

TOURISM AND CONFLICT : THE EMPIRICAL STUDY OF SIPIN LAKE DEVELOPMENT, JAMBI CITY

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Abstract

The purpose of this paper is to analyze the causes of conflict and propose alternative conflict resolution in tourism development. Although this sector experienced a significant growth and was able to encourage economic growth at various levels, its management faces governance challenges for instance conflicts of interest that occur in the Sipin lake area. This area constructed in 2017 which is designated as a tourist area based on regional regulations spatial plan of Jambi city. The data is obtained from various field information through in-depth interviews, observations and various sources which then it is systematically coded to find the meaning behind the phenomena that occur. This paper reveals that conflict in development of tourism objects is triggered by the planning and implementing non-participatory regional development and differences in orientation among the actors involved. The management of an area of ± 161 ha is not maximum managed, and this can be seen from the management of the area that is not well-organized and untidy. This paper underlines that tourism conflicts can occur due to various things that result in poor tourism management so that the potential to reduce the number of visitors.

Keywords: Conflict, Management, Tourism.

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INTRODUCTION

This paper aims to analyze the conflict in constructing the Lake Sipin tourism site located in the of Jambi city. This area began to receive the immediate attention of the Jambi City government in 2013, but development can only be carried out in 2017 because it is hampered by various problems such as funding and a long political process. The area began to be built with a 480-meters jogging track and continued with other facilities such as bridges, stages, parking locations, parks and toilets.

This area is shrouded in various conflicts of interest between various actors involved in managing the development process. This study is essential to detect the root of the conflict that can contribute ideas in resolving tourism conflicts and provide information on tourism management problems that often occur. Currently, tourism is one of the industries that is being developed in various countries as a source of state/regional income and for employment and improving the quality of life of the local community. In multiple regions, tourist destinations are built with various approaches to becoming a tourist attraction that can attract as many domestic and foreign tourists as possible. It is clear that the tourism sector is one sector that can earn quite a lot of foreign exchange.

Although tourism is one of the important sectors contributing to global and national economic growth ¹, this sector is also vulnerable to the emergence of various disputes. It is recorded that the tourism sector contributed more than 10% of the world's gross domestic product and Indonesia in 2018; for example, tourism contributed 19.2 billion US dollars of foreign exchange ². In addition, this sector is predicted to experience massive growth to 1.8 billion international due to international arrivals by 2030 ³. In addition to this contribution, the management of the tourism sector turns out to be facing various problems ranging from socio-economic⁴ and disaster⁵ to governance that is vulnerable to conflicts of interest ⁶. Tourism and conflict are two different paradigms. Tourism provides freedom of movement, and travel is an acceptable way to spread cultural ideas and practices ⁷. Meanwhile, conflict causes anxiety, worry and trauma for those who experience it or those affected.

¹ Abhishek Thommandru and others, "Role of Tourism and Hospitality Business in Economic Development," *Materials Today: Proceedings*, 2021 <<https://doi.org/10.1016/J.MATPR.2021.07.059>>.

² Kompas, "Pariwisata Berdaya Saing," *Kompas* (Jakarta, September 2019), p. 13.

³ Albert Postma and Dirk Schmuecker, "Understanding and Overcoming Negative Impacts of Tourism in City Destinations: Conceptual Model and Strategic Framework," *Journal of Tourism Futures*, 3.2 (2017), 144–56 <<https://doi.org/10.1108/JTF-04-2017-0022>>.

⁴ Ligu Wang, "Causal Analysis of Conflict in Tourism in Rural China: The Peasant Perspective," *Tourism Management Perspectives*, 39 (2021), 100863 <<https://doi.org/10.1016/J.TMP.2021.100863>>; Ligu Wang and Yukio Yotsumoto, "Conflict in Tourism Development in Rural China," *Tourism Management*, 70 (2019), 188–200 <<https://doi.org/10.1016/j.tourman.2018.08.012>>.

⁵ Mahfuzuar Rahman Barbhuiya and Devlina Chatterjee, "Vulnerability and Resilience of the Tourism Sector in India: Effects of Natural Disasters and Internal Conflict," *Tourism Management Perspectives*, 2020 <<https://doi.org/10.1016/j.tmp.2019.100616>>.

⁶ Marcus Curcija, Noreen Breakey, and Sally Driml, "Development of a Conflict Management Model as a Tool for Improved Project Outcomes in Community Based Tourism," *Tourism Management*, 70 (2019), 341–54 <<https://doi.org/10.1016/j.tourman.2018.08.016>>.

⁷ Maximiliano E. Korstanje and Anthony Clayton, "Tourism and Terrorism: Conflicts and Commonalities," *Worldwide Hospitality and Tourism Themes*, 4.1 (2012), 8–25 <<https://doi.org/10.1108/17554211211198552>>.

