

# Stakeholder Analysis on Tourism Collaborative Governance in Tanjung Lesung Tourism, Pandeglang Regency, Banten Province, Indonesia

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#### Abstract

This study adopted a mixed method approach and the purpose of the research was to describe and analyze collaborative governance involved multi level stakeholders in tourism management. The data analysis used the technique of triangulation against different data sources, namely, data from interviews with informants as respondents, the data review of agency documents and data from field observations. The researchers endeavored to understand and analyze the stakeholder concept considering its strategic role in tourism collaborative governance. They identified the role and the relationship between various stakeholders via literature study research and interview data. The study found a reciprocal relationship between the various stakeholders involved in optimal tourism management. The relationship becomes very complex because each stakeholder has different interests. Through a combination of power, interest, and influence, there is a cluster of stakeholders that causes collaboration to result in an unbalanced manner. Some stakeholders dominate management and others are limited to the role of supporters and may even be passive. This condition inhibits communication between stakeholders and coordination between stakeholders in collaborating. Collaborative governance is ideal conceptually, but in the context of different levels of cross-sectoral stakeholders, this theory needs to be further developed.

Keywords: collaborative governance, stakeholders, tourism, Indonesia, relationship.

#### Introduction

Tourism is one of the growth sectors recognized for its role in socio-economic transformation and improvement in the livelihoods of communities in developing countries. Although, tourism at times poses complex problems for the government. On the one hand, tourism has potential resources to increase social welfare and on the other hand, tourism can have a negative impact such as degradation of the quality of the environment, and exploiting nature without recovery efforts. This problem could be solved by collaborative governance who involved government, private, and community. Stakeholders should however be classified so that relevant strategies can be developed to create important synergistic relationships with various markets, with the prime objective being organizational sustainability and growth and also environmental conservation (Nicolaides, 2015a).

Government, the private sector, and community at large should take the leading roles for increasing communities capacities such as skill development, and knowledge acquisition for tourism. Only then can communities take a part in tourism success and sustainability. At least, tourism management that involves these various categories of stakeholders can help to sustainably develop the growth of local communities.



This research locus of this study was in Pandeglang Regency, Banten Province in Indonesia. Tanjung Lesung's tourism development policy flows explicitly from the central government through the Middle term national Development Planning (RPJMN), the Master Plan Program for the Acceleration and Expansion of Indonesian Economic Development (MP3EI), the Middle term Regional Development Planning Banten Province (RPJMD), and it becomes part of Pandeglang District's vision and mission. The Tanjung Lesung Tourism Special Economic Zone is one of the national mainstay tourism areas that will hopefully contribute to people's welfare so that it can boost the human development index.

Tourism development uses the approach of growth and economic equality for people's welfare. Development that is oriented to regional development relies on the community and is empowering the community to cover various aspects, such as human resources, marketing, destinations, science and technology, cross-sectoral linkages, cooperation between countries, empowerment of small businesses, and internal responsibility, utilization of natural and cultural resources. Various problems have been identified as the focus of research. First, many stakeholders involved have different functions and interests in Tanjung Lesung tourism management. This condition gives rise to a perceived unified management characterized by fragmentation, sectoral, and potential conflicts between stakeholders.

Secondly, the collaboration process between stakeholders involved in Tanjung Lesung tourism management still faces some challenges. The diverse levels of organization, cross-sectoral organization, and different organizational capacity are interesting phenomena that can be observed in research.

#### Literature Review

# Sustainable Tourism Management

Research on collaborative governance in tourism is related to tourism planning and policy (Bramwell & Sharman, 1999; Ladkin & Bertramini, 2002, Nicolaides, 2014 & 2015a; Nicolaides and de Witt, 2015), public-public partnerships (Hall, 1999; Nicolaides, 2015; Zapata & Hall, 2012) and the development of sustainable tourism shows that the tourism sector is increasingly networked and interdependent. There is a need to formally bring together various stakeholders to interact and achieve sustainable tourism development and contribute to poverty reduction.

