

Sustainable Tourism: Re-Mapping Stakeholders in the Darma Reservoir Tourism Attraction

Fajarwaty Kusumawardhani^{1*}, and *Arief Pradhana*²

¹Department of Public Administration Study Program, Faculty of Administration Science, Universitas Lancang Kuning, Pekanbaru 28261, Indonesia

²Department of Sharia Tourism, Faculty of Islamic Economy and Business, Universitas Islam Negeri Siber Syekh Nurjati, Cirebon 45132, Indonesia

Abstract. This paper discusses the stakeholders in the tourist area, in this case, the Darma Reservoir, Kuningan Regency, Cirebon, West Java. What is interesting in this study is that the government as a stakeholder is divided into two parties, the government as Regional Government through regional companies (BUMD), and the government as Village Government. This structure-initiated dualism in the management of the Darma Reservoir and gave rise to initiative and innovation for village residents in the tourist area to accelerate the economic turnaround in their village. Unlike traditional single-tier governance in tourism, this dual structure supports long-term sustainable tourism in the Darma Reservoir area in general. The method used in this research is a qualitative research method with a case study approach and purposive sampling. The findings of this research emphasize the urgency of stakeholders mapping in tourist areas, for sustainability in the tourism sector. The novelty of this study lies in its proposal of an adaptive stakeholder framework that reconciles diverse interests within sustainable tourism planning, offering insights for other regions facing similar governance challenges.

1 Introduction

Several important points in the Sustainable Development Goals (SDGs) are related to poverty alleviation, decent work and economic growth, and sustainable cities and communities. If we refer to these points, tourism plays a key role to attain the SDGs goals, which of course impacts on economic redistribution [1]. The research discusses about sustainable tourism, which is part of sustainable development as referred to in the SDGs. The novelty in this research is sustainable tourism that is associated with stakeholder management.

Sustainable tourism can be argued as a synthesis of the thesis regarding capitalism-based mass tourism and the antithesis of ethically-based alternative tourism [2]. This combination of thesis and antithesis is an effort in order that tourism's contribution to development can minimize the hindering asymmetric dialectics [3].

*Corresponding author: fajarwaty@unilak.ac.id

The concept of sustainable tourism covers numerous aspects and contains insight into the welfare of the surrounding community [4]. The concept of sustainable tourism also fosters enthusiasm for creating employment opportunities and the emergence of various industries in the tourism sector. Nowadays, the welfare aspect is essential considering that tourism is a program for utilizing the potential of a region or environment to support the community's economy [5]. On the other hand, like other economic activities, tourism can give rise to excesses in development. Sustainable tourism is intended to reduce the negative impact of tourism on local communities, environment, and make maximum use of resources and contribute to the preservation of local culture [6].

Referring to data from the Organization for Economic Co-Operation and Development (OECD), before the Covid-19 pandemic, tourism contributed 5% to Indonesia's gross domestic income [7]. This great potential should underlie sustainable tourism development in order to improve society welfare in general and at the same time also maintain the sustainability of tourist destinations.

It requires involvement of mutually responsible stakeholders to implement sustainable tourism. Stakeholders play an important role in managing tourist attractions [8]. They act as individuals or organizational groups who have an interest in problems and policies in the field. Stakeholders' involvement is also a principle of the SDGs, which includes the principle of overall impact and integration of social, economic, environmental, and governance dimensions.

Studies regarding stakeholders and their roles have not been reviewed by many articles on sustainable tourism. Previous studies that try to map sustainable tourism researches describe that numerous sustainable tourism researches focus on tourism issues in general, nature-based tourism, cultural or cultural heritage tourism, ecotourism, alternative tourism, and urban tourism [9]. In another article, sustainable tourism and sustainable tourism development are being widely studied [10]. However, exiguous have studied sustainable tourism development using a stakeholder approach as a research coding descriptor [11].

The stakeholders play a role in the sustainability of tourism activities. Reed et al divides the classification of stakeholder roles into two, namely based on interests and influence [12]. There is an interest in encouraging related parties to join in joint ventures with their partners, carried out to obtain personal or organizational benefits. Meanwhile, influence is the beginning of interaction with other parties, expecting to work together and achieve a balanced position. The influence and interest also determine the position of actors as subjects, key players, supporters or followers [13].

