



Analysis of Collaborative Governance in Tourism Based on Coastal Community Empowerment in Indonesia

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Abstract—Tourism based on empowering coastal communities in Indonesia can be a solution for developing the local economy. The collaborative governance process is a new approach in tourism management that emphasizes active community participation in decision-making, planning, and evaluating policies in the tourism industry. This research uses postpositivist qualitative methods to analyze collaborative governance in tourism based on empowering coastal communities in Indonesia. The study results indicate that the existing condition of coastal community empowerment-based tourism in Indonesia still needs improvement. In the collaborative governance process, starting conditions, institutional design, facilitative leadership, and intermediate outcomes influence the success of collaboration between related parties. Efforts to strengthen community empowerment must be made to create economic and environmental sustainability and maintain the uniqueness and diversity of regional culture. Partnership between the government, local communities, non-government organizations, and the private sector is hoped to increase community participation in tourism management, achieve fair and non-discriminatory partnership goals, and create broader prosperity for local communities.

Keywords: Collaborative Governance; Community Empowerment; Coastal

I. INTRODUCTION

Indonesia has many tourist destinations located in coastal areas and small islands. However, many coastal communities still live in low economic conditions and lack access to the natural resources they manage. Therefore, tourism based on empowering coastal communities in Indonesia can be a solution for developing the local community's economy [1], [2]. In practice, tourism based on empowering coastal communities can be carried out by providing training and education to local communities regarding responsible and sustainable management of natural resources. This can help coastal communities improve the quality of their tourism products and increase economic growth by increasing tourist visits [3], [4].

In addition, coastal community empowerment-based tourism can also increase awareness about the importance of protecting the environment and natural resources. Involving local communities in natural resource management and promoting responsible tourism help save Indonesia's environment and natural resources [5], [6]. The existence of tourism based on empowering coastal communities will have a significant positive impact on coastal communities and the surrounding environment. Apart from that, this tourism will

also provide new business opportunities for local people, thereby improving their standard of living. In its implementation, tourism based on empowering coastal communities must be carried out sustainably and sustainably.

Coastal Community Empowerment-Based Tourism in Indonesia is a tourism concept that promotes the participation and involvement of coastal communities in the management and development of tourism in their area. This concept is based on the understanding that coastal communities have rich natural and cultural potential and have local knowledge that can be used as a tourist attraction [7], [8]. Therefore, their participation in tourism development is the key to the success and sustainability of this tourism. Indonesia is an archipelagic country with a long coastline and many coastal areas rich in natural and cultural resources. These areas have excellent tourism potential but are often poorly managed [9], [10].

Many factors contribute to this, such as lack of accessibility and infrastructure, lack of community knowledge and skills in running a tourism business, and the presence of large investors who often do not consider the welfare of local communities. Therefore, Tourism Based on the Empowerment of Coastal Communities in Indonesia aims to maximize the potential of coastal areas as tourist destinations while promoting participation and empowerment of local communities [11], [12]. Applying the Coastal Community Empowerment-Based Tourism concept is expected to benefit sustainable tourism development, community empowerment, and environmental sustainability. This can also increase tourist visits to coastal areas and positively impact economic growth [13], [14].

However, applying this concept still requires all parties' attention and cooperation to change the public's behavior and perception of running the tourism business and the government's role in supervising and formulating policies in the tourism sector [15], [16]. The aim of Collaborative Governance research in Coastal Community Empowerment-Based Tourism in Indonesia is to see how the application of Collaborative Governance in tourism development can provide benefits for empowering coastal communities, which in turn can improve the social and economic welfare of local communities and encourage the sustainability of tourism in coastal areas. Collaborative governance is a process of integration and collaboration between various parties in decision-making and policy implementation, which aims to achieve better results through more effective and efficient use of resources [17].

This collaboration involves various parties from the public, private, and civil society sectors, as well as academics, in making decisions and implementing policies that impact the welfare of society or the environment [18]. This collaboration can encourage innovation, promote more active community involvement, and improve the overall quality of policy outcomes. This study also aims to analyze the process and the factors that influence the success of Collaborative Governance in developing tourism in Indonesia's coastal areas.

