



The Role of the Cooperative and Tourism Service (Diskopar) in Tourism Development in Dumai City

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Abstract. *This study aims to analyze the role of the Department of Youth, Sports and Tourism (Diskopar) Dumai City in tourism development and to identify supporting and inhibiting factors affecting its implementation. The research uses a qualitative descriptive approach with data collected through interviews, observation, and documentation. Informants consisted of a tourism data and information officer at Diskopar Kota Dumai and a community tourism actor. The data were analyzed using an interactive model involving data reduction, data display, and conclusion drawing. The findings show that Diskopar Kota Dumai plays an active role based on three role indicators: institutional position, social expectations, and implementation. The institution is involved not only in policy formulation but also in maintenance, monitoring, training workshops, event organization, and management of public tourism spaces. Supporting factors include regional tourism potential, digital promotion, regulatory documents, and regional budget support. Inhibiting factors include suboptimal maintenance of tourist sites, illegal levies in unmanaged areas, and uneven information access due to limited network coverage. Overall, the role of the Dumai City Diskopar is functioning but still requires strengthening in supervision, facility management, and equitable promotion.*

Keywords: *Dumai City Tourism Office; Institutional Role; Local Government; Qualitative Research; Tourism Development*

1. INTRODUCTION

Tourism is a strategic sector with significant potential to drive regional economic growth while improving community welfare. Tourism activities involve interactions between tourists, local communities, businesses, and the government, supported by the attractiveness of destinations, facilities, and the quality of services provided. Normatively, the objectives of tourism in Indonesia are directed at encouraging economic growth, improving public welfare, reducing poverty and unemployment, preserving the environment and resources, advancing culture, and strengthening identity and friendship between nations, as stipulated in Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism.

The tourism sector's contribution to economic growth can be seen in its ability to generate demand for goods and services and stimulate production activities in various supporting sectors. Economic growth itself is a crucial indicator in assessing development success because it is directly related to improved public welfare and income equality (Pendapatan et al., 2022). Tourism development requires the support of strategic commodities such as hotels, restaurants, transportation, entertainment, and other supporting infrastructure to significantly contribute to the regional economy (Bisnis et al., 2021).

Tourism development also plays a role in driving various community economic activities and is a sector capable of integrating economic progress while supporting poverty reduction efforts (K & Rahmatullah, 2024). As it develops, the concept of sustainable tourism

is increasingly emphasized, ensuring that destination development is not only oriented towards economic and social benefits but also considers environmental and ecosystem sustainability. This approach emphasizes the importance of minimizing negative impacts on the environment, such as pollution, habitat destruction, and natural resource degradation (David et al., 2024).

In the context of Dumai City, tourism development policy has been guided by regional planning documents that emphasize sustainability principles. However, in practice, gaps remain between policy and implementation, particularly in the management of coastal tourism areas like Koneng Beach, which are experiencing environmental pressures due to increased activity and reclamation. Suboptimal oversight, limited resources, and coordination are among the factors hindering sustainable management (Basso et al., nd).

Beyond its economic and environmental dimensions, tourism is closely linked to cultural preservation and the strengthening of regional identity. Tourism activities are seen as a crucial means of preserving and utilizing cultural heritage through the protection, development, and utilization of local cultural values. Tourism is even recognized as a key instrument in cultural preservation (Subhiksu & Utama, 2018). In Dumai City, the preservation of coastal Malay culture is still evident through the role of traditional institutions and the continued maintenance of traditional arts practices (Jurnal et al., 2024). The existence of the culinary sector and local businesses also plays a role in strengthening the regional image through tourism activities (Darmayanti et al., 2024).

Tourism also contributes to building regional and national image through tourists' direct experiences with the destination's culture, services, and social conditions. Positive tourist perceptions of a destination will build a strong image on a broader level (Martı, 2004). These efforts are related to fostering a sense of patriotism and strengthening national character through an appreciation of local culture and identity (Suyadi, 2020). Interactions between tourists and local communities also make tourism a space for cross-cultural social dialogue that strengthens international relations (Fandeli et al., 2002). In Dumai, cultural practices such as the silat drum art remain part of the local identity, supporting the appeal of cultural tourism (Azura, 2021).

Within the institutional framework, the role of the local government through the Department of Cooperatives, Micro Enterprises, Industry, and Tourism (Diskopar) is a key factor in developing the tourism sector. This role can be understood as the implementation of positions and responsibilities, the fulfillment of social expectations, and concrete actions in carrying out institutional functions, as conceptualized in sociology (Soekanto). The Dumai City

Diskopar is responsible for planning, managing, promoting, and fostering business actors, as well as developing regional tourism destinations and culture.