Grouping in mapping the position of stakeholder actors is indispensable in order to use the greatest advantage of the influence, which can later be used in the development of sustainable tourist attractions. Stakeholder actor analysis plays an important role in identifying strengths, weaknesses, and attitudes of actors on various issues, viewing actor positions, assessing convergence, and divergence, and improving conflict management between actors [14]. Stakeholder analysis can also provide an overview of the condition of existing tourist destination areas and also areas with potential tourist attractions.

However, it is essential to profoundly examine the understanding and management of the various interests and power of each stakeholder involved [15]. In this case, the stakeholder theory initiated by Ackermann is very relevant for the study of sustainable tourism. Basically, Ackermann looks at two axes, namely interest and power. Interest refers to how much attention and involvement stakeholders have in an activity, in this case tourism. And power is a reflection of a stakeholder's ability to influence decisions, actions, or results of an organizational goal. This power comes from various sources, for example financial, political, social, and information resources.

Darma Reservoir, a tourist destination in Kuningan Regency, West Java, has a unique phenomenon in terms of management between stakeholders. The Darma Reservoir Tourism

Attraction is the only tourist attraction in the Darma Reservoir Area which is managed professionally by two entities namely the regional government through regionally owned enterprises (BUMD), and the village government in the form of village owned enterprises (BUMDes). There are several stakeholders related to the Darma Reservoir Tourism Attraction. However, in reality, the stakeholders are not well coordinated. Because it is still individual or prioritizes sectoral egos, so the development of the Darma Reservoir Tourism Attraction is not optimal.

Therefore, the research aims to remap the stakeholders in Darma Reservoir Tourism Attraction, and the interactions among stakeholders to contribute to sustainable tourism development policies, especially in the area. The urgency is in order that the Darma Reservoir Tourism Attraction can provide optimal benefits for the surrounding community in a sustainable manner.

2 Methods

This research question was answered using a qualitative research method. The argument is that qualitative research is an appropriate and effective research method to understand a social phenomenon more comprehensively. It is in line with this research which aims to understand the stakeholders in tourist attractions and classify them. Qualitative research does not aim to generalize, on the contrary, it focuses on the context and meaning related to the research being conducted [16].

Specifically, this research uses a case study approach. Most tourism researches use case studies as a method [17]. Research using a case study approach helps researchers explore the phenomenon under study and can be carried out using different sources [18]. For example, these different sources of information were obtained through observations, in-depth interviews, and various secondary data sources. This process allows researchers to dig deeper into the data. In the context of a unique or complex problem, case studies can help researchers understand the situation of the research object. Case studies also help researchers in looking at the processes and dynamics that arise from the interactions between elements in the case being studied.

In the context of this research, case study is a method that greatly helps researchers in understanding the context of interactions between stakeholders. A single interview question can generate multiple answers from each stakeholder. And these various answers are probable to contradict each other. Although the average stakeholder answer indicates a desire to realize sustainable tourism in the Darma Reservoir Tourism Attraction, their interpretation of the concept of sustainable tourism varies. However, with in-depth interviews and the use of other supporting sources in this method, the information can be analyzed and understood to be true.

Research data was collected through a series of in-depth interviews. Previously, an interview guide was prepared according to research data requirements. Interviews were conducted openly and were generally structured. In several interview sessions, unstructured interviews were also conducted to obtain information in informal investigations and discuss off-the-record issues.

However, it was not the end of the analysis, observations were also conducted in the field and utilized several secondary data as part of the data that strengthened the argument of this research. Documents, archives, demographic data were data sources that were also used in this research, and were also used as triangulation tools to test the validity of the information provided by informants.

3 Results and Discussions

The Darma Reservoir collects water from several sources, namely the Cisanggarung, Cinangka, Cikalapa, and Cireungit rivers. This reservoir is used by the community to irrigate rice fields, control water discharge, a source of clean water for Kuningan Regency and surrounding cities, freshwater fish cultivation, and tourism.

