

Collaborative Governance Model In The Development Of Tourism In Ciamis District

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ABSTRACT

This research is motivated by the ineffectiveness of tourism development which is characterized by actor mindset, low level of coordination, limited budget availability, inadequate accessibility and infrastructure, minimal human resources (HR), implementation of technical regulations governing stakeholder involvement is not technically optimal and low support. and the commitment of all tourism stakeholders in developing tourism in Ciamis Regency. The research method used is a qualitative method (qualitative research) with a case study approach. Data collection techniques were carried out through literature study, documentation, observation, FGD, interviews and analysis techniques using data triangulation. The results of the research reveal that the collaborative governance model in effective tourism development in Ciamis Regency is by identifying institutional actors and stakeholders, optimizing coordination and clarity of collaborative Standard Operating Procedures (SOP), conducting discussions and brainstorming as well as carrying out massive socialization which is supported with aspects of local wisdom as strengthening and novelty of research on collaborative governance models in tourism development in Ciamis Regency.

Keywords: Model, Collaborative Governance, Tourism Development.

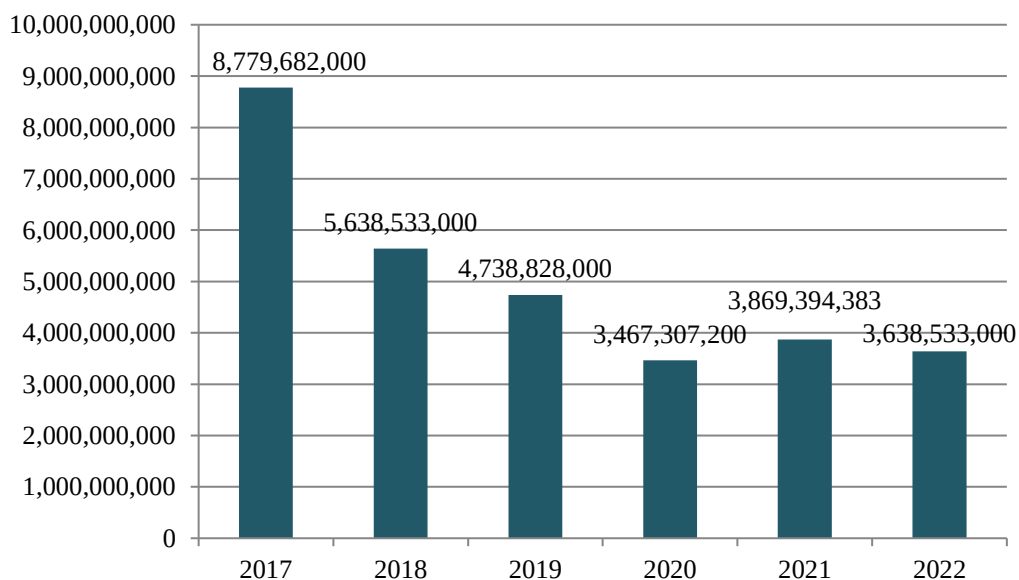
Introduction

Regional autonomy policy is basically an opportunity and also a challenge for each region. Regional autonomy provides broad opportunities for regions to be creative in improving welfare by developing the potential of each region, one of which is

through the tourism sector (Iek, M., & Blesia, J. U, 2019). Regional readiness is important in order to achieve success in developing the region, without having to depend on the central government. When regional autonomy was implemented, each region had a different level of readiness in managing its region. In line with the policy mentioned above, it provides the essence of broader, real and responsible authority to autonomous regions to regulate and manage government affairs themselves and exercise authority on their own initiative in accordance with the interests of the local community and the potential of each region based on statutory regulations (Mudalige, 2019).

