

INSTITUTIONAL MODELING IN TOURISM DEVELOPMENT IN CIBUNTU TOURISM VILLAGE, KUNINGAN: AN ACTOR ANALYSIS

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ABSTRACT

The existence of parties who have an interest in a tourist destination is vital because of its function as a controller for the diversity and complexity of the tourism industry, including in tourist villages. Therefore, it is necessary to review how far stakeholder involvement is as a form of actualization of an institution in tourist destinations, especially rural tourism. This study uses a qualitative method that is adapted to the concept of descriptive research by collecting data from semi-structured interviews with several related parties. The results of the discussion and discussion indicate that from the case study in the Cibuntu Tourism Village, the implementation of tourism activities is centralized to stakeholders who are key players, namely the Cibuntu Village Government, Pokdarwis, and BUMDES which regulate all policies and programs. Meanwhile, other stakeholders are divided into subject categories, crowd and contest setters whose existence and functionality need to be maximized.

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1. INTRODUCTION

As one of the innovation breakthroughs in the new economy, tourism is a sector whose development always requires innovation and transformation, including efforts to manage it. In most countries in the world, tourist attraction is a substance whose ownership and management absolutely belongs to the local government. However, it is undeniable that the plurality and complexity of the tourism industry forces most owners of tourist attractions to manage them through a managerial system that adapts to the type of tourist attraction [1]. This is due to the many actors involved and taking roles in the tourism cycle in a tourism destination. Therefore, the terminology of institutions emerged and became the focus of a separate study in the tourism sector of a region which summarizes a number of actors/parties and their interests in the development of the tourism sector in that area.

Rural tourism has been taken as an effective approach for poverty alleviation and regional development. However, in most developing countries such as Indonesia, it is heavily influenced by a traditional "top-down" political system. A driving force for local development can be formed by local institutions and local communities, forming a "shared sense of belonging" and becoming a "management" that initiates village development together. Through collaborative partnerships between institutions and communities in taking responsibility for developing a joint strategic vision and designing planning, allocating resources, implementing, and monitoring/evaluating activities will direct development that will better meet local needs [2].

Rural development in general requires genuine decision-making authority to represent local constituents to meet coordination and integration needs, which can lead to a return to central planning and working against effective local institutions for community-driven initiatives. So, in the end it is the existence of a local institution/institution that is customized by local values and a good managerial system that will be needed [2].

Institutions are structures that humans impose on human interactions and therefore determine incentives along with other constraints (budgets, technology, etc.) and determine the choices individuals make that shape societal and economic performance over time [3]. Institutions consist of formal rules, informal boundaries (self-imposed norms of behavior, conventions, and codes of ethics), and enforcement characteristics of both. The degree to which there is identity between the goals of institutional boundaries and the choices individuals make in institutional settings depends on the effectiveness of enforcement. Institutions affect economic performance by determining (along with the technology used) transaction

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costs and the transformation of production. Thus, institutional change can be an important step for further progress in economic history and economic development. The process of change is very gradual [3]. The rationale is that the economic scope, complementarities, and network externalities that emerge from a given institutional matrix of formal rules, informal constraints, and enforcement characteristics will usually bias the costs and benefits in favor of choices consistent with the existing framework.

In its most basic form, a stakeholder is defined as any group or individual who can affect or be affected by the achievement of organizational goals [4]. In tourism planning, stakeholder involvement is usually characterized by great diversity, including representatives of the tourism industry, tourists, business people, communities, administrative bodies and non-governmental organizations, experts, and local residents. Among tourism projects, the diversity of stakeholders may differ from project to project as to the methodological approach and time involved. Therefore, stakeholder engagement takes many forms with typologies ranging from tokenism to citizen control [5]. Through this stakeholder categorization and analysis, appropriate stakeholders can be selected for engagement [6]. This approach also considers that tourism development can result in massive exploitation of local resources, increase gentrification, and affect local quality of life. Wall and Mathieson [7] underscore that local stakeholders need opportunities to discuss issues that affect their quality of life and need to be adequately empowered to do it.

