

## Stakeholder Participation in the Development of Kemiren Tourism Village, Banyuwangi Regency

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### ABSTRACT

Kemiren Tourism Village is a village that still highly maintained local wisdom of their local community. The village is recently well-developed from attraction, facility, and accessibility since few years ago. This is inseparable from the role of stakeholders. Therefore, the purpose of this study is analyzing stakeholders participation in development of Kemiren Tourist Village. This research used qualitative method. Data are collected by conducting observation, interview, and literature study. The concept used is participation and theories used are ladder of community participation for underdeveloped countries. Research result shows top-down participation, when government still fully controlled in planning and funding resource, but local community have been fully participated in mutual cooperation since it has become their local wisdom of local community in Kemiren Tourism Village.

## INTRODUCTION

In recent years, Banyuwangi Regency has seen a significant increase in tourist visits, both domestic and international. From 2015 to 2016, visits increased by 108% (4,099,588 tourists), then rose by 20% to 4,931,969 tourists in 2017, and again by 2% to 5,039,132 in 2018 (Disbudpar Banyuwangi, 2019). Banyuwangi offers various attractions, including nature, culture, and special interest tourism. One cultural tourism initiative is the development of tourism villages, based on the village's unique potential such as flora, fauna, traditional houses, scenery, climate, cuisine, crafts, and traditional arts. Kemiren Village is one such village that maintains a strong socio-cultural structure with traditional values.

In 1996, the village was designated as a Traditional Osing Tourism Village (Perbup No. 401/1996). The Osing community in Kemiren holds tightly to ancestral traditions known as "weluri." They believe that neglecting weluri rituals would bring misfortunes such as disease, crop failure, or extreme weather. The government places strong emphasis on cultural preservation, revitalization, and integrating cultural values into development goals. Lestari et al. (2025) noted that local cultural values such as these play an important role in shaping destination identity and strengthening the appeal of community-based tourism.

Pitana and Gayatri (2005) argue that culture is a resource and capital for tourism and reinforced by the study of Ariyani & Fauzi (2023) which states that the transformation of tourism village management in Indonesia depends on the integration of local culture and government policies that are oriented towards sustainability.. This designation led to innovations in tourism offerings. Stakeholder participation is vital for tourism development in Kemiren. Initially, stakeholder engagement and responsibilities were limited, resulting in poor planning and development (Sayensi, 2013) notes challenges included a lack of comprehensive tourism product planning, insufficient infrastructure rooted in local wisdom, and limited human resources (average education only junior high school, with most working as farmers). A recent study by Sutomo et al. (2024) demonstrated that community involvement in independently managed tourism villages has been shown to increase economic capacity and strengthen the community's social structure.

After 24 years of development, Kemiren Tourism Village has gained recognition. Numerous new attractions have emerged, supported by stakeholder participation. Local management skills are essential in harnessing and preserving the village's uniqueness (Widiastuti, 2015). The largest allocation of Village Funds (DD) is used for tourism development (Moh. Salam, 2019), aiming to sustain tourism and improve community welfare. This data is reinforced by the findings of Martadina & Ardiansyah (2023) which show that the success of developing tourist villages is greatly influenced by the intensification of collaboration between stakeholders, especially in the context of local culture-based ecotourism.

However, most previous studies have only focused on the development of tourism villages in terms of cultural attractions, promotion, and physical infrastructure, while the role of stakeholder participation—particularly the classification of participation based on the ladder of participation—has not been

studied in depth and systematically. This research gap serves as the basis for the author to specifically examine the forms of stakeholder participation in the development of Kemiren Tourism Village based on Choguill's (1996) classification, which is considered relevant to the context of a developing country like Indonesia. This study identifies the involved stakeholders and analyzes their forms of participation in Kemiren Tourism Village's development.

## **THEORETICAL REVIEW**

The concepts employed in this study are the concepts of participation and stakeholders. Stakeholders are classified into three categories according to Crosby (1992), as cited in Iqbal (2007): primary stakeholders, secondary stakeholders, and key stakeholders.

