

Disharmony of Actor Relations in Development of The Tambaknegara Emerging Tourism Village, Banyumas Regency

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Abstract

This study aims to describe the origins of this actor-relationship disharmony, identify the actors involved, and uncover the contextual factors driving it within the development of the Tambaknegara Emerging Tourism Village in Banyumas Regency. The study employs a qualitative method using a case study approach, a non-positivist paradigm (specifically constructivism), and a structuralist perspective. Data collection involved in-depth interviews with the management and administrators of the Tambaknegara Tourism Village, direct field observation of physical conditions and tourism activities, and a review of relevant documents. Data analysis followed the interactive model developed by Miles and Huberman, with validity reinforced through method triangulation. Data collection was carried out using various methods, such as interviews, observation, and document analysis, to obtain credible and relevant information. Secondly, data reduction is the process of summarizing the data obtained, focusing on key aspects based on the research subject, and categorizing the data from field notes, interviews, and documentation. Thirdly, data presentation is the process of organizing the information gathered in qualitative research with the aim of facilitating the drawing of conclusions. Fourthly, drawing conclusions and verification is the stage at which the researcher draws conclusions from the data obtained; if there are any gaps in the data, the researcher returns to the field to gather the missing data. The results indicate that the key actors involved include the village government, the Youth, Sports, Culture, and Tourism Agency (Dinporabudpar), the Tourism Awareness Group (Pokdarwis), Community Groups (Pokmas), the Youth Organization (Karang Taruna), customary leaders, local investors, and the local community. Two prominent forms of disharmony emerged: leadership dualism between the old and new Pokdarwis and a conflict over access to tourism resources between the Pokdarwis and the Youth Organization. These findings confirm that the disharmony is not an isolated issue but the result of cumulative institutional governance failures dating back to the village's initial tourism development phase. These failures stemmed from haphazard problem-solving, such as establishing a new Pokdarwis without revoking the legal status of the old one which created a leadership dualism that was ultimately resolved through political compromise rather than genuine institutional restructuring. This situation is exacerbated by a bottom-up approach lacking adequate guidance, unclear funding schemes following the official designation of the tourism village, and economic motives that fuel competition among stakeholders; consequently, the resulting relationship patterns tend to be informal and personal, leaving them vulnerable to domination by specific actors or the influence of local political interests. The study concludes that the success of an emerging tourism village depends not merely on the availability of natural and cultural assets, but also on the capacity of local actors to establish clear, coordinated, and equitable relationship structures; this offers theoretical contributions to the study of community-based tourism governance and provides

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practical guidance for strengthening tourism village institutions in a more effective and sustainable manner. This study applies Michael Hall's theory of the politics of tourism and Soerjono Soekanto's theory of actor relations. Hall's theory is used to examine the political dimensions of tourism development, particularly in relation to the interests, authority, power and influence of the actors involved in the development of the Tambaknegara Tourism Village. Meanwhile, Soekanto's theory of actor relations is used to examine patterns of inter-actor relationships, including both associative and dissociative forms of interaction. These concepts are applied to analyze how differences in interests, roles, authority and power are manifested in the interactions between the village government, Pokdarwis, Pokmas, youth organizations, the local community and other actors, and how these interactions contribute to disharmony in the relationships between actors in the development of the Tambaknegara Tourism Village.

Keywords: disharmony in actor relations; tourism village governance; community-based tourism; Pokdarwis (Tourism Awareness Group); Tambaknegara Village.

A. INTRODUCTION

The tourism sector is one of the most important and influential industries, making a significant contribution to the country's economy. As a key sector, tourism encompasses a wide range of activities related to travel and visits to a destination, with the aim of creating unforgettable moments whilst providing opportunities to relax and enjoy new experiences (Hosseini et al., 2023). As set out in Article 1(3) of Law No. 10 of 2009 on Tourism, tourism is defined as the activity of exploring a place by an individual or a group of people. This activity is aimed at personal development, rest, or discovering the unique characteristics of the place visited over a specific period.

However, in the realm of tourism politics, the tourism sector is not merely viewed as a recreational activity but also functions as a political arena involving various interests in its development process (Oka Prasiasta, 2022). Political practices in the field of tourism are reflected in decision-making and public policy aimed at promoting sustainable development in the tourism sector. The development of tourism villages is one such example; this is an initiative that stimulates the local economy and strengthens communities (Mirajani et al., 2023). The success of tourism village development is, of course, closely linked to the interaction between the various parties involved, including the village government, the Tourism Awareness Group (Pokdarwis), the Community Group (Pokmas), local residents, and youth organizations, each of which has its own interests, roles, and level of influence.

However, empirical studies on tourism village development in Indonesia indicate that relationships among actors are not always harmonious. (Kurniati et al. 2021), for example, found conflicts between tourism managers and village government in the development of Cibitung Wetan tourism village. (Aulia, 2024) also identified differences in power, interests, and roles among actors involved in Karangrejo Tourism Village. Meanwhile, research on Sambu Tourism Village found latent conflicts associated with differences in financial capacity and limited transparency in tourism management (Sudarmadji & Darmanto, 2014). These findings indicate that differences in interests, power, resources, and authority may generate tensions and conflictual relations among actors involved in tourism village development. Such conditions demonstrate that tourism village development cannot be understood solely through the existence of actor participation but also requires attention to the nature of relationships among actors and the potential for disharmony

within those relationships. Research on tourism development in Dusun Thekelan also found task and process conflicts between the tourism awareness group, local government, and the community, indicating that differences among actors can affect the implementations of tourism development (Pemila & Luqman, 2022). Similarly, research on Kampung Zapin, Desa Meskom, found that actors involved in tourism village development have different and overlapping roles and interests, which shape the relations among actors (Junita, 2024).

These findings suggest that differences in terms of interests, power, resources, and authority can give rise to tensions and relationships prone to conflict amongst the actors involved in the development of tourism villages. Such circumstances suggest that tourism village development cannot be understood solely from the actors' participation the nature of their relationships and the potential for discord must also be considered.

The involvement of multiple actors is closely related to the application of the concept of *community-based tourism* (CBT) in tourism village development. emphasizes that tourism villages play a vital role in realizing inclusive tourism, particularly through the active participation of local residents in the management and development of tourist attractions (UNWTO, 2020). The development of tourism villages typically leads to the application of the concept of community-based tourism (CBT), which is a model of tourism development that places the local community at the centre of activities, thereby enabling the strengthening of tourism governance whilst promoting social and cultural sustainability (Timothy, 1999). The success of Community-Based Tourism (CBT) is influenced by how much control the community has over resources, its involvement in management and decision-making, and the equitable distribution of benefits (Purnomo, 2025).

The categorisation of tourism villages in Indonesia is determined in accordance with Regulation of the Minister of Tourism and creative economy /Head of the Tourism and Creative Economy Agency No. 9 of 2021 concerning Guidelines for Tourism Villages. Under these provisions, they are classified into four levels: nascent, developing, advanced and self-sufficient (Momonto et al., 2023). This categorisation provides a basis for assessing the development stage of tourism villages, with Tambaknegara Village currently classified as a nascent tourism village.

Banyumas Regency, situated in Central Java Province, is a region home to 21 tourist villages and renowned for its rich tourism and cultural heritage. In recent years, the Banyumas Regency government has been committed to developing tourist villages as a community development strategy, with the aim of improving residents' living standards whilst preserving local culture and utilising the potential of these villages (Banyumas Regency Government, 2021). This is reflected in the emergence of several tourist villages, such as Pancasan, Melung, Petahunan and Tambaknegara. Each of these villages has its own distinct characteristics and unique features, both in terms of culture and natural scenery (Sumarwoto, 2025).

