Mechanism of Stakeholders Relationship in Nature Tourism Management in Indonesia

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Abstract: Indonesia is a country with abundant natural resources and nature tourism potentials. However, the relationship among stakeholders involved in nature tourism management was not particularly harmonious: there were discords in the relationships among government institutions as the manager of tourism area and/or decision maker with other stakeholder, and also the relationship between nature tourism enterprises and the community involved in tourism management. The research aimed to formulate a mechanism of stakeholders' relationship in nature tourism management in Indonesia. The research was carried out during 2010-2012 on several locations, namely Pegunungan Dieng in Central Java (as a representative of nature tourism area that integrated with culture), Teluk Cendrawasih National Park (as a representative of marine national park in East Indonesia), Bandar Lampung Municipality and its vicinity (as a representative of provincial capital), and Brebes District/Regency (as a representative of small city). Purposive sampling was employed in determining respondents. Data was collected through interview with key informant (snowball method), field observation, and document analysis. Stakeholder analysis, content analyses, and description of each stakeholder were used in the research. Stakeholder inventory showed that central government (area managers and Ministry of Tourism), local government (Tourism agencies and other agency related to resources in tourism area), private enterprises managing tourism, Tourism Associations (Hotel, Guide, Tourism Group), and the community were involved in nature tourism management. The form of relationship mechanism found among the stakeholders were: (1) subordinate, which means that the stakeholders involved were not treated as equals; and (2) independent, which means that there was not any relationship with other stakeholders. That kind of relationship had caused the absence of relationship mechanism between certain stakeholders with other stakeholders. Analysis on the existing documents showed that the existing regulations, particularly those issued by the municipality and provincial governments, had not accommodated the forming of relationships among stakeholders, particularly community participation. There was in fact regulation bridging stakeholders to form relation with each other, however there was a need of improvement in understanding the regulation for its successful implementation.

Key words: Indonesia, nature tourism, relationship mechanism, stakeholder

Introduction

Indonesia is a country with abundant natural resources and nature tourism potentials. However, the relationship among stakeholders involved in nature tourism management was not particularly harmonious: be it among government institutions as the manager of tourism area or decision maker, nature tourism enterprises, and the community involved in tourism management. Ecotourism in tourism destinations in Indonesia are managed by various parties, in which most of the destinations are protected areas, while some others are managed by State-Owned Enterprises (SOE), and local government. UNWTO (2007) stated that Destination Management Organization is in charge of the tourism destination ‘factory’ and is responsible for achieving an excellent return on investment, market growth, quality products, a brand of distinction and benefits to all ‘shareholders’ yet, the DMO does not own the factory, neither does it employ the people working in it, nor does it have control over its processes.

Tourism destinations in Indonesia are managed by government or private enterprises (after obtaining the tourism concession permit for tourism concession in protected areas). Meanwhile, areas belonging to SOE are either managed by the SOE or private enterprises in collaboration with the SOE. The same condition applies on areas that belong to local government, some are managed by the local government, and some other managed by private enterprises or community in cooperation with the local government. There are therefore various parties which taken up a role in developing nature tourism in Indonesia. Each had different role and activities, which reflected its interest. Interest of each party would affect the mechanism of relationships established in nature tourism development in Indonesia. In addition, the needs and positions of the stakeholders would also determine nature tourism development in Indonesia. Therefore, research was needed to identify the interest, needs, and position of stakeholders on each tourism destination, and to formulate stakeholders’ relationship mechanism in nature tourism management in Indonesia. The objective of this research was to formulate stakeholders’ relationship mechanism in nature tourism management in Indonesia.

Methodology

Location and Time

The research was carried out from 2010 to 2012 on four sample locations in Indonesia, i.e. Pegunungan Dieng in Central Java (as a representative of nature tourism area that integrated with culture), Teluk Cendrawasih National Park (as a representative of marine national park in East Indonesia), Bandar Lampung Municipality and its vicinity (as a representative of provincial capital), and Brebes District/Regency (as a representative of small city). The main objectives of the research were to analyse: (a) nature tourism management stakeholders; (b) main duties and functions of government institutions and regulations on private institutions involvement in nature tourism management; (c) government policy on nature tourism management; and (d) needs of stakeholders involved in nature tourism management.

