongoing assistance for producers to improve the quality of their products and their business management capacity so that they are ready to fill the market competitively.

Inhibiting Factors for Community-Based Tourism Development in Toba Regency

Realizing ideal community-based tourism is not an easy matter. Behind the great potential offered by Community-Based Tourism (CBT), there are often hidden obstacles that can hinder its development. These obstacles can come from various sides, ranging from limited human resources, coordination problems between related parties, to external factors such as less supportive policies or tight competition. Understanding the root causes of these obstacles is an important first step before formulating strategies to overcome them. This study attempts to uncover the main inhibiting factors in the development of CBT in Toba Regency. To obtain a complete picture, in-depth interviews were conducted with various parties directly or indirectly involved in tourism management in this area. By exploring perspectives from various points of view, it is hoped that the most significant obstacles can be identified,

as well as understanding how these obstacles are interrelated. Analysis of the interview results will then become the basis for formulating policy recommendations and practical steps that can be taken to advance CBT in Toba Regency.

Lack of Social Capital and Coordination

Social capital, often defined as a network of trust, norms of reciprocity, and cooperation within a community, is an important glue in Community-Based Tourism (CBT). When social capital is low, coordination between parties becomes difficult, and community-based tourism development initiatives are prone to failure. In Toba Regency, this study explores whether the lack of social capital and coordination are the main obstacles. To answer this question, an in-depth interview was conducted with Maria Harianja, as a representative of the community who directly experiences the social dynamics in the field. In addition, the views of Mr. Zakius and Frengki, Mrs. Rusti Hutapea and Rayanika from the government and BPODT are also important to understand whether there are coordination constraints at the policy-making and program implementer levels. The following description will present and analyze the findings from interviews with these informants, revealing the extent to which social capital and coordination, or lack thereof, influence the development of CBT in Toba Regency.

Before analyzing further, it is important to understand the landscape of social relations that set the stage for the development of CBT in Toba Regency. Social capital, which can be understood as networks, trust, and norms that facilitate cooperation, is the invisible foundation that determines the success or failure of a communal initiative. In Toba, this foundation shows a complex and challenging condition. In terms of trust, although the community has the capital of hospitality, there is a deficit of trust both to outsiders and to the government, a challenge that is even acknowledged by the government itself. In terms of networks, although formal forums such as Pokdarwis and dialogue forums have been formed, their effectiveness is still low, as seen from tourism initiatives that run sporadically and are less coordinated. Finally, social norms for collective cooperation in the tourism economy do not seem as strong as individual hospitality norms, making it difficult to form joint action. This fragile condition of social capital is the main context for why the lack of coordination is a significant inhibiting factor, as will be explained in the following findings.

Based on an interview with Mrs. Maria Harianja, a picture of the dynamics of social capital and coordination between residents in the context of tourism development in Lake Toba was revealed. Mrs. Maria stated that relations between residents were generally quite good. However, she also expressed a sense of worry and anxiety related to tourism development. This concern arose because of the entry of outsiders who opened businesses and were considered competitors. In addition, there was also concern about the erosion of local culture due to interaction with tourists. Although the community is aware of the positive potential of tourism, this feeling of anxiety indicates the potential for conflict and a lack of a strong sense of togetherness.

This statement by Mrs. Maria, when associated with the concept of social capital, indicates an indication of suboptimal social capital. Social capital, which includes trust, norms of reciprocity, and networks of cooperation (Putnam, 2000), is an important glue in society. The worry and anxiety expressed by Mrs. Maria indicate a potential trust deficit between residents, as well as between residents and newcomers. Concerns about business competition and the erosion of local culture indicate a potential conflict of interest and a lack of social cohesion. The statement "We wish we were more united, more able to work together, so that we can all progress," shows an awareness of the importance of social capital, but also an acknowledgement that building this social capital is not easy. The experience shared by Mrs. Maria highlights the importance of building strong social capital as a foundation for sustainable CBT development. Without strong trust, cooperation, and social cohesion, it will be difficult for communities to unite and manage tourism together. Potential conflicts of interest and unhealthy competition can hinder community participation and threaten the sustainability of tourism itself. Therefore, efforts to strengthen social capital, for example through dialogue between residents, joint activities, and strengthening local institutions, are very important.