The success of tourism development requires good planning and must be managed responsibly. To get successful tourism management, the involvement of stakeholders from the relevant stakeholders from government, the private sector, and the community is needed. The relation of these three groups of stakeholders must be synergistic, and be able to put tourism development into something of value for life. "There have been numerous definitions of the term 'stakeholder' within literature, however the that permeates through consistent thread them is that stakeholders are those individuals and groups that have a claim or an interest in an organization and its endeavors and also possess the ability to influence those activities in some way" (Nicolaides, 2015a).

In line with the statement of D'Angella and Go (2009) that an organizational structure is needed, a network of interdependent networks of various stakeholders is required so that it can build



collaboration for essential objectives. Tourism management based on collaboration and collaboration between the central government, local government, employers, and communities has a significant impact on development and impacts on tourists (McCool & Moisey, 2008; Sharpley & Telfer, 2008, Nicolaides, 2014).

Explicitly the description above illustrates that tourism development is a complex work process, and involves various relevant primary and also secondary stakeholders from the government, the private sector, and the community (Nicolaides, 2014; 2015). Collaboration between stakeholders is desirable so as to find solutions to complex problems that cannot be solved individually or partially institutionally in any country.

### **Tourism Stakeholders**

Stakeholders are each group or an individual who can influence or be influenced by tourism development in an area (Freeman, 1984). Stakeholders are also referred to as people or groups involved in activities related to tourism development, which can therefore influence or be influenced by decisions and actions related to these activities (Waligo et al., 2012). Jemilo in Nare (2017) suggests that stakeholders can be analyzed using 'The Agile Stakeholder Management Framework for teams, programmes and portfolios'. In this framework, stakeholders are classified into major stakeholders and minor stakeholders, also referred to as primary or secondary stakeholders by Nicolaides (2015a). Major stakeholders have a high level of ability to influence the outcome of a decision and also have an interest in the outcome while minor stakeholders have low ability to influence the decision (MgGoerge & Zon, 2013). In addition, major stakeholders are continuously engaged in the organization while minor stakeholders are engaged when deemed necessary. There is, therefore, need to monitor and meet the needs of all the stakeholders. Every group of stakeholders is considered to be a critical constituent of the tourism destination. This is primarily due to the fact that the initiatives and thoughts of stakeholders are peripheral to the strategic planning and management processes of organizations (Nicolaides, 2015a; Dill, 1975).

Stakeholders can be classified based on their attributes. Connecting stakeholders with а project results in greater transparency and accountability of the decision-making process. From a moral or normative perspective, stakeholder involvement in decisions that affect their local community strongly promote the notions of representative democracy and participative democracy (Nicolaides, 2015a).

Ondee (2008) states that stakeholders have three attributes, namely power, interest, and influence. Power is defined as ownership of legal resources and authority such as access to resources and mobilizing resources for the implementation of activities. Legal authority is broken down into five area. First, official authority in making and implementing policies, second, ownership of information related to public interests, third, having expertise in protecting the public, fourth, ownership of adequate budgetary resources, fifth, ability to mobilize the masses.

Interest is defined as the degree to which a stakeholder has paid attention to the implementation of an activity/program. This level of attention occurs because of the common orientation of values, norms and also beliefs.



Influence is defined as the ability of stakeholders to influence other stakeholders in carrying out an activity or program. Stakeholders can influence issues by forcing, using existing legal norms and also via regulations.

The combination of the three attributes of stakeholders above can produce several typologies of stakeholders. Ondee (2008) divides this into three types, namely:

- a. Key Actors or definitive stakeholders are types of stakeholders who have power, interest and influence.
- b. Expectant, relates to a stakeholder that has two attributes. This type of stakeholder is divided into three types, namely Dominant (has power and influence), Dangerous (has power and interest), and Dependent (has influence and interest).
- c. Dormant is a stakeholder who only has discretionary power, then influence, and the demanding type only has a lesser interest.