Despite the implementation of various development and promotional programs, problems remain, including suboptimal management of destination facilities and uneven promotion across all tourist attractions. This situation highlights the importance of empirical studies on how the Tourism Office (Diskopar) operates in practice. Therefore, this study aims to analyze the role of Diskopar in Dumai City's tourism development and identify its driving and inhibiting factors as a basis for improving regional tourism management.

2. LITERATURE REVIEW

Analysis in the context of research is understood as a systematic thought process to break down a phenomenon into smaller parts so that the relationships between elements can be understood comprehensively. Analytical activities include the process of differentiating, sorting, grouping, and interpreting meaning based on certain criteria to obtain a precise understanding of a problem (Darmawati, 2023). Analysis is also seen as an effort to observe the components that make up an object in depth for further study in a structured manner (Barat & Time, 2022). Conceptually, analysis emphasizes the examination of relationships between parts to produce a complete understanding of the entire problem (Ii & Pustaka, 2007). In a methodological approach, analysis is a systematic testing process that can be replicated to produce accountable conclusions (Ahmad, n.d.), and is used to identify the function and interrelationship of each element within a unit (Septiani et al., 2020).

The concept of a role explains how individuals or organizations exercise their rights and obligations according to their position. A role is a dynamic aspect of social status that is evident through concrete actions when responsibilities are carried out (Vardiansyah, 2018). A role is also understood as a set of behaviors expected by the social environment of those holding a particular status (Desa & Margayaningsih, n.d.). In a social and organizational context, a role relates to the functions, responsibilities, and influence exercised within a system (Tindangen et al., 2020). A role not only indicates a position but also actions directed by agreed-upon goals and provisions for effective implementation (Lantaeda et al., 2002). Role implementation reflects how primary tasks are carried out according to the position and inherent obligations (Hasan et al., 2022), thus serving as an indicator of the realization of responsibility in practice (Kecamatan et al., 2021).

Development is defined as a conscious and planned effort to improve and perfect a condition to achieve higher quality. Development aims to enhance the quality of existing conditions through a process of continuous improvement (Sudarta, 2022). Development is also understood as the expansion and deepening of a system or material to produce a more optimal form (Xiang, 2018). From a capacity-building perspective, development is a directed process to enhance technical, conceptual, and moral capabilities through education and training (Ii & R, 2022). The development process is carried out through systematic steps to produce or refine a product that can be accounted for (Cerdas et al., 2024). Thus, development emphasizes improving quality and progress from previous conditions (Manusia & Resources, 2021).

Tourism encompasses various activities related to travel, along with supporting facilities and services provided by the community, government, and businesses (Puting & Park, 2018). Tourism is understood not only as a travel activity but also as a comprehensive experience gained by tourists during a visit (Wirawan & Semara, 2021). From an economic perspective, tourism is an industrial sector capable of driving rapid economic change through job creation and increasing community and government income (Djunaid, 2021). Tourism is also seen as part of basic human needs related to aspects of education, health, culture, and recreation (Fauzi et al., 2023). Furthermore, the tourism sector is known as a labor-intensive industry with significant potential for employment (Astina et al., 2013), leading many regions to prioritize development based on the potential of local resources and attractions (M et al., 2021).

Tourism development is a planned effort to improve the quality and attractiveness of a destination to attract tourists and provide economic impact. Tourism development contributes to increased employment opportunities and community income (Darmatasia et al., 2020). Normatively, tourism development is implemented through planning that takes into account cultural and natural diversity and uniqueness (President of the Republic of Indonesia, 1945). Tourism development includes coordinated activities to attract tourists while providing the necessary facilities, infrastructure, and supporting services (Publik et al., 2012). This process is aimed at increasing the attractiveness of tourist attractions without damaging existing ecosystems (Mustika et al., 2021), as well as improving destinations in terms of facilities and supporting elements (Septiwirawan et al., 2020). Ultimately, tourism development is a crucial instrument for improving the local and national economy (Mustafa et al., 2024).

3. METHODOLOGY

This study uses a descriptive qualitative approach to analyze the role of the Dumai City Youth, Sports, and Tourism Office (Diskopar) in regional tourism development. The qualitative approach was chosen because it can provide an in-depth description of the processes, institutional roles, and dynamics of tourism development program implementation based on empirical conditions in the field.