Ms. Maria Harianja's recognition of concerns about external competition and the potential for cultural erosion indicates potential rifts in the community's social capital. Although basic relationships between residents are considered 'good', the emergence of these concerns suggests a possible lack of bridging social capital and concerns about the negative impacts of unmanaged tourism, a dilemma often discussed in tourism impact studies. The desire to be 'more compact and collaborative' confirms an awareness of the importance of social cohesion, but the recognition that it is 'not easy' suggests real barriers to building stronger trust and collaboration. These findings implicitly support the views of the BPODT official (Mr. Frengki) regarding the mindset challenges of some members of the community who may not be fully ready to collaborate. This condition has the potential to hinder collective participation in the CBT program and slow down the spread of benefits. Therefore, an intensive community dialogue facilitation program is recommended to discuss these concerns openly, build a shared understanding of tourism impact management, and formulate local norms or agreements to strengthen cooperation and minimize the potential for internal and external conflict. Based on an interview with Dedi Prasetyawan, it is clear that he felt the friendliness and

openness of the local community, which he considered a positive point. However, Dedi Prasetiawan also provided important notes related to tourism activities involving the community. He felt that these activities still needed to be improved, especially in terms of coordination. Dedi Prasetiawan proposed the need for a forum or organization that could unite various community initiatives, so that tourists could more easily find and choose tour packages that were truly community-based. He considered that the current conditions still seemed sporadic and poorly coordinated.

Dedi Prasetiawan's view, when associated with the concept of social capital and coordination, provides an interesting perspective. The friendliness and openness of the community, which he feels, are indications of social capital in the form of hospitality and openness. However, the lack of coordination in tourism activities involving the community indicates weaknesses in the aspects of networking and cooperation, which are also important elements of social capital. Dedi Prasetiawan's proposal about the need for a forum or organization that unites community initiatives is in line with the concept of local institutional strengthening which is often emphasized in the literature on CBT. Dedi Prasetiawan's experience as a tourist underscores that social capital and coordination are not only important for local communities, but also for the quality of the tourism experience. Lack of coordination and sporadic impressions can make it difficult for tourists to find and access community-based tourism products and services. Conversely, having a well-coordinated forum or organization will make it easier for tourists to participate in tourism activities that have a positive impact on local communities, while enriching their tourism experience. Thus, investment in building social capital and coordination is not only beneficial for the community, but also for the sustainability of tourism itself.

Dedi Prasetiawan's testimony highlights two sides. On the one hand, the friendliness and openness he felt were important social capital assets (often referred to as hospitality) that supported the positive image of the destination. However, on the other hand, his perception of 'sporadic and poorly coordinated' tourism activities indicated weaknesses in the organizational aspects and cooperation networks at the community or inter-community level. This directly echoes theoretical proposals regarding the importance of strengthening local institutions such as Pokdarwis in managing and marketing CBT products in a more integrated manner. This lack of coordination, as also hinted at by Ms. Maria Harianja ('not easy to work together') and recognized as a challenge by BPODT and Tourism Office officials, has an impact on the difficulty for tourists to access authentic and structured CBT experiences. This condition can reduce the potential income of the community because tourists may switch to more organized tourism options. Therefore, it is recommended to strengthen the role of Pokdarwis or establish a coordination forum between CBT business actors (such as the association mentioned by Mrs. Rusti) which focuses on developing joint tourism packages, standardizing minimum services, and collective marketing, so as to facilitate access for tourists and increase the competitiveness of community products.

Based on the interview with Rayanika, it is clear that the General and Personnel Sub-Section has a central role in ensuring internal coordination within the Tourism Office. This role is realized through various tasks, such as facilitating coordination meetings, compiling minutes, distributing information, and managing data and information about CBT programs. Rayanika admitted that this internal coordination was going quite well, but she also realized that coordination with external parties, such as the community and business actors, still needed to be improved. She also mentioned several administrative obstacles that could hinder coordination, both internal and external, such as overly bureaucratic procedures, lack of clear SOPs, and limited human resources. Rayanika's statement highlights the importance of the role of administration in building social capital and coordination. Effective coordination, both within the organization and with external parties, requires the support of a good administrative system. Overly bureaucratic procedures, lack of SOPs, and limited human resources can be serious obstacles in building communication, cooperation, and trust between parties. In contrast, an efficient, transparent, and responsive administrative system will facilitate coordination and strengthen social capital.

