

Analysis of Stakeholders in the Development of Bono Waves Tourism Destination in Supporting Bekudo Bono Festival in Riau Province

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Abstract:

This paper discusses the stakeholders that exist in the development of tourism infrastructure in the tourist destination Ombak Bono, Pelalawan Regency, Riau Province. The existence of the Bekudo Bono Festival in the Ombak Bono tourist destination, makes Pelalawan Regency have the necessity to develop tourism, especially in the field of infrastructure to be able to give more impact to all parties involved. Changes in government budget policy every period is a problem in the development of tourism infrastructure in the tourist destination Ombak Bono. Respondents are selected persons and categorized in three groups; the first respondent is surfers, whether they have been to a destination or not, and whether they have attended the Bekudo Bono Festival or not. The second category of respondent groups is academics that have expert background in tourism and in particular are activists of research on surfing, and one of the members of the surfing research community. The third group is government officials both Provinces and Regencies who are indeed connected and familiar with the conditions of the Bono Tourism Area itself. Through the stakeholder analysis method, this paper seeks to see the interests and roles of each stakeholder in the ongoing development of Ombak Bono tourist destination infrastructure. The results of this study are the need for continuity in tourism development policies, transparent budget sharing from the central government to the regencies, support from the public and the private sector for the development of tourism in the future.

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I. INTRODUCTION

Of the many tourism potentials scattered in all provinces in Indonesia, Riau Province is one of the provinces that have potential tourism destinations to develop. In 2018, Riau Province has a target of 60,824 foreign tourist visits and 6.55 million domestic tourists in order to contribute to achieving the national tourism target in 2018 of 17 million foreign tourists and 27 million domestic tourists (Kompas, 2018). The Riau Provincial Government together and the Minister of Tourism have launched 64 flagship tourism events which are a form of Riau Government's efforts to promote and attract tourist visits. There are 3 international events in Riau Province which are included in 100 Indonesian Wonderful Events:

- Bakar Tongkang, which is a tradition of the Chinese community, Rokan Hilir Regency. It is held in Bagansiapiapi every June
- Bekudo Bono Festival, is a wave bono (surfing) activity using a wooden boat (sampan) taking place in Teluk Meranti District around November
- Pacu Jalur Festival, which is a rowing competition on the river using a boat or wooden track with a length of 25-40 meters and a width of 1.3 to 1.5 meters which will take place in Kuantan Singingi Regency every August

Of the three events, Bekudo Bono Festival is a tourist attraction that shows the uniqueness of nature in Riau Province and has been known by professional surfers both national and international.

In addition, the Governor of Riau Province himself said that Riau Province has great tourism potential but is still constrained by tourism infrastructure that is not yet optimal. Riau Province, which is identical with oil and palm oil products, has a vision to make tourism a new mainstay sector for the welfare of community. Furthermore, the Provincial Government also stated that it requires tourism investment especially to develop tourism areas around Bono, PacuJalur and BakarTongkang Tourism objects, which are flagship events each year.

It is known that access infrastructure of roads in Pelalawan District has been built for tourists. It is in the city, while for infrastructure from the regency town to the Teluk Meranti sub-district, the place of the Bono is remain bad and the quality is not as good as in the city. The process of infrastructure development is constrained by the development authority of the parties who have the resources and capital to build in Bono tourism object. Therefore, this paper will discuss the parties who have the resources and authority to build infrastructure and other parties involved in related matters.

Tourism infrastructure development is closely related to funding problems. It is unclear which party has the authority and how their functions and roles in the development of the tourism infrastructure of the Bono tourism destination. Eventually, there are several problem formulations that will be examined in this paper:

- Which stakeholders have an active role in the development of tourism infrastructure in the tourist destination Ombak Bono?
- What are the interests of each stakeholder in every policy of developing tourism infrastructure in the tourist destination Ombak Bono?
- What is the influence and position of each policy on the development of the tourism destination Ombak Bono?

II. LITERATURE REVIEW

A. Tourism Infrastructure

The developing tourism sector is able to encourage local governments or local governments to provide better infrastructure, clean water supply, electricity, telecommunications, public transportation and other

supporting facilities as a logical consequence and can all function to improve the quality of life of tourists and also the local community. as host of tourism activities (Rai 2016) (Zef, 2019).

