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## Multi-Stakeholder Partnerships in the Development of Cultural Heritage Tourism in Binjai City

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**Abstract.** *The cultural heritage buildings in Binjai City hold significant potential for cultural tourism, which can enhance the local economy and requires institutional support for development. Efforts to preserve cultural heritage while simultaneously improving the economic welfare of the community through tourism can be achieved through partnerships among involved stakeholders. Using a qualitative approach, this study analyzes the dynamics of partnerships between government, community members, business actors, academics, and the media in preserving and promoting the city's cultural heritage. The findings indicate that multi-stakeholder partnerships are crucial for the successful development of cultural heritage tourism. Strong collaboration among various parties makes Binjai City's heritage sites attractive and sustainable tourism destinations. This research highlights the importance of cross-sector partnerships in cultural-based tourism development and provides policy recommendations for future development.*

**Keywords:** *Binjai City, Cultural Heritage, Multi-Stakeholder Partnerships, Tourism Development.*

### 1. INTRODUCTION

According to the Indonesian Cultural Heritage Law No. 11 of 2010, cultural heritage encompasses tangible cultural assets, including Cultural Heritage Objects, Cultural Heritage Buildings, Cultural Heritage Structures, Cultural Heritage Sites, and Cultural Heritage Areas on land and/or water that need to be preserved due to their significant value for history, science, education, religion, and/or culture through an official designation process.

The city of Binjai has cultural heritage buildings that have been designated as city-level Cultural Heritage Sites based on Binjai Mayor's Decree No. 188.45-1236/K/Year 2021 regarding the Designation of Buildings and Structures as Cultural Heritage in Binjai. These include the Grand Mosque of Binjai, the Train Station, the Religious Court Building, Shri Mariamman Temple, and Setia Buddha Vihara Binjai. These buildings serve as historical evidence that shapes the face of the city and present potential for cultural tourism, which could enhance the local economy. Tourism is a primary economic source in several global countries, providing economic and social benefits that can improve quality of life around tourist areas (Siregar, Nuraini, Sugiarto, Azhari, & Miilanie, 2023).

Therefore, cultural heritage is important to preserve and manage properly through efforts of protection, development, and utilization to advance national culture for the greatest possible prosperity of the people. This is stated in Article 1, Paragraph 22 of Indonesian Law No. 11 of 2010 on Cultural Heritage, which reads: "Preservation is a dynamic effort to maintain the existence and value of Cultural Heritage by protecting, developing, and utilizing it." Paragraph 33 further states, "Utilization is the use of Cultural Heritage to the maximum benefit of public welfare while maintaining its sustainability."

The development of cultural tourism is an effort to preserve cultural heritage, which not only aims to attract tourists but also to maintain the survival of the culture itself. As a tourism potential, cultural heritage requires institutional aspects in its development. Cooperation between the government and private sectors is needed by defining their respective roles to accelerate development. Community participation is also used to create harmony, concord, and balance to maintain the quality and sustainability of the resource itself (Prasiasa, 2013).

Efforts to preserve cultural heritage while improving the economic welfare of the community through tourism can be realized through collaboration among involved stakeholders. Stakeholder involvement in developing cultural heritage areas as tourist destinations was studied by (Putri & Santoso, 2020) using a pentahelix model to explain the roles and functions of stakeholders. Research by (Handayani & Warsono, 2017) identified stakeholders into three groups and divided them into four quadrants based on the effectiveness of their role and level of influence. Both studies were conducted to determine the stakeholders in area development by applying stakeholder mapping, identifying, analyzing, and prioritizing the stakeholders involved.

The planning and management of tourism in Binjai's cultural heritage sites are closely tied to stakeholder involvement, both directly and indirectly. The presence of these stakeholders demands their involvement in planning, policy-making, and managing tourist attractions, specifically in the case of Binjai's cultural heritage buildings. Partnerships arise from the desire to involve stakeholders with the hope that their experience, knowledge, skills, and voices can be represented in decision-making through discussions, negotiations, and proposing ideas for the tourism development of a destination (Isdaiari & Sihaloho, 2021; ).

Partnerships will be a starting point to provide opportunities for involved stakeholders to participate in the development of cultural heritage tourism. Therefore, this study aims to examine Stakeholder Partnerships in the Development of Cultural Heritage Tourism in Binjai City, so this destination can attract tourists and become a potential avenue for economic growth.