The challenges faced by the Ciamis Regency Government were of course that when the policy was rolled out on October 25 2012, the Southern Ciamis Regency area was designated as a New Autonomous Region (DOB) which clearly had an impact on Regional Original Income (PAD) from various sectors including the taxation and tourism sectors. The description of Ciamis Regency's Original Regional Income (PAD) after Pangandaran Regency became a New Autonomous Region (DOB) is as follows:

Graph 1 Regional Original Income (PAD) 2017-2022



Source: Ciamis Regency Tourism Office, 2022

Based on the graph above, the amount of Original Regional Income (PAD) in Ciamis Regency from 2017-2022 has decreased, only in 2018 it has increased but not significantly from 3,467,307,200,- to 3,869,394,383,-. By looking at the

recent trend of decreasing Regional Original Income (PAD), this should certainly be a warning for the government to be better able to develop and optimize the strength of tourism potential in Ciamis Regency. Several efforts have been made by the Ciamis Regency Regional Government for recovery and development in the tourism sector. However, these efforts have not shown significant achievements in the target number of tourist visits. Where the number of visits is still experiencing quite high fluctuations. The following is data on visits by domestic tourists to several tourist attractions in Ciamis Regency as follows:

Table 1 List of Indonesian Tourist Visits Three tourist attractions in Ciamis Regency in 2023

Month	Karangkamulyan Tourist Attraction	Situ Lengkong Tourist Attraction	Astana Gede Tourist Attraction
January	1.344	17.617	384
February	967	25.718	401
March	773	28.943	515
April	1.544	10.855	72
May	1.555	19.610	787
June	1.074	9.772	288
July	5.520	22.152	432
August	2.680	15.525	410
September	18.358	15.253	601
October	14.594	31.742	618
November	15.614	17.382	508
December	15.293	25.936	1.932
Amount	79.316	240.505	6.948

Source: Ciamis Regency Tourism Office, 2023.

The fluctuation in the level of visits is partly due to ineffective cooperation between interested parties, both in the promotion and development of tourism facilities and infrastructure. Apart from that, it is also closely related to the level of human resource creativity in developing tourist attractions that are of interest to visitors, so that investors are less interested in investing their capital. Based on this description, researchers want to conduct an in-depth and comprehensive study regarding the collaborative governance

model in tourism development which has not been effective in Ciamis Regency, as the results of initial observations show the following problem indicators:

1. Low coordination between parties in tourism development in Ciamis Regency, characterized by weak synergy and sectoral ego between OPD and tourism stakeholders. This is related to the management of the Karangkamulyan and Astana Gede Kawali cultural heritage tourist destinations. There are still differences in perception between the Regional Government and the Village Government regarding authority and profit sharing from tourism revenues. If Panjalu Village receives 40% profit sharing funds, this is not the case with other villages. Karangkamulyan Village and Kawali Village, which originally received 20% profit sharing funds, became 10%.
2. The low level of community awareness is indicated by the fact that there are some community members who are not ready to make their homes into homestays, apart from that, the distribution of homestays is sometimes felt by the community to be unfair, giving rise to social jealousy among village residents. Apart from that, the general public does not pay attention to general standards for cleanliness aspects.
3. The minimal availability of Human Resources (HR) such as at the Ciamis Regency Regional Tourism Promotion Agency, out of a total of 26 administrators, only 1 person has a bachelor's degree in tourism. Meanwhile, the remaining 11 people have bachelor's degrees from the fields of law, economics, education, public administration, government science, agricultural technology and fisheries. Then 11 people have a high school education, 1 person has a D3 level of education and 2 people have a master's level of education in management and education skills. Likewise with the human resources of the community who are members of the Tourism Awareness Group (Pokdarwis), namely that there are still limited individuals who are trained to become tour guides.
4. The implementation of integrated promotions carried out by the regional government and entrepreneurs in an effort to build a brand image, such as the destination branding agreement carried out by the Regional Government Tourism Office together with the Provincial Tourism Office which is intended to introduce Ciamis tourist destinations,

for example the Icahan Mega tourist attraction which used to be a visiting place. West Java Familiarization Tour has now closed this tourist destination

