

Development of Cultural Heritage Tourism through the Synergy of Stakeholders: A Study of Regional Cultural Heritage Tourism in Indonesia

Supriono, Dahlan Fanani, Muhammad Farid, Aspizain Caniago, Pierre Holy Gosal

Faculty of Administrative Science, Universitas Brawijaya, Indonesia
Faculty of Administrative Science, Universitas Brawijaya, Indonesia
STKIP Hatta-Sjahrir, Banda Naira, Indonesia
Politeknik LP3I Jakarta, Indonesia
Universitas Sam Ratulangi, Indonesia

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Abstract:

National cultural and historical wealth should improve Indonesia's global image. A large number of regions in Indonesia possess a wealth of culture and heritage, which, if developed to its full potential, could generate Regional Original Revenue (PAD) from the tourism sector. The cultural wealth and historical relics in these regions could be developed as cultural heritage tourism destinations to support and complement the main existing tourism destinations and become the largest contributor to PAD. This study aimed to determine an appropriate strategy model for developing and managing cultural-heritage-based tourism. This study aimed to identify the most important issues in the development of cultural heritage tourism. The study involved direct interviews and qualitative analysis. The strategy model for the development of cultural heritage tourism was focused on the stakeholders – the *disbudparda* (culture and tourism office), the community, regional cultural experts and artists, and tourists. It was found that it was feasible to develop cultural heritage tourism in the study region. This region possessed attractions, accessibility, amenities, ancillary services, and institutions. The appropriate strategy model for developing cultural heritage tourism was to involve the stakeholders: government, private parties, artists and cultural experts, and the community.

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I. INTRODUCTION

Indonesia's valuable cultural assets are tradition, local wisdom, and local intelligence (Hariyanto, 2016). This richness of culture and heritage could improve Indonesia's global image. Indonesia possesses diverse cultures in 34 provinces. The cultural wealth is the main asset that can be used as a tourist attraction. Cultural tourism is part of the tourism development potential. People growing up in different countries with different norms develop different ways of behaving and thinking (Hofstede et al., 2010). The issues hampering the management of cultural tourism are (a) a lack of stakeholder coordination in designing, managing, and marketing

cultural tourism destinations, (b) limited ability to manage tangible and intangible assets, and (c) a lack of community or foreign country recognition of the uniqueness of cultural tourism. The regional government in Indonesia could develop cultural heritage tourism as Indonesia possesses diverse cultures and has potential as a tourist attraction, as shown by the prominence of tourism in Yogyakarta and Bali. Cultural assets include dances, cultural values, heritage, old buildings, museums, cultural villages, and art galleries.

Tourism development is defined as an activity conducted to improve and advance tourism. One way to make a tourist attraction interesting and

attractive to tourists is to develop tourism destinations (Yoeti, 1997). Tourism development itself requires appropriate development techniques. These techniques combine several features that support successful tourism. These features include a tourist destination that possesses an attraction to be enjoyed and studied, tourist facilities with accommodation, and suitable transportation. Tourism destinations must have the following main components: objects and attractions, accessibility, amenities, ancillary services, and institutions (Cooper et al., in Sunaryo (2013))

According to Zimmermann in Pitana and Diarta (2009), resources are: "natural attributes that are neutral until there is a human intervention to change it to meet human needs and satisfaction. In the context of tourism, resources are defined as anything possessing the potential to be developed to, directly and indirectly, support tourism."

Resources related to tourism development are generally in the form of natural and cultural resources. The Ministry of Culture and Tourism in Indonesia states that tourism resources can be expanded using various factors not traditionally associated with natural resources (Depbudpar, 2007). Tourism resources can be damaged and destroyed when used in a manner that disregards the regulations. Resources related to tourism are generally in the form of natural resources, cultural resources, special-interest resources other than human resources.

1. Natural Resources

Natural resources that can be developed into tourism resources are (Fennel in Pitana and Diarta, 2009):

- a. Geographic locations that are characteristic of the region and which determine the conditions associated with several other variables.
- b. The physical environment, for example, vegetation, animal life, and wind. The physical environment is affected by climate, weather, and geological climate
- c. Topography and landforms that produce

unique landscapes.