II. RESEARCH METHOD

The postpositivist qualitative research method was chosen to analyze collaborative governance in tourism based on empowering coastal communities in Indonesia. Postpositivism is an approach to the philosophy of science that emphasizes using scientific methods to obtain objective and accurate knowledge [19], [20]. Postpositivism emphasizes testing in the research process. However, qualitative research methods allow researchers to explore individual experiences and perceptions and understand the social and cultural context in the studied society [21]. Postpositivist qualitative research methods are also suitable for analyzing collaborative governance in tourism based on empowering coastal communities in Indonesia. Collaborative governance is a new approach to tourism management that emphasizes active community participation in decision-making, planning, and evaluating policies in the tourism industry.

In the context of empowering coastal communities, collaborative governance is essential because it involves communities as the main stakeholders in managing tourism in coastal areas. Using postpositivist qualitative research methods, researchers can conduct in-depth studies with stakeholders regarding collaborative governance in tourism based on empowering coastal communities in Indonesia. Researchers can also conduct document analysis and observations to understand how collaborative governance is implemented in coastal areas. Thus, postpositivist qualitative research methods can help researchers understand the dynamics of decision-making in collaborative governance and how the empowerment of coastal communities can be realized in the tourism industry.

III. RESULT AND DISCUSSION

The Process of Collaborative Governance in Coastal Community Empowerment-Based Tourism in Indonesia

- Face to Face Dialogue

Indonesia has many tourism destinations located in coastal areas. However, most coastal communities still live in low economic conditions and lack access to the benefits of existing tourism. Therefore, a collaborative governance program was started to increase the empowerment of coastal communities in the tourism sector. One of the activities in the program is a face-to-face dialogue between stakeholders and the local community. Face Dialogue is a communication between parties involved in the Collaborative Governance process in Coastal Community Empowerment-Based Tourism in Indonesia. In the Collaborative Governance process, many parties, such as the Government, Coastal Communities, Tourism Actors, and Non-Governmental Organizations, must work together and communicate.

Face-to-face dialogue means the parties involved will speak directly to discuss their problems and find solutions together [22]. In Tourism Based on Coastal Community Empowerment, the parties involved can discuss issues such as natural resource management, business competition, improving the quality of tourism products, and so on. The advantage of Face Dialogue is that it can increase trust between the parties involved, produce better agreements, and improve the quality of communication between the parties. This will strengthen the Collaborative Governance process in Coastal Community Empowerment-Based Tourism in Indonesia and benefit all parties involved.

A case study was taken from the Coastal Community Empowerment Program in Tanjung Lesung Village, Banten. Face-to-face dialogue activities were carried out between representatives of coastal communities, local entrepreneurs, local government, and the program team. The dialogue was carried out to identify local communities' issues in the tourism sector and find joint solutions to overcome these problems. During the discussion, coastal communities felt insufficiently involved in tourism. They think that the existing tourism management does not actively involve them and that they do not get enough benefits from tourism in their village. Apart from that, they also believe that not all local entrepreneurs respect the culture and habits of coastal communities, which ultimately harms local communities.

After listening to complaints and problems from coastal communities, stakeholders and the program team worked together to find solutions that could increase community involvement in tourism management. Some of the proposed solutions include training communities in tourism, developing community-managed homestays, promoting tourism that respects community cultural values, and establishing an artistic community to create and promote the cultural heritage of coastal communities. This face-to-face dialogue results in a joint agreement and commitment to increase community participation in tourism management. Apart from that, the parties involved in this dialogue also realize the importance of respecting the cultural values of coastal communities and promoting sustainable and highly competitive tourism.

- Trust Building

Trust building in the collaborative governance process in tourism based on coastal community empowerment in Indonesia is a crucial step to strengthen the relationship of trust between stakeholders or parties involved in coastal community-based tourism development. Trust building allows the creation of effective and sustainable cooperation [23]. Trust building is significant in a collaborative governance process involving coastal communities. The success of sustainable tourism development in coastal areas can only be achieved if all stakeholders implement trust-building consistently and effectively.

Tourism based on empowering coastal communities in Indonesia provides opportunities to build strong partnerships between the public and private sectors and local communities. Collaborative governance in tourism based on empowering coastal communities in Indonesia can increase local community participation and encourage sustainable economic development. In 2017, the Indonesian Ministry of Tourism and Creative Economy collaborated with CTC (Coral Triangle Center), civil society organizations, and the

local tourism sector to develop a tourism project based on empowering coastal communities in Karimunjawa National Park, Central Java. CTC has built strong partnerships with local communities in Karimunjawa through entrepreneurship training programs, environmental management, and cultural preservation.