5. The lack of effective partnerships that exist between the Regional Government and the community and tourism entrepreneurs through collaborative collaboration, which is marked by the lack of optimal offering of the typical Ciamis food brand "Galendo", which attracts tourists like dodol (a typical Garut food) or Bakpia (a typical Yogyakarta food) .
6. The lack of budget availability to further develop tourism potential spread across each sub-district area, especially natural tourism potential, causes program synergy to be ineffective

Tourism activities are multidimensional and multidisciplinary in nature, involving interactions between tourists and local communities, fellow tourists, the government, regional governments and entrepreneurs (Rodiyah, 2020). Therefore, tourism activities require cross-sector cooperation or often known as Collaborative Governance. Ansell and Gash (Rahayu et al, 2020:126), suggest that "A Governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets". The concept of Collaborative Governance according to Ansell and Gash shows that government agencies or institutions directly involve non-governmental stakeholders to join in a formal collective decision-making process, oriented towards mutual agreement, consultation, and aimed at creating or implementing public policy or managing public programs and assets (Cheema, 2018).

The collaborative governance model theory needs to be applied in tourism development in Ciamis Regency. To further utilize natural potential, unique and unique cultural arts and culinary arts, which if continued to be developed will provide many advantages/benefits both in increasing local income and improving community welfare (Utami, 2019). So there needs to be a solution by creating a more effective Collaborative Governance model based on the conditions and characteristics of the Ciamis Regency area.

Research Methods

The research method used is a case study method with a qualitative approach (qualitative research). Using a case study approach, a research process can be carried out that reveals research problems that adapt to real circumstances or conditions and reveals facts according to ongoing social circumstances or situations. This is related to the collaborative governance model in tourism development with the support of the theory provided and then built into the framework of thought. This research uses data collection methods: literature study, in-depth interviews, field observations, and FGD (triangulation).

Results and Discussion

Stakeholder involvement in tourism development efforts in Ciamis Regency is a structure that emerges in the social and political system as a result of interactive interventions between the various actors involved. From the results of this analysis, it can be seen that none of these stakeholders has a dominant role. The relationship between the government and all stakeholders can indirectly be made effective through cooperation (Zeppel, 2019). To make it easier to provide an overview regarding the intensity of the current collaborative governance relationship (existing model) between stakeholders in tourism development in Ciamis Regency as follows:



Source: Research results, 2023

Figure 1 Existing Conditions of Collaborative Governance Stakeholder Relations on Tourism Development in Ciamis

Regency

Based on the picture above, the intensity of the relationships that exist between the parties involved in collaborative governance in tourism development in Ciamis Regency shows that it is less than optimal. This is the basis for legality in carrying out main activities in Ciamis Regency. The Tourism Office is expected to be more capable of carrying out collaborative transformations as well as being the basis for reconstructing the implementation of tourism development in Ciamis Regency.

1. Collaborative Governance in Tourism Development in Ciamis Regency

The implementation of collaboration made possible by the Regional Government of Ciamis Regency as an innovation and breakthrough in activities within the organization is expected to be more efficient and work achievements to be more effective, whether seen based on completion time, funding, workload, energy and thoughts. With the involvement of many parties between the Tourism Office, the private sector and the community in implementing collaborative governance, it will certainly have a positive impact on efforts to realize tourism development in Ciamis Regency. To answer the first problem formulation related to the implementation of Collaborative Governance in tourism development in Ciamis Regency, the researcher explains the discussion of the research results from each dimension measured as follows:

a. Starting Condition

Collaborative governance begins and operates in the context of a layered system, the elements of which are service conditions and resources, legal and policy frameworks, socio-economic and cultural characteristics, network characteristics, political and power dynamics, and conflict history. Collaborative governance must produce new capacities for each actor to act together within a certain period of time (Bets, 2019). Often several collaboration actors do not have the capacity to act together, because of differences and power imbalances between the parties involved in the collaboration.