As a tourism village still in its early stages, the establishment of an organisational structure, the definition of stakeholders' roles, and the drafting of development guidelines have not yet been fully integrated, but are still undergoing adjustments in response to internal changes. The various parties involved in this process include the Village Government, the Tourism Awareness Group, the Community Group, the Youth Organisation (Karang Taruna), traditional leaders, and the local community. Each of them plays a distinct role in supporting sustainable development in the tourist village. The involvement of these various stakeholders demonstrates that the development of the Tambaknegara Tourism Village is not limited to the management of tourism potential, but also involves relationships between parties with different roles and interests. Therefore, relationships between stakeholders are one of the aspects that need to be taken into account when understanding the development process of the Tambaknegara Tourism Village.

A previous study on the development of tourism in the village of Tambaknegara, carried out by Nur Janah (2025) under the title “Efforts by the Association of Community Groups in the village of Tambaknegara, Rawalo subdistrict, Banyumas district, to develop the Serayu tourist pier with a view to stimulating the local economy”. The study focused on the efforts of the community group (Pokmas) to develop the Serayu Tourist Pier – one of the tourist attractions of the village of Tambaknegara and on its contribution to local economic development. The research provides insight into the management of a tourist attraction and the involvement of a community group in the development of tourism in Tambaknegara. However, Nur Janah’s (2025) study focuses on the development of the Serayu Tourist Pier and its contribution to the local economy. The study does not specifically examine the relationships between the various actors involved in the development of the Tambaknegara Tourism Village. In particular, the study does not discuss how disharmony arises amongst the actors, which actors are involved, or what contextual factors contribute to the emergence of such disharmony. This opens up opportunities for further research into the development of the Tambaknegara Tourism Village from the perspective of inter-actor relationships, particularly the emergence of disharmony amongst the actors during the development process.

Based on the discussion above, this study focuses on disharmony in actor relations during the development of Tambaknegara Nascent Tourism Village, Banyumas Regency. The study examines how disharmony initially emerged among the actors, which actors were involved, and what contextual factors contributed to its emergence during the tourism village development process. Based on these research problems, this study aims to: (1) identify and describe the origins of disharmony in actor relations during the development of Tambaknegara Nascent Tourism Village, Banyumas Regency; (2) identify and describe the actors involved and the relationships among them in the context of this disharmony; and (3) identify and analyse the contextual factors that influence relationships among actors and contribute to the emergence of disharmony in the development of Tambaknegara Nascent Tourism Village, Banyumas Regency.

B. RESEARCH METHOD

This study adopts a non-positivist paradigm, specifically constructivism. The constructivism paradigm views social reality as something shaped through processes of interaction and meaning-making by individuals and groups (Hidayat, 2002). In this study, the reality of the relationships between the parties involved in the development of the Tambaknegara Tourism Village is understood through the experiences, perspectives, interests, and interpretations of each actor involved.

Based on this paradigm, this study employs a case study approach. This approach is used to gain an in-depth understanding of a specific case whilst taking into account the social context in which the case takes place. The case under examination relates to the disharmony in the relationships between the actors involved in the development of the Tambaknegara Tourism Village in Banyumas Regency. This approach enables the researcher to comprehensively observe the relational dynamics amongst the stakeholders involved in the development of this village tourism initiative.

This study employs a qualitative methodology. Qualitative research involves the analysis of research subjects in their natural setting, with the researcher acting as the primary instrument. This method was used to gather in-depth information regarding the experiences, perspectives, interactions and interpretations of the actors involved in the relationships that emerged during the development of the Tambaknegara Tourism Village.

The choice of a case study approach combined with qualitative methods was based on the nature of the research problem, which focused on how disharmony in inter-party relationships arose and persisted. This relational disharmony amongst the actors encompassed not only overt forms of conflict but also differences in terms of interests, roles, authority and individual interpretations regarding the development of the tourism village. Consequently, the case study approach and qualitative methods were employed to gain an in-depth understanding of these relational dynamics within the specific context of the Tambaknegara Tourism Village.

This study was conducted in the Tambaknegara Pilot Tourism Village, Rawalo Subdistrict, Banyumas Regency. Informants were selected using purposive sampling; this involved deliberately selecting the sample based on their relevance to and expertise in the research topic. Participants identified in this study included several key figures. To maintain confidentiality, pseudonyms have been assigned to all key figures as follows: amongst them, the Head of Tambaknegara Village, the Chair of the Tourism Awareness Group (Pokdarwis), the Chair of the Community Group (Pokmas), the Chair of the Youth Organisation (Karang Taruna), traditional leaders, and local residents, particularly those living near potential tourist attractions. Informants were selected using purposive sampling, which involves selecting informants based on the researcher's criteria and considerations regarding their relevance and capacity to provide the required data (Kumara, 2018).

Data collection techniques comprised three methods. The first was in-depth interviews with pre-selected informants to explore their perspectives, experiences and views on the relationships between actors in the development of the tourism village. Thirdly, a document review was conducted using organizational structure documents of the Tambaknegara Tourism Village obtained from the Tambaknegara Village Government. These documents were used to complement the interview and observation data, particularly in identifying the actors and institutional structures involved in the development of the tourism village.

The data were analyzed using the interactive model developed by Miles and Huberman, which comprises four stages: data collection, data reduction, data presentation, and drawing conclusions/verification. Data validity was ensured through methodological triangulation, namely the process of cross-checking data sourced from the same subjects but using different data collection techniques including interviews, observations and documentation to ensure that the research findings were consistent and valid. Data collection took place between 18 February 2026 and 24 June 2026. All these methodological procedures are supported by relevant methodological literature.

During the research process, a number of challenges were encountered, particularly in obtaining information regarding the relationships between the actors, as some information required careful clarification from various sources. Access to certain documents was also limited; consequently, documents obtained from the Tambaknegara Village Government were used to supplement the findings from interviews and observations. To overcome these challenges, the information obtained from each source was cross-referenced with the results of observations and available documents, particularly when differing accounts emerged regarding the roles and relationships amongst the actors. This process helped the researcher to identify recurring information, clarify discrepancies in the accounts, and strengthen the interpretation of findings regarding the disharmony in the relationships amongst the actors in the development of Tambaknegara Tourism Village.

C. RESULTS AND ANALYSIS

Characteristics of the Tambaknegara Nascent Tourism Village

Tourist villages in the nascent category represent the initial stage in the classification of tourist villages in Indonesia, determined based on the level of readiness and development of the destination. One village that remains at the nascent stage is the Tambaknegara tourist village. Currently, the Tambaknegara tourist village is in the pioneering phase, which can be defined as a village that has only just begun to identify and develop its tourism potential, characterized by a very limited number of visitors, the majority of whom are still from the local community. The potential it possesses is still of a local nature and has not yet been managed optimally (Rosiana, 2024). This phase is the most critical and vulnerable stage, not only due to resource constraints but also because of the structural and relational barriers inherent in the early stages of development. Structural barriers relate to a lack of clarity regarding authority, the division of roles, coordination mechanisms, and institutional legitimacy amongst the various actors. Meanwhile, relational barriers relate to differences in the interests, objectives, perceptions and considerations of each actor in the process of developing a tourist village. These various obstacles can be traced back to the very beginning when the idea of developing the Tambaknegara tourist village was first proposed.