## 2. THEORETICAL BASIS

### Cultural Heritage

Law No. 11 of 2010 on Cultural Heritage defines Cultural Heritage as tangible cultural heritage in the form of Cultural Heritage Objects, Buildings, Structures, Sites, and Areas, whether on land or in water, which need to be preserved due to their significant value for history, science, education, religion, and/or culture, through an establishment process. A Cultural Heritage Building is a constructed structure made from natural or man-made materials to provide space, whether with or without walls, and with a roof.

The designation of a Cultural Heritage Building is based on criteria outlined in Law No. 11 of 2010 on Cultural Heritage, which requires that it be at least 50 years old; represent a style period of at least 50 years; have special significance for history, science, education, religion, and/or culture; and hold cultural value that strengthens national identity.

### Cultural Tourism

Law No. 10 of 2009 on Tourism states that tourism encompasses a variety of travel activities supported by various facilities and services provided by the community, businesses, the government, and local governments.

Travel conducted within cultural heritage buildings is categorized as cultural tourism. According to Pedit (1994), cultural tourism is a journey undertaken with the intention of broadening one's worldview by visiting other places or countries, studying the people's conditions, customs, way of life, culture, and arts (Isdaiari & Sihalo, 2021). Cultural tourism is a type of tourism attraction (ODTW) based on human creativity, whether in the form of cultural heritage or cultural values that remain alive today (Sunaryo, 2013).

According to Cooper et al., as cited in Sunaryo (2013: 159) and quoted by Syamyanti (2022), the framework for developing tourism destinations consists of the following main components:

1. **Attraction:** Includes the uniqueness and appeal based on natural, cultural, or artificial elements.
2. **Accessibility:** Encompasses the ease of transportation facilities and systems.
3. **Amenities:** Refers to supporting and supplementary tourism facilities.
4. **Ancillary Services:** General services that support tourism activities.
5. **Institutions:** Entities with the authority, responsibility, and role in supporting the implementation of tourism activities.

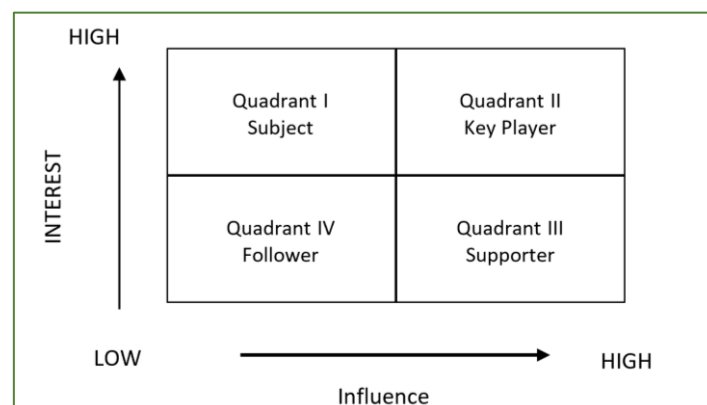
## Stakeholders

The term "stakeholder" originates from English, meaning a holder, owner, or interested party. According to Freeman (1984) in Manullang (2017), the stakeholders of an organization are any groups or individuals who can influence or are influenced by the achievement of the organization's objectives.

The purpose of stakeholder identification is to discover and recognize the stakeholders involved in a particular project or issue. Ramirez, as cited in Buckless, D (1999) in Isdaiari & Sihalo (2021), categorizes stakeholders as follows: a. **Key Stakeholders**: Those with legal authority in decision-making. b. **Primary Stakeholders**: Those with a direct interest in a policy, program, or project, who must be considered as primary decision-makers. c. **Secondary Stakeholders**: Those without a direct interest in a policy, program, or public (government) project but who show concern and influence government decisions.

## Stakeholder Mapping

Stakeholder mapping is a visualization of stakeholder placement, represented by plotting points (each representing a stakeholder) on a coordinated plane, with the X-axis (abscissa) and Y-axis (ordinate) scaled (Manullang, 2017). Mapping stakeholders using the influence-interest matrix divides them into four groups: subjects, key players, supporters, and followers. Based on their level of interest, stakeholders can be categorized as high or low. Stakeholder classification by interest and influence uses a matrix for analysis, categorized into four groups: subjects, key players, supporters, and followers (Reed et al., 2009). This classification is illustrated in the following diagram.



