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Collaboration as a Capacity for Joint Action in Community-Based Cultural Heritage Tourism Management

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Abstract

The research explores the dynamics of cultural heritage tourism management in Kayutangan, Malang City, within the context of the evolving creative economy, innovation, and localism in heritage revitalization. The study aims to describe and analyze stakeholder involvement, factors influencing collective action capacity, and strategies to enhance this capacity in managing cultural heritage tourism. Adopting an interpretive social science approach within a constructivist paradigm, the research utilizes a case study methodology to investigate joint action capacity among community members, government officials, and private sectors. Findings reveal active collaboration among these stakeholders, with coordinated efforts spanning community groups, government bodies, sub-districts, villages, and private enterprises such as banks. This collaboration facilitates improved management of cultural heritage tourism, albeit challenged by limited human resources, low community participation, and conflicts stemming from miscommunication and differing perspectives. The study concludes that sustained and enhanced collaborative governance is vital for the participatory management and sustainable development of heritage tourism in Kayutangan. Strengthening stakeholder relationships and communication channels emerges as a key strategy to overcome existing barriers and support collective welfare through cultural tourism initiatives.

Keywords

collective action capacity, cultural heritage tourism, heritage revitalization, participatory management, stakeholder collaboration

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Introduction

The post-industrial era of heritage tourism is characterized by the diverse and interconnected roles of the creative economy, innovation, digitalization, heritage revitalization, shifting tourist preferences, and localism. This evolving landscape emphasizes cultural and historical heritage, the authenticity of traveler experiences, lifelong learning, and long-term sustainability, particularly in contexts of the Global South. Heritage concepts encompass indigenous communities, local spirituality, religious traditions, public archaeology, and contemporary cultural heritage, which collectively foster a capacity for joint action between residents and tourists. This capacity is realized through community empowerment and the creation of more creative and holistic tourism experiences. Multi-stakeholder involvement is recognized as a fundamental prerequisite for sustainable tourism (Khakim et al., 2019; Laoli et al., 2022; Yusida et al., 2022; Pratiwi et al., 2023; Virgin, 2022).

Against this backdrop, Kayutangan in Malang City, Indonesia, presents a compelling case study. This historic neighborhood, developed during Dutch colonial rule, features distinctive Art Deco and Indische architectural styles that reflect Malang's urban

evolution. Officially designated as a cultural heritage zone, Kayutangan represents Indonesia's broader efforts to revitalize urban heritage amidst competing pressures of urbanization, cultural preservation, and tourism development (Perda Kota Malang No. 4/2011). Its transformation attempts—balancing conservation with economic viability—reveal tensions characteristic of post-colonial urban heritage in the Global South: decaying infrastructure threatens physical assets while tourism potential remains underexploited due to fragmented governance. The area's revitalization through collective intelligence frameworks (Wahyuni et al., 2021; Kirana et al., 2022) exemplifies how heritage sites become crucibles for testing collaborative governance models under conditions of resource scarcity and institutional complexity.

For such efforts to be effective, empowerment must include the entire stakeholder spectrum, supported by the establishment of organizational structures that equip stakeholders with knowledge, information, confidence, tools, and adequate time for institutional design and implementation (Lin & Hsing, 2009; Bichler & Lösch, 2019). However, building a robust knowledge base that can be applied across various management and intervention levels remains a complex challenge (Shehada et al., 2015; Dormaels, 2016).

Empirically, this research recognizes "collective action capacity" as the enthusiastic ability of individuals, groups, and institutions to participate effectively in cultural heritage tourism management. While existing scholarship underscores community involvement in heritage settings (Johnson, 2008; Li & Hunter, 2015; Cina' et al., 2019), critical gaps persist in understanding collaborative capacity within complex, multi-layered governance systems like Kayutangan's. Specifically, few studies systematically examine: (1) how joint action capacity operates in urban heritage contexts facing development pressures, and (2) the institutional mechanisms enabling stakeholder collaboration when statutory responsibilities overlap across village, district, and city authorities. This gap is significant because such capacity determines the survival of traditional settlements transitioning into tourism landscapes. As Kayutangan exemplifies, inclusive governance requires moving beyond participation rhetoric to analyze how stakeholders navigate power asymmetries and build actionable consensus. Therefore, this study investigates the factors determining collaborative joint action capacities between the community and diverse stakeholders, aiming to strengthen participatory governance in sustainable cultural heritage tourism management.