1. Power/Resource Imbalances

Resources in an organization consist of human resources and non-human resources. Resources are the driving force for the collaboration process, both in quality and quantity. Based on data from interviews, observations and documentation, researchers analyzed that Ciamis Regency has a lot of potential in the tourism sector which is worth developing through more effective cross-sector collaboration. Even though it is clear that the condition of resources is still unequal, including human resources both in quality and quantity, there is something that can provide alternative solutions to the problems faced, namely the participation of the Village Government in carrying out innovation.

2. Incentives to Participate

In general, participation can be interpreted as the right of community members to be involved in the decision-making process at every stage of development, starting from planning, implementation, monitoring and conservation. Based on the results of interviews, observations and documentation studies, it can be analyzed that the Ciamis Regency Government, especially the Tourism Office as the leading sector in tourism development, is aware of the various limitations of regional government in tourism development so that there needs to be a role from non-government elements, both private and community. Although currently community involvement in formal forums/discussions or in policy formulation is still limited.

3. Prehistory of Antagonism and Cooperation

The conflict background usually greatly influences the implementation of the collaboration process. This is because there are fundamental differences in the character and interests of each stakeholder. Based on the results of interviews, observations and documentation studies, regarding indicators of fear of conflict, it can be analyzed that fear or whether a conflict has previously occurred is still within reasonable limits, only differences in views and interests arise occasionally and can be controlled so that they do not become prolonged.

b. Facilitative Leadership

Leadership plays a critical role in embracing, empowering, and engaging stakeholders who then mobilize them to move

collaboration forward (Kirana, 2020). Next, as a result of the researcher's observations, it is known that the facilitative leadership dimension is not effective, where the socialization of the program has not been massive, and the Department is still having difficulty synergizing with other institutions which are still dominated by sectoral egos. With this limited capacity, a collaborative mediator is really needed who understands the condition of the organization with all its potential and characteristics.

c. Institutional Design

The government as a mediator and driver needs to understand its substance by stakeholders, because ultimately institutional design must pay attention to deadlines and space for collaboration. Structure is very important in an organization, because structure explains that each task or job is formally divided, grouped and coordinated (Santoso, 2020). Organizational design can also be referred to as organizational design in that it requires a design of the most effective organizational structure to realize various organizational goals. Based on the results of interviews, observations and documentation studies, organizational management of collaborative tourism development in Ciamis Regency has not been running optimally. This is due to the lack of clear regulations, including SOPs, to measure the level of achievement of work implementation (Keyim, 2021).

d. Collaborative Process

A collaborative process is a process in which there is a dialogue that requires the participation of stakeholders, which ultimately results in a mutually agreed upon decision.

1. Face to Face Dialogue

Exchange of information, dialogue, ideas, expression of opinions, articulating and expressing views, negotiation, deliberation for problem solving, are very important for successful collaboration (Jumriani, 2021). Ideal collaborative governance includes at least three parties. There is government, private and community representation, with direct face-to-face communication. From the results of interviews, observations and documentation studies, it can be analyzed that formal face-to-face dialogue to discuss tourism development in Ciamis Regency has not been carried out

routinely. The limited intensity of dialogue can affect the understanding and perception of the parties involved in the collaboration.

2. Trust-Building

Mutual trust will develop along with the involvement of parties during collaboration, getting to know each other and proving to each other that they are trustworthy, responsible and reliable (Thamus, 2021). The results of the researcher's observations show that there is still a hidden mission from some of the parties involved solely to achieve their institutional performance targets. Like the Department's program which focuses on the Village, the financing is also borne by the Village Government. For example, one of them is a comparative study/imitate study program in a pilot tourist village.

3. Commitment to Process

The success of a collaboration will fluctuate with the level of commitment brought by the stakeholders involved in it. Collaborating is not a one-time agreement but is a process of ongoing and mutually beneficial collaborative activities. In developing tourism in Ciamis Regency, Pokdarwis also has an important role as a driver of tourism awareness and charm in the tourist area environment. Apart from that, it also plays a role in increasing community participation to explore tourism potential. Several activities were carried out to help empower the community and promote tourist destinations in Ciamis Regency.

