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Stakeholder Analysis in the Development of Saba Budaya Baduy

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Abstract. Developing countries in the Asian region use cultural tourism to boost their economies. One of the traditional village tours on the island of Java that still upholds ancestral values is that of the Baduy indigenous people. The development of Saba Budaya Baduy involves collaboration between the government, the private sector and universities, but the form of cooperation that is carried out is not optimal and involves a pattern of asymmetry or imbalance in the roles of each stakeholder. This study aimed to analyze the role of stakeholders in the development of Saba Budaya Baduy. A qualitative approach was used and interviews were conducted with the Baduy indigenous people and other stakeholders. The results demonstrated that there were different levels of roles in stakeholders. Based on the category groups, the government was the key stakeholder; businesses, universities, and the Baduy indigenous people were the primary stakeholders; and NGOs and the mass media were secondary stakeholders. The government element was in quadrant I (key players); elements of academics, the private sector, and indigenous people were in quadrant II (context setters); NGO elements were in quadrant III (subjects); and elements of mass media were in quadrant IV (crowd). Relationships with the government could involve complementarity and cooperation. The relationship between the government and the private sector could take the form of conflict, complementarity, or cooperation. The relationship between the government and universities could involve complementarity or cooperation. Relations with NGOs could take the form of cooperation. The relationship between the government and mass media could involve complementarity or cooperation, and the relationship between the government and indigenous people could be in the form of conflict, complementarity, or cooperation.

Keywords: stakeholder analysis, Saba Budaya Baduy, Baduy indigenous people

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1. Introduction

Tourism has now been developed by several countries as a leading sector in foreign exchange earnings, job creation, and poverty alleviation. Tourism with its various positive aspects is seen as a passport to development, a new kind of sugar, a tool for regional development, invisible export, non-polluting industry (1). Tourism is also seen as one of the largest industries in the world, not only in terms of how many people travel, but also

in terms of how many people work in the sector, and how much money is brought to their destination. In 2014, tourism directly accounted for more than 10 percent of global GDP, or about $7.0 trillion. This places tourism on the same global scale as agriculture or mining (2). The World Travel and Tourism Council (WTTC), which represents the global tourism industry, stated that in 2012, 255 million jobs depended on the tourism economy. During that year for the first time, more than one billion international tourist trips were made during one night (UNWTO, 2012).

Most developing countries in the Asian region use the potential of cultural tourism to boost the economies of their countries and regions. The Strategic Plan of the Ministry of Tourism & Creative Economy for 2020-2024 sets the focus of developing Indonesian tourism products in three categories, namely natural, cultural and artificial tourism products (Figure 1).

Figure 1: Indonesian Tourism Product Portfolio. (*Source: The Strategic Plan of the Ministry of Tourism of the Republic of Indonesia, 2020-2024*).

The focus of Indonesian tourism development set out in the Strategic Plan of the Ministry of Tourism and Creative Economy is the development of cultural tourism which consists of (1) cultural and historical heritage tourism, (2) culinary shopping tours, (3) city and village tours. The easy profit of developing cultural tourism has a negative impact. The development of certain cultural tourism activities can permanently exploit natural resources and change the sociocultural composition and uniqueness of an area, as well as damage to natural and cultural resources that undermine the comparative advantage of a tourist destination (3). Based on this, the concept of tourism development

management such as tourist carrying capacity, and the life cycle of the tourism area must be developed properly to anticipate conflicts that occur between tourism development and the use of cultural resources (4).