Tourism infrastructure development can be carried out independently or invite national private parties and even foreign investors, especially for development that has a scale. Large-scale development in tourism infrastructure is one example of the construction of an International Airport which is a connecting destination and as one of the tourist entrances to start tourism activities in the destination. The existence of infrastructure in a particular destination region then has a positive impact on the population or local community, provided that the infrastructure continues to be maintained, improved, and continues to be built for the better (Towner and Milne 2017) (Rai, 2016).

Tourism infrastructure includes basic infrastructure components such as airports, railways, roads, waterways, electricity, water supply, drainage, sewerage, service systems and solid waste disposal. In addition, facilities such as accommodation, restaurants, recreational facilities, and shopping facilities are also under the auspices of tourism infrastructure. Planning for sustainable development of tourism infrastructure will require integrated development of basic infrastructure and other amenities in a balanced proportion of tourism facilities (Manoj, 2007).

Tourism infrastructure is a variety of tools and institutions which are the material and organizational basis for tourism development. Tourism infrastructure consists of four basic elements, namely: accommodation facilities, food and beverage facilities, escort facilities and communication facilities (Panasiuk 2007).

According to TTF (2017) tourism infrastructure is a network of transportation, social, collaborative infrastructure and the environment that integrated and providing tourism service. In the context of Australia tourism infrastructure is generally built from private capital, with the private sector usually accounting for 78 % of total tourism investment. The rest consisted of roads, trains, ports, convention centers building or natural resources such as parks are usually public infrastructure.

B. Festival and Event

Touring to visit the festival can be needed as a type of tourism called the festival tourism which has a big influence on the tourist hall (Esu & Arrey, 2009). Therefore, it is clear that many forms of program, market, service, organization and financial innovation are available for festival managers. Many involve the risk of failure due to resource dependency theory postulated in the literature, as well as more pragmatic reasons including bad weather and managerial incompetence (Carlsen, Andersson, Ali-Knight, Jaeger, & Taylor, 2010). One example is the United Arab Emirates (UAE) which has made endless efforts to promote tourism in order to achieve the goal of diversification and economic growth. The UAE has organized several events to attract tourists, one of which is the Dubai Shopping Festival. This festival has become a major driver behind tourism marketing, taking advantage of the image of international business that is felt positively and enjoyed by all corners of the country (Anwar & Sohail, 2003). Meanwhile it is said that demographic variables show little or no difference in dependence on overall tourist satisfaction. Besides the establishment of tourism branding through the festival is also very necessary for the development of tourism progress in the place of the festival (Esu & Arrey, 2009).

Events can be a very complex project so that over time, the role of event planners becomes more important. Educational development, training programs, and professional designations such as CMP (Certified Meeting Planners), CSEP (Certified Special Event Professional), and CMM (Certificate in Meeting Management) have led to increased credibility in business events and demonstrated the importance of the sector to the economy (Owens, 2012).

C. Surfing Tourism

In the last few decades the sport of surfing continues to increase seen from the number of people who become perpetrators of these activities. Statistically estimated that there were more than ten million surfers in the world in 2002, and the participation rate will increase by a range of 12 to 16 %/year (Buckley et.al, 2017) (Teixeira, 2017). The latest estimate estimates that there are at least thirty-five million surfers who conduct wave-riding training in

at least 162 countries (Ponting & O'Brien, 2015) (Teixeira, 2017). An increase in the number of surfers, also affects the economic value of the surfing industry globally. The emergence of clothes specifically branding for surfing and devices needed for surfing such as (surf boards, surf clothes and others) as well as travel/traveling also make an important contribution (Teixeira, 2017) (Zef, 2019). Surfing is one of the most difficult sports to learn. Learning to surf is a combination of dedication, time, balance, courage, humility in the next effort to be a pleasant thing. Surfing is a gravity sport such as downhill skiing or snowboarding with a feeling of excitement to be able to surf across currents up to the surface of the wave using a surfboard / surfboard. Surfing is usually done on beaches where there are certain waves that allow surfers to be able to surf. (Robinson J. , 2010) (Divine, Marcus, & Pezman, 2013).

Liberia, El Salvador, and Indonesia are prime examples of many non-traditional tourist destinations that utilize the surfing assets of the countries themselves. In places like Northern Peru, surfers who dare to jump into remote locations and then share their findings with other surfers' communities. Surfers lure non-surfing tourists to explore the same area, then open up the area into wider adventure tourism. At present the number of surfers worldwide has increased from 26 million to 35 million between 2001 and 2011 (Beckmann *et.al*, 2014) (Zef, 2019).