Data Collection

Data collection method employed in the identification and classification of stakeholders was semi-structured interview. Interview guide was used in the interviews with key informants.
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Data Analysis

Analyses employed in the research included stakeholder analysis, content analysis, and descriptive analysis. Model used in stakeholder analysis was the model introduced by Reed et al. (2009). The following were phases in conducting stakeholder analysis: (a) identify the stakeholders and their roles; and (b) differentiate and categorized stakeholders based on their interests and influence. Stakeholders were then mapped into a matrix of ‘stakeholder analysis’ based on the magnitude of interest and influence. The magnitude of stakeholder’s interests was assessed based on its involvement, dependency, work programs, obtained benefit, played role. The magnitude of influence was assessed based on instruments and source of power owned by each stakeholder (Reed et al., 2009). Power instruments included conditioning power, condign power, compensatory power, while the source of power included personality power, organization power. Assessment of stakeholders interests was carried out using the ‘interest guide’, while the assessment of influence was carried out using the ‘influence assessment guide’. The total score for each stakeholder would be 25 points for interest, and 25 points for influence. Each stakeholder would then be mapped into matrix of interest and influence using Minitab 15 Software. Relationships between stakeholders, obtained through documents and interview with key informants, were described using the map of stakeholder relationship. Analysis on the policy content and main duties and function was carried out using the matrix of content analysis on main duties and function within keywords of conservation, economic, education, and tourism. Descriptive analysis was used to describe the needs of stakeholders toward nature tourism management. Stakeholders’ needs were categorized according to the similarity. List of stakeholders’ needs was used in descriptive analysis.

Literature Review

Tourism is a movement made by someone to have vacation in some place different from his/her home, town, or country (Grunewald 2006). The movement or travel for tourism activities should be less than one year in succession (UNEP 2002). Tourism is also defined as travel being conducted by an individual or a group of people to visit certain places with the objectives of recreation, personal development, or to study the uniqueness of tourism attractions in the place being visited temporarily (Departemen Pariwisata dan Kebudayaan, 2009).

Nature tourism is tourism experience which depends directly or indirectly on nature (Tourism British Columbia, 2004). According to Muntasib and Rachmawati (2009), nature tourism includes components such as:
a. Conservation
   To conserve the resources and environment being used for tourism activities.

b. Participation
   To actively involve the community in tourism activities.

c. Economic benefit
   To provide positive contribution toward local economic development.

d. Education
   To supply products with educational, learning, and recreational content from the local natural and cultural value.

e. Tourism
   To provide satisfaction and experience in enjoying tourism activities

**Tourism System and Institutions**

Tourism system originates from the definition of tourism as a human activity that involves complex movement of human, goods, and services. Tourism is also closely related to organization, institutional and individual relationships, needs of services, provision of services, and so on. The whole combination of these elements influence or operate certain functions to create well-working tourism activities. Relation between tourism elements form a system called tourism system. Tourism system consists of interrelated four main elements, i.e. demand or needs, supply or fulfillment of needs, market and institutions that had the role for both facility, and actor who move the three previously-mentioned elements (Damanik and Weber, 2006).

**Governance and Tourism Governance**

Governance (government) is everything that relates to power, relation, and responsibility. Governance is distributed into four levels, i.e. local, national, regional, and international. The level distribution is meant to provide effective results. All level should strengthen each other. International governance will not work well without participation of well-working local governance. Therefore, participation from well-working local governance is very important in result achievement at the international level of governance (Scanlon and Gulmin, 2004).