The Origins Of Disharmony

The village of Tambaknegara, situated to the south of Purwokerto City, specifically in Rawalo Sub-district, Banyumas Regency, Central Java is a relatively new rural tourist destination, which is currently still in its early stages and aims to maximize the potential of its natural environment. This has been confirmed by the results of a tourist village evaluation carried out by a group of experts in accordance with Decision No. 500.13.2.4/32/2024 issued by the Head of DINPORABUDPAR (Banyumas Regency Department of Youth, Sport, Culture and Tourism), in which Tambaknegara Village has been classified as a tourist village still in its pilot or early development stage. Local traditions, such as the Kalitanjung traditional hamlet which has made this place an icon from the outset ecotourism activities, and the creativity of the local population, form the main pillars for tourism development in this area.

Discussions regarding the development of a tourism village in Tambaknegara began to gain momentum following the establishment of the Village-Owned Enterprise (BUMDes) in 2017. However, until around 2020, the village did not have official status as a tourism village as the Tourism Village Decree (SK) had not yet been issued (Interview with MA, Chair of the Pokdarwis, 2026). One of the key requirements in the policy for the development of a tourist village is the existence of a Tourism Awareness Group (Pokdarwis) as the managing body at the local level. Although Tambaknegara had previously had a Pokdarwis, the group was deemed inactive or, as it were, 'in a state of suspended animation' and did not carry out its management functions in accordance with established procedures; consequently, its existence was considered to fall short of both administrative and operational requirements.

These circumstances formed the basis for the Banyumas Regency Department of Youth, Sport, Culture and Tourism (Dinporabudpar) to advise the community of Tambaknegara to establish a new Pokdarwis. In 2021, the Tambaknegara Berkarya Pokdarwis was formed, with MA as its chairperson. The formation of this Pokdarwis marked a significant starting point in the process of formalizing Tambaknegara as a Tourism Village. This formalization process was subsequently followed up through the mechanism of officially designating the village's status as a tourism village.

Procedurally, the designation of an area as a tourism village is carried out in three stages: declaration, assessment and designation. However, in practice, at that time Tambaknegara Village had already passed the declaration stage, leaving only the assessment stage, which required supporting documents in the form of a village profile and a mapping of tourism potential. The assessment process could only be carried out in 2022, and by the end of that same year, the official Decree (SK) designating it as a Tourism Village was issued. Since then, Tambaknegara Village has

acquired the identity and branding of the 'Dancing Tourism Village', which represents the prominence of performing arts and traditional culture as the key characteristics of tourism development in the area. The adoption of this branding was not without reason but was based on specific considerations regarding the socio-cultural characteristics of the local community.

Tambaknegara Village boasts a wide range of tourism potential stemming from its natural resources, history, culture and the activities of the local community. This potential is spread across various parts of the village and is supported by facilities and infrastructure designed to ensure visitors' comfort, such as car parks, community halls, cafeterias, public toilets, food stalls, places of worship, recreational areas and various other supporting facilities. Access to the tourist area is also facilitated by signposts, a tourist village gate, and roads that are easily navigable by visitors.

One of the tourist attractions in Tambaknegara Village is the Serayu River Stop, situated in the Serayu River area. This area offers a riverside recreational experience with views of the surrounding natural landscape. Visitors can enjoy activities such as taking a boat trip along the Serayu River or relaxing in the riverside area. The presence of a jetty, food stalls and recreational areas further supports tourist activities in the area.

Another attraction is the Kalibacin Hot Springs (Tirta Husada), which is one of the historical tourist attractions in Tambaknegara Village. These hot springs offer natural hot water sources that have been known since the Dutch colonial era and are believed by the local community to have health benefits. As well as being a recreational spot, the Kalibacin Hot Springs hold historical and cultural significance for the local community. The presence of the hot spring, its surrounding environment, and its historical significance make the Kalibacin Hot Springs one of the tourist attractions being developed in Tambaknegara Village.

In addition to nature tourism and the hot springs, Tambaknegara Village also features the Japanese Kodoi Cave as a historical tourist attraction. This cave is linked to relics from the Japanese occupation and forms part of the historical legacy still present in the village. The Japanese Kodoi Cave offers a unique attraction for visitors wishing to explore the historical relics found in Tambaknegara Village.

The tourism potential of Tambaknegara Village lies not only in these main tourist attractions, but is also spread across seven neighbourhood units (RWs). In RW 1 Kalitanjung, there is potential in the form of Javanese traditions, the Kesepuhan Traditional House, songkok weaving crafts, the Tambaknegara Sports Hall, the summit of Batu Kelir, and the Kerajaan Tengah/Pekuncen Tomb. RW 2 Kalitanjung offers attractions such as Javanese traditions, the Balai Malang, the Agung Wetan Tomb, songkok weaving, the Kesepuhan Pendapa, and the Wali Well.

Meanwhile, RW 3 Bonjok Wetan features arts and cultural centres such as ebeg and kentongan performances, the Tomb of the Bonjok Regent 'Sabda Gati', the Japanese Frog Cave, and the Serayu River movable weir. RW 4 Bonjok Kulon boasts a tempe crisp village, the Tambaknegara Village sports ground, and traditional games education. RW 5 Karang Dadap has potential in the form of a rice-farming village and traditional songkok food crafts. RW 6 Tungguputra is home to the Sukma Sejati Islamic Boarding School with its distinctive architecture, as well as traditional songkok food crafts. Meanwhile, RW 7 Kaliwangi Wadastumpang offers tourism potential in the form of the Serayu River jetty, the Serayu Mountains, a fish farming centre, a broom-making centre, and a cottage industry producing cigarette holders.

This diverse range of attractions demonstrates that the tourist appeal of Tambaknegara Village encompasses natural, historical, cultural and agricultural elements, as well as the arts and the community's economic activities, which are spread across various parts of the village.

Data on Management Structures and Descriptions of the Development of Tourist Attractions

In order to manage and develop the various potentials within the tourist village, Tambaknegara Tourist Village has a management structure divided into advisory and day-to-day management bodies. The management structure of Tambaknegara Tourist Village comprises an Advisory Board and a Day-to-Day Management Team. The Advisory Board of the Tourism Village comprises the Head of Tambaknegara Village, the Head of Rawalo Sub-district, and a community leader with the initials HR. Meanwhile, the Day-to-Day Management team is led by a Chairperson with the initials MA, assisted by a Secretary with the initials HAK and a Treasurer with the initials ST. To support the operational management of tourism, several sections have also been established, namely the Human Resources Development Section, headed by R and KAR; the Tourist Attraction Development Section, managed by HS and UN; and the Marketing Section, under the responsibility of S.

Head of Tambaknegara Village

The Village Government plays a role in supporting the development of Tambaknegara Tourism Village by facilitating the management of tourism facilities and involving community groups in tourism activities. One example of this involvement can be seen in the management of Serayu Jetty, which was previously built by the Department of Transport (Dishub) and had been left unused for approximately one year. After the jetty was handed over to the Village Government, the Village Government coordinated with the community to form a Community Group (Pokmas) tasked with managing the facility. The Village Government also provided support in the form of a fleet of boats and a sound system to support tourism activities in the jetty area.

In addition to being involved in the management of Serayu Jetty, the Village Government also plays a role in determining the institutional framework for tourism management in Tambaknegara Village. According to the Village Head, the management of the tourist village has been delegated by the Village Government to the Tourism Awareness Group (Pokdarwis), whilst the management of Serayu Pier falls under the Community Group (Pokmas). The Village Government has also identified community involvement, particularly amongst those involved in the arts and cultural traditions, as part of the development of the tourist village. The Village Government's involvement is also evident in its efforts to provide financial support for the development of the tourist village.