At the start of the project, CTC brought the Ministry of Tourism together with the local community to start discussions and build trust between the two parties. Meetings were held to understand the aspirations and needs of local communities and how authorities can help local communities optimize the tourism potential of their region. Local community participation activities are carried out through social work and training activities. In addition, CTC also assists local communities in developing tourism products. Tourism projects are generated based on regional and cultural potential. This activity involves people from all over the village, such as handicraft producers and seaweed farmers. Through this collaboration, the trust between the Ministry of Tourism and the local community has been well established.

Local people feel cared for and empowered, and authorities can understand local people's needs and help optimize the region's potential in the tourism industry. In this project, partnerships between the public, private sectors, and local communities are utilized to create broader opportunities and sustainability for local communities and improve the quality of tourism in Karimunjawa National Park. Therefore, trust building is significant to achieve sustainable collaboration goals.

- Commitment to Process

Commitment to process is one of the essential elements in the Collaborative Governance process in Tourism Based on the Empowerment of Coastal Communities in Indonesia. Collaborative governance is the practice of government, society, and the private sector working together to achieve common goals. In the context of tourism based on empowering coastal communities in Indonesia, Collaborative Governance includes cooperation between the government, local communities, tourism actors, and private organizations in managing tourism sustainably and fairly. Commitment to process refers to the willingness of all parties involved to respect the Collaborative Governance process and follow the agreed protocol or course [24]. Each party must be ready to contribute, provide input and skills needed in collaboration, and communicate openly and honestly.

By having a Commitment to the process, all parties become more responsible for ensuring that local community perspectives and sustainable tourism goals are represented in the decision-making process and program implementation. This is the key to achieving common goals to bring positive benefits to local communities and tourism actors in the future. The Commitment to Process case study in the Collaborative Governance process in Coastal Community Empowerment-Based Tourism in Indonesia is in the Banyuwangi area, East Java. A tourism program that empowers coastal communities involves many parties, such as local government, civil society organizations, and business actors. As part of the Collaborative Governance process, commitment to the process is essential to ensure participation and active engagement from all stakeholders.

One example of implementing this commitment is holding regular meetings and open discussion forums. This forum involves all stakeholders and members of the local community, allowing them to participate in decision-making and see the program's impact firsthand. Another collaboration strategy is to build mutual agreements and adopt participatory principles. These principles include transparency, accountability, inclusiveness, and fulfilling the interests of the various parties involved. As a result, this program has provided significant benefits to local communities, increasing income and opening up wider job opportunities. Through a commitment to the Collaborative Governance process, this program has succeeded in integrating the interests of all parties involved and encouraging active participation from local communities in decision-making related to tourism.

- Share Understanding

Share Understanding in the Collaborative Governance Process in Coastal Community Empowerment-Based Tourism in Indonesia is an effort to build and maintain effective communication between all parties involved in tourism management based on coastal community empowerment. The aim is to create a shared understanding of managing tourist destinations, strengthen partnerships between the government, communities, and the tourism industry sector, and increase community participation in decision-making related to tourism management. The Collaborative Governance process refers to a decision-making approach involving the active and collaborative involvement of all parties involved in a problem or issue. In the context of coastal community empowerment-based tourism in Indonesia, Collaborative Governance focuses on developing and empowering local communities as key stakeholders.

In this case, Share Understanding is very important to facilitate communication between the government, the community, and the tourism industry sector in reaching an understanding regarding goals, strategies, and actions to be taken in managing tourist destinations. Share Understanding also helps to avoid conflicts of interest and increase public trust. Therefore, the Share Understanding process must be carried out continuously and involve all parties involved [25], [26]. Selain itu, upaya ini harus didukung dengan komunikasi yang efektif dan transparan, pelibatan masyarakat dalam pengambilan keputusan, dan pemenuhan hak-hak masyarakat untuk mengambil bagian dalam manfaat pariwisata secara adil dan meritokratis.

For example, the local government initiated a community empowerment-based tourism program in the coastal village of Buleleng Regency, Bali. In this program, several stakeholders are involved, such as local government, communities, investors, and students who research to see the potential of villages as tourist destinations. The collaborative governance process in this program begins by holding a discussion forum between stakeholders to share information and views. The local government informs about programs being implemented and provides opportunities for other stakeholders to provide responses and suggestions. Communities can convey their village's potential and advantages as a tourist destination. Investors and students also gave their views from the business and academic side.