**Figure 1.** Stakeholder Classification Matrix

According to Hidayah (2019) in (Isdaiari & Sihalo, 2021), developing a tourism destination requires collaboration or partnership among cohesive stakeholders. Such collaboration or partnership involves relationships among various stakeholders who interact to seek or undertake actions to address issues of mutual concern. Partnerships imply the

involvement of individuals or groups working together. Buckley (2010) in (Isdaiari & Sihaloho, 2021) argues that partnership is a form of integrative management in tourism attraction that involves multiple parties.

Tourism stakeholders referred to by Indonesia's Ministry of Tourism adopt the penta-helix model concept, which represents five synergies. This penta-helix concept brings together five parties or actors who collaborate, namely academics, industries (private sector), government, local communities, and media. These five key groups are known as the 5 pillars (ABCGM): Academics, Business, Community, Government, and Media, each playing a distinct role in tourism.

To build partnerships, each partnering party must understand the principles of Equality, Transparency, and Mutual Benefit (Isdaiari & Sihaloho, 2021). These principles can be explained as follows:

- a. **Principle of Equality;** Individuals, organizations, or institutions willing to form partnerships should feel equal or on par with one another in achieving the agreed-upon goals.
- b. **Principle of Transparency;** There should be openness about each member's shortcomings or weaknesses and the resources they possess. All this information must be accessible to other members, ensuring transparency from the beginning until the partnership ends. This openness fosters mutual support and complementarity among partners.
- c. **Principle of Mutual Benefit;** Individuals, organizations, or institutions engaged in a partnership gain benefits from the partnership proportional to their contributions. Activities or work become more efficient and effective when done collectively.

### 3. RESEARCH METHOD(S)

This study adopts a qualitative method to identify and analyze the various stakeholders involved in the development of cultural heritage tourism in Binjai City. Through interviews, observations, and document studies, this research identifies, classifies, and maps the relationships and partnerships among relevant stakeholders. Data analysis employs the Huberman & Miles model, as cited by Lubis (2018) and Nuraini et al (2023), which consists of three concurrent streams: data reduction, data presentation, and conclusion drawing and verification (Pohan, et al, 2024).

#### **4. FINDINGS AND DUSCUSSION**

##### **Cultural Heritage Buildings in Binjai**

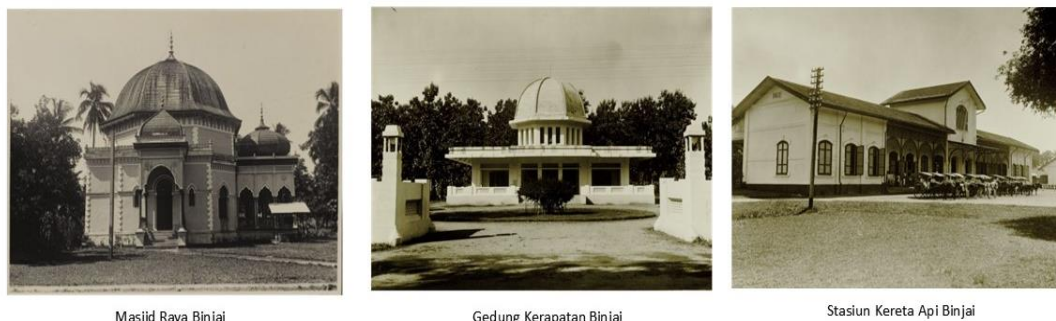
The cultural heritage buildings in Binjai City can be utilized as tourist attractions. Article 85, paragraph 1 of Law No. 11 of 2010 on cultural heritage states that "the government, local government, and everyone may utilize cultural heritage for religious, social, educational, scientific, technological, cultural, and tourism purposes."

The Binjai City Government has designated historical buildings in Binjai as City-level Cultural Heritage Buildings, according to the Binjai Mayor's Decree No. 188.45-1236/K/2021 on the Designation of Buildings as Cultural Heritage in Binjai City, which includes the Binjai Grand Mosque, Binjai Train Station, Binjai Religious Court Building, Shri Mariamman Temple, and Setia Buddha Vihara in Binjai.

