

Perspectives of public sector entrepreneurship and change agents in village tourism management

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ABSTRACT

As the only developed tourism village in Papua, Yoboi Village exemplifies successful tourism village management. Given its outstanding performance, this study aims to examine the role of change agents and the contribution of public sector entrepreneurship towards the management of village tourism. Researchers used Caldwell's framework to identify change agents roles consisting of champions, adapters, consultants, and synergists, meanwhile the PSE concepts asserting the public officials roles to produce public value. Using a qualitative approach through case study method, researchers collect data through interviews, focus group discussion, observations, and documentation. The research's findings describe the active engagement of the village's youth reflects the concept of change agents aligns with the role as champion. Additionally, the active participation of a key local figure also serving as a public official in Jayapura regency illustrates the public actor participation which also fit with the public sector entrepreneurship principle. This study emphasizes the dynamic role of a key actor, whose leadership emerged not solely from individual competencies but was also significantly influenced by contextual and environmental factors. The combination of attributes from both the change agent and public sector entrepreneurship paradigms have contributed to Yoboi village tourism success.

Keywords:

Yoboi; Jayapura; tourism village

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INTRODUCTION

The paradigm of public administration has evolved from Classical Public Administration (Old Public Administration) to Good Governance. Meeting public needs follows the principles of publicness or public value. Further developments in public service

practices have recognized non-governmental actors, such as the private sector and the community, as contributors to creating public value (Acar et al., 2022; Bryson et al., 2017; Petrescu, 2019). Public value is generated based on inputs from society, ranging from the smallest unit, the individuals, to the largest unit, the community (Petrescu, 2019). Public value relates to the management and delivery of public services, thereby producing outcomes aligned with the goals and mission of public organizations, namely the achievement of social objectives (Lestari & Solovida, 2024).

Tourism is one of the strategic sectors in national economic development. This sector has the potential to generate significant impacts, including increased regional income, job creation, and the preservation of local cultural values. According to Law No. 10 of 2009 and the National Tourism Development Master Plan Regulation for 2010–2025, key elements of tourism development include the creation of tourist destinations, tourism marketing, industry development, and institutional strengthening within the tourism sector (Hajar et al., 2022). One of the government's programs in the tourism sector is the development of tourism villages (*desa wisata*), aimed at leveraging the potential of local tourism resources by considering tourist attractions, souvenirs, facilities, and infrastructure, as well as the implementation of tourism standards (Cleanliness, Health, Safety, and Environmental Sustainability) (Kadun MT & Karetji, 2025).

Yoboi Tourism Village, located in Jayapura Regency, Papua, is often called the "colorful village" due to its vibrantly painted houses, bridges, and public facilities. Covering an area of 3.84 km², the entire village is built on Lake Sentani, including essential public facilities such as an elementary school, church, and recreational areas—all constructed over Sentani lake (Kogoya et al., 2022). The main tourist attractions of Yoboi Village include its colorful village dock and villagers' houses, the view of Lake Sentani, sago forests, and guest lodges. To this day, the villagers of Yoboi continue to work as sago farmers. They also utilize their home yards as small-scale gardens, growing basic food crops such as chili peppers, eggplants, tomatoes, and various ornamental plants.

Yoboi has been classified as a developed *tourism village* by the Ministry of Tourism and Creative Economy of the Republic of Indonesia. In 2021, the village received the *Anugerah Desa Wisata* (Tourism Village Award) from the Ministry of Tourism and Creative Economy. Yoboi's appeal as an ecotourism destination has brought the village its popularity. One of its main attractions is the annual *Sago Worm Festival* (*Festival Ulat Sagu*), a cultural event held regularly over two to three days. The village has various tourism facilities, including regular tourist transportation, a village dock, photo spots, a panoramic bridge/tourist attraction, guest lodges, and public restrooms. Beyond tourism infrastructure, Yoboi is also home to the colorful *Wali Niphi Library*, initiated by Wahana Visi Indonesia Papua in collaboration with Yoboi villagers. This space is both a learning center and a recreational area for the children of Yoboi Village.