- d. Surface materials, for example, the formation of natural rocks, sand, minerals, and oil. Unique formations of surface materials may be developed into natural tourist attractions.
 - e. Water plays an important role in determining the type and level of outdoor recreation activities. Regions that can be developed into tourism destinations include beaches/marine areas, lakes, and rivers.
 - f. Vegetation, for example, conservation areas, or protected forests, can be the focus for tourist activities and vegetation is often important for ecotourism.
 - g. Fauna, for example, observing the way animals eat and live.
- #### 2. Cultural Resources
- Cultural resources with potential for development into tourist attractions are (Pitana and Diarta, 2009):
- a. Historical buildings, sites, monuments, museums, art galleries, and ancient cultural sites.
 - b. Contemporary art and sculpture, architecture, textiles, handicraft and art centers, design centers, artists' studios, the film industry, and publishers.
 - c. Art shows, drama, ballet, folk songs, street theater, photography exhibitions, festivals, and special events.
 - d. Religious sites such as temples, mosques, and churches.
 - e. Local community activities, education systems, studios, traditional technology, work, and daily life.
 - f. Trips to historic sites using unique means of transportation such as horses, dokar (a horse-drawn carriage), and cikor (a bull-drawn carriage).
 - g. Sampling local cuisine and observing the preparation, cooking, and serving of food.
- #### 3. Special Interest Resources

Market segmentation or specialization is influenced by tourist tendencies or areas of interest. This differs from traditional types of tourism as potential tourists choose certain tourist destinations to fulfill specific interests. Therefore, the tourist destination needs to optimize the potential of its tourism resources to attract these tourists.

Tourism development is necessary to highlight the uniqueness of each region, and stakeholder synergy is crucial for the optimal development of functioning tourist destinations. This study explored the development of cultural heritage tourism based on stakeholder synergy.

II. METHODOLOGY AND DATA

This research was a qualitative descriptive study. The study began by observing the problems of cultural tourism in the city of Malang, Indonesia. These observations were used to gather data and explore the tourism potential of Malang further through interviews with a variety of interested parties. The data obtained were analyzed. The results were presented in a focus group discussion to produce an appropriate development model for cultural heritage tourism in Malang. The primary data were obtained through interviews and observations. The secondary data were taken from literature related to cultural tourism in Malang.

III. EMPIRICAL RESULTS

The development of tourist destinations is currently focused on the goals of each stakeholder. However, a focus on a common goal is important for the successful development of tourism, and especially for cultural heritage tourism in Malang. The focus of this study was stakeholder collaboration: the government, the private sector, the community, and organizations and parties involved in culture and tourism. These parties worked together according to their respective roles. The sustainability of tourist destinations depends on providing the best quality experience and creating high value for visitors (Asongu & Odhiambo, 2019).

Wiyonoputri (2005) proposed that sector development and the stakeholders' activities should be conducted in a synergistic manner.

Collaborative planning can be realized through the following approaches (a) All parties involved are willing to be transparent, to ensure mutual trust between the collaborating parties. All parties must be open, honest, and respectful to deter risk. (b) A synergistic approach does not mean a lack of competition. Competition is a means for improvement and to achieve the main goal. (c) Each party must be aware of its role or balance in carrying out that role. There should be no overlapping roles. The government should act as mediators, facilitators, and legislators, and the private sector should act as practitioners and investors.

This collaborative approach began to emerge in response to the demands for new, democratic resource management, recognizing the expansion of the human dimension in managing choices, managing uncertainty, the complexity of potential decisions and building understanding, and supporting ownership of shared choices (Wondolleck and Yafee, 2000). Collaboration has been defined as a process in which two or more different stakeholders with the same problem explore and work through differences to jointly seek solutions for mutual benefit (Gray, 1989).



Figure 1. A Model for a collaborative competitiveness strategy for cultural heritage tourism. Source: Researchers Processed Data (2019)

The key to developing tourism potential in Malang was a collaboration between stakeholders. Tourism destinations in Malang had the potential to attract tourists, but they had not been developed as there was limited communication between the stakeholders. All stakeholders needed a shared awareness that developing tourism destinations in Malang required collaboration. Each stakeholder had a role in the development of cultural heritage tourism in Malang. A role is a dynamic aspect of a position or status. If a person performs the rights and obligations in accordance with that position or status, then the person has performed the role (Suharto 2006).

The government had the role of preparing the basic facilities and infrastructure that support tourism development, preparing various regulations related to tourism, facilitating ease of travel and business, and carrying out promotional activities and destination marketing. The regional government had a role in developing destinations by acting as a regulator, a facilitator, a mediator, and an infrastructure provider.