As a consequence of the increasing popularity associated with the activities of riding waves, surf breaks or surfing points located in areas with densely populated areas that experience excessive density according to Buckley (2002 in Teixeira, 2017; Ponting & O'Brien, 2013) which then leads to a conflict between surfers known as "surf rage". These dense conditions then cause movement in surfers who have the characteristics of "rich money, poor time" to surf in places that are not dense, and remote areas. Basically, surfers represent populations with a high level of mobility, starting international trips to surf at a higher rate than other populations for leisure purposes (Barbieri & Sotomayor 2013, Teixeira 2017, Zef 2019).

D. Stakeholders in Tourism

Stakeholders according to Hetifah (2003: 3) are defined as individuals, groups or organizations that have interests, are involved, or are influenced (positively or negatively) by development activities or programs. In general there are three stakeholders involved in tourism development, namely the government, the private sector, and the community. Each stakeholder has a different role and function so it needs to be understood really to be able to carry out the development of tourism in an area or region as well as possible (Amalyah, Hamid, & Hakim, 2016) (Elliot, 1997) (Jeffries, 2001) (Sunaryo, 2013).

In the management of tourism or the management of a destination will certainly involve various stakeholders with a variety of roles they have in supporting the development of tourism progress. Stakeholders are defined as groups or individuals who can influence or be affected by the achievement of the goals of an organization or network. Stakeholders then have the capacity to make a network do its work and can make the stakeholders function properly in accordance with their functions (Freeman, 1984) Pamungkas (2010) & Nafila (2013).

Society is a complex entity consisting of many different groups or stakeholders. These groups or stakeholders have different values, attitudes, and points of view, which then may have a stronger voice that can cover up community members. This allows the community to lose their rights, making them in a disadvantaged and weaker position (Beeton, 2006).

E. Tourism Development

Tourism development is carried out to improve or advance the tourism sector in a country (Amalyah, Hamid, & Hakim, 2016) (Beeton, 2006) (Shehata & Mostafa, 2017). Tourism development is a process of fundamental change carried out by humans in a planned manner in a certain tourism condition which is considered unfavorable, which is directed towards a certain tourism condition that is considered better or desirable. Some main elements that must receive attention to support the development of tourism in the regions related to planning, implementation of development and development include five elements namely; tourist attraction, tourist infrastructure,

tourist facilities, infrastructure arrangements, and the community (Suwantoro, 2004) (Yoeti, 1996).

III. RESEARCH METHODS

Identification of tourism conditions in the Bono Tourism Area using qualitative approaches, observations and secondary data. Identification of tourism supporting infrastructure readiness is done by means of descriptive qualitative from secondary data and through direct field observations. The qualitative approach produces descriptive data in the form of written or spoken words from people and observed behavior. The data needed to answer the problem of this research is secondary data and primary data. Secondary data are documents from government. Primary data obtained by interview and field observation. Obtaining of data and samples are purposive, based on people who are considered to most understand about what is meant by researchers. Sampling is done by snowball sampling technique. The method of analysis then uses a grouping of stakeholders according to their interests and their influence on the development of the Bono Waves tourism destination infrastructure in support of the Bekudo Bono Festival as an international event.

A. General Description of The Pelalawan Regency

According to urban planning document of the Pelalawan Regency, it is stated that the Pelalawan Regency is administratively divided into 12 sub districts which are subdivided into 104 villages and 14 kelurahan or a total of 118 villages / kelurahan. Pelalawan is one of the regencies in Riau Province that is traversed by the Kampar River. It has got 413 km in length with an average depth of 7.7 meters. The Kampar River has an upstream in West Sumatra Province and ended into the Malacca Strait. Kampar River with its tributaries that are abundant with biological resources, there are also many beautiful lakes and lakes and can give a distinctive impression for tourists who have pleasure in adventure.

In the Bono Tourism Area Masterplan, the area's main attraction is the Bono wave which is scientifically a phenomenon known as the Tidal Bore where there is a clash of forces from the potential energy possessed by each current, namely the Kampar River flow that runs from the direction

upstream of the Kampar River leading to the estuary to the offshore. The strength of the waves caused by the movement of tides that move from the high seas towards the coast. The Kampar River has several points for surfing activities for each type of surfing. Each of these points has their own potential so that they can not only be used for surfing activities but also for sailing, yachting, kayaking, canoeing, fishing, and tidal bore watching.