The governance in tourism sector includes both governance at central and local governance level. Tourism governance is defined as the mechanism of tourism collaborative management that involved government and non government sector in a collective effort (Muntasib 2009). Government sector include central and local government institution, such as the Ministry of Culture and Tourism, Ministry of Forestry, Ministry of Marine and Fisheries, and other tourism-related government institutions. Non-government institution includes non-governmental organizations (NGOs), tourism entrepreneurs, community organization and group, tourism think-tank from higher education institutions, and other profit institutions.

**Stakeholders**

Stakeholder is the actor, both as individual and organization, who has interest in policy improvement (Schmerr, 2009). The whole actors/groups who influence or being influenced by a certain policy, decision, and activity (project) are also stakeholder (Groenendijk, 2003). Stakeholder is usually related to interest and influence.
Interest is closely related to individual or organizational needs (Groenendijk, 2003). The magnitude of individual or organizational interest is determined through involvement (participation), acquired benefit, percentage of working program that is related to nature tourism, level of dependence, and the role of individual/organization in nature tourism management at KBL. Influence is a process to change other people’s mind, behavior, and feelings, and its strength is depended on power (Reed et al. 2009). Assessment analysis on power was developed by Reed et al. (2009) through power and source of power instruments. Power instruments include condign power (financial, punishment), compensatory power (reward, salary/wage, activities assistance/aid, award), and conditioning power (education, propaganda, opinion). Source of power include personality power (intelligence, charisma, and physical strength), and organization power (network, function, mass, function conformity).

**Result and Discussion**

**Stakeholders Identification**

There were 21 stakeholders involved in nature tourism management in Bandar Lampung Municipality (BLM), which consisted of five government institutions, 8 private enterprises, two NGOs, and six community groups. There were 12 stakeholders (eight government institutions, two private enterprises, and two community groups) involved in Dieng Nature Tourism Park (DNTP); 20 stakeholders (12 government institutions, four community groups, three NGOs, and one private enterprise) involved in Teluk Cendrawasih National Park (TCNP), and; ten stakeholders (three government institutions, one SOE, and six community groups) involved in Brebes Regency (BR). The role of stakeholders was distinguished into four roles, i.e. the role in resources protection, empowerment of local community, provision of tourism services, provision of data and information on nature tourism. Stakeholders from government institutions, private organizations, community groups and community could have all four roles or part of the roles.

Government institution played the role of resources protection (supervision and management of tourism resources and environment), local community empowerment (forming tourism-aware group), provision of tourism services (i.e. repairing road or access to tourism areas), and provision of data and information on nature tourism (collecting data on tourism objects, publication or promotion). Private organization or enterprises had the role in community empowerment (provision of working opportunity for local people); assistance in resource management at the destination, provision of tourism services through provision of accommodation, restaurants/eating places, tourism programs, and other facilities that visitors need, and; provision of data and information through provision of promotional means (billboard, website, leaflets, interpretive board). Roles of community groups include resource protection through wildlife habitat management, planting and nursing plants, avoidance of wildlife hunting and illegal tree-cutting. They also play the role in community empowerment through extensions activities on caring for forest, sea, wildlife, and plants grew in the area. The role of tourism services provision was carried out by the tourism-aware groups. The most active groups was the one in Dieng, since the group had a working group that served the tourism sector in terms of transportation, homestay, and the provision of souvenirs. By contrast, the community group in BLM only built water resource, while the one in Brebes held trainings on souvenir and food.
Stakeholders Mapping

Each stakeholder had different level of interest and influence toward nature tourism management in Indonesia. The differences were affected by form of involvement, dependence toward nature tourism, stakeholders’ work program, obtained benefit, and played role. Differences in the degree of stakeholders’ dependence were affected by conditional power, feasibility power, compensational power, individual power, and organizational power (Reed et al., 2009). The result of calculation on total value of stakeholders’ interest and influence were mapped into a matrix of interest and influence. Stakeholders were categorized into four groups, i.e. key player, subject, context setter and crowd. Each category consisted of different number of stakeholders in accordance to stakeholders’ level of interest and influence (Table 1).