One of the potential assets of local governments in developing cultural tourism is traditional village tourism. Indigenous peoples can maintain their traditional culture and lifestyle so that they become a major source of attraction for international and local tourists so that it can affect the competitiveness of destinations (5). Indonesia has around 2,371 Indigenous communities consisting of 70 million indigenous people spread throughout Indonesia and has a mapped customary area of 10.86 hectares (Indonesian Indigenous Peoples Alliance, 2018). One of the traditional village tours on the island of Java that still upholds ancestral values is the Baduy Indigenous Community. Customary institutions through their customary rules have prohibited any physical development on their ulayat lands. They believe that large infrastructure development will destroy nature's sustainability. Baduy people do not want to be called tourism, but they want to be called Saba Budaya Baduy. Saba is taken from the word panyabaan or comes to visit (*silaturahmi*). For them, tourism is not a job that generates the maximum profit, but they also do not refuse the arrival of guests/tourists

The Baduy community also plays a role in the development of the Baduy culture through the Indonesian Tour Guides Association (HPI-DPU) Baduy Community. HPI-DPU Baduy is a tour guide community that provides services to tourists with the concept of tour guide services, namely picking up and dropping off to tourist attractions, guiding tourist trips, to returning from tourist attractions, which are among the Baduy indigenous people.

Cooperation in the development of Baduy culture is carried out by the government, the private sector, and universities, but the form of cooperation carried out is not optimal but shows a pattern of asymmetry or imbalance in the roles of each stakeholder. The results of (6) found that the development of Baduy tourism requires the participation of all stakeholders involved. The stakeholders involved in the process of developing Baduy tourism are district and provincial governments, travel tourism actors, Baduy communities, academics, and the mass media. However, this study did not explain in detail the roles of each stakeholder. This study in detail analyzes the role of stakeholders in the development of the Baduy saba culture which consists of identifying stakeholders, grouping and categorizing stakeholders, as well as investigating the relationship between stakeholders.

2. Methods

This research is descriptive research with a qualitative approach. Qualitative research is generally characterized by an inductive approach to building knowledge that aims to generate meaning (7). Up close information gathered by actually talking directly to people and seeing them behave and act in their contextde is a key characteristic of qualitative research (8).

Interviews were conducted with the Baduy indigenous community consisting of the village head (*Jaro Pamarentah*), the traditional leader (*Jaro Tangtu*), and other indigenous peoples. In addition, interviews were also conducted with other stakeholders involved in the development of the Baduy culture, namely the government (Banten Province Tourism Office, Banten Provincial Government, Banten Regional Police, Lebak, Lebak Regency Culture and Tourism Office, Lebak Regency Government, Lebak PUPR Service), Private Parties (PT. Pertamina, Banking (Bank BSM), PT. Telkom, PT. Garuda Indonesia, Association Of The Indonesian Tours And Travel Agencies (ASITA) Lebak Region, Indonesian Hotel and Restaurant Association (PHRI) Lebak) University (Universitas Sultan Ageng Tirtayasa, Serang Raya University, STSIP Setia Budhi Rangkasbitung, Mercubuana University, STIKes Kuningan, STKIP Arrahmaniyah), community organizations (Indonesian Tour Guide Association (HPI) Lebak, Tourism Awareness Group (POKDARWIS) Lebak., Generation Pesona Indonesia (GENPI) Lebak, Tourism Awareness Society (MASATA) Lebak, and mass media (Online Media, Electronic Media, Social Media).

The stages of data analysis and interpretation in this study include (1) data preparation and organization: preparing all research data, (2) initial immersion: understanding the data as a whole before the researcher starts the systematic analysis process (3) coding: assigning words or phrases to segments data by summarizing or capturing the essence of the data segment, (4) categorization and themes: looking for relationships between codes, and (5) interpretation: developing meaning from what is encoded (9).

3. Results and Discussion

Stakeholders have an important role in the collaborative governance of the Saba Budaya Baduy management. Stakeholders are individuals, groups, or organizations who can influence or be influenced by decisions and actions (10; 11; 12x). After the role of the stakeholders is known, the researcher then conducts a stakeholder analysis which is explained through several stages. Stakeholder analysis is seen as a useful tool and a

constructive approach to support collaboration (13). In addition Stakeholder analysis is also a useful approach to generate knowledge about stakeholders to understand their interests, and to assess the effect they have on the decision-making or implementation process (14).

Stakeholder analysis on the development of the Baduy culture is carried out in 3 (three) stages. According to (15), the stages of stakeholder analysis are (1) identification of stakeholders; (2) grouping and categorizing stakeholders; (3) investigating the relationship between stakeholders. After all the stages are carried out, it is expected to provide an overview of how the influence, interests, and strengths of each stakeholder are carried out through their roles.