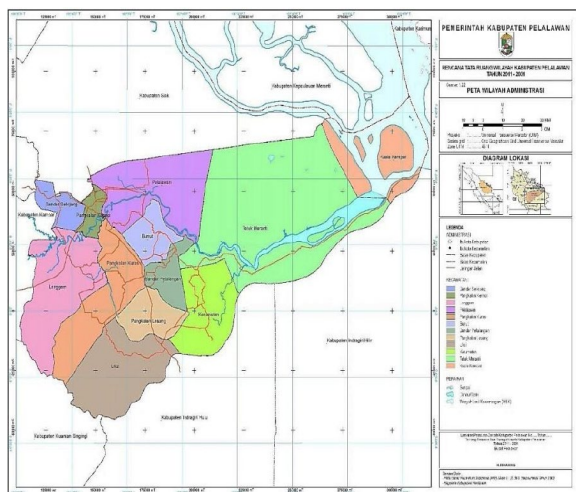


Figure 1. Map of Pelalawan Regency administration area
Source: Pelalawan Regency Spatial Plan, 2011

Based on that in article 5 paragraph 1 in Pelalawan District Regulation number 27 of 2016 concerning the Pelalawan District Tourism Strategic Area, it was stated that the Regional Government designated 600 hectares of land in the Teluk Meranti District as the Bono KSPD (strategic area of regional development). The strategic area of regional development is part of the strategic development direction of the Pelalawan Regency tourism area. The Government, Regional Government, Provincial Government, Regency Government, Business World and Community in the development of the KSPD jointly hold:

- (1) Development of tourist attractions;
- (2) Build public facilities and infrastructure,
- (3) Build public and tourism facilities,
- (4) Development of accessibility and or transportation,
- (5) Community empowerment,
- (6) Investment development.

There are several entrances to access the Bono Tourism Area which can be described as follows:

- From Pekanbaru use the land route by private vehicles directly to Teluk Meranti with the route Pekanbaru, Pangkalan Kerinci, and Teluk Meranti.
- From Pangkalan Kerinci can use speedboat transportation to Meranti Bay which departs at 10:00 am with a 2 hour long trip.
- From Batam using speedboat transportation to Tanjung Batu, then proceed with speedboat to Meranti Bay.
- In addition, public transportation is also available from Pekanbaru-Pangkalan Kerinci-Teluk Meranti.

(Source: The Bono, Office of Tourism, Culture, Youth, and Sport Pelalawan, Riau)

Riau Province is currently striving to develop various tourist destinations into a special attraction in attracting tourist visits, both domestic and international tourists, so that Riau Province may become a tourist destination that counts in Sumatra Island. Potential tourist attraction owned by Riau Province not only in the capital of the province, Pekanbaru, but other regencies / cities in Riau Province also have a lot of attractions that can be devoted to tourism. Broadly speaking, tourism that can be enjoyed by tourists in Riau Province is shopping tourism, culinary tourism, nature tourism, and cultural tourism.

IV. FINDINGS AND DISCUSSION

Bekudo Bono Festival which was held in Pelalawan Regency, more precisely in Teluk Meranti District, had several stakeholders involved in the implementation and development process. This can be described in the following table:

The government has the authority to schedule and provide permits for the festival, besides that the government also plays a role in providing infrastructure. One of them is provided by the government in the tourist destination Ombak Bono namely, toilets, gazebos, view towers, information buildings, and stage shows. On the other hand the private sector has a low interest, because there is still not much involvement of private capital in the Bekudo Bono festival process. In addition, the private sector does have economic resources, but

does not have authority that exceeds the authority of the government in this matter. The community is certainly a stakeholder who has a high interest here, as well as having human resources in carrying out the Bekudo Bono festival.

There is a Tourism Awareness Group (Pokdarwis) in the Teluk Meranti District, which indeed is involved every year in the festival.

TABLE I

Analysis of Interest on Issues and Resources of Bono Waves Tourism Destination Stakeholders

Group of Stakeholders	Interest in Issues	Resources
Government	High	Holder of authority, equitable distribution of infrastructure, financing
Private	Low	Operators, financing, promotions, profits
Local community	High	Operators, guards, maintainers, users, profits

Government stakeholders can then be divided into Central Government, Provincial Governments, and Regency Governments. This solution is intended because the issue in the field leads to several stakeholders who have influence and interest in tourism development, especially infrastructure in the tourist area of the Bono Ombak which is the location of the Bekudo Bono festival. The community in this case is still represented by Pokdarwis (tourism-aware community groups).

The Central and Provincial Governments have the highest influence but have the lowest importance.