In the next stage, stakeholders discuss with each other to find the best solution to develop tourism in the village by supporting community empowerment. Investors agreed to provide financial assistance and business management training to local communities so they can manage homestays and food stalls that are environmentally friendly and culture-based. The provincial government agreed to provide public facilities such as toilets, parking lots, and medical check-ups for tourists. During this collaboration stage, stakeholders continue communicating and understanding each other's views and interests. They also share information to ensure that programs running can run well. Also, at this stage, stakeholders determine the actions that must be taken to monitor and evaluate the results of the community empowerment-based tourism program that has been implemented.

- Intermediate Outcomes

Intermediate Outcomes in the process of Collaborative Governance in Coastal Community Empowerment-Based Tourism in Indonesia are results aimed at the middle of the development process. Intermediate Outcomes are essential pillars supporting the success of partnership-based tourism and community development strategies. One of the critical Intermediate Outcomes is the radiance of trust in the Collaborative Governance process from coastal communities and stakeholders who play a role in developing the tourism industry. The main objective of Collaborative Governance is to gather stakeholders and local communities to have a significant role and participate in organizing tourism development in coastal areas. This belief must be achieved before large-scale socio-economic development and improving the quality of life of local communities can be carried out.

The success of intermediate outcomes in the Collaborative Governance process in the Coastal Community Empowerment-Based Tourism Industry at the local, regional, and national levels depends on relations, guidance, and active participation from the community and other stakeholders. One example of an Intermediate Outcomes case study in the Collaborative Governance Process in Coastal Community Empowerment-Based Tourism in Indonesia is the "East Sumba Livelihood and Conservation Initiative" program carried out by Conservation International in collaboration with the regional government of East Sumba Regency, East Nusa Tenggara. This program aims to strengthen the economy of local communities through sustainable tourism development and nature conservation. In the early stages, this program collaborated with local stakeholders such as indigenous communities, fishermen's groups, farmer's groups, and local governments to design sustainable tourism development strategies.

As a result, this program succeeded in creating community involvement in managing tourism areas and providing an autonomous cultural and natural tourism experience for tourists. Also, this process is assisted by institutions that work in tourism and nature conservation areas and training and community capacity building in managing this industry. The direct results of this program are increasing local community participation in tourism development and nature conservation behavior, increasing people's income, and increasing skills and understanding of sustainable tourism industry players. Meanwhile, the medium-term results include strengthening community

autonomy in managing tourism, increasing capacity for managing tourism and nature conservation areas, and sustainable economic development in this region.

In this program, "intermediate outcomes" are local community involvement in tourism management and awareness of the importance of nature and environmental conservation. At the same time, the result is sustainable economic development and better nature conservation in this region. An inclusive Collaborative Governance process is proven to benefit all parties and can simultaneously achieve the goals of conservation and sustainable economic development.

Factors Influencing Collaborative Governance in Coastal Community Empowerment-Based Tourism in Indonesia

- Starting Conditions

Starting Conditions are the initial or essential conditions needed before implementing collaborative governance in developing tourism based on empowering coastal communities in Indonesia. Some Starting Conditions that need to be considered include a change in the paradigm or mindset of coastal communities regarding tourism, which is regarded as an essential part of regional economic development, the creation of a strong attitude and commitment from local communities to sustainably managing tourism and fair distribution of profits, as well as the involvement of the government and other stakeholders in supporting tourism development based on empowering coastal communities. Apart from that, Starting Conditions also include the existence of adequate infrastructure and good accessibility, as well as profits that can be obtained by tourism actors, whether local communities or investors.

By optimizing the existing Starting Conditions, it is hoped that collaboration between the government, local communities, and other stakeholders can be well-formed to bring optimal benefits in tourism development based on empowering coastal communities in Indonesia. Through a collaborative governance approach, the government has initiated collaboration with local communities to increase tourism potential in Indonesia's coastal areas. For example, a seaside community empowerment program in Banten District aims to improve the local economy through tourism development. In this program, several starting conditions were found that needed to be achieved, including community awareness of the tourism potential in their area, community involvement in designing and managing tourist destinations, and creating a relationship of mutual trust between the government and the community.

To achieve these starting conditions, the government cooperates with various stakeholders, including local organizations, business actors, and coastal community groups. The initial step was to socialize and educate the public about tourism potential in their area. In addition, the community is also involved in the decision-making process related to the management of tourist destinations by establishing a tourism community forum. This forum allows discussion and joint decision-making between the government, the community, and business actors. With the existence of collaborative governance that involves the local community, the creation of a relationship of mutual trust between the government and the community, as well as

community involvement in the management of tourist destinations, the coastal community empowerment program in Banten Regency has succeeded in achieving the necessary starting conditions.