3.1. Identification of Stakeholders

Stakeholders and their roles are identified through observations, in-depth interviews, and other supporting data such as scientific articles and national news. The identified stakeholders in the development of Baduy culture are mapped into 5 (five) stakeholders, namely, (1) Government, (2) Bussines, (3) University, (4) NGO, and (5) Mass Media. The mapping of 5 stakeholders is based on the Regulation of the Minister of Tourism of the Republic of Indonesia Number 14 of 2016 concerning Guidelines for Sustainable Tourism Destinations which explains the tourism sector and drivers of the tourism system through optimizing the roles of business, government, community, academic, and media (BGCAM). In addition, the role of the Baduy indigenous people is also inseparable from the development of the Saba Budaya Baduy. The identified stakeholders have then grouped into 3 (three) groups, namely:

1. Primary Stakeholders, namely those who receive positive or negative impacts from the development of the Baduy culture.

2. Key Stakeholders, namely those who have a strong or significant influence and have strong legality related to problems, needs, and concerns for the continued development of the Baduy culture.

3. Secondary Stakeholders, namely those who mediate in assisting the process of implementing the development of Baduy culture. (16)

After explaining their respective roles, then the stakeholders are grouped based on the roles performed. Each role has various impacts that can be used as a reference for grouping each stakeholder.

TABLE 1: The Role of Stakeholders in the Development of Baduy Indigenous Tourism

No	Stakeholder Element	Role played
	Government	
1	Ministry of Tourism	Making Regulations related to Sustainable Tourism (Minister of Tourism Regulation No. 14 of 2006)
2	Banten Provincial Government	Banten Province Regional Regulation Number 6 of 2019 concerning the Master Plan of Banten Province Tourism Development for 2018–2025 Discussion on Regional Structuring Planning
3	Banten Province Tourism Office	Regulation of buffer zone setup Infrastructure development Human Resource Training for Tour Guides Terminal setup Facilitation of entrance Dissemination of Baduy Tourism changes to Baduy Culture Saba Plan to create a Tourism Information Center Fortify Baduy from modernization - Carry out Seba Baduy activities
4	Lebak Regency Government	Unique Lebak Mission Vision Making Lebak Regency Regional Regulation Number 1 of 2016 concerning the Master Plan for Regional Tourism Development for 2016–2031 Making the Lebak Regency Regional Regulation Number 32 of 2001 concerning the Protection of the Ulayat Rights of the Baduy Community Promotion of Baduy culture Infrastructure improvements
5	Lebak Regency Disbudpar Office	Infrastructure development Promotion of SMEs Strengthening the work of local products Implementation of Seba Baduy Fashion stylist training Building the MSME market Build shelters Development of Baduy weaving
6	Banten Police	Law enforcement outside of adat Helping reforestation of nature Planting tree seeds
7	Lebak Public Works Department	Make a master plan for the arrangement of the Baduy area Construction of road infrastructure to the terminal Make a connecting bridge
	Business	
8	PT. Garuda Indonesia	Medicine assistance Making Septeng from plastic material (Baduy Luar)
9	Bank BSM	Construction of a prayer room for visitors Mosque repair
10	Bank Indonesia	Strengthening Baduy Human Resources
11	PT. Telkom Indonesia	Telecommunications network repair
12	PT. Pertamina	Bridge construction Construction of public toilets Making trash cans Assistance in the construction of stone access roads Construction of public facilities - Clean water pipeline
13	ASITA	Coordination of travel from outside the region Human resource training guides from Baduy residents Prepare food for visitors Conducting guidance to visitors Educate the prevention of environmental pollution Providing Baduy culture education to visitors
14	Hotel and restaurant association	Prepare the accommodation for visitors Prepare food for visitors
	University	
15	Untirta Banten	Tourist location mapping plan
16	STISIP Setia Budhi	Baduy National Conference Community service Coordination with village government Designing an academic paper for local regulations for determining customary villages

TABLE 1: Table continued.