Scientists with various perspectives have carried out the topic of writing that raises the study of tourism conflicts. Research discussing tourism in the sociopolitical context of the Tonle Sap lake illustrates that state intervention through the patron-client system has implications for conflicts that undermine the management of the lake and the sustainability of its resources. Patron-client relationships are deliberately created by the state and market forces through territorialization. Some communities are prevented from benefiting from the richness of the lake's resources, creating conflict between commercial fishers and small-scale fishers. To avoid a more significant conflict, the government decided on a conservation policy that prohibits commercial fishing and returned to a small-scale fishing model⁸. Then a study related to the causes of conflict outlines ongoing disputes between interest groups, relationships related to the development process and shows how differences in perceptions become embedded. Structures dominated by power relations lead to conflict and inaction due to alienation and emphasize the need for collaborative structures in tourism development⁹. While the analysis of tourism governance is influenced by institutional structure, conditions and dynamics impact institutional function, conflict creation and mitigation. Such a model can serve as a tool for conducting socio-ecological systems analysis to understand institutional inter dynamics better, thereby creating more effective governance strategies¹⁰.

The adverse effects of conflict on tourism are far-reaching, resulting in lower tourist arrivals, some of which are related to visitors' perceptions of safety and risk and negative travel advisories, or straight to the loss of tourist attractions and infrastructure¹¹. Land conflicts in Gili Terawangan, for example, occurred due to several factors. First, there is a wrong policy in the land sector (especially in tourist areas); Second, the Regional Government and the Land Agency are not tenacious in enforcing land law regulations; third, there is social jealousy among the indigenous people of Gili Terawangan who cultivate; fourth, the entrepreneur (the holder of the Right to Cultivate) is less accountable; fifth, there is no legal protection for the Gili Terawangan Indigenous People; and sixth, law enforcement officers are arrogant¹².

Turning to the Indonesian context, studies on tourism management conflicts based on the quantity of publications are relatively limited. However, some studies examine the

⁸ Mak Sithirith, "The Patron-Client System and Its Effect on Resources Management in Cambodia: A Case in the Tonle Sap Lake," *Asian Politics and Policy*, 6.4 (2014), 595–609 <<https://doi.org/10.1111/aspp.12135>>.

⁹ Timothy Jeonglyeol Lee, Michael Riley, and Mark P. Hampton, "Conflict and Progress: Tourism Development in Korea," *Annals of Tourism Research*, 37.2 (2010), 355–76 <<https://doi.org/10.1016/j.annals.2009.10.001>>.

¹⁰ Maria Victoria Solstrand, "Institutional Challenges for Effective Governance of Consumptive Wildlife Tourism: Case Studies of Marine Angling Tourism in Iceland and Norway," *Maritime Studies*, 14.4 (2015), 1–27 <<https://doi.org/10.1186/s40152-015-0021-1>>.

¹¹ Susanne Becken and Fabrizio Carmignani, "Does Tourism Lead to Peace?," *Annals of Tourism Research*, 61 (2016), 63–79 <<https://doi.org/10.1016/j.annals.2016.09.002>>.

¹² Zainal Asikin, "Penyelesaian Konflik Pertanahan Pada Kawasan Pariwisata Lombok (Studi Kasus Tanah Terlantar Di Gili Trawangan Lombok)," *Jurnal Dinamika Hukum*, 14.2 (2014), 239–49 <<https://doi.org/10.20884/1.jdh.2014.14.2.293>>.

causes of land conflicts in tourism areas on Gili Terawangan. This conflict is caused by errors in decision-making, weak law enforcement, social jealousy, lack of protection of rights for indigenous people, and law enforcement officers' arrogance. Conflicts are resolved using a non-litigation approach¹³. Meanwhile, the study of object on the dynamics of tourism conflicts shows that conflict begins with ownership claims and empowerment that continues to expand and increase to obtain management rights leading to the involvement of many actors. Contentious politics in the tourism sector is understood as a single problem, and the conflict is a link between the complexity of problems from various actors, sectors, mechanisms, and processes.¹⁴ provides evidence of an often-overlooked dimension of cultural conflict involving tourists versus tourists. To raise awareness, tourists need to educate them in reducing conflicts with hosts as well as with fellow tourists

Although the articles above discuss tourism conflicts, studies on the causes of conflicts in tourism object development projects have hardly received significant attention from previous researchers. Therefore, this paper analyses explicitly this void with the main focus on exploring the background of the conflict and detecting its causes. This study will provide data that can contribute alternative solutions to problems. Besides that, this paper will also advise on tourism object management problems to provide an overview of its sustainability.

In understanding the conflict related to the Sipin lake management, this paper uses conflict theory which considers conflict as a situation of people or social groups with different interests. These include conflicting antagonistic tendencies and opposing influences in competing to use limited resources and ensure or even improve their lives. Such opposition is a process inherent in social relations and in nonviolent transformative change that provides a central explanatory category for analysing social change and progress. Manifestations, dimensions, and levels of conflict intensity can vary implicitly or explicitly in latent or violent styles¹⁵. Tourism promotes peace besides reducing the risk of conflict arising, where conflict is evidence of incompatibility between two parties. In this context, tourism is expected to play a role as a means or container in maintaining peace¹⁶.