The descriptions of the cultural heritage buildings in Binjai City are as follows:

1. **Binjai Grand Mosque** the Binjai Grand Mosque is a relic of the Langkat Sultanate. The foundation stone was laid by Sultan Langkat H. Musa in 1887, and it was opened for public use in 1890 by Sultan Langkat T. Abdul Azis. The mosque combines Arab and Malay architectural styles, visible in its windows, doors, pulpit, and other ornaments. It is currently managed by the Binjai Grand Mosque Management Council with waqf land status.
2. **Binjai Train Station** Built in 1887, Binjai Train Station is a preserved piece of Dutch colonial architecture. It is owned by PT Kereta Api Indonesia (Persero) and continues to operate as a train station to this day.
3. **Binjai Council Building / Former Binjai Courthouse** Located on Jl. Sultan Hasanuddin, Binjai City, this historical building was constructed in 1927 by Tengku Muhammad Adil, known locally as Prince Adil. Originally serving as the Council Hall of the Langkat Sultanate, it was later used as the District Court during the colonial period. It currently functions as the Binjai Religious Court.
4. **Shri Mariamman Temple in Binjai** This Hindu temple, built in 1880, is the oldest in Binjai and features Malay architectural influences. It hosts regular religious activities and celebrations, such as the Maha Puja Thaipussam, a religious and cultural ritual conducted by the Tamil ethnic community. The temple is managed by the Tamil community of Binjai.

5. **Setia Buddha Vihara** Established in 1885, Setia Buddha Vihara is an old Buddhist monastery with traditional Chinese architectural elements, predominantly white and red. The building is well-preserved and managed by the Setia Buddha Vihara Foundation.



**Figure 2.** Photo of Binjai City Cultural Heritage Building from 1930-1933 *Source: Digital Collection of Leiden University Library*

Tourism activities at cultural heritage buildings are a form of tourism focused on visiting historic buildings with high cultural, architectural, or historical value. These buildings often serve as silent witnesses to past civilizations and reflect the identity of a nation. They exemplify modern architecture, a style that emerged in the late 18th century due to the Industrial Revolution and democracy, both of which accelerated the development of modern times. According to the book *A Guide to Modern Architecture* by Reyner Banham, modern architecture is architecture of the “present,” newly created or not yet obsolete architecture (Permana, Nuraini, & Ramayana, 2023). The architectural design of cultural heritage buildings in Binjai City is influenced by modern architectural styles from the Dutch colonial era, while still preserving cultural values and adapting to Indonesia’s tropical climate.

Based on these components, the cultural heritage buildings in Binjai City have physical (tourism) potential as unique and rare architectural tourism objects. Each building’s tourism potential offers unique and meaningful experiences for visitors:

**Table 1.** Tourism Potential of Binjai Cultural Heritage Buildings

Cultural Heritage Building	Tourism Indicator				
	Attraction (Atraksi)	Accessibility (Aksesibilitas)	Amenities (Fasilitas)	Ancillary (Pelayanan Tambahan)	Institutional
Binjai Grand Mosque	Religious Tourism	Central city location, easy access	Toilets, religious facilities	Religious souvenir shops	Binjai Grand Mosque Management
Binjai Train Station	Historical Tourism	Central city location, easy access	Public facilities, transportation	Local snack sales	PT Kereta Api Indonesia (Persero)

Kerapatan Building/Old Binjai Courthouse	Historical Tourism	Central city location, easy access	Public facilities	Museum of Justice	Binjai Religious Court
Shri Mariamman Temple Binjai	Hindu religious ritual blended with Indian culture during Thaipusam	Central city location, easy access	Religious facilities		Tamil Ethnic Community of Binjai
Setia Buddha Temple	Buddhist religious ritual blended with Chinese culture during Cap Go Meh Festival	Central city location, easy access	Religious facilities		Setia Buddha Temple Foundation

*Source: Analysis Results, 2024*



Masjid Raya Binjai



Gedung Kerapatan Binjai



Stasiun Kereta Api Binjai



Kuil Shri Mariamman Binjai



Vihara Setia Buddha Binjai

**Figure 3.** Photo of Cultural Heritage Buildings in Binjai City, 2024

### Stakeholder Identification

The development of a tourist destination requires stakeholders to manage and further develop the site. The Binjai City Government, through the Department of Tourism, has assessed and designated the Cultural Heritage Buildings in Binjai City. These buildings are well-maintained, actively used by the community, and have become attractions for tourists.