Facilities and infrastructure were crucial elements for attracting tourists. Tourist facilities are equipment that can be moved, while infrastructure comprises the fixed items needed for tourism to function. In Malang, facilities included staging attractions in heritage tourism locations and other supporting tools to attract tourists. Infrastructure included items such as courtyards, parks, fields, and roads leading to tourist attractions. Adequate facilities and infrastructure attracted tourists because they indicated the ability of Malang to act as a tourist destination. A tourist information center could provide information about the tourist facilities and infrastructure in Malang.

The development of tourist destinations requires clear and appropriate regulations, as well as coherent institutions bringing together the government, the private sector, the community, and tourism actors. The development of tourism destinations by private parties required government facilitation and support. The regional government was tasked with

developing the community and public services. The government also had the responsibility for developing regulations to control developers and the activities of the tourist industry. The government strengthened institutions to formulate policies and decision making at various levels of government.

Malang has a forum through the Malang City Mayor Regulation. One of the regions in Indonesia had set a special policy regarding the development of regional tourism. This policy included Malang City Regulation Number 5 of 2010 concerning the Regional Long-Term Development Plan 2005–2025, Malang City Regulation Number 11 of 2010 concerning the Implementation of Tourism, Malang Mayor Regulation Number 40 of 2015 concerning the Regional Government Work Plan (RKPD) of Malang City in 2016, and Malang Mayor Regulation Number 34 of 2014 concerning the Tourism Development Master Plan. The promotion of tourism in Malang was a goal in the Tourism Development Master Plan. This master plan aimed to increase the quality and quantity of tourist attractions and so increase the number of tourist visits. The plan also aimed to increase the availability of effective and efficient marketing media to improve the image of regional tourism in the area with foreign and domestic tourists. A further aim of the plan was to develop tourism institutions and governance systems capable of supporting collaborations in the tourism industry, tourism areas, and tourism marketing developments in a professional, effective and efficient manner.

Private Parties

The private sector played an important part in developing tourism destinations in Malang. Collaboration with the private sector was crucial as it was the private sector that provided products and services for tourists, for example, lodging, food, and souvenirs. The private sector played a role in developing attractions and in providing accommodation and facilities. The role of the private sector should focus on creativity because each tourist attraction has different characteristics. A greater role

for the private sector in tourism development would encourage the involvement of the local community because it would increase employment. The increasing number of tourist visits, the number of physical developments and supporting facilities, and the number of people working in tourism showed the success of private sector tourism development in Malang.

The private sector was responsible for setting up and running tourism businesses in accordance with business ethics. An ethical business is professional, responsible, and sustainable. The role of the business sector as a profit-oriented institution was that it was responsible for maintaining environmental sustainability as it was the main capital of tourism. Partnerships between private parties and communities and between private parties and government were needed. The solution needed to be built, using formal and non-formal approaches so that there were benefits to all the stakeholders in tourism. Successful tourism destinations involve many parties, partly because they have developed within an informal partnership between the private sector and the government.

Cultural and Artistic Actors

According to Koentjaraningrat (2008), culture has seven elements (listed in order of the increasing ease with which changes can be made): religious systems and religious ceremonies, social systems and organizations, systems of knowledge, languages, arts, occupations, technological systems, and equipment.

One of these cultural elements related to daily life is art. According to Soedarsono (2002), art is all kinds of beauty created by people. Art involves the expression of ideas or feelings through artistic activities. According to Banoe (2003), art is a work that is the result of cultivation in meeting the needs of one's soul. From these definitions, it can be concluded that art is the work of people created according to their tastes, ideas, and values and are unified in everyday life.

Tourism in Malang cannot be separated from culture and arts, as they are both important to the economy, society, and politics. The culture of Malang was an attraction and played an important part in the identity of the city. Cultural and art actors were one of the stakeholders that influenced the development of cultural heritage tourism.

Malang is a region with a variety of art, such as *Malang Topengan*, *Wayang Jedog*, and *Bantengan*. However, when the Malang city government prioritized heritage tourism development, traditional art actors were not involved. An interview with Bondan, an art actor in Malang, found that the main problem was the artists' welfare. Bondan believed that the development of art in Malang required little. There was no need for the government to act as a regulator. The government and private parties merely needed to guarantee the artists' welfare. This guarantee would allow them to focus on creating high-quality artwork. The segmentation of non-exclusive traditional arts had become a problem, with traditional artists barely earning enough income. The Malang artists community described this situation as '*dapet jangan pedes*' or an unsurprising situation.