The benefits gained through stakeholder engagement are more transparent and more acceptable tourism strategies and outcomes [8]. This increases the equality of decision-making and incorporates marginalized groups. This helps to understand diverse (potentially conflicting) interests and navigate regional specific issues. In addition, it is an educational tool for generating understanding of local issues and politics [7]. Participation plays an important role in strategy development and implementation if it leads to trust and understanding among stakeholders.

Several attempts have been made to directly identify the barriers to stakeholder engagement in tourism planning or the conditions favorable to its success. Tosun [9] identifies these barriers into three categories: operational, structural and cultural. In his study, Tosun also explained the application of this category in the context of rural tourism and detailed it into several indicators. Operational limitations include centralized administration, lack of coordination and lack of information. Structural limitations consist of attitudes, skills, elite domination, legal system and human resources. In addition, Tosun sees high costs and a lack of financial resources as potential structural constraints. Lastly, cultural limitations are also an obstacle. This includes a lack of participatory experience in local planning and decision making. Poor communities' limited capacities, apathy and low levels of awareness also hinder local participation.

Apart from being related to its operational functions, Restrepo & Clave [10] stated that the existence of actors in tourism activities is also a stimulant/catalyst in the life cycle of a tourist destination through policies that encourage the growth of microeconomic systems in these destinations and strengthen competitiveness. dealing with macroeconomics. These actors also play a role as power in providing tourism infrastructure and superstructure [10], [11] at destinations to support tourism activities and accommodate tourist needs. Therefore, the vitality of the existence of an institution/organization as the manager/host of a tourist destination becomes absolute, and a study of the degree of importance, the scale of power, and its performance system is a must to determine.

In its actualization, the role of an institution/organization managing a tourist destination has never been a single role. As tourism activities grow in a destination, of course, the management becomes more complex and complicated. This encourages innovation and institutional collaboration with other parties who are considered to have the power and interest to participate in developing these tourist destinations both physically and non-physically [12] so that tourism activities can run more expansively and can reach a wider scope. which is even wider. This is what drives the creation of the concept of stakeholders in tourism. However, in fact the involvement of additional parties (outside parties) in the implementation of tourism activities in an area raises intrigue from other substances brought by each stakeholder along with their main focus which is not entirely linear with the main objectives of the tourism destination management institution/organization [12]. This is where a study of the roles and functions of stakeholders becomes necessary.

The above issues are also relevant to most types of tourism development, including rural tourism. Rural tourism (rural tourism) is an embodiment of the utilization of natural and cultural resources in rural areas to become a tourism potential that can be managed and maximized as a leading sector, especially in its role for the welfare of society again [13]. In connection with the high complexity of village

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tourism activities while on the other hand the village capacity is limited, it is necessary to make special adjustments to get a model of stakeholder involvement in a rural tourism destination. This has quite different implications compared to other types of tourist destinations such as in urban areas and marine and coastal areas [14]. This scientific gap underlies the study of actors in tourism activities in villages.

2. METHOD

This research was conducted through descriptive research methods on the basis of collecting and processing qualitative data. The main data used in this study is primary data in the form of transcripts of interviews that have been conducted with several key informants through semi-structured interview techniques with a sampling approach to taking respondents through a discriminatory snowball sampling technique. After that, the collected data will be triangulated and mapped according to the needs so that the results of analysis and discussion of data can be obtained which can answer the research focus.