A social community can be understood as a group of individuals who share at least one commonality in political or social aspects and identify as part of that community (Huber, 2022). At the village level, the community or local populations have a direct connection to their natural and human resources, so any changes occurring within this locus will directly affect them (Wicaksono & Darusman, 2014). The term "agent of change" varies across different fields of study, including terms such as change manager, change specialist, and change initiator/catalyst (Gerwing, 2016). According to Gerwing, agents of change are responsible for initiating, facilitating, implementing, and empowering others to face change.

Agents of change can be individuals or groups within a community or society (Amalia et al., 2017). According to Juwita, the roles of agents of change include the *catalyst*, the *solution giver*, the *process helper*, and the *resources linker* (Mashuri et al., 2023). The Catalyst,

acting as a driver of social change, meanwhile the solution giver referred as a problem solver or has the ability to resolve issues. The Process Helper (Facilitator/Guide) is responsible for facilitating, guiding, or supporting the progression of change then the resources linker referred to the role of connecting partners with relevant resources. The Caldwell framework is often used to identify the roles of change agents as described in Mashuri's writing namely *the champions, the adapters, the consultants* and *the synergists*. The champions is characterized by visionary and strategic qualities, strong leadership, and support from top management. The adapters are agents who implement gradual adjustments in human resource policies while ensuring effective communication and training during change initiatives. The consultants are agents responsible for conducting training, providing advice, and offering support in implementing and adapting change, while the synergists are agents who align to human resource practices to produce effective change.

The definition of Public Sector Entrepreneurship (PSE) is an important process that creates value for society through the utilization of public resources and the pursuit of new business opportunities (Magul & Pasqualetto, 2023). PSE is comprehensively defined as a multi-level phenomenon characterized by the contextual combination of proactivity, innovation, and risk-taking, functioning to drive change and renewal, strengthen organizational resilience, and creatively leverage opportunities to create public value, with the ultimate goal of producing positive impacts for society and the environment (Vivona et al., 2024). Several studies recognize civil servants as agents of change at the grassroots community level, whether within government-driven agendas or independent initiatives (Box, 2015; Wallace et al., 2011).

Civil servants play a crucial role during transformative social change, especially in the Good Governance era, which emphasizes government and society collaboration (Braams et al., 2024). Civil servants strive to unite diverse interests, values, perspectives, and resources to enhance public participation by understanding the situation, building relationships and trust, developing collaborative solutions, aligning processes between external and internal government actors, and providing practical support (Blijleven & Hulst, 2021). According to Bellone and Goerl, civil servants are entrepreneurs who create public value by identifying revenue sources beyond public organization income, while considering aspects such as autonomy, vision, confidentiality, and risk-taking, alongside values of responsibility, citizen participation, open decision-making procedures, and concern for public welfare (Milovanovic et al., 2025). Additionally, civil servants also serve as advisors to policymakers, especially when a learning culture is adopted within the bureaucracy (Aubin et al., 2018). At the individual level, the PSE reflects the embodiment of entrepreneurial values within civil servants, which align with the core principles of public sector organizations (Vivona & Lewis, 2023).

Yoboi's achievements are inseparable from the independent efforts of its villagers, the Yoboi Tourism Awareness Group (Kelompok Sadar Wisata/Pokdarwis), the village government, Jayapura Regency government, and the Papua provincial government. This study aims to examine the role of non-governmental self-help actors in managing tourism in Yoboi, with a primary focus on the Yoboi tourism community consisted of the local villagers. Using the Agent of Change theoretical framework, the local community is identified as the main actor transforming Yoboi tourism. This community operates independently, without government funding, making it relevant to the PSE approach.