The theoretical framework adopted is the participation theory by Choguill (1996). This theory is considered suitable for application in developing countries such as Indonesia, where decision-making is still heavily influenced by government authority, and where communities require not only power but also empowerment.

Choguill (1996) uses the metaphor of a ladder of participation, where each rung represents a different level of community involvement. The rungs are as follows:

- a. Empowerment: The community controls development, holds majority power, and actively participates in determining progress, typically supported by NGOs.
- b. Partnership: The community, government, and organizations such as NGOs share responsibilities in planning and decision-making for development projects. At this level, the government starts to be actively involved.
- c. Conciliation: The government designs the plan and appoints community representatives as advisory or decision-making bodies. Their aspirations may be heard but are often overridden by pre-existing government decisions. This is considered a top-down approach.
- d. Dissimulation: The community is used as a mere formality or rubber stamp, with no real influence. The government contributes nothing meaningful.
- e. Diplomation: The government gathers community input, but there is no assurance that these aspirations will be taken into consideration.
- f. Informing: Community participation is very passive. The government dominates the process, leaving no room for meaningful engagement.
- g. Conspiracy: There is no participation at all. The community is marginalized and excluded from development processes by those in power.
- h. Self-Management: The community relies solely on NGOs for planning, with no involvement or support, financial or intellectual from the government.

The top three rungs are categorized under supportive participation. Rungs four through six fall under manipulative participation, the seventh rung represents rejection, and the lowest rung is categorized as neglect.

**METHODOLOGY**

This research employs a qualitative approach. The data used includes qualitative data describing the general profile of Kemiren Tourism Village, classification of involved stakeholders, and descriptions of their forms of participation. Quantitative data such as population figures and tourist visit statistics are used solely as supporting information and are not statistically analyzed.

Primary data sources include observations, interviews with informants, and field notes. Secondary data were obtained from the Banyuwangi Department of Culture and Tourism, the Kemiren Village Office, BUMDesa, Pokdarwis, internet sources, photographs, and relevant media documentation.

**RESULTS AND DISCUSSION**

Table 1. Variable Indicator Table

Variabel	Subvariabel	Indicator
Stakeholder Participations	Planning, Implementation, Supervision	Involvement in village deliberations, number of activities attended, empowerment of UMKM
Stakeholder Type	Primary, Secondary, Key	Types of institutions, formal status, functions in tourism activities
Participation Rate	Based on Choguill's Theory (1996)	Empowerment, Partnership, Conciliation, Informing, Dissimulation

***Stakeholder Participation in Kemiren Tourism Village Development***

Stakeholder participation ensures successful tourism development. Stakeholders were categorized and analyzed using Choguill’s theory.

a. Primary Stakeholders

Identified primary stakeholders include local tourism actors (e.g., homestay providers), LPMD, BUMDesa Jolo Sutro, and Pokdarwis Kencana.

Table 2. Primary Stakeholder Participation Based on Choguill’s Theory (1996)

Stakeholder Type	Stakeholder Name	Participation Role	Planning	Implementation	Monitoring	Participation Ladder
Primary	Kemiren Tourism Village Community (Homestay	Implementers: Active in festivals (Ngopi Sepuluh Ewu,	Participates in village meetings 3 times/year (Musdes)	Community-led festival and tourism event involvement	None specified	Conciliation

Stakeholder Type	Stakeholder Name	Participation Role	Planning	Implementation	Monitoring	Participation Ladder
	Owners, Traditional Figures, Food Vendors)	Tumpang Sewu, Barong (Pader Bumi), UMKM training, and homestay host empowerment.				
Primary	LPMD (Village Empowerment Agency)	Facilitator and coordinator in empowerment programs such as waste bank and language training for guides.	Prepares participatory development plans	Coordinates implementation of empowerment programs	Oversees empowerment outcomes	Partnership
Primary	BUMDesa Jolo Sutro	Economic empowerment of youth via SMEs; manages “Warung Kemiren”; operates village business units.	Coordinates with village government and BPD	Manages revenue-generating units (e.g., Pokdarwis, Kampoeng Osing Market, Pesantogan Kemangi)	Reports revenue to village as original income	Partnership
Primary	Pokdarwis Kencana	Develops tourism packages, partners with travel agents and tourism organizations.	Facilitates activity planning	Coordinates tourist experiences (activities, food, lodging, cultural interactions)	Oversees tourist satisfaction and logistics	Partnership