The efforts of the General and Personnel Sub-Section to improve the administrative system, as expressed by Rayanika, are an important step in overcoming these obstacles. By simplifying procedures, preparing clear SOPs, and increasing the capacity of human resources handling coordination, it is hoped that coordination, both internal and external, can run more effectively. This in turn will contribute to the building of stronger social capital and the development of more sustainable CBT in Toba Regency. Ms. Rayanika's explanation highlights the crucial role of administrative and bureaucratic systems in facilitating or hindering coordination. Despite efforts to ensure internal coordination, her recognition of administrative barriers such as bureaucratic procedures, lack of SOPs, and limited human resources, provides a structural explanation for the coordination challenges previously expressed by Mr. Frengki (BPODT) and Ms. Rusti Hutapea. These administrative barriers can slow down the flow of information, complicate joint decision-making, and reduce flexibility in responding to community needs or field dynamics. Such bureaucratic issues often act as hidden barriers to the implementation of participatory development programs such as CBT. Efforts to improve administrative systems are essential, but their effectiveness will depend on the political will and capacity of institutions to undertake internal reforms. Therefore, it is recommended that the Tourism Office (and

also BPODT) conduct an internal review of administrative procedures related to the CBT program, identify bureaucratic bottlenecks, develop clearer and more efficient SOPs for internal and external coordination, and consider strengthening the capacity of human resources specifically tasked with managing relationships with the community and external stakeholders.

Limited Community Capacity and Skills

Sustainable Community-Based Tourism (CBT) development requires competent human resources. Without adequate capacity and skills, local communities will have difficulty managing tourism businesses professionally, competing in a competitive market, and providing services that satisfy tourists. In Toba Regency, are limited capacity and skills a barrier? To answer this question, this study explores the experiences and views of Maria Harianja, as a representative of the community directly involved in CBT activities. The perspective of Dedi Prasetiawan, as a tourist, is also important to assess whether there is a gap between expectations and reality regarding service quality. In addition, interviews with Mr. Zakius and Frengki, Mrs. Rusti Hutapea and Rayanika from the government and BPODT were also conducted to find out what capacity building programs have been or are being implemented. Thus, the presentations from these informants will be the main focus in the following description, revealing the extent to which the limitations of community capacity and skills, as well as efforts to overcome them, affect the dynamics of CBT in Toba Regency.

Based on an interview with Mrs. Maria Harianja, it is clearly illustrated that the limited capacity and skills of the community are one of the main obstacles in the development of community-based tourism in Lake Toba. Mrs. Maria openly admitted that she and many other residents feel they do not have enough skills to compete in the tourism world. She mentioned several specific examples, such as the lack of knowledge on how to manage a business properly and how to promote effectively. Mrs. Maria also highlighted competition with outsiders who have more capital and more experience, which further burdens the challenges for local communities. Therefore, she really hopes for training from the government or other parties. This statement by Mrs. Maria, when associated with the concept of capacity building in tourism development, shows a significant gap between needs and availability. The concept of capacity building, as discussed previously, emphasizes the importance of increasing community knowledge, skills, and attitudes so that they can actively participate in development. In the context of CBT, capacity building becomes even more crucial, because the community is expected to be the main actor in managing and developing tourism. Limited capacity and skills, as expressed by Mrs. Maria, will hinder the community's ability to take advantage of economic opportunities from tourism and compete effectively.

Mrs. Maria's expectation for training indicates that there is awareness among the community about the importance of capacity building. Relevant training, such as business management, marketing, service, and specific tourism-related skills (e.g., tour guide, homestay management, culinary), will equip the community with the knowledge and skills needed to manage tourism businesses more professionally and sustainably. Thus, investment in capacity building through training and mentoring is crucial to overcome these inhibiting factors and realize the potential of CBT optimally. Maria Harianja's candid acknowledgement of the perceived lack of skills among the community touches on the heart of the empowerment challenge in CBT. The sense of 'mediocre knowledge' in business management and promotion, as well as the feeling of 'losing out' to outsiders, suggests significant gaps not only in technical aspects, but also in the community's self-confidence and adaptive capacity. These gaps, which theoretically hinder effective participation, are empirically confirmed by the training programs run by BPODT and the Tourism Office, indicating institutional recognition of the need. However, Maria's expectation for further training also suggests that existing programs may not be sufficiently intensive, relevant, or equitable in their impact. This finding is in line with many CBT case studies that identify capacity constraints as a major barrier to sustainability. It is therefore recommended that capacity building programs not only focus on the transfer of technical skills (management, promotion), but also include elements of sustainable business mentorship and strategies to build collective entrepreneurship so that communities feel stronger and more able to compete together.