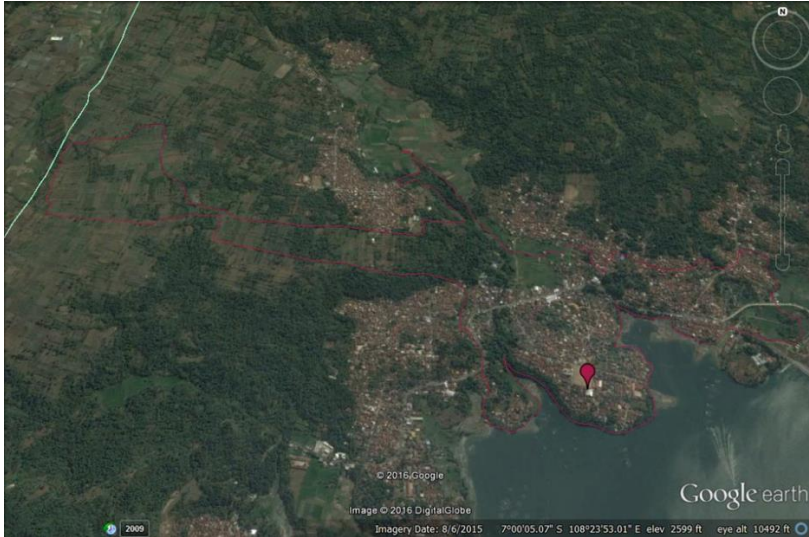


Fig. 1 Picture of Jagara Village and the Darma Reservoir

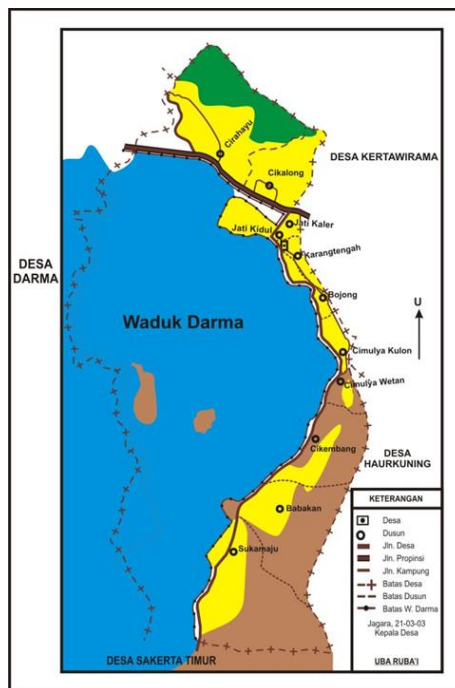


Fig. 2 Map of Jagara Village

Regarding tourism, on this side of the reservoir area is the location of the Darma Reservoir Tourism Attraction, which was built hundreds of years ago. Amenities and accommodation at this tourist attraction are managed by PT West Java Tourism and Services (Jaswita), which is a business entity owned by the West Java Province region. Meanwhile, the day-to-day management of this object is managed by a village-owned enterprise, which is part of the Jagara Village government, as shown in Figure 1. Since Darma Reservoir has played a role as irrigation and fish cultivation infrastructure from the start, the fisheries sector has made a large contribution to the economy, not only of Jagara Village but also the villages surrounding the reservoir (see Figure 2). The villages in the Darma Reservoir area have a similar demography and geography typology.

3.1 Re-Mapping the Stakeholders of the Darma Reservoir Tourism Attraction

The management of the Darma Reservoir Tourism Attraction has undergone several changes. In accordance with the mandate of the law, reservoirs are not within the authority of the village government to manage them directly, they are managed by the district and provincial governments instead. Currently, in accordance with Law Number 23 of 2014, the authority for managing the Darma Reservoir belongs to the Cimanuk-Cisanggarung Regional River Center (BBSW), which means it is the authority of the central government. However, the utilization of reservoirs for fisheries, tourism, and others can be managed by the regional government or local village government.

There are several stakeholders summarized in this research. The stakeholder mapping in this research is guided by the Ackermann concept using the interest and power axes.



Fig. 3 Stakeholder Power-Interest Matrix

Figure 3 shows four stakeholder categorizations. First, stakeholders in the high power-high interest category. These stakeholders have great power and are very interested in the

Darma Reservoir Tourism Attraction. These stakeholders are key stakeholders who must be involved in every strategic decision making. In this category, PT Jaswita is referred to as a player.

Second, stakeholders in the high power-low interest category. These stakeholders have great power, but have little interest or are less interested in the Darma Reservoir Tourism Attraction. However, stakeholders in this category must be kept satisfied because they can significantly influence the sustainability of the Darma Reservoir Tourism Attraction, if they decide to get further involved. These stakeholders are called context setters, and in this case are the mass media, the Kuningan Regency Tourism Office, the Cimanuk-Cisanggarung Regional River Center (BBSW), and academics.