Literature Review

Cultural heritage in Place Dimensions of Historic

Manifesting human existence in the world is a cultural heritage and has developed into the foundation of a nation (Suprpto et al., 2015). Cultural heritage encompasses various aspects of daily life, from buildings to customs and traditions. The potential of cultural heritage is a means of expressing cultural values, traditions, and local wisdom as a national identity (Suryandari, 2017). The diversity of cultural heritage attracts visitors because it reflects history, cultural values, and unique ways of life. Cultural heritage can be a source of inspiration for the development of the creative economy through cultural tourism, handicrafts, and performing arts (Febrianty et al., 2023). Tourists' interest in a cultural heritage site as a tourist destination can be divided into three components: (1) Something to do, activities that attract tourists; (2) Something to see, comfort and infrastructure readiness as perceived by tourists; and (3) Something to buy, unique goods or services that tourists can purchase (Nuraeni, 2017). Promoting the concept of historical heritage tourism is closely related to historical architecture, urban morphology, cultural artifacts, and the artistic beauty of the environment (I Made, 2022). Supporting aspects include accessibility to the tourist attraction center; amenities in the form of all supporting

facilities to meet the needs and desires of tourists; and tourism institutions that manage historical heritage tourism (Sugiyama, 2011). Cultural tourism prioritizes the travel experience with unique elements and historical and cultural heritage from the past that are collectively managed (Patria, 2015).

Stakeholder Inclusion in Participatory Management

The involvement of stakeholders in optimizing the implementation of cultural heritage tourism management includes the government, the private sector, and the community (Semara et al., 2024). Coordination among stakeholders is essential to determine an effective direction for managing the tourism area (Krisnanda et al., 2023). The government, as a stakeholder, plays a role in formulating regulations, developing policies, monitoring, preparing human resources (HR), serving as a facilitator in tourism development, and encouraging non-governmental organizations (NGOs) to participate in tourism management (Semara et al., 2024). The government, in issuing policies, is crucial in providing legitimacy, certainty, and legally binding regulations to prevent regulatory overlap. Given the government's significant role in the advancement of the tourism sector in a region, without its involvement, the management of a tourist area would not function effectively (Sentanu & Mahadiansar, 2020). The involvement of the private sector as stakeholders and government partners will alleviate the government's budgetary burden by investing and providing supporting facilities for tourism management (Yusman et al., 2021). In efforts to revitalize and optimize tourism, the private sector contributes by providing transportation services, adequate infrastructure, and facilities as a form of support and concern for the management of cultural heritage tourism (Sugiarti et al., 2019). The private sector can also assist in marketing campaigns and technological innovation development, thereby strengthening mutually beneficial cooperation between the government and the private sector in tourism management (Simanjorang et al., 2020).

The role of the community is an important element in tourism management, as they are considered to have knowledge about the tourism potential in their environment. Community involvement is inseparable from their capabilities in managing tourism in their environment, which becomes an attraction for tourists to visit the site. With the awareness and capabilities possessed by the community, this will provide extraordinary benefits and impacts for their livelihood (Rahmawati et al., 2021). Considering the role of communities in a region, which are at the forefront of preserving and restoring their environment, there is no doubt that they have a significant impact on shaping social, economic, and cultural dynamics. Together with stakeholders and community involvement, this will create inclusive and sustainable cultural heritage tourism, helping to reduce inequality and provide opportunities for tourism development (Kasman, 2024). Thus, the inclusivity of cultural heritage tourism will create sustainable positive change by fostering coordination and collaboration between communities and stakeholders.

Effective heritage management necessitates crossing institutional boundaries. As Semara et al. (2024) demonstrate, stakeholder roles are functionally differentiated: government provides regulatory legitimacy and resource coordination (Sentanu & Mahadiansar, 2020); private sector enables market-responsive innovation and investment (Simanjorang et al., 2020); community contributes place-based knowledge and social capital (Rahmawati et al., 2021).

In Kayutangan, this tripartite structure manifests uniquely: Banking CSR programs fund infrastructure while Pokdarwis (community tourism groups) manage operations—a hybrid model requiring Emerson's "principled engagement" to reconcile corporate ROI expectations with community welfare goals. Critically, stakeholder legitimacy depends on power-urgency-legitimacy dynamics (Mitchell in Zaenuri, 2018), raising questions

about how marginalized voices gain representation in heritage decisions—a gap this study explores through Kayutangan's RW (neighborhood)-based participation structure.