Tourism Awareness Group (Pokdarwis)

The Tourism Awareness Group, often referred to as Pokdarwis, plays a vital role as a key actor in managing the Tambaknegara Tourism Village. Pokdarwis Tambaknegara Berkarya, formed in 2021 with MA as its chairperson, is responsible for designing and selling tourism packages, carrying out promotion via social media, and establishing collaborations with local arts groups. Pokdarwis also acts as the body responsible for applying for the Tourism Village Decree and preparing supporting documents, such as the village profile and mapping of tourism potential. With a relatively limited number of committee members, Pokdarwis continues to play a strategic role as the main driver of tourism activities, despite facing challenges in the form of limited human resources and managerial capacity.

Community Group (Pokmas)

The Community Group, which is solely responsible for the tourist jetty area, directly carries out operational functions in the management of the Serayu Jetty destination. Pokmas's duties include operating river cruise boats, maintaining the jetty area, managing ticket sales, and maintaining

supporting facilities. The operational model demonstrates adaptability to fluctuations in tourist numbers; for example, the pier opens earlier at weekends and on public holidays to accommodate increased visitor numbers. The role of the Pokmas underscores the community's active participation in supporting tourism development based on local potential, whereby community organisations or groups serve as a vehicle for public participation from the planning stage through to the implementation of development, including the management of local resources.

Karang Taruna

As part of the village community, the youth organisation (Karang Taruna) plays a role in the operations of the Tambaknegara Tourism Village. It is also not uncommon for external parties to interact directly with this organization regarding tourism activities, such as tourist visits and cooperation with other organizations. As part of the village community, the youth organisation (Karang Taruna) is also involved in the operations of the Tambaknegara Tourism Village. You can observe its involvement in various tourism-related activities, especially those that engage local youth and encourage community participation. It is also not uncommon for external parties to interact directly with the organization in relation to tourism activities, such as tourist visits and cooperation with other organizations. These interactions demonstrate Karang Taruna's connection to the activities occurring within the tourism village.

Traditional Leaders

Respected cultural figures, as described previously in relation to cultural events such as the 'sedekah bumi' and 'gebrak sura', act as leaders during these events and introduce cultural values to the local community and visitors. Such events uphold and pass down cultural values, the role of traditional leaders is particularly prominent, from the beginning of the ritual sequence to its conclusion. Through such events, cultural values continue to be upheld and passed down to the local community, including younger generations who will carry these traditions forward. Traditional leaders therefore play an important role in ensuring that these practices are not merely preserved as traditions, but remain an integral part of the community's cultural identity.

Local Community

The local community plays a fundamental role in the development of a tourist destination, as the success of such a destination does not depend solely on its tourism potential. The community's role extends far beyond that of mere observers or beneficiaries of various activities; residents are directly involved in a wide range of aspects, from maintaining cleanliness and environmental sustainability and offering local products such as traditional cuisine and handicrafts, to welcoming and assisting tourists. Furthermore, residents help to ensure the safety and comfort of the tourist area and act as ambassadors who reflect local hospitality and share local knowledge. Ultimately, the sustainability of the tourism initiative itself depends heavily on the level of community participation and awareness; without the support and sense of ownership from the local population, the project cannot succeed.

Actors Involved in the Disharmony of the Development of the Emerging Tambaknegara Tourism Village

The development of the Tambaknegara emerging Tourism Village involves stakeholders whose participation is determined not only by their official duties, but also by their access to authority, resources and opportunities arising from tourism activities. The Village Government, Pokdarwis, Pokmas and Karang Taruna are the key actors identified within a relationship characterised by disharmony. The involvement of these four actors overlaps because tourism development serves as a forum for interaction between institutional authority, management responsibilities, community initiatives and economic interests. Studies on tourism villages also indicate that differences in positions and interests amongst stakeholders can result in overlapping

roles that influence the patterns of relationships in tourism development. Junita (2024) demonstrates that stakeholders in the development of tourism villages may have different yet overlapping roles and interests; consequently, the relationships between these stakeholders are a key aspect in understanding the process of tourism village development, rather than merely the formal division of roles.

This situation is evident in the development of the Tambaknegara Tourism Village, where the participation of various actors is not limited to the division of mutually supportive tasks. The village government has official authority to support and manage village development, but in reality, the management of tourism activities is often carried out by community organisations. The formation of the Community Group (Pokmas) following the handover of the management of Serayu Pier to the village government reflects this pattern. The Village Government utilised its institutional power to regulate the formation of management groups, whilst the Pokmas subsequently filled the operational role in managing the jetty. At the same time, the Tambaknegara Berkarya Tourism Working Group (Pokdarwis) emerged as an organization managing the tourism village more comprehensively through the development of tourism packages, promotion, and the expansion of tourism activity networks. Consequently, there is more than one actor with access to resources and the scope to make decisions regarding tourism development. The relationships amongst the stakeholders ultimately concern not only the implementation of activities, but also who holds the authority to determine, manage and benefit from specific tourism activities.

This division is increasingly evident in the interactions between Pokdarwis, Pokmas and Karang Taruna. Pokdarwis manages the tourist village on a broader scale, whilst Pokmas has operational control over activities at Serayu Pier and the surrounding economic activities. Meanwhile, Karang Taruna has access to a network of young people and the wider community that can be utilised to launch tourism activities. These disparities in access create opportunities for the emergence of initiatives that operate outside the framework of the actors officially designated as managers of the tourism sector. The student exchange visit in 2023, during which tourism activities were managed by Karang Taruna without the involvement of Pokdarwis, illustrates how differences in access and initiative can give rise to issues of authority and the distribution of economic benefits. The issue, therefore, is not merely about the presence or absence of a particular actor's role, but rather about how that involvement is regulated and recognised within the established management system.

The institutional ambiguity surrounding Pokdarwis indicates that the disharmony in Tambaknegara Tourism Village does not arise solely from a lack of stakeholder involvement, but rather from overlapping areas of authority and legitimacy in tourism management. The Village Government, Pokdarwis, Pokmas and Karang Taruna have differing levels of access to and interests in tourism management; consequently, when the boundaries of authority and coordination are unclear, this involvement can escalate into conflict amongst the stakeholders. Thus, the primary issue lies not in the presence of the stakeholders themselves, but in how authority, access to resources and the legitimacy of management are contested within the relationships between them. This situation is consistent with the findings of Wijayanti et al. (2025), who demonstrate that differences in capacity, regulations and interests amongst stakeholders can act as barriers to the development of tourism villages.

Factors Influencing Actor Involvement in Tourism Village Development

The involvement of stakeholders in the development of the Tambaknegara Tourism Village is influenced not only by institutional arrangements, but also by tourism potential and conditions, which create both opportunities and constraints for various stakeholders to become involved. These factors influence the nature of stakeholders' involvement, their access to resources, and the interests they bring to the tourism village development process.

Natural, Cultural and Local Economic Potential.

The village of Tambaknegara boasts a special natural asset: the River Serayu, which flows for a considerable distance alongside the road that runs through the village. This scenery creates a unique attraction and opens up opportunities for stakeholders to develop tourism activities centred on the river and its surrounding environment. Furthermore, Tambaknegara is known as the 'Village of Dance' due to its rich artistic traditions, including art studios, the lengger lanang dance, the traditional gondolio musical instrument, and cultural events such as the tutupan sadran and sedekah bumi ceremonies. The traditional hamlet of Kalitanjung forms an important part of this cultural heritage. These natural and cultural resources provide scope for the involvement of the Village Government, the Tourism Development Group (Pokdarwis), the Community Development Group (Pokmas), the Youth Organisation (Karang Taruna), traditional leaders and the local community. At the same time, the existence of local economic opportunities, including traditional food and creative products, introduces an economic dimension to stakeholder engagement, as tourism activities can serve as a means of generating income and accessing tourism-related benefits. Thus, tourism potential not only functions as an attraction but also serves as a resource that forms the centre of engagement and interest for various stakeholders.