The third category is low power-high interest stakeholders. In the context of the Darma Reservoir Tourism Attraction, these stakeholders really care about the tourist attraction, however they do not have much power to make policies related to the tourism attraction. They must be informed and involved regularly, because they can provide great support to tourism attractions. These stakeholders are called subjects, and they include the Jagara Village community, regular tourists, employees of the Darma Reservoir Tourism Attraction, village-owned enterprise (BUMDes), and tour and travel agents.

The fourth is the crowd category with low power-low interest. This category is stakeholders who have little power and little interest in the Darma Reservoir Tourism Attraction. They are stakeholders who need to be monitored regularly to ensure they are not disturbed by activities at tourist attractions. The crowd here is the general public outside Jagara Village, non-tourism business actors, potential tourists, and the Jagara Village government.

3.2 Stakeholder Management and Sustainable Tourism Development Practices at the Darma Reservoir Tourism Attraction

In everyday life, the majority of crowd category stakeholders interact with each other harmoniously. They do not consider tourism at the Darma Reservoir something urgent and attention-grabbing. At certain times, they also experience the impact of tourism around the Darma Reservoir area. For example, food vendors around the reservoir also experience the benefits of the existence of tourist attractions with many consumers buying their goods. Fishermen who catch fish in the Darma Reservoir, as well as farmers in the surrounding areas, do not feel disturbed by tourist activities in the Darma Reservoir.

Meanwhile, in the subject category, the people of Jagara Village try to actively participate in the management of the tourism attractions. They are considering about what attractions possibly developed to further enliven the Darma Reservoir Tourism Attraction, through BUMDes. Certainly, this is an effort by residents to improve the household economy and earn additional income. In the past, the community was also mobilized to take part in village cleanliness movements.

Regular tourists come to the tourist attraction regularly, especially after experiencing the natural beauty and comfort of visiting the Darma Reservoir Tourism Attraction. They are very enthusiastic, however there is no further response. Similar to travel and tourism agent companies, which have an interest in tourist attractions because of the demand from consumers who want to visit the Darma Reservoir Tourism Attraction, but do not have a bargaining position in articulating their aspirations.

Meanwhile BUMDes, as a business entity owned by the village, also has a strong interest in the Darma Reservoir. Since BUMDes is owned by the government, despite its limited scope only in that village, it should be able to determine strategies and policies for tourist attractions in Jagara Village. However, in reality, BUMDes does not have the power, especially political power, inflicting BUMDes cannot immediately articulate their interests.

The work of BUMDes in the Darma Reservoir Tourism Attraction is overshadowed by PT Jaswita as a regional-owned enterprise (BUMD) which has great power there. Heretofore, BUMDes is only able to be a tenant at the Darma Reservoir Tourism Attraction, by operating banana boats and other attractions. People involved in BUMDes realize that they can do more optimal things to improve the village economy in general. They have received profit sharing from PT Jaswita, however it is not considered sufficient.

This is the starting point for BUMDes to think about and improve plans for Jagara Village. BUMDes receive capital injections from the village (Jagara Village), which the village obtains due to the Village Law. Therefore, to manage this capital come into profits and can be used for village development, BUMDes should think of a smart strategy for growing this capital. BUMDes then has the idea to build tourism infrastructure outside the Darma Reservoir Tourism Attraction, which is planned as a floating restaurant. In this floating restaurant, BUMDes plans to mobilize as many village residents as possible to participate in the floating restaurant business. It is believed that this can be a way to accelerate the economy of the residents and Jagara Village in general.

BUMDes is mobilizing its capabilities to find investors who will fund the construction of the floating restaurant. However, the existence of PT Jaswita as the only manager formally recognized by the government has indirectly become an obstacle to realizing this idea. Moreover, BUMDes does not have a portfolio for managing tourist attractions independently and professionally. Despite the mission carried out by BUMDes is more fundamentally community-oriented, BUMDes "loses" to PT Jaswita which is more established in terms of bargaining position and financial resources. However, it is actually not impossible for BUMDes to change the quadrant and become equal with PT Jaswita as a player, if BUMDes succeeds in building strength and getting investors and validation from other stakeholders who state that the existence of BUMDes is very beneficial to the community.

PT Jaswita as a player is very dominant in stakeholder management at the Darma Reservoir Tourism Attraction. This is natural considering that formally, PT Jaswita is indeed an arm of the West Java Provincial Government, so PT Jaswita was given capital as the initial driver for the operation of the Darma Reservoir Tourism Attraction. In the future, PT Jaswita is expected to gain a number of significant profits to fill regional coffers.