The type can be asymmetrical or one-way conflict occurs when one activity or group experiences conflict or dislike with another activity or group, but not vice versa. Two-way conflict occurs when there is conflict in both directions. Conflict can also occur within and between groups of activities. In-group conflicts occur within a group of activities, while conflicts outside the group occur between groups. This type of conflict

¹³ Asikin.

¹⁴ Thomas J. Iverson, "Cultural Conflict: Tourists versus Tourists in Bali, Indonesia," *International Journal of Culture, Tourism and Hospitality Research*, 4.4 (2010), 299–310 <<https://doi.org/10.1108/17506181011081488>>.

¹⁵ Yang Zhang, Timothy J. Lee, and Yu Xiong, "A Conflict Resolution Model for Sustainable Heritage Tourism," *International Journal of Tourism Research*, 21.4 (2019), 478–92 <<https://doi.org/10.1002/jtr.2276>>.

¹⁶ Becken and Carmignani.

usually stems from interpersonal conflict or goal disturbance, which is defined as a conflict resulting from one group's direct or indirect physical presence or behaviour interfering with another group's goals, expectations, or behaviour. On the other hand, social value conflict is defined as a conflict that occurs between groups that do not share the same norms, opinions, or values about an activity. Conflicts of social values can occur without contact between groups ¹⁷.

Causes of conflict can be detected where each part is interdependent, and there are conflicting goals or interests. Such conflicts arise from certain situations such as resource shortages or inequalities regarding access to resources and their distribution, control of resources, participation in decision-making processes and, different values such as cultural, social and political ¹⁸. Then, tourism conflicts can arise for several reasons, including the size, number and frequency of groups encountered, the degree of similarity or difference between groups, visitor behaviour, and the various situational variables in which the encounters occur. Although groups may have the same goals, conflicts can arise because of how each group achieves those goals. Differences in activity styles, lifestyle tolerances, modes of experience, and resource specificity can result in conflict ¹⁹.

RESEARCH METHODS

This study uses qualitative research methods to assist in finding or understanding the hidden meaning behind various existing facts to be described in-depth and convincingly (Sugiyono, 2018). The data on conflict causes were obtained through interviews simultaneously with participant observation to observe and identify events directly (Corbetta, 2011). The data was obtained from local government officials, community groups, merchant groups, boat service providers, parking managers, fish farming and Wak Kocai tourism awareness groups in 2019 and until mid-2020. Supporting information is collected from previous research sources, regional regulations, news and relevant supporting data. The data are systematically coded to find concepts, categories and prove initial hypotheses (Corbin & Strauss, 2015; Leedy & Ormrod, 2016). This technique helps in mapping the facts, then analyzes and contributes to the novelty of the research.

¹⁷ Li P. Philips, Brian W. Szuster, and Mark D. Needham, "Tourist Value Orientations and Conflicts at a Marine Protected Area in Hawaii," *International Journal of Tourism Research*, 21.6 (2019), 1–14 <<https://doi.org/10.1002/jtr.2311>>.

¹⁸ Joana Almeida, Carlos Costa, and Fernando Nunes da Silva, "A Framework for Conflict Analysis in Spatial Planning for Tourism," *Tourism Management Perspectives*, 24 (2017), 94–106 <<https://doi.org/10.1016/j.tmp.2017.07.021>>.

¹⁹ Bob McKercher, "Tourism as a Conflicting Land Use," *Annals of Tourism Research*, 19.3 (1992), 467–81 <[https://doi.org/10.1016/0160-7383\(92\)90131-8](https://doi.org/10.1016/0160-7383(92)90131-8)>.

DISCUSSION

Lake Sipin Development Background

The Lake Sipin area of ± 161 ha is administratively located in the Legok village, Lake Sipin district. The area is categorized as a slum area due to the economic activities in the area. The lake is used as a source of income by some residents, such as fishing and fish farming on a large and small scale. In addition, like most communities adjacent to water areas, the Legok society views the lake as a backyard that is usually used for household waste disposal, facilities for bathing, washing, and other sanitation needs. This condition is exacerbated by waste and garbage from printing, culinary, office, and house business activities that lead to the lake because topographically, the lake is a low area compared to other places. As a result, this area is classified as a slum because it generates waste, which, according to the government, causes environmental problems that must be addressed.