Limitations in Facilities and Infrastructure.

The Tambaknegara tourism village is still in the early stages of development; consequently, various tourism facilities and supporting infrastructure are not yet fully available or adequate. This situation affects the nature and scope of stakeholder involvement, as they must operate within the constraints of limited infrastructure and tourism resources. These limitations also result in greater reliance on specific stakeholders or individual initiatives to provide and manage tourism facilities, which may affect the division of roles and access amongst stakeholders.

Local Economic Opportunities and SMEs.

The development of the tourism sector indirectly creates new business opportunities for local residents whilst serving as a means to introduce local products to a wider audience. Ultimately, this contributes to an increase in community income. A variety of products can be found in the village, ranging from traditional food to goods from the commercial and creative sectors.

Limitations on Management Staff Capacity.

Managers of tourist areas generally have other duties alongside their management responsibilities, which means they must fulfil various roles simultaneously. This situation limits the time and capacity available for tourism management and may affect the continuity of coordination amongst stakeholders. In Tambaknegara, the relatively limited number of Pokdarwis members and management resources further highlights that formal responsibilities in tourism management do not always align with adequate organisational capacity. Consequently, tourism activities may become dependent on individual initiatives rather than stable organisational mechanism.

Digital Skills and Promotion.

As a developing tourist destination, there is a need to enhance the management team's digital skills in promoting the tourism potential of Tambaknegara Village. Furthermore, opportunities to innovate in the design of tourist packages have not yet been fully utilised. Marketing via social media offers stakeholders the opportunity to expand their tourism networks and attract visitors; however, differences in digital capacity can also influence which stakeholders are able to access and manage these networks. Therefore, digital promotion is not

merely a matter of marketing capacity; it also affects stakeholders' ability to connect with external parties and participate in wider tourism networks.

Description of Inter-Actor Relationships

In the development of tourism villages, relationships between stakeholders refer to the links forged between the village government, tourism awareness groups (Pokdarwis), the community, investors and other stakeholders involved in tourism development. These relationships not only reflect the participation of each stakeholder but also illustrate how they interact, coordinate and collaborate in managing the village's tourism potential. Relationships characterised by conflicting interests, a lack of communication or competition between parties can lead to disharmony amongst stakeholders, which will hinder the process of developing the tourism village (Junita, 2024).

Tourism development encompasses the interactions among various stakeholders who have differing roles, interests, and levels of authority. These interactions do not always lead to harmonious cooperation, especially when coordination and communication among these stakeholders are limited (Putri et al., 2022). The statement above is taken from previous research by Junita (2024) and provides an analytical framework for understanding the relationships between actors in the development of tourism villages. In the context of this study, the relationships between actors are examined through engagement, interaction, authority, division of roles, access to resources, interests, and communication mechanisms that emerge amongst the actors involved in the development of the Tambaknegara Tourism Village. Therefore, the findings presented below are intended not only to identify the actors involved, but also to illustrate how the position and form of engagement of each actor shape the relationships that exist between them.

Based on the results of interviews and direct field observations carried out by the researcher, several patterns of cooperative relationships between actors in the development of the Tambaknegara tourist village were identified as follows. These findings indicate that relationships amongst stakeholders in Tambaknegara are shaped by their differing institutional positions and levels of involvement. The Village Government, Dinpora, Pokdarwis, Pokmas, investors and other stakeholders do not occupy the same position in the tourism development process. Some stakeholders hold formal authority, whilst others have greater involvement in operational activities or access to economic resources. These differences form the basis for understanding the patterns of interaction that occur amongst stakeholders.

The Village Government and the Department of Youth and Sport (Dinpora)

Dinpora fulfils a dual role: on the one hand as a supervisor, and on the other as the body that grants official recognition to the village government through the issuance of a 'tourism village' decree and the conferral of 'tourism village' status. The village government generally only acts after receiving instructions from Dinpora, as emphasised by the chair of the Tourism Awareness Group (Pokdarwis):

"Nothing happens without instructions from our superiors." Stated during an interview on Saturday, 28 February 2026

The relationship between the Village Government and Dinpora indicates that formal authority is a key factor in shaping the involvement of the various actors. Dinpora occupies a position relating to oversight and formal recognition, whilst the Village Government operates at the village level in implementing tourism development. Statements from the Chair of Pokdarwis suggest that this relationship is also seen as involving guidance from higher institutional authorities. Thus, the relationship between these actors is not limited to administrative coordination, but also reflects differences in institutional positions and authority.

This finding is relevant to the analytical framework of inter-actor relationships as it demonstrates that actor involvement is shaped by the authority inherent in each institutional position. The differences between the authority of the Dinpora and the role of the Village Government

in implementation create a specific pattern of interaction in which decisions and actions at the village level remain linked to guidance from higher-level government institutions. Consequently, these findings demonstrate how formal institutional structures influence the way in which actors participate in tourism development.

The Village Government and Pokdarwis (Tourism Awareness Group)

The village administration provides political legitimacy and supports the formation of this organisation. However, once the official decision designating the area as a 'tourism village' is issued via the Tourism Village Decree (SK Desa Wisata), its role diminishes and tends to become passive or limited to administrative matters. Operational management is entrusted entirely to the Pokdarwis and the local community, with minimal managerial support or a bottom-up approach.

The Village Government, the Department of Transport (Dishub), and the Community Group (Pokmas) Managing the Jetty. The Regent (Ir. Husein) issued a directive assigning the project to the Department of Transport, which subsequently built the jetty in collaboration with the village government. Once the work was completed, the Department of Transport handed over management of the jetty to the village government, which subsequently formed a community group (Pokmas) to manage day-to-day operations, utilising initial capital from the Village-Owned Enterprise (BUMDes) to purchase equipment such as boats, engines and an audio system. Based on an interview on 27 February 2026 with Mr S, the Village Head of Tambaknegara, it was revealed that

'initially, the jetty was built by the Department of Transport; after it was completed, it lay dormant for several years and was not used for several years, there may have been firm direction from the provincial authorities who provided the construction budget; eventually, the Department of Transport approached the Tambaknegara village administration to state that the jetty must be managed, so the village administration coordinated with the community to form a community group or 'Pokmas' association known as the 'Pokmas Dermaga' which had been abandoned for one year after its construction with no further development'".

The interviews provided further evidence of how the relationship between government institutions and community actors is formed through the delegation of responsibilities and resources. The construction of the jetty by the Department of Transport, its subsequent handover to the Village Government, and the formation of the Community Group (Pokmas) illustrate a sequence of involvement in which various actors participate in the development process in accordance with their respective institutional positions and responsibilities. The use of start-up capital from the Village-Owned Enterprise (BUMDes) and the provision of equipment also demonstrate that access to resources is a key factor in shaping the Community Group's (Pokmas) involvement.

Consequently, these relationships not only illustrate who manages the jetty, but also demonstrate how responsibilities and resources are transferred between institutional and community actors. The Department of Transport (Dishub) is involved in the construction and handover of the facility, the Village Government facilitates its management, and the Community Group (Pokmas) handles day-to-day operations. These findings suggest that these various forms of responsibility create a relational structure in which the actors are connected through their respective roles in managing tourism resources.