The first step for stakeholder participation in tourism according to Byrd (2007) is identifying who the stakeholders are. Failure to identify the interests of a group of key stakeholders holds the risk of failure of the stakeholder participation process (Clarkson, 1995). Although the involvement of all stakeholders does not need to be the same in the decision-making process, it is very important for all parties to be identified and understood (Donaldson & Preston, 1995). Identification and involvement of stakeholders is the most important step towards achieving community partnerships and collaboration in tourism (Hardy & Beeton 2001; Nicolaides, 2015a; Duarte & Nyanjom, 2017). Based on the definition of sustainability and sustainable tourism development, Byrd (2007) identifies four different groups of stakeholders namely current visitors, future visitors, local communities, and the future general community. Irrespective,

> If it is desirable that sustainable tourism development be implemented successfully, the organization as a key role player must identify the other critical stakeholders in the implementation process. These could include for example, core expert stakeholders who provide tourism services, such organizers of local community activities, restaurant and pub owners in the area, accommodation of various types, custodians of attractions to visit, ecotourism activities such as natural attraction viewing, hiking, birding, game viewing, art and craft manufacturers and vendors, historical attractions. tourist guides and tour operators. It is critical that tourism stakeholders be supported if successful tourism operation, and long-term sustainability of tourism are sought (Nicolaides, 2015a).

Based on the observation of the stakeholder literature, stakeholders can consist of various types, which by Waligo, Clarke and Hawkins (2012) categorize into six groups: tourists, industry, local communities, government, special interest groups, and educational institutions. These stakeholder groups can influence tourism development initiatives in a variety of ways, including regulations, demand and supply, research, management of tourism impacts, and human resources. Often researchers categorize stakeholders into primary and secondary groups (Saftic, Tezak & Luk, 2011; Nicolaides, 2015, 2015a, 2014). There is no consensus in the literature regarding which groups of stakeholders should exist (Tkaczynski, 2009). The role of stakeholders as collaborative studies is supported by relevant research including the notion of CSR promotion towards tourists (Nicolaides & de Witt, 2015b).



The focus of the study is on mapping stakeholders involved in the collaboration processes. The study was conducted to answer the question of who is the stakeholder and the form of network structure that occurs in collaboration. Some major researchers cited include Agranof (2003), Leach and Sabatier (2005); Bidwell and Ryan (2006); Ferreya and Bird (2007); Margerum (2008); Nicolaides, (2014, 2015, 2015a); Nicolaides and de Witt, (2015); Zigiriadis & Nicolaides, 2014) and Nare (2017).

## Methodology

This research used a multi-method approach with a sequential design. This framework was based on two important features for multimethod research; its multidimensionality and the different types of activity that need to be undertaken within the phases of research (Seawright, 2016). This research approach uses a mixed methodology. The qualitative approach as the main and the quantitative approach, as a supportive approach which support triangulation.

This study describes the role of stakeholders in Tanjung Lesung tourism management, Pandeglang Regency, Banten Province. Stakeholder determination was done by identifying and mapping stakeholders using the Ondee (2008) technique. After identification was carried out, the role of each stakeholder was explained. The classification of stakeholders used a combination of aspects of power, interest, and influence. The stakeholders who were the subjects of this study are in a triple helix which includes government, private sector, and society. The mapping process and relations between stakeholders was carried out with a simple scoring model. Furthermore, a qualitative research base was used so as to get an exploratory view of the role of stakeholders in managing Tanjung Lesung tourism.

# Results

#### Identification of Tourism Stakeholders

Stakeholders involved in managing Tanjung Lesung tourism are numerous, consisting of government, private, and community elements. From the government elements they are from the central government, Banten province, and Pandeglang district. These government stakeholders have bureaucratic characteristics. Relationships between stakeholders are vertically subject to bureaucratic rules. In a horizontal relationship, coordination can occur between stakeholders who are on equal levels of government.