4. Sharing Understanding

In this context, a common understanding of the targets of the program is needed to realize an increase in the number of tourist visits and each party has a clear direction to carry out its role. The results of the researcher's observations are certainly not much different from the results of interviews in that in terms of sharing understanding, there are still actors who do not understand the direction of the vision and mission of tourism development in Ciamis Regency, so there is still a need to strengthen socialization and discussions to share knowledge and increase mutual understanding of development goals. tourist

5. Intermediate Outcomes

A result of business activities that can be identified and measured in the near future, and is an indicator of long-term results. The results of observations and documentation regarding the Intermediate Outcomes indicators show that interim results do exist, but they are still relatively small so they have not been able to strengthen the level of trust of the collaborating parties. One way this can be seen is the tourist village program, the number of which continues to increase every year.

2. Factors That Inhibit Collaborative Governance in Tourism Development in Ciamis Regency

Based on the research results, it is known that the factors that hinder collaborative governance in tourism development in Ciamis Regency are:

a. Synergy between stakeholders has not been developed

Synergy is a form of process or interaction that produces a harmonious balance. Synergy is not just teamwork, but also how to utilize the collective intelligence and skills of a group to achieve something greater. The results of the researcher's observations show that sectoral egos still exist. This can be seen from the inadequate carrying capacity of road infrastructure to tourist destinations, as well as programs that have not been integrated. As planned by Bappeda when the agropolitan program was not running and switched to an agrotourism program, but until now this program has not been realized.

b. HR Competency - Weak Responsiveness

The development of tourist destinations in Ciamis Regency is still hampered by the ability of tourism human resources to create or plan creative and innovative tourism programs. The condition of the employees of the Tourism Office and the Regional Tourism Promotion Agency which still lacks educational background in the tourism sector, has an impact on their weak responsiveness to the needs of the tourism industry. The results of the researcher's observations show that in areas where people's human resource competence is weak, just to equalize perceptions, it also takes quite a long time, such as in Raksabaya Village, Cimaragas District, Ciamis Regency.

c. Low Mutual Motivation

Commitment depends on trust between actors in respecting the perspectives and interests of other actors. So a clear, transparent and fair collaboration process is very important in increasing commitment between stakeholders. The results of the researcher's observations show that weak driving force sometimes creates a feeling of lack of confidence and pessimism among the tourism drivers themselves. There are even tourist destinations that are currently closed because they are unable to meet the income and maintenance costs. Like the tourist destination Curug Binuang in Raksabaya Village, Cimaragas District. The Kampung Sawah Tourist Destination in Talagasari Village, Kawali District, is currently in very worrying condition.

d. Lack of Evaluation and Follow-up Plans

Evaluation activities are carried out so that weaknesses or deviations that may occur can be immediately identified so that corrective steps can be taken as quickly as possible. Apart from evaluation meetings, comparative studies are also a form of evaluation activity to find solutions to obstacles that arise in tourism development. The results of the researcher's observations showed that when attending evaluation activities it was related to the results of public service satisfaction surveys. In this activity, those invited were the Heads of SKPD. However, some of them represent the Secretary of State or Head of Division, including from the Tourism Office. So when discussing the achievements and obstacles of each SKPD, the Tourism Office did not respond simply by listening to examples from other SKPDs.