This demand is not easy. PT Jaswita, through its director, created a vision and mission which is projected to increase the economic value of the Darma Reservoir Tourism Attraction. Even though PT Jaswita is a regional government-owned company, PT Jaswita is still a business entity that has the aim of making profits and is heading towards capitalist mass tourism. PT Jaswita is likened to a supermarket owner who provides a building and opens its stalls for tenants. PT Jaswita does involve the community around the Darma Reservoir, but only as a cleaning service, cashier, and security officer whose formation is very limited. Resident representatives employed at the Darma Reservoir Tourism Attraction are also a compromising step and a win-win solution because several villages protested the government for not involving other villages in the implementation of the Darma Reservoir Tourism Attraction.

PT Jaswita has included the community in its planning. However, PT Jaswita's development ideas are exclusively belonged to PT Jaswita, and have not become a shared vision of the community. Providing technical assistance to the community to support tourist attractions has not been carried out comprehensively. The disparity in terms of understanding of shared goals with the closest stakeholders, namely BUMDes, is still quite visible, because BUMDes and PT Jaswita are not yet aligned in implementing and developing ideas for sustainable tourism objects.

Several business plans of PT Jaswita are being attempted to immediately effective. In this business plan, PT Jaswita opens opportunities for anyone who is interested in working together in developing tourism, especially at the Darma Reservoir Tourism Attraction.



Fig. 4 Darma Reservoir Tourism Attraction Development Plan by PT Jaswita

In the stakeholder categorization of context setters, the mass media and academics have not made sufficient movement to carry out comprehensive reporting and research on this tourist attraction. Likewise, the district government, in this case the Kuningan Regency Tourism Office, has not considered the Darma Reservoir Tourism Attraction as worthy of attention. The authority factor is the reason why the district government is reluctant to participate in sustainable tourism development in the Darma Reservoir, especially in the area which is currently an existing tourist attraction and is managed by the provincial government through PT Jaswita. Likewise, with BBSW Cimanuk Cisanggarung, which focuses on the general function of reservoirs as irrigation infrastructure (see Figure 4).

4 Conclusion

There are numerous stakeholders around the Darma Reservoir Tourism Attraction, which are categorized into four categories. Of all the stakeholders, the most prominent is PT Jaswita as the player in the Darma Reservoir Tourism Attraction, and also the Jagara Village BUMDes as the subject in the sustainable tourism stakeholder interest-power matrix at this tourist attraction. Both stakeholders actually have the same concern, namely achieving economic prosperity by utilizing the tourism potential in the Darma Reservoir for the community welfare. However, there are several findings in this research that indicate hidden conflicts that must be managed immediately so that they do not become embers in the husk in the future.

First, BUMDes considers PT Jaswita as a "competitor" in managing tourist attractions. Meanwhile, PT Jaswita considers BUMDes to be the Company's work partners. Because

management authority rests with PT Jaswita, BUMDes of course only gets profit sharing and does not get the whole amount. This causes BUMDes dissatisfaction.

Second, there is no understanding and common steps in achieving common goals. In fact, the common goal has not yet been determined. Each party with its sectoral ego is correct in the context of their respective perceptions. However, this cannot be ignored. It is impossible for sustainable tourism to occur with the dualism of leaderships and missions being created to conflict with each other. Both parties should be able to align their goals and move together for the benefit of the community and the creation of a tourism ecosystem in Jagara Village in general.

Third, the parties who are context setters do not yet understand the urgency of their position in the Darma Reservoir Tourism Attraction, so their contribution is not yet clearly visible. The West Java Provincial Government as the authority holder in the Darma Reservoir should initiate cross-stakeholder collaboration to create a sustainable tourism roadmap in the Darma Reservoir through egalitarian partnership programs.

Finally, all stakeholders should be able to optimize their contributions, especially to the Darma Reservoir Tourism Attraction and the surrounding area. In addition, stakeholders should understand that sustainable tourism has an urgency to be implemented, especially to improve community welfare. Thus, each stakeholder is expected to sit together and share roles according to their capacity and authority.

Acknowledgement: The authors of this article, Fajarwaty Kusumawardhani and Arief Pradhana, thank all stakeholders of the Darma Reservoir Tourism Attraction who have agreed to provide data and information for this research. We also thank Universitas Lancang Kuning, Riau and UIN Siber Syekh Nurjati, Cirebon, West Java. The content and writing of this article are the sole responsibility of the author.