The business sector hampered artists' development. Traditional artists often managed their own workshops, but this situation reduced their concentration on producing creative works. In addition, artists focused on producing creative works needed to obtain initial production capital, and they need to promote their work. Art and cultural performances in Malang were often canceled and there was no legal protection for the artist or performer. Bondan added that there was no regulation from the Malang city government that favored traditional artists. Bondan had never received any assistance from the Malang city government.

Tourism Businesses

Tourism businesses played a crucial role in providing for tourists' needs. High-quality tourist facilities attract tourists to a destination. Without a

good quality service and supporting management, the tourism sector cannot develop. According to the Law of the Republic of Indonesia No. 10 of 2009 concerning Tourism Business, a tourism business is a business that provides goods or services to meet tourists' needs and organize tourism. A tourism entrepreneur is a person or group of people who carry out tourism business activities. The tourism industry is a collection of interrelated tourism businesses that produce goods and services that meet tourists' needs.

Tourism businesses were crucial for the development of tourism in Malang. The entrepreneurs were one of the parties capable of supporting the development of heritage tourism. Tourism businesses provided tourist needs in the tourist destination, and the businesses attracted visitors and promoted tourism in Malang. The synergy between the government, cultural actors, and the community was crucial. Tourism development is a series of efforts to realize the use of various tourism resources by integrating all forms of aspects outside tourism. These aspects, directly or indirectly, related to the continuity of tourism development (Swarbrooke, 1998). According to this theory, it is necessary to have cooperation between the government, tourism actors, and the community.

Tourism development involves activities and coordinated efforts to attract tourists and provide facilities, infrastructure, goods, and services. Thus, tourism development aims to provide benefits for both tourists and local residents. Tourism can provide a higher standard of living for local residents through the economic benefits obtained from tourist destinations, such as cultural heritage tourism in Malang.

Collaboration between tourism businesses and other stakeholders must be synergistic. Tourism businesses can increase investment in the tourism sector and improve the quality of services, hotels, restaurants, and travel services, leading to an increase in tourist visits. The collaboration could be initiated by holding meetings with the local government to discuss the development and

promotion of tourism in Malang and include local people involved in the tourism industry activities to preserve the culture of Malang by creating cultural events or activities.

Community

In community-based tourism, the community plays a central role in tourism development. The principle of community-based tourism is that it provides an impetus for community development by a) utilizing the facilities and infrastructure of the local community, b) by benefiting the local community, c) being on a small-scale to facilitate the establishment of reciprocal community relations, d) involving local communities, e) implementing tourism product development (Sastrayuda, 2010). Community involvement in the development of tourism is crucial. Community participation involves community awareness, concern, and responsibility for developments aimed at improving the quality of life. Community-based tourism development means that the community is no longer the object of development but a determinant of development. Local-scale planning is a prerequisite for developing community-based tourism. This planning needs to accommodate all needs within a framework of short, medium and long term goals, and plans need to be prepared with existing communities (Damanik et al., 2005)

In developing tourist attractions, the participation and involvement of local communities cannot be ignored. Local residents have the best knowledge of history, arts, and culture in Malang. The community participated in preserving tourism objects, cultural customs, culinary culture, maintaining cultural relics, and providing services to the visitors. Thus, local community participation was needed in planning and implementing any development. It was hoped that this activity would create an attitude of ownership, which would encourage awareness of and responsibility for developing tourist attractions in Malang, especially those for cultural heritage tourism.

There was a good collaboration between the community and stakeholders in Malang, especially in developing cultural heritage tourism. The members of the Malang community possessed good tourism awareness. They preserved, maintained, and promoted their culture. The good synergy between the community and the government was reflected in the intensity of training and socialization conducted to support heritage tourism development. The government provided capital facilities for the community to conduct tourism businesses. The synergy between the community and tourism businesses was mutually beneficial. Tourism businesses used human resources around tourism sites, and investments allowed communities to develop their special cultural heritage tourism.