The Tambaknegara Berkarya Tourism Awareness Group (Pokdarwis) and the Community Group (Pokmas).

Both play their respective roles, which have been clearly defined. Whilst Pokdarwis manages the entire tourist village, Pokmas only manages the operational aspects of the jetty and MSMEs independently, in accordance with its own organisational structure and under the coordination of the DM. Cooperation between these two groups is informal and limited to the exchange of information regarding general tourism activities or plans, as well as keeping each other informed about visit schedules to the jetty.

Findings regarding Pokdarwis and Pokmas indicate that stakeholders involved in the same tourism development process may operate within different organisational frameworks. Pokdarwis plays a broader role in the management of tourism villages, whilst Pokmas focuses on the operational management of jetties and MSMEs. Although these two stakeholders are linked through tourism development activities, their relationship is forged through informal communication rather than through fully integrated organisational mechanisms.

This pattern is significant as it demonstrates that the existence of clearly defined roles does not necessarily imply that the relationships between these actors are fully integrated. The relationship between Pokdarwis and Pokmas is maintained through the exchange of information and coordination regarding tourism activities; however, both groups continue to operate in accordance with their respective organisational structures. Consequently, this relationship is shaped not only by the division of roles, but also by the extent to which these roles are connected through communication and coordination.

The findings also suggest that informal relationships can serve as a mechanism enabling stakeholders to maintain their involvement in tourism development. On the other hand, reliance on informal communication means that the continuity of these interactions may be influenced by the initiative and willingness of the stakeholders involved. This provides an important context for understanding how relationships amongst community-based stakeholders are formed and maintained in a tourism village that is still in its early stages.

The Community Group (Pokmas) and Local Investors.

The Community Group (Pokmas) has been actively seeking to attract investors to build stalls in the pier area and employ local residents. This has had a positive impact on increasing visitor numbers and boosting nearby SMEs. However, it is regrettable that there is as yet no officially binding Memorandum of Understanding (MoU), as stated by the Village Government.

“There are investors, but the MOU with the management and the village government is not yet clear; there isn't one yet. As far as I understand, the revenue generated by the investors comes solely from the stalls; the investors hand over the funds to the management, who then manage them on behalf of the community. At the outset of establishing the tourist village, the community's response was initially supportive there was land available and tourism gradually took off but conflicts arose due to jealousy amongst the local SME community. For example, at Pier 1, where the management is responsible for pier tourism, some members of the community are dissatisfied for instance, regarding a lack of openness and transparency in the equitable distribution of revenue; all funds are held by the village association, and the community has not yet received or been given any share at all.”

The relationship between the Community-Based Organisation (Pokmas) and local investors highlights another dimension of the relationships between actors, namely the link between tourism development and economic resources. The Pokmas acts as an intermediary in attracting investment to the harbour area, whilst investors provide the resources for the development of business activities. The involvement of these investors contributes to tourism activities and local economic opportunities, but also creates relationships concerning the management and distribution of economic benefits.

The absence of a formally binding Memorandum of Understanding (MoU), as outlined in the findings, indicates that the relationship between the management group, the Village Government and investors has not yet been fully formalised. The interviews further revealed that differences in perception have emerged amongst the stakeholders regarding the management and distribution of revenue. These findings suggest that the management of economic resources can be a key element in shaping relationships between stakeholders, particularly when different stakeholders have differing expectations regarding access to and the sharing of tourism benefits.

Based on findings regarding the relationships between the Village Government, the Department of Youth and Sports (Dinpora), the Tourism Development Group (Pokdarwis), the Community Development Group (Pokmas), investors and other actors, the relationships between actors in the development of Tambaknegara Tourism Village exhibit diverse patterns. These relationships are shaped by differences in authority, the division of roles, access to resources, economic interests, and communication mechanisms between actors. The relationship between the Village Government and Dinpora reflects dimensions of authority and institutional guidance, whilst the relationship between the Village Government and Pokdarwis and Pokmas reflects a division between administrative authority and operational management. Meanwhile, the relationship between the Tourism Development Group (Pokdarwis) and the Community Group (Pokmas) tends to be more informal, whilst the relationship between the Community Group (Pokmas) and investors relates to resource management and the distribution of economic benefits. These findings indicate that the relationships between actors in the Tambaknegara Tourism Village do not follow a single, uniform pattern, but are influenced by the position, role, interests, and resources possessed by each actor.

These findings are consistent with those of Yunindyawati et al. (2022), who view relationships between actors as part of the process of managing resources, interests and power in development. However, in the context of the Tambaknegara Tourism Village, this study shows that these differences are not only related to the formal division of roles but are also evident in the practical interactions between actors. Differences in authority, interests, access to resources, and communication patterns shape distinct relationships between one actor and another. These conditions provide an important context for understanding the emergence of disharmony in inter-actor relationships.

When the findings from interviews and direct field observations are considered together, the relationships amongst the actors in Tambaknegara can be understood as a combination of formal, functional and informal relationships. The triangulated findings indicate that formal authority influences the involvement of government actors, functional division determines the areas of responsibility of community groups, informal communication links actors whose activities are separated by organisational boundaries, and economic interests shape the relationships between management groups, investors and the wider community. These various forms of relationship demonstrate that the involvement of actors is not merely a matter of the presence of numerous stakeholders, but is constructed through the interaction between their respective positions, roles, interests, resources and forms of authority.

From the perspective of inter-actor relations, these findings suggest that differences amongst actors do not automatically lead to disharmony. Rather, such differences become relevant to disharmony when disparities in terms of authority, roles, interests, access to resources, and understanding of responsibilities are not adequately bridged through mechanisms of communication and coordination. Therefore, these findings provide an empirical basis for examining how relationships between actors are formed and how certain conditions within those relationships may contribute to the emergence of disharmony in the development of the Tambaknegara Tourism Village.

Data on Conflicts between Actors

Dualism in Pokdarwis Leadership and a Lack of Synergy in Management. Prior to the formation of the Tambaknegara Berkarya Pokdarwis in 2021, the village already had a Pokdarwis led by the Village Secretary (Sekdes). However, this Pokdarwis did not carry out its management functions effectively and tended to be purely administrative and symbolic in nature, with no tangible activities to support tourism development. This situation led to the old Pokdarwis being regarded as inactive

or 'moribund', rendering it unable to meet the administrative requirements for the designation of a tourist village.

In response to this inactivity, the relevant department encouraged the community to form a new Pokdarwis. In 2021, the Tambaknegara Berkarya Pokdarwis was officially established, with MA serving as both chairperson and manager of the tourist village. This new Pokdarwis has demonstrated a higher level of activity through the development of tourist packages, social media-based promotion, and collaboration with local artists and art studios. The establishment of the new Pokdarwis marked a significant milestone in the formalisation process of the Tambaknegara Tourism Village, as its activities fulfilled the administrative requirements for obtaining the Tourism Village Decree (SK).

However, the process of establishing the new Pokdarwis did not fully follow the mechanism of an inclusive village deliberation. The Decree for the new Pokdarwis was issued without the full involvement of the village administration and without any clarity regarding the mechanism for dissolving the old Pokdarwis. Consequently, administratively speaking, there are two Pokdarwis, both of which possess formal legitimacy: the old Pokdarwis led by the Village Secretary and the new Pokdarwis led by MA. This dual leadership has caused confusion amongst the community, particularly following the official issuance of the Tourism Village Decree at the end of 2022.