No	Stakeholder Element	Role played
	Government	
17	Universitas Serang Raya	Promotion via android app
18	Universitas Mercubuana	Community service Increased participation of Baduy women Socialization of the benefits of using water Lecturer research visits
19	STIKes Kuningan	Community service Health socialization Nutrition counseling Counseling on clean and healthy living behavior
20	STKIP Arrah-maniyah Depok	Community service Repair of public facilities Repair of clean water lines
	NGO	
21	HPI	Conducting guidance to visitors Providing Baduy culture education to visitors Prevent tourists from polluting the environment Responsible for visitor safety Coordination of travel from outside the region Prepare food for visitors Human resource training guides from Baduy residents
22	MASATA	Prepare food for visitors Conducting guidance to visitors Providing Baduy culture education to visitors Educate the prevention of environmental pollution
23	POKDARWIS	Educate the prevention of environmental pollution Providing Baduy culture education to visitors Together with other communities participate in preserving the environment of Baduy
24	GENPI	Providing Baduy culture education to visitors Educate the prevention of environmental pollution Responsible for visitor safety
	Mass Media	
25	Online Media	Announcement of annual activities and traditions Cultural promotion Promotion of attractiveness and uniqueness
26	Electronic Media	Announcement of annual activities and traditions Cultural promotion Promotion of attractiveness and uniqueness
27	Social Media	Announcement of annual activities and traditions Cultural promotion Promotion of attractiveness and uniqueness Posting activities and information about saba budaya Promotion of local products

Source: Processed by Researchers, 2021

The role of stakeholders is explained through the initial form of cooperation carried out between each stakeholder. Cooperation is carried out based on trust between stakeholders which encourages stakeholders to participate using their capacities such as strengths, resources, and knowledge. In addition to the rules in cooperation in Regional Regulation Number 1 of 2016 involving elements of the private sector and the community, the results of the initial collaboration also found other stakeholders who have an important role in the development of the Baduy culture, namely the role of the Baduy indigenous people. The importance of the role of the Baduy community is shown by their participation in various meetings and decision-making forums with the government (Figure 2).

Figure 2: Forum Group Discussion between the Government and the Baduy Traditional Institutions. (*Source: Research Documentation*).

The results of the meeting between the government and the Baduy Customary Institution found several decisions, namely, the determination of the nomenclature of Baduy tourist destinations to be Saba Budaya Baduy, plans to create information centers outside the Baduy area, train human resources as guides from indigenous Baduy residents, and provide strict sanctions to visitors who violate the *pikukuh*. The meeting involving Baduy traditional institutions is proof that the role of the Baduy community which used to be only as an object has now turned into a tourist subject. This is also shown through the desire of the Baduy community who do not want to be a spectacle of visitors who come, but they want the form of the spectacle to be changed into a form of friendship.

The identification of stakeholders found several roles and interests that have been carried out by each stakeholder in the development of the Baduy culture, including the role of the Baduy indigenous people. The grouping of stakeholder roles is classified into several groups, namely regulator, facilitator, implementor, evaluator, advocate, and beneficiary (17), while the level of interest is grouped based on economic, social, environmental, and political interests (18).

3.2. Grouping and Categorizing Stakeholders

Categorization analysis is used in classifying and categorizing stakeholders based on the level of importance and influence (19). According to (20), the method used in analyzing stakeholders uses an influence and interest matrix. Stakeholder groups are broken down by key players, context setters, subjects, and crowds. Key players have high importance and influence. Context setters have high influence but low importance.

Table 2: Levels of Roles and Interests of Stakeholders Saba Budaya Baduy

No	Stakeholders	Role	Interest	Category Group
1	Government	Regulators Implementers Facilitator Evaluators Advocate	Economy Social Politics Environment	*Key Stakeholder*
2	Bussines	Implementers Facilitator	Social Economy Environment	*Primary Stakeholder*
3	University	Regulators Facilitator Implementers Evaluators	Social Environment	*Primary Stakeholder*
4	NGO	Implementers Benefit recipients	Economy Environment Social	*Secondary Stakeholder*
5	Mass Media	Implementers Facilitator Benefit recipients	Economy Social	*Secondary Stakeholder*
6	Baduy Indigenous People	Regulators Implementers Evaluators Benefit recipients	Social Economy Environment	*Primary Stakeholder*

Subjects have high importance but low influence, while crowds are stakeholders who have low interest and influence.