According to the classification of stakeholders in the development of cultural heritage, they can be grouped into three categories based on their roles and responsibilities: primary

stakeholders, secondary stakeholders, and key stakeholders (Isdaiari & Sihaloho, 2021). The categorization of stakeholders according to their roles can be seen in the table below.

**Table 2.** Categories of Stakeholders in the Development of Cultural Heritage Buildings in Binjai City

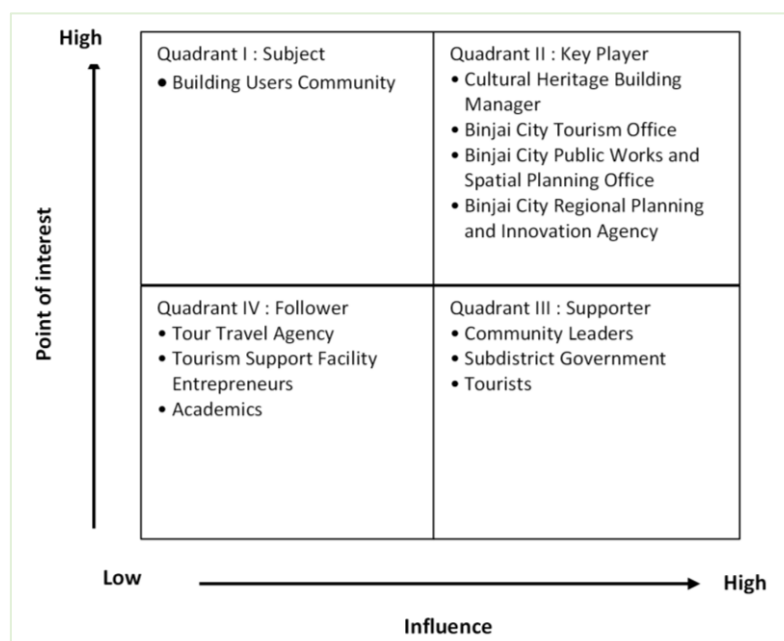
No.	Category	Stakeholder	Role
1.	<i>Primary Stakeholder</i>	Community	Engages in activities related to the function of cultural heritage buildings, such as places of worship, transportation, cultural rituals, and governance
		Heritage Building Managers	Manages activities and maintains the physical condition of the buildings
		Tourism Support Facilities Business Actors	Provides goods and/or services to fulfill the needs of tourists as part of the tourism industry
2.	<i>Secondary Stakeholder</i>	Travel Agencies	Provides services to meet the needs of tourists as part of the tourism industry
		Academics	Possesses theoretical knowledge about cultural heritage buildings and tourism development concepts
		Community Leaders / Historians	Holds and preserves historical information about cultural heritage buildings
3.	<i>Key Stakeholder</i>	Binjai City Department of Tourism	<ul style="list-style-type: none"> <li>- Formulates policy/legalization of cultural heritage buildings</li> <li>- Develops technical policies and work programs in the tourism sector</li> <li>- Ensures protection and preservation</li> <li>- Promotes and introduces cultural heritage buildings as cultural tourism</li> </ul>
		Binjai City Regional Planning and Innovation Agency	<ul style="list-style-type: none"> <li>- Coordinates planning activities</li> </ul>
		Binjai City Public Works and Spatial Planning Department	<ul style="list-style-type: none"> <li>- Optimizes urban space utilization through spatial planning</li> <li>- Facilitates the revitalization of cultural heritage buildings</li> </ul>
		Subdistrict Government	<ul style="list-style-type: none"> <li>- Accommodates community interests and aspirations at the subdistrict level</li> </ul>

Source: Analysis, 2024

Based on the stakeholder grouping, it is identified that the key stakeholders include elements from the Binjai City Government, namely the Tourism Department, the Regional Planning and Innovation Agency, the Public Works and Housing Department, and the Sub-District Government. In general, the government has legal authority in decision-making and formulating policies related to cultural heritage tourism. The community, cultural heritage building managers, and tourism business operators are primary stakeholders directly impacted—both positively and negatively—and benefit from the development of cultural heritage tourism. Meanwhile, travel agents, academics, historians, or community leaders are secondary stakeholders who are not directly involved but show concern for Binjai City’s cultural heritage tourism.