The study in this study focused on the scope of the location, namely the Cibuntu Tourism Village in Kuningan Regency, West Java Province. The location selection was carried out on the basis of the tourism system in the Cibuntu Tourism Village which was considered to have been running well and was quite representative. This is evidenced by the number of awards the village has received, one of which is the winner of the inspiring independent tourism village category in the 2021 Indonesian Tourism Village Award. The informants who have been identified are as follows:

Table 1. List of Respondent

No	Respondent	Recommender
1.	Cibuntu Village Government	Prasurvey Result
2.	Pokdarwis (Tourism Awareness Group) Cibuntu	Cibuntu Village Government
3.	BUMDES (Village Owned Enterprises) Cibuntu	Cibuntu Village Government
4.	KWT (Farmer Women's Group) Cibuntu	Pokdarwis Cibuntu

Source: Analysis Result

3. RESULT AND DISCUSSION

Overview of the General Conditions of the Cibuntu Tourism Village

Cibuntu is a village with an area of 124.25 hectares at the foot of Mount Ciremai, precisely in Pasawahan District, Kuningan Regency. With its geographical conditions at the foot of the mountain, the landscape of Cibuntu Village is attractive and has the potential to be developed as a tourist attraction. Especially with the findings of prehistoric sites at several points in the village which makes it even more potential to be developed as a tourist destination. This is what makes Cibuntu have the potential to become a tourist village.

In its history, the development of Cibuntu into a tourist village has gone through several stages. Initially, in 2010 a Memorandum of Understanding was held between the Government of Kuningan Regency and the Jakarta Trisakti Tourism College on the development of organic-based Agroecotourism to increase the competitiveness of Kuningan Regency. The two parties then decided to take the theme of a tourist village located in Cibuntu Village, Pasawahan District. This is based on the readiness of all local communities as the basic capital for developing Cibuntu Village as a tourism village based on community empowerment, as well as the potential distribution of cultural heritage and other natural potentials in Cibuntu Village. With the belief of the community and all elements of the village, various efforts have been made through coaching, outreach and training that lead to the development of tourism human resources in Cibuntu Village.

On February 17 2012, the soft launching of the Cibuntu Tourism Village was held as well as the inauguration of the Tourism Awareness Group and the establishment of an art gallery. On December 15, 2012 the Cibuntu Tourism Village Launching was officially declared by the Regent of Kuningan and the Head of STP Trisakti Jakarta. Furthermore, in 2013 coaching, mentoring and training were carried out by academics and the Kuningan Regency Tourism Office, such as cooking training, culinary development, homestay development, tour guides, tour package arrangement, art development training, craft workshops, as well as basic training basic tourism science,

In 2014, the Tourism Office arranged physical facilities in the form of Gazebos, toilets, Tourism Information Centers and other supporting facilities, through the Regency APBD to the Provincial APBD, while the Village side continued to conserve and reclamate non-productive land as optimally as possible. Furthermore, from 2015 to 2016, the level of tourist visits increased, and therefore managerial assistance and training was carried out for the management of Tourism Villages for the Cibuntu Tourism Awareness

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Group, with the aim of increasing management professionalism which would have an impact on Kuningan's image as a Tourism Destination Area.

Now, Cibuntu Tourism Village has received appreciation from the consistent efforts made over the years. The Cibuntu Tourism Village has received a number of achievements including being ranked second in the 2021 Indonesian Inspiring Independent Tourism Village category, the ISTA Award in the category of green destination management, 8 top 8 Brilliant villages from BRI, and being awarded the title of Tourism Village Initiator from the Regent of Kuningan in Kuningan District DPRD Plenary Session. In terms of tourism management, Cibuntu Tourism Village has several tourist attractions, especially those based on nature tourism, including:

1. Cibuntu Offroad Tour
2. Paging Mountain Campsite
3. Gongseng Waterfall
4. Archaeological Sites
5. Cikahuripan Springs
6. Sheep Village

From a number of tourist attractions, the entire operational management of tourist attractions is carried out by Pokdarwis Cibuntu under Bumdes. Kampung Domba tourist attraction is an open tourist attraction that does not apply a ticket system. As for Curug Gongseng, Cikahuripan Springs and the Archaeological Site, they are in one integrated area with Pager Gunung Campsite (PGC) with a single ticket system. As for Cibuntu Offroad Tourism, it is owned by individuals but under the management of Bumdes Cibuntu. In terms of tour packages, Cibuntu Tourism Village actually concentrates its tourism activities on tour packages that sell activities that coexist with the local community and prioritize homestay accommodation types. The tourist activities that are usually carried out are as follows:

1. Farming in paddy fields and sweet potato gardens
2. Making manure in the Sheep Village
3. Practice Sundanese arts such as the musical instruments Angklung, Gamelan, and Sundanese dances at the Karuhun Manggung Art Studio
4. Learn to make pottery crafts
5. Cultural dialogue with all elements of the village.