METHOD

The research design is qualitative with a single case study approach. The case study approach aims to explore in detail an individual or group's processes, activities, and

programs (Creswell, 2009). A case study approach was chosen to provide a deep insight, particularly regarding the transformation of Yoboi tourism village. This study argues that the roles of agents of change and public actor within the PSE concept, influence the tourism transformation in Yoboi. The research employs several data collection techniques, including in-depth interviews, focus group discussions, observations, and documentation. Data collecting was conducted from April to June 2025.

The selection of informants employed the snowball sampling technique, in which the informants were connected through a network or chain. These informants were relevant individuals who met the criteria as key actors involved in the management of Yoboi tourism since its early stages, around 2019. In-depth interviews were conducted with the head of the Tourism Awareness Group (Pokdarwis) and the head of Yoboi village, while focus group discussions were held with Pokdarwis members and local residents. Subsequently, the data were analyzed using triangulation technique and presented in the form of narratives, tables, and images.

RESULT AND DISCUSSION

Youth as Agent of Change

The youth group in Yoboi has played a crucial role in initiating and managing tourism in their village. Their efforts began after the 2019 floods in Jayapura Regency, where Yoboi was among the most severely affected villages. Shortly after, the COVID-19 pandemic struck, followed by internal conflict among Yoboi villagers related to land disputes. An in-depth interview with BT, the Chief of Yoboi Pokdarwis revealed the severity of the flood led to evacuation, communal conflict within the village, and the COVID-19 pandemic. BT further emphasized the collective contemplation undertaken by the village youth in response to the series of crises. The Youth were driven by a desire to transform the conditions of their community. Approximately 15 youths participated during painting activities took place around 4-5 days. Another in-depth interview with ZW, the Yoboi Village Head confirmed the youth movement. According to ZW, the youth initiated modest activities by painting village dock and surrounded area in vibrant colors. Additionally, they built simple photo backdrops overlooking Lake Sentani. They took inspiration from the colorful villages in Java and adapted the aesthetics' to Yoboi's landscape. ZW mentioned BT's skill in photography and social media which triggered widespread attention and interest to visit Yoboi.



Figure 1. Yoboi Youth Painting Dock
Source: Instagram @pacekreatif, 2025

Equipped with internet access and social media, Yoboi youth began to develop the tourism potential of their village. BT noted the distinct positioning of Yoboi's tourism in contrast to mainstream tourism in Jayapura. According to BT, Yoboi tourism rooted in ecological and cultural experience. Yoboi appeals to visitors seeking deeper engagement

with rural life, local traditions, and the natural environment. This suggests that Yoboi primarily provides ecotourism activities that integrates natural resources—particularly the sago crop. This village is surrounded by extensive sago forests, representing its key asset. Yoboi's sago serves as a staple food and a symbol of the local culture.

Visitors are presented with cultural attractions during the Sago Worm festival where villagers harvest and process the crops. They also sell sago-based products, among which are the sago worms. On certain occasions, cooking demonstrations are also held with sago as the main menu, featuring a villager who works as a chef. According to BT, the The first Festival was held in 2020. During the COVID-19 pandemic, Yoboi villagers were economically struggling. That year festival became possible because of the funding from the visitors. One of the visitors was the Head of the Forestry and Environment Department in the province government office, Mr. Ormuseray. The village government as mentioned by ZW, also supported the youth because the collective benefit the festival could produce. Despite not providing the financial aid, the village government provided administrative support. ZW asserted they assisted the youth to seek help from the regency government.



Figure 2. In-depth Interview with BT, the Chief of Pokdarwis
Source: Findings, 2025

Both informants recalled the first Sago Worm Festival in 2020, initiated by the youth benefited the whole Yoboi community. The youth demonstrated strategic competency in designing a multi-source funding scheme, beginning with community-based self-financing, followed by visitor-driven fundraising through a donation box at the pier, and subsequently through formal funding proposals submitted to government agencies. The first festival was held from 26 to 28 November 2020. The name *Sago Worm Festival* are intentionally picked to reflect the cultural identity of the Yoboi community and its unique ecotourism appeal.