**Stakeholder Classification Based on Interest and Influence** The roles and functions of stakeholders vary according to their interest and influence. Optimizing stakeholder roles is necessary to create and ensure the quality of activities, facilities, services, and experiences, as well as to provide benefits to the community and environment, as outlined in the Indonesian Minister of Tourism Regulation No. 14 of 2016. The optimization of stakeholder roles is illustrated through the Pentahelix Model, which consists of academia, business, community, government, and media elements. These five key groups, also known as the five pillars (ABCGM)—Academia, Businessmen, Community, Government, and Media—can collaborate in tourism development, each with different roles.

The distribution of stakeholder roles can be illustrated in Figure 4



**Figure 4.** Stakeholder Role Analysis Matrix

The interpretation of the stakeholder role analysis matrix based on interest and influence aspects can be explained as follows:

- Quadrant I (Subjects)

The community of cultural heritage building users are stakeholders with high interest but low influence. Therefore, the community needs to be empowered, especially in the physical use of buildings, so that cultural heritage buildings can be preserved.

- Quadrant II (Key Players)

Stakeholders in Quadrant II are referred to as key players because they have high interest and high influence. As stated by Sembiring and Basuni (2010), stakeholders who act as key players possess legal authority over area management. The main stakeholders are the Binjai City Tourism Office and the cultural heritage building management. The Mayor of Binjai's 2021–2026 vision to create a more advanced, cultured, and religious Binjai directs the city's cultural heritage as a potential tourist destination. The Tourism Office manages the promotion to ensure the development of cultural heritage buildings as a tourist destination is well-directed and on target. The Regional Development Planning Agency and the Department of Public Works and Spatial Planning play roles in optimizing spatial planning utilization and facilitating discussions on cultural heritage building revitalization. Cultural heritage managers are responsible for protecting the buildings from permanent damage and may receive compensation incentives in line with the Cultural Heritage Law.

- Quadrant III (Supporters)

Supporting stakeholders will make maximum efforts to achieve the goals of an activity plan (Maryono et al., 2005). Community leaders/historians have low influence as they only provide input on the management of cultural heritage areas. Tourists visiting cultural heritage sites have no influence on program decisions but serve as one of the benchmarks for assessing the success of tourism development.

- Quadrant IV (Followers)

Follower stakeholders do not have a significant influence, as they are not fully involved in management development (Reed et al., 2009). Travel agents, tourism support business operators, and academics have no influence on development programs. Academics contribute indirectly through research on tourism development, management, and cultural heritage preservation.

## **Multi-Stakeholder Partnership in the Development of Cultural Heritage Tourism in Binjai City**

The planning and management of cultural heritage tourism development in Binjai City requires the involvement of various community groups (or individuals), both those directly and indirectly involved, who can be categorized as tourism stakeholders. The involvement of these stakeholders fosters partnerships, enabling them to engage in discussions, negotiations, and share ideas for tourism development. Tourism development aims to enhance or advance tourism conditions, specifically by encouraging a willingness to participate in preserving Binjai City's cultural heritage buildings and by highlighting the benefits derived from it.

The roles of stakeholders in the development of cultural heritage in Binjai City are synergistic. Using the Pentahelix Concept, the roles of these stakeholders can be explained as follows:

1. City Government of Binjai as Regulator and Controller

The government, including the Department of Tourism, Bapperida, and the Department of Public Works and Housing (PUPR) of Binjai City, plays a role in preparing the essential infrastructure to support tourism development, drafting various tourism-related regulations, facilitating ease of tourism, and promoting Binjai's cultural heritage buildings as tourist destinations. To encourage heritage preservation, the government can provide incentives to heritage owners in accordance with the Cultural Heritage Act.

2. Business Sector (Private Sector)

In tourism development, businesses, particularly travel agents, play a role in promoting Binjai's cultural heritage as a tourist destination to visiting travelers.

3. Community

The community, in this context, includes heritage building managers and community leaders. Heritage building managers act as accelerators between other stakeholders and the public who utilize these buildings. Local residents can also serve as ambassadors to broader communities, promoting the cultural heritage buildings.