Institutional Condition Modeling based on Actor Analysis

In mapping and positioning the actors involved, actor analysis is used. According to Thompson in [15], based on the level of importance and influence, the role of actors in a development policy/program is divided into 4 categories. In accordance with the results of the elaboration of the actual conditions in the previous sections, the actors who play a role in the implementation of the tourism system based on their level of importance in the Cibuntu Tourism Village have been mapped as follows:

Table 2. The Level of Interest of Actors in Tourism Activities

No	Actor	Score	Index
1	Cibuntu Village Government (A1)	2,3	High
2	Kuningan Regency Government (A2)	0,6	Low
3	Bumdes Cibuntu (A3)	2,8	High
4	Pokdarwis Cibuntu (A4)	2,8	High
5	KWT Cibuntu (A5)	2,4	High
6	Karuhun Manggung Art Studio (A6)	1,6	Moderate
7	Farmers Group(A7)	1,4	Moderate
8	Livestock Group (A8)	1,4	Moderate
9	Cibuntu Youth Organization (A9)	0,8	Low
10	Tourist Attraction Owner (A10)	1,6	Moderate
11	Homestay Owner (A11)	2,6	High
12	Foodstall Owner (A12)	2,8	High
13	Grocery Store Owner (A13)	2,8	High
14	Academician (A14)	0,6	Low
15	Agen perjalanan (daring dan luring) (A15)	2,6	High
16	DPMD Jawa Barat (A16)	0,4	Low
17	TNGC (A17)	0,6	Low
18	Bhineka Shuttle Bus (A18)	1,6	Moderate
19	Laundry Owner(A19)	0,8	Low

20	Party/ Event Agent (A20)	1,2	Moderate
21	PLN (A21)	0,6	Low
22	CSR Program BRI & TELKOM (A22)	1,8	Moderate
23	PKK Cibuntu (A23)	1,6	Moderate

Source: Analysis Result

Index explanation:

0 - 1 : Low

1,1 - 2 : Moderate

2,1 - 3 : High

Meanwhile, when viewed from the level of influence in the tourism value chain system in the Cibuntu Tourism Village, the actors who play a role can be described as follows:

Table 3. The Level of Influence of Actors in Tourism Activities

No	Actor	Score	Index
1	Cibuntu Village Government (A1)	2,8	High
2	Kuningan Regency Government (A2)	2,4	High
3	Bumdes Cibuntu (A3)	2,8	High
4	Pokdarwis Cibuntu (A4)	2,8	High
5	KWT Cibuntu (A5)	0,8	Low
6	Karuhun Manggung Art Studio (A6)	0,4	Low
7	Farmers Group(A7)	0,6	Low
8	Livestock Group (A8)	0,6	Low
9	Cibuntu Youth Organization (A9)	0,4	Low
10	Tourist Attraction Owner (A10)	0,6	Low
11	Homestay Owner (A11)	0,4	Low
12	Foodstall Owner (A12)	0,2	Low
13	Grocery Store Owner (A13)	0,2	Low
14	Academician (A14)	1,8	Moderate
15	Agen perjalanan (daring dan luring) (A15)	0,2	Low
16	DPMD Jawa Barat (A16)	1,6	Moderate
17	TNGC (A17)	2,6	High
18	Bhineka Shuttle Bus (A18)	0,4	Low
19	Laundry Owner(A19)	0,4	Low
20	Party/ Event Agent (A20)	0,6	Low
21	PLN (A21)	1,2	Moderate
22	CSR Program BRI & TELKOM (A22)	1,6	Moderate
23	PKK Cibuntu (A23)	1,2	Moderate