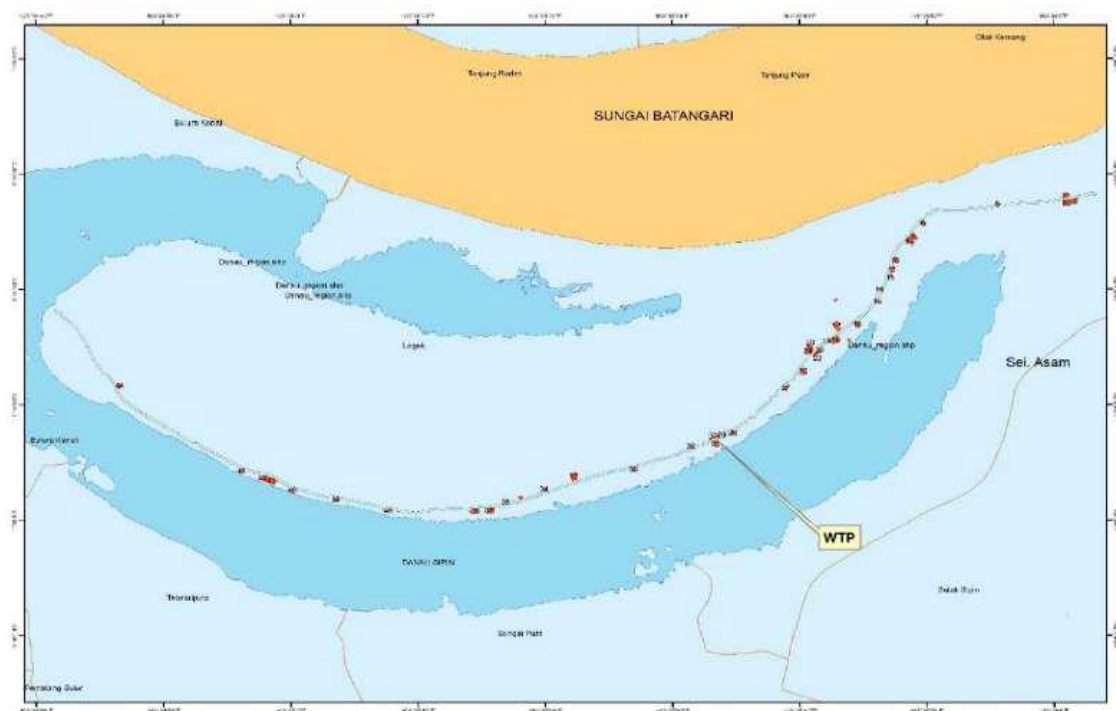


Figure 1. Map of Lake Sipin Area

Based on these environmental arguments, various studies were carried out to find the right policy formula in handling this issue. At the policy level, the Jambi city government established Legok as a slum area through the Jambi Mayor's Decree No. 166 of 2016 concerning the determination of the location of slum housing and slum settlements. Furthermore, areas with slum area status are followed up through the Minister of Public Works and Public Housing (PUPR) Regulation Number 14/PRT/M/2018 concerning improving the quality of slum housing. As a practical step, the city government collaborates with relevant ministries to deal with the Legok slum area by engineering this area into a tourist area through the City Without Slums (Literally, Kotaku) program.

In 2019, the Jambi city government set the Lake Sipin sub-area as the first priority for handling slum areas in Jambi City. The arrangement of the Legok area is divided into

two, namely the arrangement of the Legok area which is financed by 'other funding sources'; and the arrangement of the Lake Sipin Sub-area funded by the NSUP-Kotaku program through an International Development Bank (IDB) loan in collaboration with the Jambi City Government. Lake Sipin Tourism Area is the second part of the Legok area arrangement, namely the Lake Sipin sub-area through improving environmental quality and preventing slum settlements, such as physical activities in the form of road construction and public open spaces (RTP), non-physical development, namely housing and settlement control and supervision programs. , programs to improve the people's economy, and programs for paradigm change and prevention of slum areas.