3. Effective Collaboration Model for Tourism Development in Ciamis Regency

The collaborative governance model emerged as a response to public problems which are increasingly complex day by day, so that various actors (multi-actors) are needed to solve these problems. This means that collaborative governance can be understood as an effort to make public management more effective through cross-sector involvement in the context of governance. The need to collaborate is a necessity (Farizky, 2022). Therefore, both business organizations and public organizations are not only interested in building collaborative networks with other parties. From a collaborative governance

perspective, findings regarding the involvement of each stakeholder in carrying out a shared vision are obtained as follows:

Table 2 The Role of Stakeholders in Tourism Development in Ciamis Regency

No	Stakeholders	Involvement
1	Government (Regulator)	a. Designer, organizer and determiner of tourism direction, policies, strategies and regulations (macro level). b. Tourism zoning organizer. c. Provider and developer of tourism infrastructure and access (public facilities and social facilities). d. Enforcement of laws, rules and regulations. e. As a facilitator in tourism development f. Develop and protect MSMEs in the tourism business sector g. Encouraging PMA (Foreign Investment) and PMDN (Domestic Investment) in the tourism sector h. Creating a conducive climate for the development of tourism businesses
2	Academics / Higher Education (Conceptor)	a. Reviewer of tourism direction, policies and regulations b. Quality Tourism HR Facilitator c. Analyzer of tourism concepts, programs and strategies d. Provider of tourism consulting services for government, industry and society.

No	Stakeholders	Involvement
		e. Providing tourism human resources according to societal needs, industrial/business needs and professional needs f. Carry out tourism R&D
3	Tourism Entrepreneur	a. Tourism service provider b. Investors and implementers of tourism investments c. Creator of markets, services and jobs d. Forming tourism communities and entrepreneurs
4	Community	a. Tourism industry activist b. Maintaining the conduciveness of tourism industry activities c. Social controllers in the implementation of the tourism industry d. Involved in planning, management and decision making and evaluation of tourism development
5	Mass media	a. The front guard in marketing tourism destinations and attractions b. Accelerate the delivery of tourism information c. Educational facilities for the community d. Providing tourism information e. Carry out tourism promotions f. Implementing check and balance mechanisms between actors/stakeholders in tourism activities

Source: Research Results, 2023

In the context of tourism development in Ciamis Regency, the application of this concept is in the form of unifying a vision and raising awareness and initiative regarding the role of each figure who is part of the collaboration (Chaerunisa, 2023). This concept in principle seeks to provide a special or separate portion for tourism development policies in Ciamis Regency. From this most important involvement, a map of the collaboration that has been established so far can be described as shown in the following picture:



Source: Research Results, 2023

Figure 2 Cooperation in Participation

The results of the identification of this involvement show that all stakeholders involved have a pattern of needing each other and there is effective participation through collaborative governance. The relationship between regional government and all stakeholders currently does not yet have good synergy. With the implementation of collaborative governance, it is hoped that it will be more effective in maximizing coordination and commitment of all parties in an effort to equalize perceptions or views on the importance of improving the tourism sector in Ciamis Regency. With this, collaborative governance in tourism development efforts in the recommendations of this research is an empirical model which in its application needs to be followed up. This model was produced from in-depth study and analysis and was inspired by governance models in general. Based on the analysis of various

existing relationship patterns, the proposed recommendation model is as follows:



Source: Research Results, 2023

Figure 3 Collaborative Governance Relationship
Recommendations
Tourism Development in Ciamis Regency

Based on the picture above, it shows collaborative governance in tourism development efforts in Ciamis Regency. However, according to the researcher's view, several adjustments are still needed, including:

- Optimizing tourism development in Ciamis Regency requires changes from adaptive governance to a collaborative governance pattern.
- Providing clear roles for stakeholders to collaborate to create synergy in efforts to further optimize tourism development in Ciamis Regency.
- Can provide greater clarity on duties and functions to the Regional Tourism Promotion Agency (BP2D) to collaborate and maximize the function of regional government in seeking connectivity and cooperation with stakeholders to realize tourism development in Ciamis Regency.