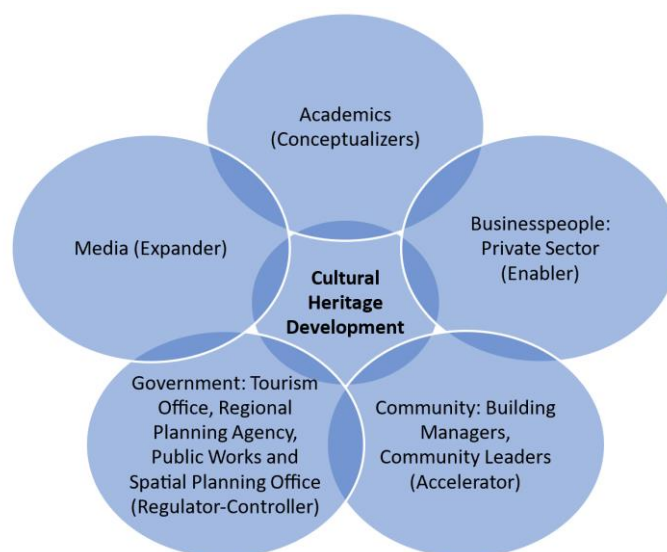
4. Academics as Conceptualizers

Academics contribute updated concepts and theories tailored to the condition of cultural heritage sites, which can be used as input in planning, developing, and monitoring the implementation of tourism activities.

5. Media

Media outlets can promote and publicize cultural heritage buildings and the activities within them, raising awareness among the public and tourists to attract interest in tourism

development. Promotional media can include printed materials, such as pamphlets, as well as digital platforms, like tourism websites and social media.



**Figure 5.** Pentahelix Stakeholder Modeling for the Development of Cultural Heritage in Binjai City

### Inter-Stakeholder Relationships

Inter-stakeholder relationships can be seen from the Pentahelix modeling. The stakeholders involved include academics, the community, local government, businesses, and the media. These relationships can be explained as follows:

- **Collaborative Relationships**

Collaboration refers to the cooperation among various stakeholder parties in a project to achieve common goals. The Binjai City Government collaborates with academics and the community to create concepts or ideas for activities that will be developed in cultural heritage buildings. Meanwhile, businesses or private entities provide opportunities in the business processes that can be developed.

- **Coordinated Relationships**

Coordination is carried out based on the tasks and authorities of the stakeholders. Coordination occurs between academics and the community through mutual sharing of resources. The government and media engage in reciprocal coordination, where the media publishes government performance as information for the public, and the government receives updates on developments that occur, allowing it to enhance, improve, and innovate tourism development activities.

- **Networking Relationships**

Networking involves building connections that bridge the interests and goals of each stakeholder, namely academics, businesses, the community, government, and media. Networking can be conducted through discussion forums that involve all stakeholders to discuss current issues in the development of Binjai City's cultural heritage tourism.

Partnerships in the development of Binjai City's cultural heritage tourism offer advantages and benefits. Through partnerships, resources, knowledge, and broader support can be combined to achieve larger goals, optimize resource utilization, enhance the quality of tourism products, and ensure the preservation of cultural heritage for future generations.

## **5. CONCLUSION AND RECOMMENDATION**

In the development of cultural heritage tourism in Binjai City, the stakeholders involved include the community, building managers, business actors, travel agents, academics, community leaders/historians, and representatives from the Binjai City Government, such as the Tourism Office, the Regional Planning and Innovation Agency, the Public Works and Spatial Planning Office, and the District Government. These stakeholders can be grouped into three categories based on their roles and responsibilities: primary stakeholders, secondary stakeholders, and key stakeholders.

The potential of Binjai City's cultural heritage as a tourist destination can be maximized through multi-stakeholder partnerships. Partnerships can be established by adopting the Pentahelix model, which is a partnership concept involving five synergizing parties: academics, industry (private sector), government, local communities, and media. The inter-stakeholder relationships can take the form of cooperative relationships in the form of collaboration, coordination, and networking, which can prevent conflicts of interest and determine the stakeholders involved in the development of cultural heritage tourism in Binjai City.

This research identifies the characteristics of effective partnerships that can enhance tourism performance in Binjai City, particularly in the context of cultural heritage tourism development as an effort for preservation and utilization, contributing to the improvement of community welfare. Further research is needed on various forms of partnerships that can be applied in the development of Binjai City's cultural heritage tourism to provide significant contributions to the growth of the tourism sector.

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