The existence of these two Pokdarwis has created uncertainty regarding the leadership structure and the division of powers. The old Pokdarwis no longer carries out management functions, yet it has not yet been legally dissolved. Meanwhile, the new Pokdarwis has become the dominant actor in the management of the tourist village, although it still faces issues regarding administrative legitimacy. This situation has led to a lack of synergy in management, particularly in the areas of planning, coordination and decision-making.

Internal conflicts became increasingly apparent when the Pokdarwis committee members, who were appointed for administrative purposes, were not all actively involved in carrying out activities. Ultimately, a consultation was held to resolve the overlap between Tirta Kencana and Tambaknegara Berkarya. The aim of this consultation was to ensure that the Tourism Village Decree was not issued in the name of the Tambaknegara Pokdarwis alone, but rather in the joint name of the Pokdarwis, arts groups, the community and Karang Taruna. It was the outcome of this consultation that was subsequently issued in the Tourism Village Decree. This process began with a joint meeting to reach an agreement, followed by the invitation of village officials, and was finally ratified through a Village Assembly (Musdes).

Since the Tourism Village was officially established in November 2022 through the merger of all existing Pokdarwis groups, MSMEs and arts groups into a single Tourism Village Institution, there are no longer any terms such as 'Pokdarwis 1' or 'Pokdarwis 2', or 'old' and 'new' Pokdarwis. Everything has been merged into a single entity. The only remaining difference lies in their areas of operation: Tirta Kencana focuses on managing the dam area, whilst Tambaknegara Berkarya oversees the tourist village in general. The dam itself remains one of the tourist attractions within the Tambaknegara Tourism Village. Thus, both continue to fulfil their respective roles, differing only in their areas of operation, with management now unified under the umbrella of the Tourism Village. This was conveyed by MA, chair of the Tambaknegara Berkarya Pokdarwis, during a recent interview.

"But will there actually be a meeting? Yes, we'll organise a meeting to set it up, and that's where we'll invite the village representatives; it just needs to be ratified the ratification will take place during the village assembly. After the tourist village was established in 2022, there will no longer be Pokdarwis 1 or 2, or old or new Pokdarwis; we've merged them into one. The only difference is the area of jurisdiction: essentially, the Tirta Kencana management area is in Bentungan, whilst Tambaknegara Berkarya manages the tourist village, and the dam is a tourist attraction within the Tambaknegara tourist village. Both have distinct roles but differ only in location. We have unified the management through the 'tourist village' scheme."

Resolution through amalgamation within the Village Assembly is an important step, but it does not in itself eliminate all problems. Administrative amalgamation may put an end to the terms 'old' and 'new', but institutional integration also requires the unification of working procedures, archives, assets, sources of income, membership and accountability mechanisms. Without such an integration process, conflicts may shift from open disputes over the organisation's name to latent conflicts concerning access to information, positions within the management structure, the distribution of activities, or recognition of past contributions. Therefore, the resolution of conflicts cannot be adequately measured by the mere existence or absence of a single joint decree, but rather by whether the actors share a common understanding of the mandate, the limits of authority, and decision-making procedures.

The conflict between Pokdarwis (Tourism Awareness Group) and Karang Taruna in Tambaknegara Village in 2023 revealed a dynamic struggle for authority in the management of tourist visits, rooted in a lack of clarity regarding roles and institutional legitimacy. This tension arose when a student exchange programme from Jenderal Soedirman University (Unsoed) was organised, which should have been part of the official agenda of the tourism village. However, Karang Taruna took over the management without involving Pokdarwis as the primary actor in the management of Tambaknegara Tourism Village, despite Pokdarwis holding a formal mandate through the Tourism Village Decree. Karang Taruna utilised their own network of travel agencies to organise the visits, whilst rejecting calls for collaboration from Pokdarwis. This attitude reflects Karang Taruna's pragmatic orientation, whereby they are only active when there are opportunities for revenue, whilst playing no role in administrative processes or institutional development. A lack of clarity and transparency in financial management has further exacerbated the deficit of trust between the various stakeholders, thereby giving rise to suspicion and mistrust at the community level.

"Because we've already received the SK and it's a legitimate village organisation. In theory, when people or tourists visit the village, they should go via the village tourism organisation. Well, there seems to have been a miscommunication of sorts, because the first visit from UNSOED in 2023 did not go via the village tourism organisation, but via the youth organisation."

Furthermore, Karang Taruna's operational practice of transporting tourists in open-back pick-up trucks has drawn criticism from the Ministry of Education, Culture, Research and Technology, as it is deemed not to meet safety standards. This situation highlights a disparity in professional standards between Pokdarwis which is oriented towards sustainability and legal legitimacy and Karang Taruna, which places greater emphasis on rapid access to economic gains. This conflict can be categorised as a structural conflict, as Karang Taruna lacks formal legitimacy, as well as an economic conflict of interest arising from the competition for sources of income. On the other hand, conflicts relating to transparency and operations reflect differences in values and working standards that have the potential to cause friction between local organisations.

Contextual Factors Contributing to Disharmony in Stakeholder Relations in the Development of the Emerging Tambaknegara Tourism Village, Banyumas Regency

Disharmony amongst stakeholders in the governance of tourist villages can occur at various levels; it is therefore important to understand this in order to identify the sources of emerging tensions, such as conflicts of interest, poor communication and coordination, and power imbalances or the dominance of certain stakeholders. Such patterns of discord can occur simultaneously and reinforce one another, thereby encouraging each stakeholder to act independently. From a constructivist perspective, these conditions cannot be understood solely as structural problems or objective causes of conflict, but must also be understood through the different meanings constructed by stakeholders based on their experiences, interactions, interests, and interpretations of their respective roles. Research on tourism villages in Indonesia also shows that the meaning of a tourism village is constructed through the interactions, communication, negotiations and experiences of local

actors, rather than being determined solely by formal institutional arrangements (Maulida et al., 2025).

Leadership Transition and Institutional Legacy.

Disharmony arose during the leadership transition period within the local government. Institutionally, despite intervention from the Youth and Sports Agency (Dinpora), the first Pokdarwis (Tirta Kencana) experienced stagnation or inactivity, leading to the formation of an alternative, namely Pokdarwis Tambaknegara Berkarya, to replace it. Meanwhile, an internal factor that also contributed to this disharmony was local politics, particularly the dynamics surrounding the village head elections (pilkades). These conditions indicate that the institutional development of tourism villages is influenced not only by changes in formal leadership structures, but also by the ways in which stakeholders interpret institutional legitimacy, authority and continuity. Therefore, the emergence of new Pokdarwis can be understood not merely as an administrative response to the inactivity of the previous organisation, but also as a process through which the actors construct their own understanding of which institutions are considered legitimate to manage tourism development. This interpretation is relevant to studies on inter-actor relationships, which regard the meanings and interpretations of the actors as a crucial aspect in understanding social relations in policy implementation (Aisyah, 2023). Differences in these interpretations can influence whether stakeholders recognise, accept or question the authority of other actors. Thus, the disharmony identified in this study is not merely the result of the leadership transition itself, but arises from the differing meanings attached to authority, legitimacy and institutional continuity.