Based on the interview with Frengki, it is clear that BPODT, especially the Destination Division, identified the mindset of some communities as one of the biggest challenges in developing community-based tourism. Frengki explained that this mindset is manifested in various forms, such as lack of self-confidence, lack of understanding of the importance of good service, and lack of openness to new things. To overcome this challenge, BPODT has made various efforts, including holding hospitality training, collaborating with the Ministry of Tourism in the AKI (Apresiasi Kreatif Indonesia) program, and partnering with various parties to hold other relevant training, such as training for tour guides and homestay managers. Frengki's statement highlights that the limitations of community capacity and skills are not only technical, but also related to mindset or thought patterns. A less supportive mindset, such as lack of self-confidence and lack of understanding of the importance of service, can be a significant obstacle, even though the community already has certain technical skills. Therefore, efforts to increase capacity are not enough

just by providing skills training, but must also touch on the mindset aspect. The hospitality training mentioned by Frengki is one example of an effort to change the community's mindset to be more service-oriented. The collaboration with the Ministry of Tourism in the AKI program and partnerships with various parties to conduct other trainings demonstrate a collaborative approach in efforts to increase community capacity. By involving various parties, BPODT can access broader resources and expertise, and ensure that the training programs provided are more relevant to community needs and market demands. Frengki's hope that communities will have better skills and be better prepared to compete shows that the ultimate goal of these efforts is to empower communities to participate actively and effectively in the tourism economy.

Mr. Frengki's identification of community mindset challenges (lack of confidence, understanding of services, openness) as a central issue provides depth to the understanding of capacity limitations. This shows that barriers are not only technical (skills), but also attitudes and mindsets, which are important dimensions in the overall capacity building framework. This mindset could be the root of the low participation complained about by Mrs. Rusti Hutapea or the feeling of 'losing out' felt by Mrs. Maria Harianja. BPODT's efforts through hospitality training, AKI program partnerships, and guide and homestay training show a multi-pronged strategy to address both skill and attitude aspects. This partnership approach also shows an effort to address internal resource limitations. However, changing mindsets is a complex, long-term process. Therefore, it is recommended that capacity building programs explicitly integrate modules or approaches that focus on behavioral change and motivational enhancement, for example through comparative studies to successful tourism villages, experience sharing sessions between residents, or light psychological assistance, in addition to technical training, to accelerate the adoption of a more adaptive and proactive mindset towards tourism opportunities.

Based on the interview with Rayanika, it is clear that the General and Personnel Sub-Section has an important role in supporting the smooth running of the training program, although the role is more administrative in nature. Their duties include managing participant registration and data collection, processing budget disbursement, compiling reports, and coordinating with related parties. Rayanika emphasized that they strive to ensure that all of these administrative processes run smoothly, so as not to become an obstacle to program implementation. However, she also acknowledged that there are administrative obstacles that sometimes slow down program implementation, such as the long procurement process for goods and services, changes in regulations, and limited human resources.

CONCLUSION

1. Based on the research results, it was found that the development had been initiated through various programs by the Lake Toba Authority Implementing Agency (BPODT) and the Toba Regency Tourism Office. The ongoing social programs include skills training for the community (such as handicrafts, tour guides, homestay management, hospitality) as well as institutional strengthening efforts through facilitation of Tourism Awareness Groups (Pokdarwis) and dialogue forums. Meanwhile, the economic program focuses on supporting the formation of local business groups, facilitating access to capital, training in developing regional specialty products, and plans for developing supporting infrastructure such as local product markets. However, the implementation of these social and economic programs in the field shows that their implementation is not yet optimal, marked by limited reach, the realization of several programs that tend to be slow, and benefits (especially economic) that have not been felt evenly by all levels of society involved or potentially involved.
2. The results of this study identified two main obstacles. First, there is a deficit of social capital and weak coordination between stakeholders. This is manifested in the form of community concerns about external competition and the potential for cultural erosion, the lack of an effective forum or mechanism to unite community initiatives, as well as communication constraints, program synchronization, and bureaucratic issues between related institutions (BPODT, Tourism Office, and the community). Second, there are limitations in the capacity and skills of the local community itself to be able to be involved and manage tourism businesses professionally and sustainably. These limitations include aspects of technical knowledge (business management, marketing, service), practical skills, and a mindset or way of thinking that is not yet fully adaptive to the demands of the tourism industry. These limitations are also exacerbated by obstacles in the implementation of the capacity building program itself, such as budget constraints, issues of community participation in training, and the relevance of training materials. These two inhibiting factors are interrelated and significantly affect the effectiveness of the implementation of the CBT program and hinder the achievement of optimal economic impacts for the community around Lake Toba.

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