The stakeholder influence-interest matrix is divided into 4 (four) quadrants. Quadrant I is a key player stakeholder group. Quadrant II is a stakeholder group of context setters. Quadrant III is the subjects stakeholder group and quadrant IV is the Crowd stakeholder group. Based on the roles and stakeholder groups that have been described previously, the stakeholder mapping is based on the influence–interest matrix (Figure 3).

Based on the results of the influence–interest matrix, it was found that the government element stakeholders were in quadrant I (key players), which means that these stakeholders have high influence and interest. Elements of academia, the private sector, and indigenous peoples are in quadrant II (context setters) which means that these stakeholders have high influence but low importance. Furthermore, the elements of community organizations are in quadrant III (subjects) which means that these stakeholders have high interests but low influence. Finally, the media element is in quadrant IV (crowd), which means that these stakeholders have low influence and interest.

Stakeholder Influence-Interest Matrix
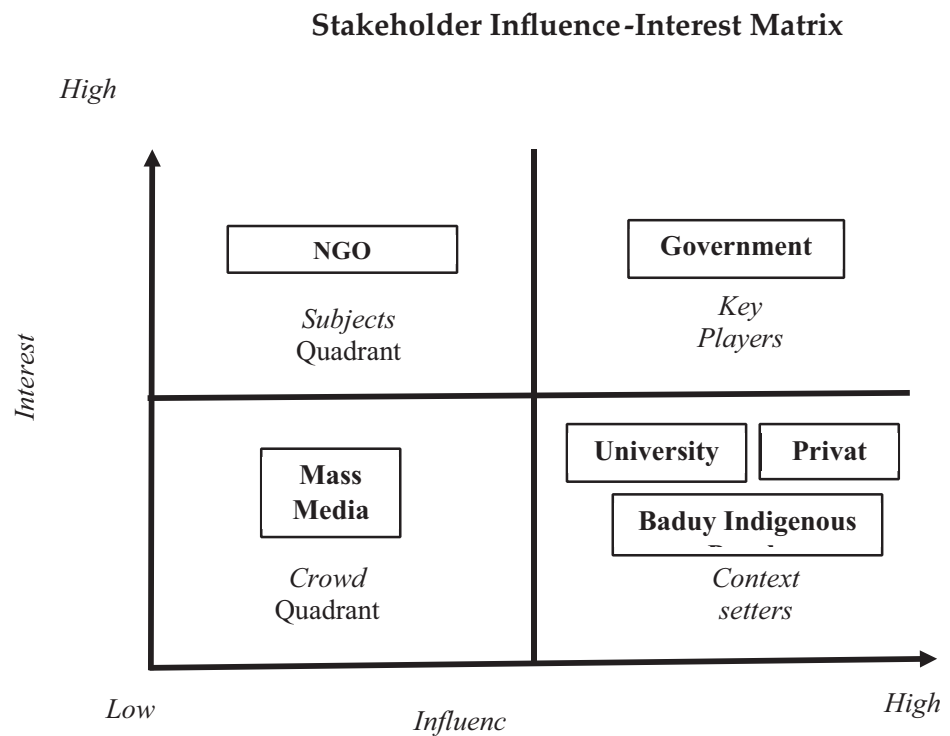
Figure 3: Stakeholder Influence-Interest Matrix. (*Source: Primary Data Processed, 2021*).

3.3. Investigating Relationships Between Stakeholders

The final stage in stakeholder analysis is to investigate the relationships between stakeholders. Investigating stakeholder interactions involves understanding stakeholder relationships to increase transparency in decision-making and provide some guidance for implementation, especially in action-oriented activities (21). The level of relationship and interaction between stakeholders is described in the actor linkage matrix. The relationships between stakeholders in the development of the Saba Budaya Baduy identified are conflict, complementarity, and cooperation (15).