This is basically because the budget for the development of Waves Bono tourism comes from three sources namely; the central budget comes from the Central Government, the provincial budget comes from the Provincial Government and the district budget comes from the Regency Government. Infrastructure built by the budget of the Central Government is in the form of a causeway by turning district level roads into provincial roads, which in the future are planned to be used as national roads.

TABLE II

Analysis of Interests and Effects of Each Stakeholder of Bono Waves Tourism Destinations

	Low Influence	High Influence
Low Interest	Private sector	Central Government, Provincial Government
High importance	Local community (Pokdarwis)	Regency Government

The District Government in this case has a high importance because the Bekudo Bono festival can be beneficial for the advancement of tourism in the area. However, the District Government has a low influence because it can only take a persuasive approach to the Provincial Government and the central government to be able to get a budget sharing that is used for the development of tourism infrastructure development in the local area. In addition, the chairman of Riau PSOI (Indonesian Wave Surf Association), said that the political situation in the region where bono waves are still vulnerable to the interests of political support. So that political power becomes a priority goal compared to regional development priorities.

The unsustainability of the budget for the development of tourism infrastructure in the tourist destination Ombak Bono is caused by the change of power in both the central and provincial governments, which then changes the development priorities of the previous government year with a new government. In addition, the infrastructure that is being built or that has been built is neglected due to loss of priority and reduced interest in this matter. The private sector that should be expected to enter the development of tourism infrastructure, in reality, has a problem in the field of not yet developing supporting tourist destinations of the main tourist destination Ombak Bono itself. The absence of this makes it difficult for the private sector to invest and participate in the development of tourism, especially in terms of infrastructure. The private sector only participates in the provision of some supporting tourism infrastructure such as speed boat rentals that are used for surfing, lodging, and restaurants. A respondent also said that, "The government still sees

each activity as projects with no sustainability guarantee". This certainly provides an obstacle for each of the other stakeholders who want to advance the Bono wave tourism area, such as the private sector and the local community.

The local community has a high importance because the development of tourism can improve the welfare of itself in particular. The existence of the Bono Festival in the tourist destination of Waves Bono fosters jobs such as making work and local specialties for tourist souvenirs, as well as being an interpreter for foreign tourists who come. People who participated in Pokdarwis also participated as organizer in the implementation of the Bekudo Bono Festival. The government in this case also contributed in providing surfing training for several local people. In addition, the private sector itself also participates in developing community knowledge about lodging and eating and drinking services for guests who come.

V. CONCLUSIONS

Both the central and local governments (provinces and regencies), the private sector, and the public are stakeholders who have an active role in the development of tourism infrastructure in the tourist area of waves Bono. The Stakeholders have their own portions in the business and capacity for the development of Bono. Provincial Government as the authority owner has the highest interest. However we found less interest from the private sector because of less investment return may be obtained. Local community have a high interest in relation to the development Bono waves tourism, especially the procurement of the festival Bekudo Bono annually. While the central government and provincial governments still dominating in decision making but still low interest regarding infrastructure development in the tourist area of waves Bono, as shown in the priority in funding site development. The community has a low influence in decision making, and therefore they need to be accommodated in every policy making regarding Bono waves development.

From the discussion of government, private sector, and community stakeholder analysis for the development of tourism infrastructure in the Ombak

Bono tourism destination in terms of supporting the Bekudo Bono Festival, the following can be done:

- Continue to make a conducive and persuasive approach to the Central Government and the Provincial Government, because both of them are the largest funders of funds for the continuation of development and management of infrastructure in the Regency where the destination is located.
- The Regency Government, which has a high influence on the coverage of the second-tier region, continues to seek information on tourism development plans and continues to persuade the Central and Provincial Governments to share budgets in an appropriate and sustainable nominal.
- The local community to continue to be involved in tourism activities continues to be given input by the government. As interpreter training or work training is given so that people are better prepared to participate in tourism development.
- Development of other tourist destinations around the tourist destination Ombak Bono to be able to attract investors from the private sector. One of them is in the role of the private sector to take part in building appropriate infrastructure and attracting tourists.

The development of tourism, especially tourism infrastructure in the Ombak Bono tourist destination, needs more attention not only from the community and the Regency Government, but also from the Central Government and the Provincial Government. Continuity of development budget funds from the central to the regency is also needed in order to create a conducive tourism situation so that it can attract the private sector to invest their capital in order to develop tourism. The community also plays an important role in supporting the development of tourism by supporting the positive existence of tourism activities in the related area.

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