Private stakeholders consist of PT. Banten West Java. These stakeholders are managers and have the role of attracting investors to complete the main facilities and infrastructure of the Tanjung Lesung tourism area PT. Banten West Java, has great strength, importance, and influence. This company is indeed a legal landowner. In the context of relationships with other stakeholders, this company is more dominant and has authority.

Community stakeholders, come from various groups such as hotel managers, restaurant managers, non-governmental organizations, Cikadu Batik craftsmen, academics, and the mass media. This community is located in the Tanjung Lesung tourism buffer zone. Based on the results of the research, stakeholders involved in Tanjung Lesung tourism management are as follows Regional Planning of Council (Bapeda) Pandeglang, Pandeglang District Tourism Office, Banten Province Tourism Office, Administrator of Economic special zone, Tanjung Lesung



Pandeglang, Forum of Tourism Governance, Banten West Java Corporation, Tanjung Java Village Head, Jaguar Cikadu (NGO), House of Representative (DPRD), Culinary owners, Homestay Manager, Batik Craftsman, Pandeglang District Public Works Agency, Academics, and the mass media.

## The Role of Stakeholders

The role of stakeholders in Tanjung Lesung tourism management, in general, can be grouped into the following:

- 1. Pandeglang District Government plays a role as it: (a). maintains the sustainability of Tanjung Lesung tourism in the context of economic, social and cultural benefits, and sustainability, (b). does the planning, management, and control related to Tanjung Lesung tourist attraction, (c). empowers the structure and capacity of local community organizations.
- 2. Local Institutions play a role in: (a) guarding Tanjung Lesung tourism infrastructure, (b). carrying out educational and advocacy activities in Tanjung Lesung tourism management, (c). carrying out cooperation activities with other parties in order to increase community capacity.
- 3. The Business Entity plays a role in (a). maintaining the beauty of the Tanjung Lesung tourism environment in the form of financing, maintenance, and conservation, as well as the empowerment of buffer communities that have been planned by the central, provincial, and regional governments; (b). carrying out Tanjung Lesung tourism management in accordance with their areas of duty and designation.

Dimension	Indicator	Categories
Planning	Participation, involvement, and coordination of cross-sectoral	Enough
	planning	
Organizing	Form of organization	Un formed
	Clarity of work relations between organizations	Enough
Actuating	Synchronization in the plan and implementation of activities	Enough
	Stakeholder participation in integrated implementation	Enough
	Communication between stakeholders	Good
Controlling	Stakeholder participation in supervision and control	Enough

Figure 1. Category of stakeholder roles in Tanjung Lesung tourism management

Source: Author Analysis, 2018

#### Stakeholder's Classification

Managing stakeholders involves the careful management and the achievement of the objectives of sustainable tourism through various salient individuals or organizations. Proactive involvement of stakeholders leads to more inclusiveness and accountability. It is difficult to manage the expectations of stakeholders since they do not all have the same objectives or interests (Zigiriadis & Nicolaides, 2014; Duarte & Nyanjom, 2017).

The combination of the three attributes of stakeholders above can produce several typologies of stakeholders. Ondee (2008) divides these into three types, namely:



- a. Key Actors or definitive stakeholders are types of stakeholders who have power, interest, and influence. Based on the table above, it can be seen that the actor who has all three dimensions is Bapeda, Pandeglang Regency, PT. Banten West Java, and House of Representative (DPRD). This means that the three agencies are the main stakeholders.
- b. Expectant stakeholders are those that have two attributes. This type of stakeholder is divided into three, namely Dominant (having power and influence), namely the Pandeglang District Tourism Office, Dangerous (having power and interest) is the Pandeglang District Public Works Agency, and there are no category dependent stakeholders (having influence and interest).
- c. Dormant stakeholders are those who only have power and are the Tanjung Lesung Pandeglang, Tourism Governance Forum, Discretionary types only have influence in print and online media, and demanding types only have interest namely, as stall entrepreneurs, homestay owners, batik crafters, NGOs, and academics.