The research location was conducted at the Dumai City Youth, Sports, and Tourism Office located at Jalan HR. Soebrantas, Dumai Timur District, Dumai City. The location was selected based on the position of Diskopar as a regional apparatus that directly handles government affairs in the fields of youth, sports, and tourism, including the formulation of technical policies, program implementation, and the development and evaluation of regional tourism implementation as stipulated in Dumai Mayor Regulation Number 43 of 2022 (Dumai Mayor Regulation Number 43 of 2022, 2021).

Research informants were determined purposively based on their direct involvement in tourism development and utilization activities in Dumai City. Two informants were selected: a data and information processor for the tourism sector at the Dumai City Tourism Office (Diskopar) and a community representative involved in tourism activities. Informant selection was based on knowledge, experience, and access to information relevant to the research focus.

The types of data used include primary and secondary data. Primary data were obtained directly through in-depth interviews and observations of tourism development activities and programs implemented by the Dumai City Tourism Office. In-depth interviews were conducted through repeated face-to-face meetings between researchers and informants to understand the perspectives, experiences, and social conditions related to the research object (Agusta, 2003). Secondary data were obtained through a review of official documents such as Government Agency Performance Reports (LKIP), Work Plans (Renja), activity reports, and regional tourism policy archives.

Data collection techniques were carried out using three main methods: interviews, observation, and documentation. Interviews were used as the primary technique to gather information regarding the role, strategies, and constraints of the Tourism Office (Diskopar) in tourism development. Observations were conducted through direct observation and through review of program activities and documentation to obtain a picture of empirical conditions in the field (Wahyuni & Shaliza, 2021; Sugiyono, 2023). Documentation techniques were used to collect written and archival data as supporting sources for research analysis (Creswell, 2012).

The combination of these three techniques was used to increase the depth and validity of the data (Wahyuni et al., 2022).

Data analysis used an interactive analysis model that includes three main stages: data reduction, data presentation, and conclusion drawing (Miles et al., 2016). Data reduction was carried out through the process of selecting, focusing, simplifying, and grouping data from interviews, observations, and documentation into main themes relevant to the research focus (Rijali, 2018; Wahyuni & Erlianti, 2024). Data presentation was carried out in the form of a structured narrative description so that the relationships between findings could be understood systematically (Rijali, 2018). The final stage, drawing conclusions, was carried out continuously throughout the research process by interpreting patterns, relationships, and meanings of the data until consistent and verifiable findings were obtained (Rijali, 2018).

4. RESULTS

The research results show that the Dumai City Youth, Sports, and Tourism Office (Diskopar) plays an active role in developing the regional tourism sector, as evidenced by its institutional structure, program implementation, support for businesses, facility management, and involvement in destination promotion. Findings were obtained through field observations and interviews with Diskopar officials, businesses, and the community.

Based on observations, the Tourism Office (Diskopar) holds a strategic position in the planning, implementation, monitoring, and evaluation of Dumai City's tourism program. Its involvement extends beyond administrative to operational aspects in the field. Diskopar is involved in facility development, area management, and development of tourism businesses.

Interviews with the Tourism Office (Diskopar) confirmed this direct role. As Syarifah Khairuna, a data and information processor in the tourism sector at Diskopar, stated:

"Diskopar plays a role in development and maintenance, such as the construction of new sports fields and culinary kiosks. We also conduct monitoring, evaluation, management, and provide training in the form of workshops to educate and guide business owners and tourist attraction managers."

Observation findings also indicate that the Tourism Office (Diskopar) is the go-to point for issues at tourist destinations, particularly regarding data needs, administration, and field inspections. Diskopar conducts direct monitoring before addressing any requests or issues. Support for facilities is also provided at several tourist locations, such as providing trash bins and sanitation facilities.

From the perspective of business actors, interviews show that the presence of the Tourism Office is truly felt. One tourism destination business actor stated:

"We can feel the role of the Tourism Office because of the assistance provided with the facilities and cleaning equipment. They also occasionally hold workshops to mentor other business owners."

In addition to its ongoing role, interviews also revealed various expectations from the public and business owners for the Tourism Office. The community hopes for the development of new destinations, innovation in tourism area concepts, and improvements in the management of existing facilities. Some areas are considered monotonous and lack change over time. Hopes are also directed at strengthening Dumai City's tourism identity so that it is known not only as an industrial and port city, but also as a tourist destination.

The need for improved facility management also emerged in community interviews. One local resident stated:

"I hope that the Tourism Office can manage the facilities at several tourist attractions in Dumai well, such as improving the beaches where the surrounding land is affected by erosion from the ebb and flow of sea water."