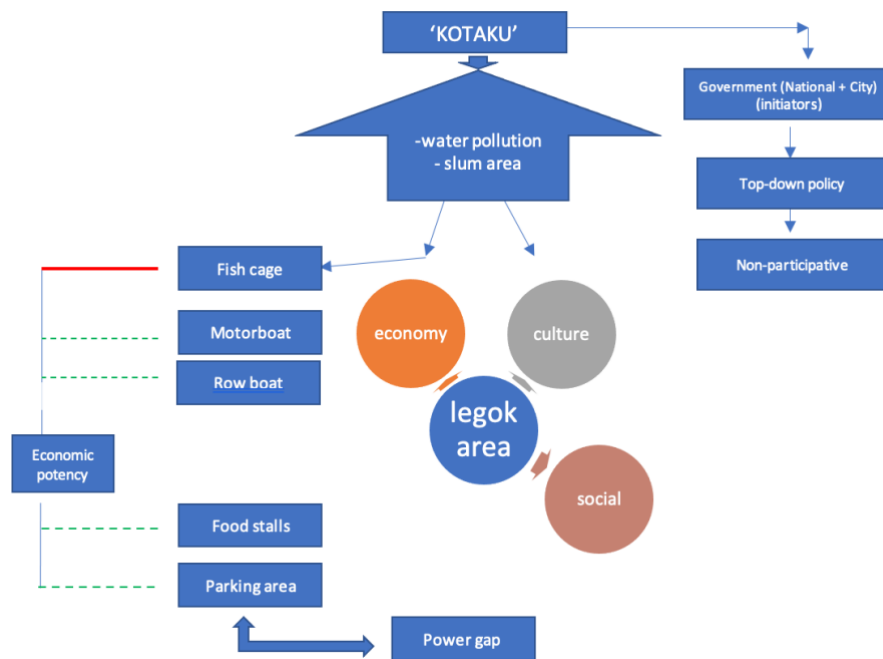


Figure 2. Map of Lake Sipin Manajement Conflict

The Kotaku program is one of the strategic efforts of the Directorate General of Human Settlements, Ministry of PUPR, which aims to accelerate the handling of slum settlements in urban areas. The general objective of this program is to increase access to basic infrastructure and services in urban slums and prevent the emergence of new slums to create livable, productive, and sustainable urban settlements. At the implementation stage, the Kotaku program uses a collaboration platform between the central government, provincial governments, cities/districts, communities and other stakeholders by positioning the community and district/city governments as partners. This policy is considered strategic because it solves environmental problems and is a way to gradually develop new tourist destinations by involving many parties in its implementation. Since then, the development of the tourist area has focused on the Legok village, which was later introduced as the Lake Sipin area. Sipin lake, later is designated as a tourist area for the icon of Jambi City, has a cultural preservation function and is supported by controlled aquatic fisheries activities that support the community's economy; the area is used for tourism and festival events such as spur lanes.

The National Slum Upgrading Program (NSUP)-Kotaku funds the construction of roads in the physical environment related to the handling of slums. Meanwhile, the Jambi City Government collaborates through several Regional Apparatus Organizations (OPD) to fund the arrangement of residential buildings, procurement of plants, public street lighting, and other efforts - slum prevention efforts. The arrangement does not only focus on the construction of pedestrian paths, but also builds beautiful and comfortable public open spaces for people to gather, relax, enjoy the beautiful atmosphere, and exercise (jogging track). In addition, the arrangement of residential buildings is designed with the concept of facing the lake so that it can encourage changes in the behavior of residents not to make the lake as a backyard, as a place to dispose of wastewater and garbage. However, the development of the Lake Sipin area has opened up space for creating social conflicts (Fig. 2) that continue to expand and involve various new actors. In this section, the causes of the emergence of these conflicts will be explained to provide explanations that may be used as problem-solving materials. Based on the mapping above, there are at least four causes of conflict surrounding the development of Sipin lake tourism area as explained below.

Government Initiative's; Top-down policy

The top-down refers to a decision-making process that converges from the institutional-choice level to public-choice level ²⁰. The top-down policy is ideal for policies made by the central government, such as the policy on structuring the Legok slum area which is based on a ministerial regulation. Later in the mid 1970s studies showed that top-down approaches failed to take into account that a hierarchical chain of command and well-defined policy objectives are not enough to guarantee successful implementation ²¹. Other than that, most of the top-down policies are failed because they did not engage the community in development projects ²². There have been many different approaches to policy implementation, but many agree that successful schemes are characterized by the involvement of local people ²³. Meanwhile, top-down policy considers the community as the object of the policy, thus ignoring the values that live and are inherent in society.

Based on the background of Lake Sipin development mentioned above, at least there are aspects of policy that then gave birth to conflict at the stage of developing Lake Sipin as a leading tourist destination in Jambi. The policy for structuring the area has been a political promise from the mayor of Jambi since 2015. The mayor promised to build a leading tourism destination in Jambi, and it turned out that this had to be done through policy engineering. The initial step in developing Lake Sipin tourism is to 'convert'

²⁰ Roslina Ismail, Jumadil Saputra, and Nurulaisyah Rosli, "The Impact of Top-down Policy Changes on Socioeconomic Status of Orang Asli," *Opcion*, 2019.

²¹ Helga Pülzl and Oliver Treib, "Implementing Public Policy," in *Handbook of Public Policy Analysis: Theory, Politics, and Methods*, 2017 <<https://doi.org/10.4324/9781315093192-14>>.

²² Petronella W.K. Muraya, "Failed Top-down Policies in Housing: The Cases of Nairobi and Santo Domingo," *Cities*, 2006 <<https://doi.org/10.1016/j.cities.2005.08.002>>.