Source: Researcher Data (2022)

Based on Choguill’s (1996) ladder of participation, the involvement of primary stakeholders in the development of tourism in Kemiren Tourism Village can be explained as follows:

- 1) **The local community of Kemiren Tourism Village** is positioned at the *conciliation* level. This is due to the community not being directly involved in the planning process. Planning responsibilities are fully managed by the government. The community is only invited to participate in village meetings (Musdes) primarily for the purpose of transparency in fund usage and to receive information on programs that have already been pre-designed by government authorities.
- 2) **LPMD (Village Community Empowerment Agency)** falls into the *partnership* category. In accordance with Ministerial Regulation No. 5 of 2007, the main tasks of LPMD include participatory development planning, mobilizing community self-help initiatives, implementing, monitoring, and sustaining

development outcomes. As such, LPMD is expected to formulate development plans aligned with the capacity of Kemiren’s human resources. It then collaborates with the Village Government on budget planning and works alongside BUMDesa for the management of development outcomes. The LPMD also coordinates with the Village Consultative Body (BPD) for project approvals.

- 3) **BUMDesa Jolo Sutro** also occupies the *partnership* level. Its main function is to oversee all economic activities and allocate profits to the village’s original revenue (PADes). BUMDesa aligns with its mandate by continuously initiating business ideas targeted at local youth, contributing to job creation and poverty alleviation. It actively collaborates with the Village Government, BPD, LPMD, and its subsidiary business units to manage development initiatives.
- 4) **Pokdarwis Kencana** is similarly classified under *partnership*. This tourism awareness group plays a vital role in the operational development of Kemiren Tourism Village. It is responsible for coordinating all tourism-related activities including event management, food services, accommodations, and liaising with local tourism actors. Pokdarwis functions as a key partner to the Village Government and other institutions such as LPMD and BPD. As a business unit under BUMDesa, its activities are conducted with BUMDesa’s approval and coordination.

b. Key Stakeholder

Key stakeholders are Kemiren Village Government, Ministry of Tourism, Banyuwangi Department of Culture and Tourism, and BPD.

Table 3. Key Stakeholder Participation Based on Choguill’s Theory (1996)

Stakeholder Type	Stakeholder Name	Participation Role	Planning	Implementation	Monitoring	Participation Ladder
Key	Kemiren Village Government	Policy creator: Designs tourism development plans, allocates village funds (DD, ADD, PADes).	Coordinates planning	Facilitates village empowerment training and community meetings	Monitors implementation and preservation of completed programs	Conciliation
Key	Ministry of Tourism	Accelerator for homestay development; provides training and infrastructure support.	Designs empowerment programs	Facilitates training and provides infrastructure	Promotes homestays via Indonesia Tourism Exchange (ITX)	Conciliation
Key	Banyuwangi Dept. of Culture & Tourism	Promotes cultural festivals; develops supporting infrastructure	Plans tourism calendar events	Improves infrastructure and facilitates cultural creativity	Guides community creativity and ensures event sustainability	Conciliation

Stakeholder Type	Stakeholder Name	Participation Role	Planning	Implementation	Monitoring	Participation Ladder
		(e.g., gates, toilets, Osing houses).				
Key	Village Consultative Body (BPD)	Approves village programs; acts as intermediary between community and government.	Coordinates aspirations	Approves village plans	Limited monitoring authority, lacks decision-making power	Dissimulation

Based on Choguill's (1996) participation ladder, the involvement of **key stakeholders** in the tourism development of Kemiren Tourism Village can be described as follows:

- 1) **Kemiren Village Government** falls under the *conciliation* level. This indicates that the village government holds dominant control over decision-making. They initiate ideas for community development through tourism activities. Planning is done internally with other local institutions like BPD, LPMD, and BUMDesa. Only after the plans are finalized are they presented to the community during village meetings (Musdes), which mostly serve to inform residents about fund usage and planned programs. This is a clear example of a *top-down* approach. Due to limited human resource capacity in the village, the government's leadership is considered necessary. The development plans are funded through village funds (DD and ADD), and under the 2014–2019 administration, significant changes occurred in Kemiren.
- 2) **The Ministry of Tourism** is also categorized at the *conciliation* level. Its support has had a positive impact, especially in empowering the community through tourism-related training and homestay development. Since many residents have limited skills and knowledge, this empowerment is crucial. The ministry also contributed to infrastructure and promotion, which successfully attracted both domestic and international tourists. This reinforces the top-down dynamic from the government to the local community.
- 3) **Banyuwangi Department of Culture and Tourism** also fits into the *conciliation* category. Their participation is evident through the construction of tourism infrastructure and facilities. However, their planning process often dominates over community input. For example, during the early implementation of the "Ngopi Sepuluh Ewu" festival, some locals complained about being overworked without fair benefits. Still, the support provided by this department has helped the village grow during its early stage of involvement in tourism.
- 4) **The Village Consultative Body (BPD)** is classified at the *dissimulation* level. Although BPD members represent the community and act as advisers to the village government, their actual power is limited. The village government

often seeks BPD approval only as a formality. BPD’s role in supervision exists on paper, but they lack real influence in decision-making. Moreover, since BPD only became active in 2018, they still rely heavily on guidance from the village government. Essentially, BPD functions as a passive advisory body under the direction of village authorities.

c. Secondary Stakeholders

Secondary stakeholders show concern but lack direct responsibility. These include Hotel Sahid Osing, Barong Sapu Jagat Studio, Osing Cultural House, Osing Tourism Park, and Bank BTN.

Table 4. Secondary Stakeholder Participation Based on Choguill’s Theory (1996)

Stakeholder Type	Stakeholder Name	Participation Role	Planning	Implementation	Monitoring	Participation Ladder
Secondary	Hotel Sahid Osing Kemiren	Passive promoter; refers guests to Kemiren but no tangible contributions.	None	Offers Kemiren tour packages	None	Informing
Secondary	Osing Cultural Recreation Park	Offers space for local food vendors; donates materials for cultural events.	None	Provides job opportunities for locals	None	Informing
Secondary	Barong Sapu Jagat Cultural Studio	Preserves Barong traditions; collaborates on large guest hosting; trains locals in performing arts.	Develops cultural packages	Cultural facilitation and performance training	Shared with village government for facility improvements	Partnership
Secondary	Osing Cultural House	Develops traditional tourism packages since 1999; empowers locals in culinary, dance, music, and guiding.	Promotes Osing culture	Provides performance and facility support for homestay hosts	Shared with Pokdarwis and homestay stakeholders	Partnership
Secondary	Bank Tabungan Negara (BTN)	Provides low-interest homestay loans (5% interest, 1% down payment); supports the 1000 Homestays Program with	Facilitates credit scheme and training	Offers financial support and capacity building	Monitoring by Kemiren Village Government (recaps & reports)	Par

Stakeholder Type	Stakeholder Name	Participation Role	Planning	Implementation	Monitoring	Participation Ladder
		600 million IDR funding				

According to Choguill's (1996) ladder of participation, the role of **secondary stakeholders** in the tourism development of Kemiren Tourism Village can be described as follows:

- 1) **Hotel Sahid Osing Kemiren** falls under the *informing* category. There is no significant or active involvement in development activities. As a government-owned hotel managed by a private operator, its role is passive. The hotel simply directs guests to visit Kemiren Tourism Village but does not contribute actively in terms of ideas or resources.
- 2) **Osing Cultural House** is classified under the *partnership* level. It consistently supports the local community by creating cultural tourism packages involving local residents in traditional performances. They also prepare traditional dishes like *tumpeng* for tourists who wish to experience cultural events even when festivals are not taking place. The owner has also collaborated in building toilets for residents converting their homes into homestays and works with Pokdarwis to provide facilities when there is an influx of guests.
- 3) **Barong Sapu Jagat Cultural Studio** is also at the *partnership* level. The studio owner works with Pokdarwis to offer space for hosting large tourist groups. It regularly performs at village events and cooperates with the village government to improve amenities such as toilet facilities. The studio also plays a role in empowering the community by conducting training in traditional Barong and Gandrung dance arts.
- 4) **Osing Tourism Recreational Park** is categorized under *informing*. Its participation is limited and passive, consisting mostly of material donations during certain events. There is no substantial contribution in terms of ideas or planning for the development of Kemiren Tourism Village.
- 5) **Bank Tabungan Negara (BTN)** is included in the *partnership* category. BTN collaborates with the Ministry of Tourism, local governments, and the Ministry of Public Works through the "1000 Homestays Program" to provide affordable financing for homestay construction and renovation. The scheme includes a 1% down payment, 5% interest rate, and a 20-year repayment period. A total of 600 million IDR in funding was distributed in two phases, with the first phase supporting 12 recipients and developing 24 homestay rooms.

## CONCLUSIONS AND RECOMMENDATIONS

The participation of primary stakeholders in the tourism development of Kemiren Tourism Village falls under the *support* category. At this level, the local community primarily acts as implementers, while institutions such as LPMD,

BUMDesa, and Pokdarwis serve as coordinators, facilitators, and also implementers of development initiatives.

Key stakeholder participation, which includes the Ministry of Tourism, the Department of Culture and Tourism of Banyuwangi Regency, and the Kemiren Village Government, also falls within the *support* classification. The Ministry and the local tourism department function as facilitators and accelerators, whereas the village government plays the role of a policy creator, responsible for decision-making and policy formulation. These efforts are supported by national and regional funding sources, including the Village Fund (DD) and the Village Fund Allocation (ADD). Meanwhile, the Village Consultative Body (BPD) is categorized under *manipulative participation*, as its role is limited to that of a facilitator without significant decision-making power.

The tourism development process in Kemiren follows a top-down approach, with the government taking a dominant role in planning and implementation. However, the community does not oppose this, as they acknowledge their own limitations in human resource capacity. Instead, a strong culture of social solidarity (*gotong royong*) remains a defining characteristic of Kemiren Village.

Secondary stakeholder participation includes Hotel Sahid Osing Kemiren and the Osing Tourism Recreational Park, both of which fall under *manipulative participation* due to their limited roles as facilitators. In contrast, the Osing Cultural House, Barong Sapu Jagat Studio, and Bank Tabungan Negara (BTN) are classified under *support participation*, as they contribute actively as facilitators and accelerators of tourism-related activities.

Recommendations:

- a. The government is encouraged to enhance human resource development by collaborating with experts and academic institutions.
- b. The private sector should continue its cooperation with the local community, either through low-interest financing or Corporate Social Responsibility (CSR) programs.
- c. Community members are advised to improve their tourism knowledge by actively participating in empowerment and training programs organized by various tourism-related stakeholders.
- d. Future researchers are encouraged to explore the broader implications of stakeholder participation, including its impacts on the economic, environmental, and social aspects of the village.

## **FURTHER STUDY**

Future studies are encouraged to explore stakeholder participation not only in the tourism planning and implementation phases but also in its long-term impacts on the village's socio-economic resilience. Researchers could examine how different levels of engagement influence the sustainability of tourism activities, local entrepreneurship, and the preservation of cultural values. A longitudinal study would be particularly valuable in understanding whether current forms of participation evolve into more empowered models over time.

Additionally, further research could consider comparative studies between multiple tourism villages with similar cultural backgrounds but different stakeholder dynamics. This may reveal insights into best practices and the role of policy frameworks in shaping community involvement. Moreover, incorporating quantitative data to measure economic impact, visitor satisfaction, and quality of life among residents could provide a holistic view of how stakeholder collaboration contributes to sustainable tourism development.

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