The Sago Worm Festival is generally held over 2 to 3 days, with a frequency of once per year. The table below presents the frequency of the festivals held:

Table 1. Time of the festival		
No	Year	Date
1	2020	November 26 th –28 th 2020
2	2022	October 25 th –27 th 2020
3	2024	November 21 st –23 rd 2024

Source: Findings, 2025

During the festival, villagers utilize their front yards as stalls for selling a variety of culinary products made from sago. In 2024, villagers who did not participate in selling chose to rent out their yards to outside vendors. One example is a stall managed by the regency government from the Papua highland, which used a villager's yard to sell and promote their distinctive batik garment. In addition, some yards are planted with various vegetables and

fruits such as cabbage, eggplant, chili, and tomatoes. The community emphasizes its appeal as an ecotourism destination by managing its sustainable and productive land.



Figure 3. Villager's stall during Sago Worm Festival
Source: Instagram @pacekreatif, 2025.

Youth participation in the festival is reflected in their active roles in preparing various tourism facilities, like repainting tourist areas, cleaning the village environment, providing transportation, promoting the event, and coordinating with stakeholders such as the local government, traditional institutions, and event participants. The chief of the Pokdarwis manages the Yoboi's Instagram account @pacekreatif, used for public communication, promotion, and handling exclusive visit requests based on visitor needs.

From the Agent of Change perspective, Yoboi's youth exhibit the qualities of visionary, strategic, and creative agents. They rose from crises—including flash floods, the COVID-19 pandemic, and internal conflicts—and took the initiative by leveraging local resources and digital technology. With strong social capital and self-reliance, they initiated various tourism programs. Their visionary character is evident in their ability to identify opportunities amid crisis and constraints in Yoboi. These youth focus not only on post-disaster or post-conflict recovery but they also persist to manage tourism to improve community welfare. The colorful village tourism model from Java was adapted and transformed to suit Yoboi's unique local context.

Their strategic and creative thinking is further demonstrated through the organization of the Sago Festival. The youth embedded Yoboi's cultural philosophy into the naming and design of festival attractions, reflecting a deep analytical ability that includes planning, implementation, budgeting, impact measurement, and evaluation. They utilized social media and coverage from various mass media outlets as tools to amplify Yoboi's tourism movement. All actions taken by the youth were deliberate and measurable, aligned with broader goals for sustainable community development through tourism.

Key Actor from a Public Sector Entrepreneurship Perspective

PSE is not solely limited to public service practice but also encompasses the autonomous roles of civil servants in everyday life. The chief of Pokdarwis is a civil servant at the Plantation Service of Jayapura Regency. His professional experience and competencies have significantly contributed to ecotourism management in Yoboi. ZW confirmed BT occupation as a civil servant. BT further identified himself as a native of Yoboi who happened to work as a civil servant. He explained his occupation relates closely with crops specifically sago. BT criticized the government strategies while implementing a program. He stated that the government hastily implement different programs without evaluating the effectiveness. The same programs were also implemented in Yoboi. BT was convinced if the government had implemented the programs effectively, Yoboi's sago would have grown and produced

significantly. BT daily life and strong ties to the village enable him to conserve a deep understanding of the community's real issues. His responsibilities as a civil servant also position him as a bridge between the government and the villagers.

Focus Group Discussion with villagers clarified BT competencies. Villagers mentioned BT's excellent photography and social media. BT was described as a motivational figure who consistently encouraged villagers to adopt a more empowered and proactive mindset. Meanwhile in-depth interview with ZW affirming not just BT's role but also Yoboi's youth.



Figure 4. Focus Group Discussion with Villagers
Source: Findings, 2025

BT, as the chief of Pokdarwis, holds a key role due to his expertise in photography, social media, networking, and tourism strategy formulation. The contributions of BT and the youth are recognized by the community as the primary factors behind the village's success in through the ADWI award program. BT also exhibits leadership qualities, demonstrated by his ability to influence and motivate others. BT also use social media as a sustainable tool for tourism promotion and publicity.