References

1. Crovella, T., Bhuiyan, M.A., Pontraldof, A., Lagioia, G. and Paiano, A. implementing SDGs for sustainable tourism development. in: r. pamfilie, v. dinu, c. vasilu, d. pleșea, l. Tăchiciu eds. 2022. 8th BASIQ International Conference on New Trends in Sustainable Business and Consumption. Graz, Austria, 25-27 (2022). DOI: 10.24818/BASIQ/2022/08/086.
2. Weaver, D. B. Asymmetrical dialectics of sustainable tourism: toward enlightened mass tourism. *Journal of Travel Research*. **53** (2), 131-140 (2014). <https://doi.org/10.1177/0047287513491335>
3. Weaver, D. B. Asymmetrical dialectics of sustainable tourism: toward enlightened mass tourism. *Journal of Travel Research*. **53** (2), 131-140 (2014). <https://doi.org/10.1177/0047287513491335>
4. Hadiwijoyo, Suryo Sakti. *Perencanaan Pariwisata perdesaan berbasis masyarakat*. (Graha Ilmu. 2012).
5. Wedari, L. K. *Pengenalan pariwisata berkelanjutan*. school of accounting. Binus university. (2022).
6. Sunarta, N., & Arida, S. N. *Pariwisata berkelanjutan*. cakra press. Fakultas Pariwisata. Universitas Udayana. (2017).
7. OECD, *OECD Tourism Trends and Policies 2022*. OECD Publishing. Paris. (2022). <https://doi.org/10.1787/a8dd3019-en>

8. Santoso, H., Muntasib, H., Kartodihardjo, H., & Soekmadi, R. Peranan dan kebutuhan pemangku kepentingan dalam tata kelola pariwisata di Taman Nasional Bunaken Sulawesi Utara. *Jurnal Penelitian Sosial Ekonomi Kehutanan*. **12**, 197-211 (2015).
9. Jiaying Lu & Sanjay K. Nepal. Sustainable tourism research: an analysis of papers published. *Journal of Sustainable Tourism*. **17**, 5-16 (2009) DOI: 10.1080/09669580802582480. (2009)
10. Ruhanen, L., Weiler, B., Moyle, B. D., & McLennan, C. lee J. Trends and patterns in sustainable tourism research: a 25-year bibliometric analysis. *Journal of Sustainable Tourism*. **23**, 517–535 (2015). <https://doi.org/10.1080/09669582.2014.978790>
11. Ruhanen, L., Weiler, B., Moyle, B. D., & McLennan, C. lee J. Trends and patterns in sustainable tourism research: a 25-year bibliometric analysis. *Journal of Sustainable Tourism*. **23** (4), 517–535 (2015). <https://doi.org/10.1080/09669582.2014.978790>
12. Reed, M. S., Graves, A., Dandy, N., Posthumus, H., Hubacek, K., Morris, J., Prell, C., Quinn, C. H., & Stringer, L. C. Who's in and why? a typology of stakeholder analysis methods for natural resource management. *Journal of Environmental Management*. **90**, 1933-1949 (2009).
13. Fifiyanti, D., & Damanik, J. Pemetaan perandan kontribusi pemangku kepentingan dalam pengembangan ekowisata Desa Burai. Universitas Gadjah Mada, Indonesia. *Jurnal Ilmu Sosial dan Humaniora*. P-ISSN: 2303-2898| E-ISSN: 2549-6662. **10**, 3 (2021).
14. Reed, M. S., Graves, A., Dandy, N., Posthumus, H., Hubacek, K., Morris, J., Prell, C., Quinn, C. H., & Stringer, L. C. Who's in and why? a typology of stakeholder analysis methods for natural resource management. *Journal of Environmental Management*. **90**, 1933-1949 (2009).
15. Ackermann, F., & Eden, C. Strategic management of stakeholders: theory and practice. *long range planning*, **44**, 179-196 (2011).
16. Creswell, J. W., & Creswell, J. D. *Research design: Qualitative, quantitative, and mixed methods approaches*. Sage publications. (2017).
17. Ruhanen, L., Weiler, B., Moyle, B. D., & McLennan, C. lee J. Trends and patterns in sustainable tourism research: a 25-year bibliometric analysis. *Journal of Sustainable Tourism*, **23**, 517–535 (2015). <https://doi.org/10.1080/09669582.2014.978790>.
18. Yin, R. K. *Applications of Case Study Research*, **34**, (2012).