Key player is stakeholder with great interest and influence and most active in management (Reed et al., 2009). Key player in all sample locations was the Culture and Tourism Agency (CTA). CTAs were local government institutions that were given the mandate to carry out local governments’ culture and tourism-related affairs in Indonesia. Therefore, development of all natural resources that belong to the local government into nature tourism objects should obtain CTAs approval. In addition, CTAs also conducted supervision on the growth and development of nature tourism in their areas.

Table 1. Categorization of stakeholders involved in nature tourism management

<table>
<thead>
<tr>
<th>Location</th>
<th>Total Number of stakeholder</th>
<th>Key Player</th>
<th>Subject</th>
<th>Context Setter</th>
<th>Crowd</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dieng (TWAD) 22</td>
<td></td>
<td>Tourism Agency</td>
<td>Dieng Management NGO/ Community Group</td>
<td>Association of fruit seller and Hotel Association</td>
<td></td>
</tr>
<tr>
<td>Lampung (KBL) 21</td>
<td></td>
<td>Tourism Agency</td>
<td>Management of all tourism destination in Lampung</td>
<td>Higher Education Institution/ University, NGO</td>
<td>Marine and Fisheries Agency of Bandar Lampung, Culture and Tourism Agency of Lampung, Planning Agency of Bandar Lampung, PT Alam Raya, KPPH Sum ber Agung, Watala, HPI, PHRI, ASITA, WWF, entrepreneur of Suka menanti and the community</td>
</tr>
<tr>
<td>Teluk National Park (TCNP) 20</td>
<td></td>
<td>Tourism Agency</td>
<td>TCNP Community Group/ Community</td>
<td>Community Group/ Community</td>
<td></td>
</tr>
<tr>
<td>Brebes (KIS) 10</td>
<td></td>
<td>Tourism Agency</td>
<td>Management of tourism destination</td>
<td>NGO</td>
<td>Tourism Aware Group and Natural Resources Management Office of Brebes</td>
</tr>
</tbody>
</table>

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Subject is stakeholder with great interest but little influence. This type of stakeholders was supportive in nature, and had little capacity to change situation (Reed et al., 2009). Subject groups were all destination managers, had great interest since they conducted direct management on nature tourism objects, both in the form of facilities building, tourism program development, marketing, and handling of environmental pollution due to nature tourism activity. Subject groups had little influence due to lack of cooperation with local community.

Context setter is stakeholder with great influence but little interest (Reed et al., 2009). Stakeholders in the context setter category included local NGOs or universities. For example, Yayasan Sahabat Alam (a foundation) had little interest since their tourism activities were limited to educational tourism for students, and tourism had not been its main objective. Profession of foundation owner and board of management could affect government institution, NGOs, and local community.

Crowd is stakeholder with little interest and influence, which would consider all activities they carried out (Reed et al., 2009). Crowd in Indonesia were varied, for example in BLM there were Marine and Fisheries Agency (MFA) of Bandar Lampung, CTA Lampung, Regional Planning and Development Agency of Bandar Lampung, PT Alam Raya, KPPH Sumber Agung, Watala, HPI, PHRI, ASITA, WWF, Sukamenanti entrepreneurs, and community. In Brebes, the crowd consisted of Tourism-Aware Group and Natural Resources Management Office of Brebes; while in TCNP the crowd was Yayasan Lingkungan Hidup (a foundation), and Dieng’s crowd were fruit seller association and hotel association.

**Result of Identification of Stakeholders’ Main Duties and Function, and Institutional Regulation**

Each government institutions had main duties and functions in accordance to its mandated field. Some stakeholders from private institutions and community groups had institutional directives which explained the function and objectives of the institution; however some other had not had such directives even though they already had organizational structure. The most explained component was tourism component, while the least explained component was participation. Tourism component had been mostly explained since most of the stakeholders were actors of tourism activities. Participation component had been the least explained since some of stakeholders had involved community in their own field of work, which did not include tourism.