A notable breakthrough by BT is his encouragement of community independence to reduce reliance on government programs and financial support. BT evaluated government's approach stating the government has contributed to fostering a flawed system in which community members have become increasingly dependent on financial incentives. He cited common practices such as government's training sessions in hotels—often accompanied by meals or financial allowances for participants. This contributes to a culture of dependency. He proposed another approach like conducting trainings at the village so that they could engage in more realistic condition.



Figure 5. Portrait of BT
Source: Instagram @pacekreatif, 2025

Due to his notable achievements, BT has received extensive recognition from both government institutions and the public. He is frequently invited to participate as a speaker

in various events and is acknowledged as an active advocate in the fields of tourism, cultural, as well as environmental activism.



Figure 6. Seminar with BT As The Speaker
Source: Instagram @pacekreatif, 2025

The Instagram account of BT, @pacekreatif, also helps promoting other tourism villages, starting from those around Jayapura to various other villages in different provinces across Papua. BT pointed out his recent collaboration to promote village tourism is in Kwadeware village. He identified Pacekreatif as a community where any advocates of tourism or environment shared supports and interests. However, he also highlighted key challenges faced by the community initiative, citing both internal and external factors. Internally, BT noted that community members have developed a dependency on government-led programs and financial incentives, which has led to a degree of cynicism toward even well-intentioned interventions. This mindset, he argued, is a result of prolonged exposure to transactional models, and must be understood in relation to broader structural issues such as limited access to education and persistent economic vulnerability.

Externally, BT expressed concern regarding the perception of grassroots initiatives by some government actors. He underscored the need for more inclusive and consultative engagement, suggesting that collaboration—such as involving local actors in awareness campaigns and training, particularly in schools—could greatly enhance the promotion of ecotourism. He stressed that ecotourism represents a viable development pathway in Papua, as it does not require high levels of formal education and aligns well with local knowledge and cultural practices. BT further reflected on his positive experiences with certain segments of the regency government, noting examples where civil servants have received institutional support for their involvement in cultural preservation. He emphasized that tourism and cultural management should be seen as a shared responsibility, particularly by civil servants, given their role as public servants and community representatives.

BT has not only excelled as a driving force behind his village's tourism but has also become part of a broader ecotourism network. His inclusive social approach reflects the core values of public service, which are essentially the character traits of a civil servant. According to BT, the main challenges in Yoboi ecotourism stem from the community's habitual dependence on government support, their monetary-oriented compensation expectations, and the limited space for public participation provided by the government. In line with the Public Sector Entrepreneurship (PSE) approach, civil servants are not merely policy implementers but also agents of change. BT's capacity to take on roles beyond bureaucratic boundaries exemplifies the essence of PSE. His inclusive strategies—encouraging community participation and fostering self-reliance—are manifestations of this approach. The use of social media and community organization efforts originates from BT's own independent initiatives. The recognition he has received reflects an appreciation of his dedication and demonstrated capabilities.

CONCLUSION

The findings of this study demonstrate that the management of Yoboi Tourism Village represents a concrete embodiment of the concepts of Agent of Change and PSE, driven by local youth and BT as the key actor. BT is a civil servant in Jayapura regency who is also a villager of Yoboi. The youth, organized under the Yoboi Pokdarwis, exhibit transformative capacity through collective action grounded in strategic, creative, and visionary thinking. As both a civil servant and youth leader, BT plays a dual role in bridging government and community. His competencies lie in photography, network-building, and demonstrating significant leadership qualities. BT actively seeks to reduce community dependence on government while promoting an inclusive youth movement.

The Yoboi case reinforces that community-based social transformation is inevitable when initiated by visionary, competent, and change-oriented local actors. This study encourages further research to explore the motivations of change agents, including the potential influence of cultural contexts. The findings suggest that leadership emerges within communities and is shaped by intrinsic personal factors. As such, the study calls for continued research focused on leadership as a learning and inquiry subject.

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