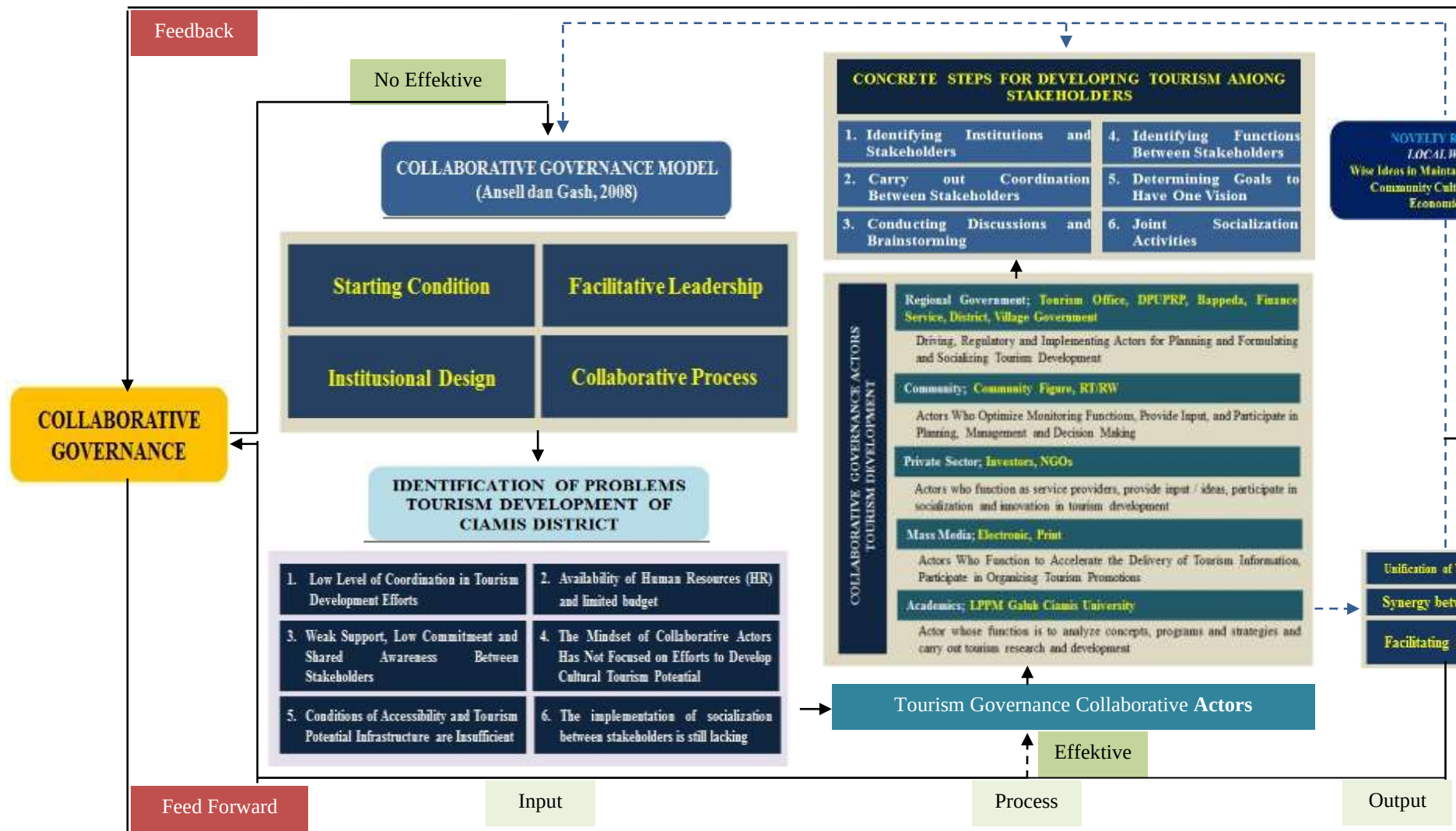
The government as the representative of the country which is the leading sector of a policy can no longer provide the

necessary resources due to limited potential and capacity, so the existence of other elements such as other parties can become a support and provide alternative resource support. The implementation of collaborative governance allows various conflicts of interest to be resolved. All parties realize how important it is to respect existing procedures to enable a policy process to take place and achieve targets. In such a situation, those who do not agree with the content of the policy will be willing to comply with the policy decision. This means that policy implementation no longer has to rely on the legality of government decisions, but rather the legitimacy of the policy-making process (Ria, 2022).