**Stakeholders’ Relationships in Nature Tourism**

Relationships between stakeholders, obtained through documents and interview with key informants, could be categorized into relationship of coordination, cooperation, and communication. The position of relation of each group of relation was examined based on nature tourism components, which included conservation, participation, economic benefit, education, and tourism. The map of stakeholders’ relationship in nature tourism management in Indonesia was described in Figure 1.

**Coordination**

Coordination is a process to unify different organizational units to achieve shared objectives (Denise, 2011). Coordination is also a unity of shared endeavor of several divisions, components,
groups, or organizations, in which each have various attitudes, tasks, and authorities in order to create harmony, synchronization, and unity of action to achieve shared-predetermined objectives (Damayanti, 2006). Coordination relation among nature tourism stakeholders in Indonesia lied on conservation and tourism components. Horizontal coordination relation occurred between institutions/organizations on the same level, while vertical coordination relation occurred between higher level institutions with lower level institutions (Hadjan, 1994). The coordination relation in conservation component (particularly in regional natural resources conservation) is important. Conservation of biological natural resources and its ecosystem depends on the technical coordination on protected areas management.

**Cooperation**

Cooperation is joint venture among individuals or groups to achieve shared-single or multiple objectives (Soekanto, 2009). Cooperation could be distinguished into (Soekanto 2009): spontaneous cooperation, directed cooperation, contractual cooperation and traditional cooperation. The kind of cooperation that existed was contractual cooperation based on main duties and function, institutional regulation, shared objectives or vision and missions among institutions/organizations/community groups. Cooperation relation among stakeholders lied on the components of conservation, economic benefit, education, and tourism. Cooperation relation in conservation occurred between NGOs, universities, and area managers. Cooperation relation in economic component occurred between CTA or National Park and tourism enterprises. Cooperation relation in tourism component also occurred between CTA or National Park and tourism enterprises. Cooperation relation in education component occurred between NGOs or universities and foundations that worked in tourism field, in providing assistance to the community/community’s institution situated around tourism destinations.

![Figure 1. Map of stakeholders relationships in nature tourism management in Indonesia.](image)
**Communication**

Communication in organization is also a process in creating and conveying messages in an interdependent network of relation, to overcome uncertain and ever changing environment, which conceive seven key concepts, i.e. process, messages, network, interdependent, relation, environment, and uncertainty (Muhammad, 2004). Relation of communication between stakeholders lied on the components of conservation and tourism. Communication relation in conservation component occurred between tourism area managers and group of enterprises which organized the management of tourism.

**Identification of Nature Tourism Policy**

There were a range of 8 – 12 policies used as the basis in nature tourism management at sample locations in Indonesia, which consisted of 3 – 5 national policies and 5 – 7 local policies. The national policies used in all nature tourism management included Statute No. 10 year 2009 on National Tourism, Statute No. 5 year 1990 on Biodiversity Conservation. Component of participation was the least component regulated in the prevailing policies. Community participation only occurred in the planning stages in the form of suggestion, opinion, and criticism toward planned activities, and the community was not involved any longer in stages of implementation, evaluation, and in enjoying resulted benefits. Therefore, level of community participation in nature tourism could be categorized into consultation level (Ifa & Tesoriero, 2006). Consultation level provided chances for local community to voice their opinion on tourism activities in their area. However, that did not necessarily mean that community's aspiration would be implemented or influence the policy/programs/activities being implemented. Participation component was only carried out by managers/owner of nature tourism. Lack of opportunity and capacity given by nature tourism stakeholders would cause low willingness of the community to participate in tourism activities (Slamet, 2003).