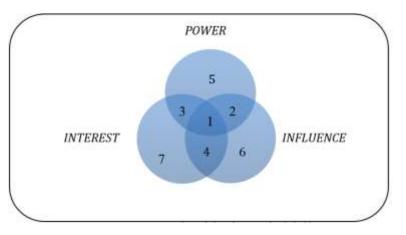


Figure 2. Typological classification of stakeholder relations at the level of power, interest and influence Source: Kismartini Kismartiniab, Hartuti Purnawenia, Sudharto P. Hadia, 2016.

Based on the Venn diagram above, it can be stated that in Tanjung Lesung tourism management, the main actor is in number 1 position, namely: Regional Planning of Council (Bapeda) Pandeglang, PT. Banten West Java, and House of Representative (DPRD). Furthermore, in circles, number 2, 3, and 4 as supporters, are Pandeglang District Tourism Office and Pandeglang District Public Works Agency. Meanwhile, numbers 5, 6, and 7 are only limited to complementary groups consisting of Tanjung Lesung Pandeglang Tourism Governance Forum, culinary enterprise owners, homestay owners, batik crafters, NGOs, and academics.

# Discussion

Based on the details of the findings, it can be seen that the collaboration that occurs in Tanjung Lesung tourism management tends to be independent as well as lacking of voluntary efforts to lead to collaboration. Because collaboration is characterized by interdependence. Overall the above findings can be summarized as follows:



First, existing Tanjung Lesung tourism management has not shown collaboration and is still some-what independent. This can be seen in the management aspects starting from planning, organizing, implementing and controlling. Secondly, there is already an organization as a shared forum, which is a form of collaborative management, although it is not yet optimal. This condition suggests that Tanjung Lesung tourism management is still sectoral. Thirdly, relationships between organizations are needed in management, but in practice, each organization tends to do things independently or inter-dependently. Fourthly, the management process, in general, has not identified the direction of collaboration. Indications of weak mutual agreement, cooperation arrangements have not been balanced in terms of structure and capacity, and synergy as yet has not been realized. The success factor supporting the management of Tanjung Lesung tourism is the central government policy. This policy is accepted as a shared value, trusted by stakeholders, and offers strategic actions that can open opportunities for cooperation or collaboration among stakeholders. This condition is relevant and concurs with the studies of Bradshaw (1987), McGuire (2003), Huxham (2010) and also Duherty (2015) which relate to the factors supporting the success of the collaboration efforts in tourism.

Tanjung Lesung Tourism is part of the Tanjung Lesung Tourism Special Economic Zone Policy. The management inhibiting factors include organizational factors, technical factors, and political factors. The technical factors include land conflict and clarity of land ownership in the Tanjung Lesung tourism area. Organizational barriers were found to include the ability of resources and the capacity of organizations that collaborate to hinder the communication process. This collaboration barrier is in line with the opinions of experts such as Vaz (2002) and Limerick and Cunnington (1993).

# Conclusion

This study found a reciprocal relationship between stakeholders involved in optimal tourism management. The relationship becomes very complex because each stakeholder has different interests. Through a combination of power, interest, and influence, it forms a cluster of stakeholders that causes collaboration in an unbalanced position. Some stakeholders dominate management and others are limited to roles as mere supporters and some are even passive. This condition inhibits communication between stakeholders and coordination between stakeholders in collaborating. Conceptually collaborative governance is ideal, but in the context of different levels of cross-sectoral stakeholders, this theory needs to be further developed.

**Research limitations:** primary and secondary data collection is still limited to a certain year, and not Tanjung Lesung tourism management time series data.

Theoretical contribution: this research creates awareness of the importance of classifying and determining stakeholders who will be directly involved in collaborative activities. The success of classifying and determining stakeholders will make it easier to communicate, coordinate, and collaborate.

Future research plan: further research should be directed at reviewing in more detail the coordination between different levels of stakeholders. The aim is to see how management collaboration can be done optimally, even though there are many stakeholders and there is much differentiation between them.



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