Stakeholders from the government have the potential to cooperate. The government through the Ministry of Tourism, Provincial Government, Regional Government, Kanekes Village Government is the authorized institution to formulate regulations on Norms, Standards, Procedures, and Criteria to realize collaborative policies based on cultural values for the development of Saba Budaya Baduy. Meanwhile, between the government, the private sector, academia, non-governmental organizations, and the mass media, there is potential for cooperation, conflict, and complementarity. The potential for cooperation is established through strengthening regulations, training human resources, improving public facilities, promoting culture, preserving nature. Meanwhile, potential conflicts can

occur when there is disharmony between regulations and their implementation between stakeholders. For example, infrastructure development carried out by all stakeholders must not be carried out within the Baduy layout area and must not violate the cultural values of the Baduy community. Another potential conflict is regulation of tourism development and prevention of environmental pollution must be equally strengthened so that there is a balance and minimize existing conflicts.

The potential to complement each other is established through the existence of a role vacancy that can be filled by other stakeholders, for example in infrastructure development in the government's buffer zone area, which has a limited budget, this can be anticipated by the role of the private sector through the CSR budget. In addition, the role of cultural promotion carried out by the government can also be maximized through the role of the media and academics through various published studies. The level of relationship between stakeholders is described utilizing numbers, namely, 1 (potential for conflict), 2 (potential for complementarity), 3 (potential for cooperation) (table 3).

TABLE 3: Level of Relations between Stakeholders in the Development of Saba Budaya Baduy

	Government	Bussines	University	NGO	Mass Media	Baduy Indige-nous People
Government	2,3	1,2,3	2,3	3	2,3	1,2,3
Bussines	1,2,3	3	2,3	1,2,3	3	1,3
University	2,3	2,3	3	2,3	3	2,3
NGO	3	1,2,3	2,3	2,3	3	1,2,3
Mass Media	2,3	3	3	3	2	1,2,3
Baduy Indigenous People	1,2,3	1,3	2,3	1,2,3	1,2,3	1

Source: Primary Data Processed, 2021

The relationship between government and government can be defined as the relationship between the central, provincial, and local governments. The relationship can take the form of potential for complementarity and cooperation. The relationship between the government and the private sector can take the form of potential conflict, complementarity, and potential for cooperation. The relationship between government and academics can be in the form of potential for complementarity and potential for cooperation. Relations with community organizations can take the form of potential cooperation. The relationship between the government and mass media can be in the form of potential for complementarity and potential for cooperation, and the relationship between the government and indigenous peoples can be in the form of potential conflict, potential for complementarity, and potential for cooperation.

4. Conclusion

Stakeholder analysis in the development of the Saba Budaya Baduy consists of identifying stakeholders, grouping and categorizing stakeholders, and investigating the relationship between stakeholders. In the Stakeholder Identification stage, it was found that there were different levels of roles in the stakeholders. Based on the category groups, the government is included in the key stakeholder category, the private sector, academics, and the Baduy indigenous people are included in the primary stakeholder category, NGOs and the mass media are included in the secondary stakeholder category.

Based on the influence-interests matrix of government elements are in quadrant I (key players) who have high influence and interests. Elements of academics, the private sector, and indigenous peoples are in quadrant II (context setters) which have high influence but low importance, and NGO elements are in quadrant III (subjects) which have high interest but low influence. While the mass media elements are in quadrant IV (crowd) which has low influence and importance.

Based on the level of relationship between stakeholders, the relationship between government and government can take the form of potential for complementarity and cooperation. The relationship between the government and the private sector can take the form of potential conflict, complementarity, and potential for cooperation. The relationship between government and academics can be in the form of potential for complementarity and potential for cooperation. Relations with community organizations can take the form of potential cooperation. The relationship between the government and mass media can be in the form of potential for complementarity and potential for cooperation, and the relationship between the government and indigenous peoples can be in the form of potential conflict, potential for complementarity, and potential for cooperation.

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