In terms of program implementation, data shows that the Tourism Office (Diskopar) has conducted various tourism activities throughout the year, including fishing competitions, singing competitions, bachelor and maiden competitions, business workshops, and the Dumai Expo. Furthermore, Diskopar provides coaching and training through workshops that provide education, guidance, and skills training for tourism businesses. This program aims to increase human resource capacity and strengthen coordination between the government, businesses, and the community.

Regarding program implementation, a resource person from the Tourism Office (Diskopar) stated that activities were running relatively smoothly with adequate budget support and planning, although there were challenges with community participation in certain programs. The resource person stated:

"So far, there have been no significant obstacles in its implementation. The budget support provided has been sufficient, and the planning has been thorough. Thankfully, the execution of this plan has been carried out well and smoothly. However, if we must discuss obstacles, there is one obstacle to the Bujang Dara program: the low interest of the community, especially young people, in participating. This is probably due to their mindset and perception of Bujang Dara. However, we are taking various measures to overcome this, such as putting up banners, promoting it through social media, and sending letters to schools and universities. We also

always maintain good and open communication through discussions with the contacts provided."

Observations also show that the Tourism Office (Diskopar) manages public space assets that are part of the city's tourism activities, namely Bukit Gelanggang Park. This area is used for sports, entertainment, and culinary activities, and serves as a gathering point for the community, especially in the evenings and on weekends.

In terms of driving factors, the findings indicate the potential of leading destinations such as the Dumai Islamic Center, green open space areas, and several popular beaches. Digital promotion is also part of the findings, with the Tourism Office (Diskopar) reactivating official social media platforms such as Instagram @dumaiwisata and Facebook for Dumai City Tourism. Furthermore, the "Jom Ke Dumai" app is being utilized as a destination promotion tool. Recorded visitor data indicates that the number of visitors in 2024 will reach 95,300 local tourists and 13,500 foreign tourists, with visits concentrated at Koneng Beach, Dumai Ecopark, Dumai Islamic Center, and Bandar Bakau.

Other findings indicate the support of planning and regulatory documents such as the Regional Medium-Term Development Plan (RPJMD), Strategic Plan (Renstra), Work Plan (Renja), and annual performance reports, which serve as the basis for program planning and evaluation. Regional budget support is also evident in the construction of facilities such as the Jaya Mukti Culinary Center, which houses 16 kiosks and supporting facilities.

On the other hand, field observations also identified several inhibiting factors. In several locations, such as Purnama Beach, access roads were damaged, signs unclear, garbage piled up, and huts unfit for use were found. Furthermore, illegal levies were found in Dumai Geo Park, which lacks official management, with entrance fees and activities being charged without permits. Another obstacle is the limited internet connection and telecommunications signal in outlying tourist areas such as Danau Bunga Tujuh and Goa Pelintung, which hampers the dissemination of information and digital promotion.

5. DISCUSSION

The research results show that the role of the Dumai City Tourism Office (Diskopar) in tourism development can be understood through three role indicators according to Soerjono Soekanto: position, expectations, and implementation. These three indicators appear to be interrelated and form a picture of the institution's role that is not only normative but also operational in the field.

In terms of position indicators, findings show that the Tourism Office occupies a strategic position within the regional government structure directly related to tourism affairs. This position is evident not only in its policy formulation function but also in its direct involvement in facility development, maintenance, monitoring, evaluation, and development of business actors. Conceptually, position in role theory relates to a set of norms and authorities inherent in a position. Field data shows that these norms and authorities are effectively implemented, as evidenced by the construction of facilities, workshops, and destination monitoring. This means that the Tourism Office's position extends beyond administrative functions to implementation.

The Tourism Office's direct involvement in the field also demonstrates that the institution's role is not merely symbolic. When the office is the first point of contact when a destination issue arises, this signifies social recognition of its position. Thus, the formal position held by Tourism Office is confirmed by empirical practice in the field.

Regarding the expectation indicator, the research results indicate quite high expectations from the public and business actors towards the Tourism Office. These expectations include destination innovation, improved facility management, strengthening the city's tourism identity, and developing the area to avoid monotony. In role theory, expectations are a crucial component because the role is determined not only by the position holder but also by the expectations of others regarding that position. Research data shows that the public expects not only promotion but also renewal of the area concept, restructuring, and improvements to the quality of destination infrastructure.

Expectations regarding coastal management, abrasion mitigation, and facility improvements indicate that the public views the Tourism Office as the primary actor responsible for destination quality. This demonstrates that public perception has positioned the Tourism Office as a key driver of the regional tourism sector. However, high expectations also present challenges, as if not matched by adequate capacity and resources, they can create a gap between expectations and program implementation.