Culture as a Supporting Factor of Heritage

Tourism encouraged the emergence of the modern idea of heritage. It encouraged the phenomenon of patrimonophilia, which established heritage on a global scale that is recognized by the international community. During the 19th century, heritage and tourism went hand in hand. Artifacts and cultural values were preserved through museum restorations. The legacy of the past supports cultural heritage tourism.

Heritage tourism itself has three categories of cultural heritage: intangible cultural heritage, tangible cultural heritage, and a combination of tangible and intangible cultural heritage called *Saujana* (cultural landscape heritage). Intangible cultural heritage is a legacy in the form of practices, representations, expressions, knowledge, skills, tools, objects, artifacts, and cultural spaces recognized by various communities, groups, and in certain cases, individuals, as part of their cultural heritage. Performing arts, traditions, oral expressions, community customs, rites and celebrations, knowledge, and behavioral habits are examples of cultural heritage.

According to UNESCO (United Nations Educational, Scientific, and Cultural Organization), cultural heritage objects are cultural heritage sensed

directly as objects and buildings, which can be artificial or natural structures providing cultural value. Temples, natural sites, and fortifications are examples of cultural heritage. *Saujana* is a combination of intangible cultural heritage and cultural heritage objects. An example of *Saujana* is the Kasada indigenous ceremony performed at Mount Bromo. This ceremony is an intangible cultural heritage, but Mount Bromo is a tangible cultural heritage. Kasada indigenous ceremonial activities are considered to be *Saujana* only when they are conducted at cultural heritage objects, in this case, Mount Bromo.

Graham (2002) proposed that heritage and culture are considered as economic resources and capital culture. Therefore, culture and heritage can be developed as a product in the tourism industry. According to Ashworth et al. (1996), culture and heritage can be used as a product ready for consumption in the tourism industry. The idea of utilizing culture and heritage as a tourism product initially began to provide satisfaction to tourists and provides experiences for tourists.

The biggest challenge in developing cultural tourism is to use the assets of cultural heritage wisely to realize successful tourism products. The broader goal is to package cultural heritage so that it can be consumed by tourists and can be managed by the non-public sector or non-profit organizations. In tourism, cultural tourism products are extrinsic aspects that can be offered to tourists for consumption and which add elements of experience after a visit. The cultural asset is packaged as a commodity and sold to consumers.

The development of cultural tourism as a product must pay attention to the authenticity of an object and present it to the tourist as a consumable product. In the Malang region, the development of heritage tourism may increase tourism objects as supporting heritage. In August 2019, Malang Mayor Sutiaji held the Kajoetangan Heritage Oeklam-Oeklam event. The event was held along the Kayutangan road in front of the Rajabali National Bank (BNI) building up to the Riche Hotel. The

event presented a large number of traditional performing arts and examples of cuisine. Society reminisced through food, buildings, souvenirs, atmosphere, and the performing arts. This heritage concept was supported by the cuisine, event, and culture in art form. Both domestic and foreign tourists enjoyed the Malang culture and heritage at the event. This event could be conducted routinely to create an image of Malang as a tourist destination for culture and heritage.

2. Tourism developments could be conducted to elevate Malang to a city of business and education. Therefore, the researchers can then examine the tourism potential in Malang for further enriching the treasury of knowledge about tourism from different locations, for example, Malang halal tourism.

Conflicts of Interest: The authors declare no conflict of interest.

IV. CONCLUSIONS AND MANAGERIAL IMPLICATIONS AND LIMITATIONS

The following conclusions were drawn from the research results:

1. Malang was a feasible location for the development of cultural heritage tourism. Malang had attractions (original Malang art, and historical sites such as museums, Ijen boulevard, and Kayutangan), accessibility (various kinds of land and air transportation facilities and infrastructure were available allowing access to Malang as a tourism destination), amenities (such as restaurants, cafes, and souvenir sellers), ancillary services (facilities supporting tourism activities, including health services, tourism information centers, and financial services), and institutions (the Malang City Culture and Tourism Office, which is the official organization that regulates Malang City tourism activities).
2. The development of cultural heritage tourism in Malang by involving all stakeholders, including government, private parties, artists and cultural actors, tourists, and the community.

Suggestions

The results and conclusions from this study led to the following suggestions:

1. Each stakeholder should play a synergistic role in developing cultural heritage tourism in Malang. As a decision-maker, the government of Malang should coordinate the development of cultural heritage tourism;

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