Source: Analysis Result

Index explanation:

0 - 1 : Low

1,1 - 2 : Moderate

2,1 - 3 : High

From the mapping of the level of importance and level of influence of each actor in the two tables above, the categorization of each actor can be visualized into a quadrant matrix according to Thompson's in [15] concept as follows:

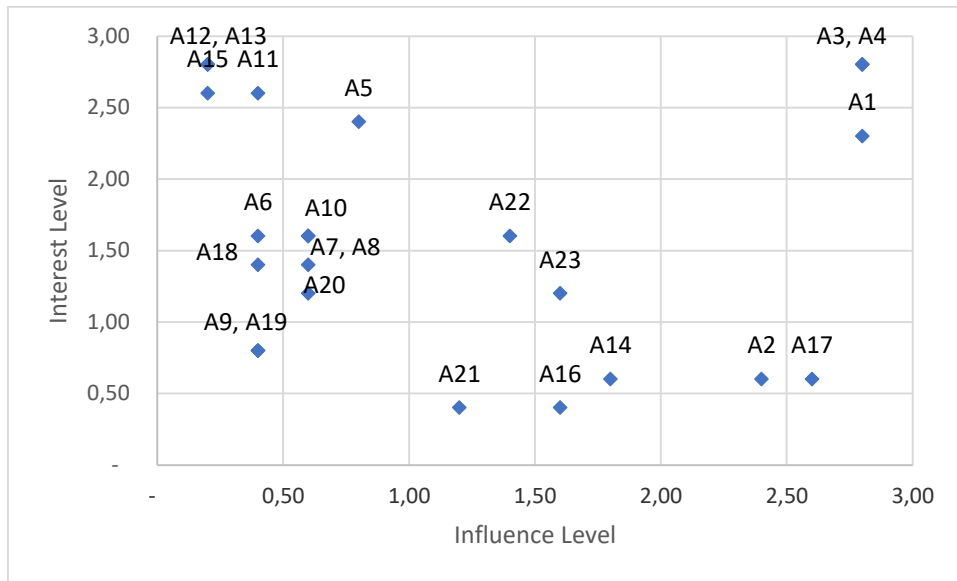


Figure 1. Actor Mapping Based on Interest and Influence Level
Source: Analysis Result

From the position that has been mapped above, then the position of the actors who play a role in tourism activities in the Cibuntu Tourism Village can be classified into 4 categories based on their level of importance and influence. The four categories in question are categories of different levels of importance and influence which are visualized in the four quadrants in the graph which later from each of these quadrants will provide direction implications of the actor's role and recommendations/suggestions for the utilization and maximization of the actor's own role. The following is a mapping of related actors in the form of quadrants:

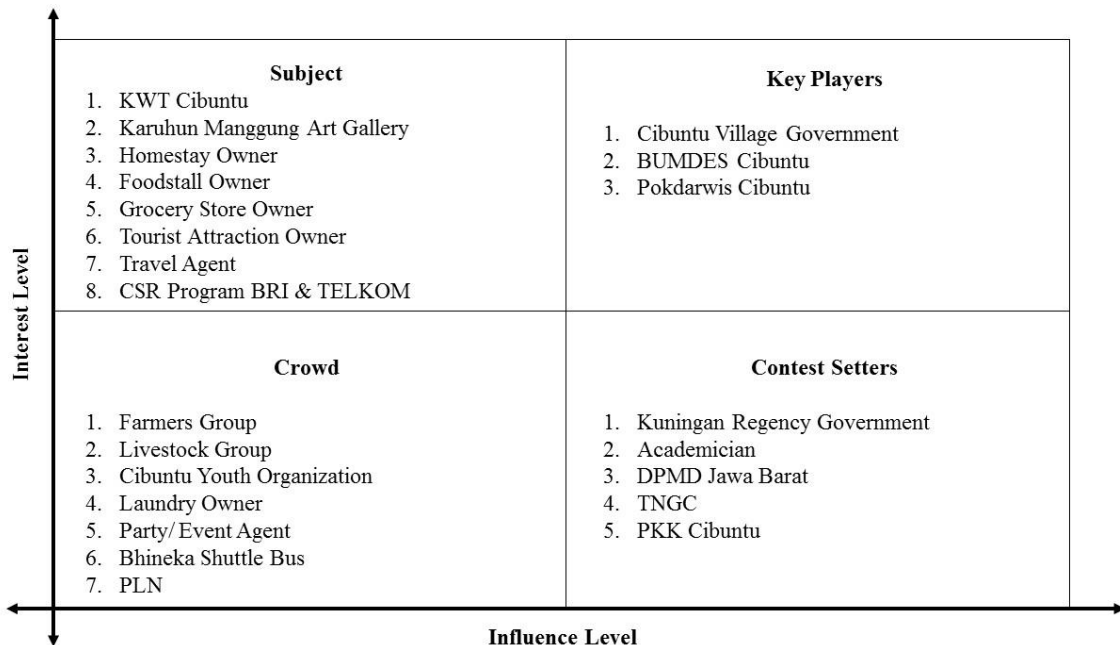


Figure 2. Categorization of Actors in Cibuntu Tourism Village
Source: Analysis Result

From this picture it is visualized all the actors who play a role in shaping tourism activities in the Cibuntu Tourism Village along with their categories according to the level of importance and level of influence that each actor has. In its actualization, each category has its own nature/character which ultimately has implications for the treatment needed to address the existence and performance of each of these actors as well as to ensure that each actor from the four quadrants has the same direction in

improving the performance of tourism industry activities in the Cibuntu Tourism Village. In detail, the following is an explanation of the four categories/quadrants adapted to Thompson's concept in [15]:

Key Players

Actors in this category are actors who play a vital role in the tourism value chain system in Cibuntu Tourism Village. Key players tend to hold power over implemented policies and programs, set development directions, and determine roles for other actors. Sandy suggests that the actors in this quadrant have the ideal trait of "manage closely" which is a must have [16]. This means that the Village Government, Bumdes, and Pokdarwis of Cibuntu Village must take control and regulate the entire operation of the tourism system in Cibuntu Tourism Village.

In its implementation, the division of roles has been carried out by the three key players or from the village government, Bumdes, and Pokdarwis. From the results of interviews and observations, the village government plays a role as a facilitator and regulator. The village government has issued 4 village regulations (Perdes) relating to the implementation of tourist villages, namely Perdes no. 5 of 2016 concerning the establishment of tourist villages, Perdes no. 2 of 2022 concerning the establishment of Bumdes, Perdes No. 4 of 2016 concerning animal preservation, as well as Perdes no. 3 of 2016 concerning waste management. In addition, the village government is also the final door for solving any problems that occur related to tourism activities.

Bumdes has the role of managing all activities of economic and social value in the Cibuntu Tourism Village, especially tourism as one of the dominant economic activities. In practice, tourism activity operations are held by a special Bumdes unit, which in this case is Pokdarwis. Pokdarwis acts as the operational executor of all matters relating to tourism activities. With the commitment of the three key players stating that all matters relating to tourism activities are managed in one door at Pokdarwis, tourism activities in the Cibuntu Tourism Village are well controlled.

Subject

After analysis, it was found that there were at least 8 types of actors who were subjects of the tourism system in Cibuntu Tourism Village. Actors categorized as subjects are actors who are directly and actively involved in tourism activities, but do not have the power to determine the direction of policies and programs. The eight actors include:

- 1) Women Farmers Group (KWT) whose role is to provide souvenirs in the form of food and soft drinks for tourists
- 2) Karuhun Manggung Art Studio which plays a role in providing activities for tourists in the form of arts training
- 3) The owner of the tourist attraction, in this case the owner of the Cibuntu Offroad Tour and the owner of the Mount Campsite Pager which provides the tourist attraction, even though the management is held by Pokdarwis
- 4) Homestay owners who play a role in providing the main accommodation for tourists
- 5) Food and beverage providers, in this case the owner of the food stall
- 6) Provider of shopping facilities, in this case the owner of a grocery shop that provides the daily needs of tourists
- 7) Travel agents both online and offline whose role is to attract potential tourists to come to Cibuntu Tourism Village and are an extension of Pokdarwis
- 8) CSR (Community Service Responsibility) program carried out by Bank BRI and Telkom West Java whose role is to provide facilities and infrastructure to support tourism.