²³ Pingyang Liu and Neil Ravenscroft, "Collective Action in Implementing Top-down Land Policy: The Case of Chengdu, China," *Land Use Policy*, 2017 <<https://doi.org/10.1016/j.landusepol.2017.03.031>>.

residential areas designated as 'slum areas' and areas that pollute aquatic ecosystems into areas that are not slums and do not pollute underwater ecosystems. The city government made the Kotaku program the proper foothold to develop the latest tourism icon; however, this policy was not accompanied by public consultation and dialogue to accommodate the public's views. The implications of top-down policies that place the community as an object tend to ignore society's values, which will ultimately result in conflict.

The development of tourist areas is carried out through cross-agency collaboration, including the central government through the Sumatra River Basin Center (BWSS) IV, the Ministry of Public Works for Public Housing (PUPR), the Jambi Provincial Government, and the Jambi City Government. The Ministry of PUPR carried out the initial stage of development by dredging the edge of the lake along the 1600m. The Government dredged the lakeside without asking for permission from the community, assuming that the Government owns the lake. However, the surrounding community's economic interests are what the Government ignored from the start.

The economic activities in Lake Sipin in the legok section are fish farming with cages, catching fish with fishing tackle, and trapping fish with Fish Aggregation Devices (FADs) or locally known as Rebo or Rumpon. The unannounced dredging has disrupted community fishing activities in several ways. First, the dredging process on the side of the lake damaged fishing gear, both FADs and lift nets (locally known as tangkul), as well as fish cages. The noise caused by the engine sound and the ground falling into the water keeps fish away from the area. Besides equipment damage, fishers also suffer losses due to decreased number of fish caught. Before dredging, people got an average of 10 kg of fish per day; after the Government carried out dredging activities, it was difficult to get even 2 kilograms of fish.

A meeting between the contractor and the community is held before the dredging. According to the Land Acquisition and Resettlement Action Plan (LARAP) document, the socialization process has been carried out since February 2019. However, it was not explained how the dredging technique was carried out at the meeting, when, and the possible risks of dredging for fish farming communities. At the meeting, it was also not explained how to compensate for damaged fishing gear. The community did not object to dredging, but they only asked for the certainty of compensation for equipment damage and solutions for the loss of their livelihood.

Public consultation is a form of implementing a participatory process in which the 'Project Affected People' (PAPs) are involved in the process of zoning the area. The activity process starts from the initiation of the program and the proposal of tiered activities, which involve elements of the Jambi City government apparatus, the Housing and Settlement Area working group, the sub-district, the Village, and community institutional organizations at the activity location (LKM). Assistant consultants such as City Coordinators and Facilitators play a role in facilitating planning and implementation. In general, residents agree with the area structuring plan, but they ask for clarity regarding the rights and obligations of the people affected by the project.

Top-down policies that are not socialized and do not address community aspirations become potential conflicts when policies are implemented. According to ²⁴, community involvement is fundamental, and their involvement in tourism governance is still a challenge in many countries. The current development paradigm has evolved towards a participatory approach. The tourism sector has been credited with increasing interaction between different groups residing within a community, but this can also increase competition, hostility, and jealousy. The initial study identified the conflict and characterized it as a “platform warning,” which includes disputes between stakeholders over interests, values, and goals. The conflict involves multiple stakeholders in participatory development and consensus to form partnerships. ²⁵.

Unfinished Business.

The Legok area is a settlement for residents divided into 41 Neighborhood Units (RT). To ensure the arrangement of the Sipin Lake Area so as not to cause social and environmental impacts on PAPs who are in affected locations, the Jambi City Government has prepared a Land Acquisition and Resettlement Action Plan (RTPTPK) or LARAP document. The affected locations are in 10 Neighborhood, namely Neighborhood 18, 21, 22, 23, 24, 25, 26, 32, 36, and 40 of Legok Village, Danau Sipin District. The LARAP document is included several activities such as socio-economic surveys and land legality; preparation of regional planning plans; plan for consultation activities and documentation of the results of the PAPs' agreement, including agreements and disagreements; input/correction from related parties including PAPs; assessment of affected assets; work plan for structuring the area and implementing LARAP, monitoring and controlling.

Based on the LARAP document, it is known that there are only 70 building units that have a Building Construction Permit (IMB) out of a total of 590 units spread over 9 RTs in affected locations. This condition is because the legality of the land for some of the residents' housing is not following the Jambi City Regional Regulation Number 09 of 2013 concerning the Jambi City Regional Spatial Plan for 2013-2033. Based on this regulation, the Management of the Lake Sipin area should follow the provisions of Spatial Utilization Control. The border of rivers and lakes must be used as settlements, but currently, the area is used as a residential area. Then, a Census of PAPs was carried out to identify the number of PAPs affected by the implementation of the arrangement of the Lake Sipin Sub-area. Every development will have a social impact, and so the development of the Sipin Sub Lake. There are 40 affected buildings and an area of 6,788 M² of affected land from the planning activity. Here's the WTP site plan.