Regarding implementation indicators, findings indicate that the Tourism Office has implemented various concrete programs, such as competitions, events, expos, bachelor and bachelorette elections, and business workshops. This implementation reflects the actualization of its role in the form of concrete activities. From a role perspective, implementation is the stage where positions and expectations are translated into action. Data shows that most programs are running smoothly with adequate budget support and planning. This demonstrates a balance between planning and implementation.

However, implementation also demonstrated dynamic challenges, particularly in youth participation in certain programs, such as Bujang Dara (single youth program). Low participation rates indicate that successful implementation is determined not only by program readiness and budget, but also by social acceptance and public perception. The Tourism Office's response, which included additional promotions through banners, social media, and letters to schools and universities, demonstrates the existence of adaptive strategies in program implementation.

The findings also show that the implementation of this role extends beyond events to the management of public spaces like Bukit Gelanggang Park. Managing spaces actively used by the community expands the role beyond simply providing periodic activities to providing a daily tourism ecosystem. This strengthens the Tourism Office's position as a manager of tourism experiences, not just an event organizer.

The discussion of driving and inhibiting factors demonstrates that the role of the Tourism Office (Diskopar) is influenced by structural and contextual conditions. Driving factors such as destination potential, digital promotion, planning documents, and budget support indicate a strong institutional foundation. The presence of Strategic Plans (Renstra), Work Plans (Renja), and performance reports demonstrate that tourism development has been placed within a formal, sustainable planning framework.

The use of social media and promotional apps demonstrates a shift in promotional strategies toward digital, in line with modern tourism promotion patterns. Public engagement through hashtags and content also demonstrates the expansion of the promotional role from government to public participation.

Conversely, inhibiting factors such as suboptimal destination maintenance, illegal levies, and limited information networks in certain areas indicate a gap between the program and field conditions. Infrastructure and oversight constraints indicate that implementation of the role still faces limited coordination and control in some locations. Extortion practices in areas without official management demonstrate that the role's institutionalization requires strengthening legal aspects and operational oversight.

Limited internet connectivity in outlying tourist areas also indicates that digital promotional strategies have not been able to reach all regions equally. This has resulted in unequal exposure to destinations and impacted the distribution of visits.

Overall, the discussion shows that the Dumai City Tourism Office's role in tourism development has been well-established at the levels of status, expectations, and implementation. However, its effectiveness is still influenced by factors such as community

participation, the quality of destination maintenance, field supervision, and the equitable distribution of information infrastructure. These three role indicators appear to be functionally fulfilled, but still require strengthening in terms of sustainability and equitable implementation.

6. CONCLUSION

Based on the research and discussion on the role of the Dumai City Tourism Office (Diskopar) in tourism development, it can be concluded that Diskopar has carried out its role in accordance with its position and duties as a regional agency in the tourism sector. Diskopar plays a role in the planning, implementation, and management of programs related to tourism destination development in Dumai City. From a positional perspective, the Dumai City Tourism Office (Diskopar) has formal authority to manage the regional tourism sector. This position provides the basis for Diskopar to develop work programs, coordinate with relevant parties, and implement tourism development activities in accordance with applicable policies.

In terms of social expectations, the Tourism Office (Diskopar) is expected to optimally develop the region's tourism potential and provide benefits to the community. This expectation arises because tourism is seen as a sector that can support the regional economy and promote Dumai City's identity to the wider community. In its implementation, the Dumai City Tourism Office has undertaken various tourism development efforts, such as managing tourist destinations, conducting promotional activities, and developing planning documents as work guidelines. However, research shows that tourism facility management is still not optimal, and tourism promotion is not yet fully distributed. This situation indicates a gap between expectations regarding the role of the Tourism Office and its implementation on the ground.

Thus, it can be concluded that the Dumai City Tourism Office has carried out its role in tourism development, but its implementation still needs to be improved so that regional tourism development can run more optimally and provide wider benefits to the community.

This study has several limitations that should be considered when interpreting the findings. First, the relatively limited number of informants, consisting of only two individuals from within the Tourism Office and one from the tourism community, means that the diverse perspectives obtained do not fully represent all stakeholders in the tourism sector in Dumai City. Second, the qualitative data relies heavily on interviews and observations over a specific time period, so the findings reflect the conditions at the time of the study and may change with the dynamics of local government policies and programs.

Third, field observations did not cover all existing tourist destinations, so the picture of facility conditions and destination management is not comprehensive. Fourth, limited access to detailed operational data and internal statistics means that program performance analysis relies heavily on program narratives and informant statements. Therefore, further research is recommended to involve more informants, expand observation locations, and combine qualitative and quantitative data to obtain a more comprehensive picture of institutional roles.

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