- Institutional Design

Institutional design in collaborative governance in tourism based on empowering coastal communities in Indonesia refers to structures, mechanisms, and procedures that regulate interactions between stakeholders in decision-making and implementing tourism policies. These institutions include the government, local communities, non-governmental organizations, and the private sector involved in developing sustainable tourism in Indonesia's coastal areas. The main objective of this institutional design is to create an environment of cooperation and active participation from all parties involved, as well as ensuring equitable benefits for local communities and other stakeholders. [27], [28]. Its role in tourism development based on empowering coastal communities is significant because it can create fair, transparent, and sustainable tourism governance.

In this case, institutional design becomes essential to achieve the goal of a fair and inclusive partnership between the government, tourism companies, and local communities. For example, implementing this policy in Banyuwangi, East Java, resulted in economic and social empowerment in coastal communities through increased capacity and participation in decision-making. The institutional design used includes the establishment of a Coastal Destination Management Forum, Community Empowerment Working Group, and Partnership Committee involving the government and all relevant stakeholders. The success of collaborative governance cannot be separated from appropriate institutional design and active participation of coastal communities in the decision-making process.

- Facilitative Leadership

Facilitative leadership can be interpreted as a leadership style that aims to facilitate or facilitate interaction between teams or group members in achieving common goals. In the context of collaborative governance in tourism based on empowering coastal communities in Indonesia, facilitative leadership is essential to optimize the potential of local communities to participate in the tourism development process in their region. [29], [30]. In this case, a facilitative leader must understand the needs and desires of the local community and convince them that they have an essential role in the decision-making process regarding tourism development in their area. In addition, a facilitative leader must also be able to embrace members with different views or opinions to reach a standard agreement and the desired goals. Using facilitative leadership will increase local community participation in tourism development, and optimal results can be achieved by paying attention to aspects of local community welfare.

Collaborative governance in tourism based on empowering coastal communities in Indonesia requires a leader who can facilitate cooperation between various parties to improve the welfare of coastal communities through tourism development. One example of a case study on facilitative leadership can be seen in the tourism development initiative in Sumberkima village, Bali. Sumberkima Village was initially not well known as an attractive tourist destination. However, thanks to initiatives

from several local entrepreneurs and support from the local government, this village is starting to develop into an attractive tourist destination with a concept based on community empowerment. Various parties are involved in developing tourism in Sumberkima village, such as tourism entrepreneurs, local government, local communities, and several non-governmental organizations.

Then, a leader who can carry out facilitative leadership is needed to organize and facilitate collaboration between various parties. This leader must be able to produce decisions that favor the interests of coastal communities, process information well, take an inclusive approach, mobilize the necessary resources, and create a work environment that supports cooperation. In the case of Sumberkima village, facilitative leadership is carried out by local entrepreneurs who focus on developing the local community's economy and collaborating with the local government to establish the needed tourism infrastructure. The businessman also invited the local community to participate in tourism development through training programs and collaboration in making handicrafts and regional specialties.

IV. CONCLUSIONS AND SUGGESTIONS

Collaboration between coastal communities, government, non-government organizations, and the private sector in developing tourism based on empowering coastal communities in Indonesia is currently essential. The collaborative governance process enables the creation of effective and sustainable cooperation to achieve common goals in developing sustainable tourism based on the empowerment of coastal communities. Several factors influence collaborative governance, including Starting Conditions, Institutional Design, Facilitative Leadership, and Intermediate Outcomes. Starting Conditions ensure the basics for increasing local community participation in tourism management have been met. Institutional design regulates interactions between related parties in developing tourism policies and making them fairer.

Facilitative leadership facilitates policy decision-making that is useful for the benefit of society. Intermediate Outcomes refer to the results that can be achieved during the development process against the commitment of all parties involved in the preparation and implementation of the program. In carrying out collaborative governance, more concrete and integrated efforts must be made to strengthen community empowerment in tourism management in Indonesia's coastal areas. This can be achieved by increasing community involvement in decision-making, providing adequate support and facilitation, and strengthening the capacity of local tourism actors in the field of tourism management in coastal areas. Through these efforts, it is hoped that broader prosperity can be created for local communities, economic and environmental sustainability, and maintaining the uniqueness and diversity of regional culture.

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