There are assets of affected residents, namely house buildings, vacant land owned by residents, local government land and plants, utilities, and other objects on the ground. Based on the LARAP document, PAPs will be compensated according to the procedure. Conflicts began to arise in the early stages of the construction of gabions and pedestrian paths for which the compensation process was not completed. The amount of compensation varies depending on the area and type of building or land affected.

²⁴ Giampiccoli & Saayman, (2018) and Islam, Ruhanen, & Ritchie (2017)

²⁵ Zhang, Lee, and Xiong.

Compensation is given periodically and borne by the City Government through the Jambi City Regional Revenue and Expenditure Budget (APBD) funds. Then, there are indications of negligence in the compensation process; residents do not receive compensation. The conflict arose after the community was resistant because the Government evicted their land without compensation. Besides that, around 60 old tombs that are hundreds of years old were seized by the construction implementers, resulting in the anger of the heirs' families. The case settlement has reached the stage of the court process but has not yet produced a legal decision.

Economic Activities

Policies that are not participatory ignore the essential condition of society, namely the economic aspect. In this case, the Legok people rely on Lake Sipin as a source of income from various types of work. For example, people with significant capital can even have more than one fish cage. Fish cage activities produce waste that damages the environment, so to develop tourist areas, cage activities are closed. Conflict is not only caused by the loss of economic activity, but new economic potential also creates a conflict of interest. Parking lots and food courts are new economic potentials that are ultimately contested by the community. Differences in power and bargaining power among communities add to the dynamics of the conflict map. In addition, in its development design, the lakeside area will be used as a fairly wide pedestrian location. The land is privately owned by the community, which is then purchased and evicted by the government. Based on the LARAP document, it is known that a study has been carried out on the potential loss of economic resources, eviction of residents' businesses and fish cages. Conflicts keep popping up, adding new cases; while old ones are not resolved, the problem becomes more complex. Around 500 fish cages in the designated tourism area were moved with the promise of compensation. Still, the payment was not per the agreed price, and some were even not given compensation. In addition, to support tourism activities, the government limits fish farming activities because it can pollute the environment. As a replacement, the community turned to provide boat tours around the lake area; some became unemployed because they did not have enough capital. This unilateral decision created resistance from the community, such as continuing to carry out fish farming activities, even though they had received compensation.

The construction of a sheet pile was planned in the Danau Teluk area, but the community firmly refused, so the plan was canceled and moved to a new location. Fish breeders who use cages in tourism designated areas are transferred to other regions far away. Some breeders are compensated, and then they are prohibited from carrying out fish farming activities to avoid lake water pollution. As a result, people have changed jobs from fish farmers to providing tour boats for tourists who want to tour the lake. In addition, The Jambi City Government claims to have compensated for the ultimately evicted business premises and fish cages. Based on the LARAP document, the Government will also facilitate fishers and freelance daily workers to develop their human resources to process lake products into processed materials that have marketability that will support MSME centers in the area.

The results of observations show the distribution of economic activities affected by the development of Lake Sipin Tourism in the following table:

Table 1. Economic Activities affected by Sipin Lake Development

Economic activity	Before	After	Potential conflict
Boat Service	Residents around the lake have an income of 150 thousand rupiah / day, in flood conditions it can be up to 1 million / day. The capital for making a boat is 1 million rupiah	30 thousand rupiah/route No boat ownership rules (depending on capital strength)	Unpopular options, Can only carry 1 group containing a maximum of 2 people. Preferably for photos
Cage owners	The cage business has been running for decades, cage business actors agree with the eviction because the lake is not their private property.	Cages are not allowed to operate (causing water pollution from fish feed) Some business actors change professions by renting out motorboats	Cage equipment cannot be reused (damaged), compensation is carried out by the City Government. Cages become regional inventories. The compensation process was promised for 2.5 million but only 1 million was received. Protests are ignored by the government Not all affiliated cage business actors become motorboat managers. Changing professions requires transition and human resource development assistance
Motorboat	Previously this activity did not exist. Income ranges from 100 thousand -300 thousand rupiah	New type of work. Every community who owns a motorboat can become a service provider. (depending on capital strength)	The motorboat is preferred by bigger family tourists, tourist groups. The government does not regulate motorboat ownership; the larger the capital, the greater the opportunity to own more motorboats. As a result, the unequal distribution of power can be a source of social conflict in society.
Parking Area	The parking area was previously private	Managed by the transportation agency	The family of the previous landowner still controls the

Economic activity	Before	After	Potential conflict
	land which after the acquisition was made into a parking lot.	through a profit-sharing system with local managers. The fees are 15 thousand for weekdays and 30 thousand for holiday.	parking area; there is no government regulation on who the local parking manager is, so there is a fight over parking management.
Food Stalls	Previously, MSME land was private land which after the acquisition was made as a center for SMEs.	SME center controlled by one family.	The ideals of realizing economic prosperity for the Legok slum area have not been achieved fairly.