Bottom-up approach

The development of the Tambaknegara tourist village adopted a bottom-up approach driven by community initiatives, which emerged before any concrete support or guidance from the local government. Once official status as a tourism village was obtained, management was handed over entirely to the community with minimal support or oversight; consequently, the village government played only a very limited role in intervening and coordinating the various stakeholders involved. This situation demonstrates that whilst a bottom-up approach does create space for community participation, it is not accompanied by equally robust institutional mechanisms to coordinate the various actors involved. Research on the development of emerging tourism villages in Montongsari, Central Java, has also identified the importance of involving the village government, Pokdarwis and Karang Taruna in participatory tourism development, particularly as emerging tourism villages still require instruments that can link community participation with tourism management capacity (Sunarti et al., 2026). These meanings are constructed through interactions amongst stakeholders. When interaction and coordination are limited, each stakeholder may develop a different understanding of what participation and management authority mean in practice. Therefore, these findings suggest that such disharmony is partly shaped by differences in how stakeholders understand their positions within the tourism governance process. These findings are also consistent with research indicating that community participation in tourism management requires interaction and cooperation between local communities and tourism managers, rather than merely understanding participation as the presence of community actors in tourism activities (Susanti, 2015).

Limitations and Ambiguities in the Funding Scheme.

Due to the existence of two official regulations relating to the Tourism Awareness Groups (Pokdarwis), the village government is unable to allocate funds optimally, whether from the Village Revenue and Expenditure Budget (APBDes) or financial contributions, as administrative requirements mandate a clear organisational status and a standardised structural framework. These funding constraints force managers to rely on voluntary contributions, income from small and medium-sized enterprises, and individual initiatives, whilst seeking opportunities from various

events that can support tourism village development programmes. Consequently, the risk of a lack of transparency and potential dissatisfaction amongst various stakeholders increases. These findings indicate that funding is not merely a matter of the availability of funds, but is also closely linked to issues of institutional recognition, legitimacy, accountability and trust. Research on rural tourism governance also indicates that institutional capacity, accountability, participation and benefit-sharing mechanisms are key elements in establishing effective rural tourism governance (Bellastuti & Rahman, 2025). Financial assistance can be interpreted not only as material support, but also as a form of recognition of an actor's institutional legitimacy. Conversely, the inability to access funding can be interpreted as a lack of recognition or unequal treatment. Such interpretations can give rise to dissatisfaction and exacerbate existing tensions amongst stakeholders. Consequently, these findings suggest that resolving funding-related discord requires not only the clarification of administrative procedures but also the development of a shared understanding regarding institutional legitimacy, accountability, transparency and the distribution of tourism resources.

Economic Motives and Competition for Sources of Income.

Disputes frequently arise between various parties, such as the Karang Taruna youth organisation and the tourism awareness group (Pokdarwis), regarding income-generating activities for example, the management of tourist visits (such as groups from Unsoed and other parties) as each party requires funds for its own operations. Competition for these economic opportunities reinforces the tendency for these groups to act independently, rather than coordinating their efforts. Similar dynamics have been identified in research on community-based tourism in Indonesia, where the utilisation of tourism resources can give rise to tensions between economic interests and other interests, including conservation and community interests, and has the potential to trigger social conflict and economic inequality (Sulistyo et al., 2023). These findings suggest that economic interests are not separate from the social relationships amongst stakeholders, but rather form part of how actors interpret their positions and interests within tourism development.

When one group considers a particular tourism activity to fall within its remit, whilst another group has a different interpretation, that same activity can become a source of dispute. Therefore, the apparent discord between Karang Taruna and Pokdarwis should not be understood merely as competition for financial resources, but also as a difference in the meanings attached to the rights, responsibilities and benefits generated by tourism activities. This demonstrates that the management of economic benefits requires a negotiation process that enables stakeholders to build a mutually agreed understanding of how tourism-related revenue should be managed and distributed.

Research findings indicate that the main issue facing the Tambaknegara tourism village does not lie in the absence of tourism potential, but rather in how that potential is organised, legitimised, and transformed into shared benefits. The Serayu River, the Kalibacin bathing area, the Kalitanjung Traditional Hamlet, art studios, local cuisine, handicrafts, and the rural landscape provide a sufficient material basis for building tourist experiences. However, these assets do not automatically result in effective governance. Natural and cultural assets only hold developmental value when there are actors capable of agreeing on who has the authority to manage them, how decisions are made, how benefits are shared, and how risks are borne collectively. Consequently, a regular forum for dialogue amongst stakeholders needs to be established to enhance communication and trust in the development of this tourist village.

This research makes several tangible contributions. Academically, this study enriches the literature on collaborative governance at the local level based on the tourism potential of villages. Its main novelty lies in its focus on highlighting the disharmony in stakeholder relations; essentially, previous research has emphasised the success of collaboration rather than the conflicts that arise around it. It is evident that the research findings reveal a new perspective: multi-stakeholder

collaboration does not always run smoothly and harmoniously; it is often characterised by conflicting interests, which can lead to tensions between stakeholders. This interpretation is supported by tourism research in Indonesia which applies a constructivist paradigm and views tourism-related reality as shaped through the interpretations and experiences of the actors involved (Olivia & Widarti, 2021). Consequently, the findings of this study indicate that resolving disharmony requires not only institutional clarification but also ongoing interaction, dialogue, negotiation and the development of shared meaning amongst stakeholders.

C. CONCLUSION

The findings of this study indicate that the disharmony amongst the actors involved in the development of the Tambaknegara Pilot Tourism Village is not a single issue, but rather the result of accumulated failures in institutional governance that have persisted since the very inception of the tourism village. The relationships among the actors involved consist of formal, functional, and informal relationships, involving the Village Government, Pokdarwis, Pokmas, Karang Taruna, traditional leaders, and the local community, with each actor having different roles, interests, and degrees of authority in tourism development. This disharmony stems from a piecemeal approach to problem-solving: rather than resolving the inactivity of the old Pokdarwis through legitimate institutional mechanisms, certain elements of the community, including the Pokdarwis itself, took a shortcut by forming a new Pokdarwis without revoking the legal status of the old one. This hasty administrative decision ultimately created a dual leadership structure that left a confusion of authority for years, before finally being 'merged' in a formal resolution that resembled a political compromise rather than a genuine institutional reorganisation. This situation demonstrates that the mere existence of various parties does not automatically result in a coordinated relationship if their powers, institutional legitimacy and responsibilities are not clearly defined and mutually recognised.

Furthermore, this disharmony reveals that the community-based tourism approach in Tambaknegara operates without an adequate governance framework. The bottom-up model, which was intended to empower the community, has instead become a loophole for various actors to act independently, as reflected in the conflict between Pokdarwis and Karang Taruna which is essentially a battle for legitimacy cloaked in economic motives. The lack of clarity regarding structure, funding schemes and village government oversight following the issuance of the Tourist Village Decree reinforces informal and personal patterns of interaction, making the system vulnerable to the dominance of certain actors and the politicisation of local interests, including overlaps with the dynamics of village head elections. These conditions indicate that actor relations are influenced not only by communication and coordination, but also by differences in institutional legitimacy, authority, managerial capacity, access to resources, funding arrangements, and competing interests over tourism activities and economic benefits.

Thus, the case of Tambaknegara highlights that the success of a tourist village that has only just entered the development phase cannot be measured solely on the basis of the availability of natural and cultural resources. Rather, such success depends heavily on the ability of local stakeholders to establish clear, coordinated and equitable relationships. Building harmonious relationships therefore requires more than formal organisational integration. It requires clearly recognised roles and boundaries of authority, transparent funding and benefit-sharing arrangements, regular communication and coordination, and

participatory forums through which actors can negotiate differences, establish shared understandings, and formulate mutually accepted rules. Without this, the tourist village risks becoming trapped in a cycle of latent conflict that could resurface at any time. Harmonious relationships are not simply created by formal structures; rather, they are continuously constructed through interaction, negotiation, and the development of shared meaning among the actors.

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