**Stakeholder Needs**

Stakeholder needs were categorized into eight groups of needs based on similarity of needs, which consisted of infrastructure, regulation, forum, promotion, fund, extension, and human resources. Needs are comprised of supply needs and policy needs (Damanik & Weber, 2006). Needs of supply of the needs groups consisted of infrastructure, facilities, fund, promotion, human resources, and extension. Policy needs consisted of regulation and forum. Fulfillment of supply and policy needs had become the indicators of success in nature tourism development in Indonesia.

**Formulation of Stakeholders Mechanism**

Mechanism of stakeholders’ relationship in nature tourism in Indonesia was situated in the subordinate and independent categories. The result was in accordance with Rusmawardi (2011) suggestion that stakeholders’ relationship mechanism could be distinguished into coordinate/subordinate and independent/dependent. Mechanism of subordinate relationship occurred mostly between local CTAs and other agencies. Mechanism of independent relationship occurred among most of stakeholders with the exception of government institutions.
Combination of the two relationships mechanisms had caused the existence of stakeholders without any relation with other stakeholder, even though the stakeholder also had interest and been involved in BLM nature tourism development.

Changes of the subordinate and independent mechanism should be directed towards ensuring that the subordinate and dependent mechanism that enable all stakeholders to have relationships mechanism and to ensure the run of tourism governance. Changes on relationships mechanism could be done through coordination between stakeholders; government institutions, private enterprises, individual businessman, community group, and community to implement joint work program. Joint work program should be based on the result of stakeholders’ needs analysis that include infrastructure, facilities, and forum, which was in accordance with management principles of a Destination Management Organization (DMO). DMO is a fairly complex unity that involves various stakeholders in tourism, such as tourism enterprises, tour operators, services providers, and others. There is one objective and direction to achieve in the management of a destination in DMO, which is the existence of institutions that manage destination. Such coordination should be put forward by the CTA as stakeholder in key player position, which also in accordance with the Ministerial Decree of Ministry of Home Affairs No. 33 on Ecotourism in the Region, since CTA is expected to play the role in tourism coordination in their region. This would also in line with analysis of tourism system which suggests that tourism destination as part of tourism development management framework should be based on collaborative, sustainability, and participatory principles. Development of joint work program should be based on stakeholders’ needs analysis, i.e. infrastructure, facilities, and forum. The agreed upon joint work program should then be synchronized with each stakeholder’ main duties and function/institutional directives. Synchronization would result in participation of each stakeholder in line with his main duties and functions/directives.

Stakeholders’ participation should be materialized in a form of joint work program implementation by each stakeholder. The implementation should be carried out through phases of organizing, implementation, monitoring, and evaluation. Organizing phase should be carried out through distribution of task and responsibilities, staffing, and fund provision for joint work program in each stakeholder institution. Phase of implementation should be carried out through the technical program preparation, technical equipment preparation, and publication media.

Conclusion

Stakeholder involved in nature tourism management based on interest and influence were: (a) Key Player, i.e. CTAs and National Park; (b) Subject, i.e. tourism enterprises in a destination; (c) Context Setter, i.e. NGOs, Universities; or (d) Crowd, i.e. community group, local government agencies other than the CTAs, Tourism Associations. The role of local government in nature tourism management included resource protection, local community empowerment, provision of tourism services, and provision of nature tourism data and information. Private enterprises played the role in community empowerment, provision of tourism services, provision of data and information. Community groups’ role included resource protection, local community empowerment, and provision of tourism services; while individual businessman and community played the role in provision of tourism services.

Main duties and function, and institutional directives/regulations of all nature tourism stakeholders consisted of conservation, participation, economic benefit, education, and
tourism components. Relationships among stakeholders were categorized into coordination, cooperation, and communication. The policies prevailed in all areas were Statute No. 10 Year 2009, and Statute No. 5 year 1990, and various local government regulations related to resources or nature tourism activities. Nature tourism stakeholders’ needs were categorized into needs of infrastructures, facilities, regulation, form, promotion, funds, extension, and human resources. Formulation of stakeholders’ relationship mechanism was carried out through a form of coordination in joint work program in accordance with result of needs analysis.

References