Weak Tourism Management

Ideally, the Lake Sipin Sub-area will be built as a Public Open Space (RTP) following the slum area management strategy through the Kotaku program. The RTP development plan in the Lake Sipin Sub-area is not only to build a beautiful and comfortable park but is also planned as a place for people to socialize. Apart from that, this park is designed as a New Tourist Destination and a place for marketing MSME products to become a tourist attraction. This activity will involve the surrounding community regarding management, maintenance, and utilization. In addition, this area arrangement should also pay attention to aspects of universal infrastructure and the human side for persons with disabilities and other vulnerable groups.

The field study of the Lake Sipin Sub-region found that business buildings were affected, but it did not affect the income of PAPs because the assets lost amounted to less than 10%. In terms of infrastructure, 45 business buildings were affected. After identification and field discussions with various parties, this business grows. Activities in the Lake Sipin Sub-area are intended to become a center for MSMEs to improve the community's economy.

The development of RTP, which is intended as an integrated area between tourism activities and culture, has opened up conflict space, causing a fight over economic resources through tourism services. The absence of government institutions that regulate the governance of community participation is a significant factor in the emergence of efforts to take part in the development of tourism objects.

The government provides opportunities for the public to participate through appeals in the media to increase reach. In the next stage, post-development, they take advantage of opportunities to offer tourism services such as boats, water rides, photo services, food, and parking services. Tourism activities create space for struggles for sources of income. At least the battle for resources occurs between community groups who make the lake their primary source of income and alternative income. Horizontal conflicts occurred between traditional boat service providers and commercial boat service providers as a medium for lake tours, the two groups fighting for passengers, which caused quarrels.

Commercial boats can carry large numbers of passengers, so traditional crafts lose a lot of customers.

The construction of facilities to support tourism involves various actors from provincial and city government institutions, private sectors, and community groups. Among the actors involved have particular interests, both institutional and individual, so that the area's management becomes complex. In addition, they have power and resources that are not balanced, so that there is a tendency for the strong to dominate the weak. ²⁶ stated that power imbalance among stakeholders is a problem in governance, in this context, the power imbalance between actors or institutions. For example, the tug-of-war between the provincial government and the Jambi City government is also a sectoral ego between the regional apparatus, both the city and provincial governments. The land ownership status of Lake Sipin is a polemic between the provincial government and the city government; the two government agencies claim each other in the development process.

After the territorialization for parking and SME area was established, the area was controlled by one family who managed parking and selling places; this area became one family's power where other people could not manage the land. Thus, conflicts in tourism management do not occur between the government and the community but between community groups.

Cage entrepreneurs feel that there is a difference in the treatment of the evictions carried out by the Jambi City Government for their economic activities. The community well appreciates the replacement of money for cages. Still, the loss of economic activity that has been occupied for years is something else that needs to be taken into account seriously. Furthermore, the closure of fish cage farming was carried out based on the consideration that these activities pollute the lake water. Reports of poor water quality caused cage activities to be closed. In fact, around the Lake Sipin Sub-Area, which has become a tourist area, many economic activities generate waste, such as printing businesses, offices, hospital waste, and restaurants right on the edge of the lake. Thus, the assumption that emerged later was that the eviction was because the cages did not support the 'Beautiful Lake Sipin' tourism development paradigm promoted by the City Government. In this case, the Jambi City Government needs to prioritize government ethics in conceptualizing slum areas into tourist areas.

The evolutionary process of conflict shows that these problems are dynamic and connected, not static and isolated. Local governments are considered the most conflicted parties for local communities because of their authority and economic interests in tourism development. Cazan also suggests a need for community participation in tourism through a decision-making process and the sharing of tourism benefits.²⁷ The emergence of community participation in the management of Lake Sipin is a response to area

²⁶ Ansell & Gash (2007)

²⁷ Ionuț-Călin Cazan, "Community Participation in Tourism Destination Development: A Literature Review," in *The 14th Economic International Conference: Strategies and Development Policies of Territories: International, Country, Region, City, Location Challenges*, ed. by C. Năstase (Stefan cel Mare University of Suceava, Romania: Iasi, Romania: LUMEN Proceedings, 2018), pp. 219–28 <<https://doi.org/https://doi.org/10.18662/lumproc.75>>.

management policies that exclude community involvement. While Sithirith emphasize that the lack of public consultation in decision-making creates a gap between expectations and reality, and they have no information about the actual government agenda.²⁸

CONCLUSION

This research shows that Lake Sipin tourism management from the beginning did not involve the community in a participatory manner. However, weak community participation will lead to unfavorable feedback on policy formulation to minimize conflict. For the government, community involvement is not a critical plan related to Lake Sipin development as a tourist area. Likewise, in the development process, which is carried out using a top-down approach, there is no community involvement in practice, resulting in joining the service provider sector. In such conditions, they also become participants who enjoy the results of the pedestrian path development.

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²⁸ Sithirith.

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