Even though these subjects have a low level of influence, Sandy [16] suggests a suggestion in treating actors who are categorized as subjects is "keep informed" where even though the power/influence of the subjects independently is low, it is not impossible for them to form coalitions and strengthen power through collective thought and action. What needs to be worked on is the maintenance of communication and information systems so that subject actors do not become obstacles to all policies and programs formulated by key players due to the lack of coordination and understanding of each actor.

Contest Setters

Included in this category are actors who have high power/influence but do not actually have a significant interest in tourism activities in Cibuntu Tourism Village. Those who support tourism activities in the Cibuntu Tourism Village include:

- 1) The Government of Kuningan Regency acts as a passive facilitator and regulator, because most of the policies and programs are independently formulated by the village government. Likewise with

- connections with outside parties who collaborate without going through an intermediary from the Kuningan Regency Government
- 2) The DPMD of West Java Province who was involved only provided facilitation for village development through consulting services in making the Village RTRW.
 - 3) Academics who play a role in the planning and mentoring process during the Cibuntu process to become a tourist village and conduct evaluation studies so that key players can identify problems from an academic perspective.
 - 4) Mount Ciremai National Park (TNGC) as the provider of land used as a tourist attraction
 - 5) Cibuntu Village PKK which helps in providing food and drinks for tourists in tour packages. However, this is not the main task of the PKK.

Even though the supporting actors actually do not have a significant interest, it is possible that in the future they will change objectives and even become key players. What needs to be anticipated is if the vision and mission conflict with the key players that have existed before and result in a conflict of interest. Therefore, Sandy [16] suggests "keep satisfied" treatment where key players need to maintain good relations with supporting actors and ensure that their vision and mission are in line with tourism development programs/policies.

Crowd

Actors that fall into this category are actors who do not have a significant interest in the development of tourism in the Cibuntu Tourism Village, as well as those with insignificant power/influence either. From the results of the analysis, it is known that those that fall into this category are:

- 1) Sacatuhu Farmers Group as a provider of farming activities
- 2) Livestock Group as provider of manure production activities
- 3) Karang Taruna Cibuntu as a provider of fun games and team building activities
- 4) Laundry Business Owner
- 5) Event/party equipment rental
- 6) Bhineka Shuttle Bus as a provider of transportation services
- 7) PLN as the provider of electricity utilities

Even though they do not have significant interests and influence, their existence still gives value to the implementation of tourism in the Cibuntu Tourism Village and their existence is quite important. Therefore, Sandy [16] suggests a "monitoring" strategy in which key players need to monitor the whereabouts of other follower actors through good communication so that they will not leave the established tourism system.

4. CONCLUSION

Cibuntu Tourism Village is actually quite advanced in developing the tourism sector in the village independently. Every matter concerning tourism activities and industry is managed by actors who are key players and hold full power in enforcing every policy or program. This is a good thing because it will minimize bureaucratic complications and miscommunication between parties. On the other hand, of the many actors involved, even though many have become the subject, in fact there are still many actors who are only part of the crowd even though they have quite good potential to be involved further, so they need further attention. By mapping the four categories, in the future the implementation of each new policy or program can be adjusted according to each category of actors. Apart from all that, it can be concluded that the institutional system and role mapping between each actor in the Cibuntu Tourism Village have been created clearly and synchronously, and can become a model that is representative enough to be emulated by similar tourist destinations, especially tourist villages.

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