The implementation of collaborative governance allows various conflicts of interest to be resolved. All parties realize how important it is to respect existing procedures to enable a policy process to take place and achieve targets. In such a situation, those who do not agree with the content of the policy will be willing to comply with the policy decision. Working together to implement collaborative governance will ultimately evaluate achievement targets that have existed in the past and enable development to see which side needs strengthening, what must be prioritized and of course in what way the target achievement will be carried out. Therefore, collaborative governance needs to begin with a comprehensive study of organizational needs and an assessment of pre-existing conditions (Priambodo, 2022)

Strengthening the collaborative governance model in tourism development really requires conceptual, systematic and sustainable thinking that relies entirely on the order of strengthening collaborative governance (Zainal, 2023). Implementation of structures in management and formulation of public policy decisions that constructively involve actors from various levels, both at the level of government and/or public agencies, private institutions and civil society in order to achieve public goals that cannot be achieved if implemented by one party only, but it should be done through collaboration by paying attention to certain aspects (Tjilen, 2023). This is in the opinion of Ansell and Gash (2008:543) regarding the Collaborative Governance model through 1). Starting Condition (Initial Condition); 2). Facilitative Leadership (Facilitative Leadership); 3). Institutional Design (Institutional Design); and 4). Collaborative Process (Collaborative Process).

The analysis obtained by researchers in the field, after knowing the factors that cause collaborative governance to be ineffective in developing tourism in Ciamis Regency as a result of interviews, observations and observations made, then the researchers tried to provide alternative solutions to the Regional Government of Ciamis Regency to further improve tourism development. To be more optimal, it is necessary to strengthen the collaborative governance dimension, then look for alternative models that can be implemented in effective tourism development in Ciamis Regency. The collaborative governance model found by researchers as a modification of Ansell and Gash's theory is as follows:



Source: Research Results, 2023

Figure 4 Recommendations for Collaborative Governance Models in Tourism Development
Which is Effective in Ciamis Regency

The researcher's attitude in this research is related to the theory of Ansell and Gash (2008) which is still quite current and relevant in tourism development efforts. However, there are still several weaknesses in its implementation. To anticipate the weaknesses of Ansell and Gash's theory in developing tourism in Ciamis Regency, researchers found novelty as a complement to Ansell and Gash's theory so that tourism development in Ciamis Regency runs effectively, namely the aspect of local wisdom. When developing tourism using local wisdom, it is necessary to emphasize forms of conservation efforts. Thus, tourism development with the incorporation of local wisdom can provide benefits in economic, physical, environmental and local socio-cultural aspects. The use of these three aspects includes the economic aspect, of course creating jobs which can increase the population's income. The collaborative governance model is through strengthening local wisdom to be directed at collaborating parties to further equalize perceptions of tourism development efforts on the cultural and natural tourism potential of Ciamis Regency.

Conclusion

Regional Governments, it is hoped that they can actualize the collaborative governance model in an effort to maximize the role of all stakeholders with concrete steps through increasing consolidation to improve external links (development and strengthening of external links) in developing intensive, extensive and solid coordination through activities such as creating cultural tourism activities as an annual agenda based on preserving the culture of Ciamis district, for example a cultural parade or cultural festival which is supported by initial planning with stakeholders to further develop the potential of new mainstay tourism, as an alternative tourist area, so that future tourism development is not centralized and focused on artificial or natural tourism but it is more directed at the cultural potential it has, namely the cultural potential of Ciamis Regency. Of course, support from the DPRD as a political and normative institution is also needed, it should strengthen the regulatory structure to build a common vision and perception as well as a deep understanding of the context and content of tourism development in the future, so that the same mindset can be built with all levels of stakeholders.

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