Capacity Joint Action in Collaborative System

The capacity of stakeholders to manage local tourism relies on collaboration, not only with the government but also with the local community. Collaborative capacity facilitates joint decision-making and action that enables management from different perspectives among stakeholders. Collaboration is defined at the highest level as communication between actors who work together to achieve complex goals based on shared interests and shared responsibility for interrelated tasks that cannot be accomplished alone. These elements are conceptualized in institutional agreements, leadership, knowledge, and resources that form the basis of the collaboration process (Nabatchi & Balogh, 2012). The existence of collaborative networks between the public, private, and community sectors can promote sustainable tourism. For example, cross-sector partnerships connect the government, the business world, non-governmental organizations, and the community in managing cultural heritage tourism.

Community-based tourism emphasizes joint action between local communities and the role of government in tourism management. Another strategy that can be implemented in community-based tourism management is to enhance human resource capacity related to village tourism management, hospitality, economic creativity, and technology use. Several social forces provide strong incentives for tourism interests to form collective responses. Collaboration is also needed between tourism suppliers and potential tourists to align marketing interests with changing customer needs. In fact, tourists always purchase a variety of goods and services during their travels. This presents an opportunity for tourism suppliers to manage cultural heritage tourism in line with market demands. In heritage contexts, joint action capacity enables communities to transition from consultation to co-creation (Li & Hunter, 2015). Kayutangan's Pokdarwis exemplifies this, functioning as both implementation body and community-government liaison. Yet Bichler & Lösch (2019) note such arrangements risk "collaborative inertia" when cultural mismatches occur—a concern relevant to Kayutangan where formal government timelines may conflict with community deliberation rhythms.

Community Based Tourism

Tourism with a collective approach to a group of people who decide to participate in or develop the local tourism industry is the concept of community-based tourism (Spenceley, 2008). Community-based tourism encourages the participation of local communities in existing tourism development (Rahayu et al., 2017). The involvement of all elements of society aims to improve collective welfare (Adikampana, 2017). The community is the main actor in the tourism development process, from the management stage to tourism development (Asy'ari et al., 2021). The influence of the successful implementation of community-based tourism is management carried out directly by the community and the benefits felt directly by the community (Goodwin & Santilli, 2009). The benefits that must be felt by the community are: (1) social benefits in the form of community trust in managing available resources; (2) economic benefits in the form of community access to contribute to their well-being; and (3) environmental benefits in the form of sustainable management of resource utilization (Yanes et al., 2019).

Method

This research adopts an interpretive social science approach within the constructivist paradigm, aiming to acknowledge the ontological existence of multiple realities and perspectives among participants from diverse heritage tourism communities (Pitcher et

al., 2008; De Luca et al., 2021; Perkins et al., 2023). Methodologically, this study employs a qualitative case study approach as outlined by Yin (2018) to deeply investigate the theme of joint action capacity within a collaborative framework (Sentanu et al., 2023). The case study method facilitates an in-depth exploration of the perspectives of local elites and heritage tourism stakeholders through the use of checklists and structured commentary.

We employ a qualitative case study design (Yin, 2018) to conduct an in-depth investigation of joint action capacity within Kayutangan's collaborative governance framework. Kayutangan was purposefully selected as the research site for three key reasons: a). It represents a nationally designated cultural heritage zone (Perda Kota Malang No. 4/2011) undergoing active revitalization; b). its governance structure exemplifies Indonesia's multi-level stakeholder framework (village, sub-district, city, community, private sector); and c). it presents a critical case of "collaborative tension" where tourism development pressures intersect with preservation imperatives.

The research is grounded in collaborative governance theory as proposed by Emerson (2012), focusing on three main aspects: (1) the forms of collaboration among stakeholders in managing cultural heritage tourism in Kayutangan; (2) the factors influencing the capacity for joint action among these stakeholders; and (3) strategies to enhance this capacity. Ethical considerations, following Bloomberg and Volpe (2018), were strictly observed, ensuring voluntary participation and the reliability of research instruments.

Data analysis was conducted using thematic analysis (Braun & Clarke, 2006) to identify meaningful patterns and themes within the interview data. Additionally, logical model analysis was employed for evaluating the data, a technique widely used in assessing public policy implementation outcomes. This method is effective in tracking sequences of events over time, particularly when causal patterns repeat, where dependent variables at earlier stages act as independent variables in subsequent stages.

Results

Forms of Collaboration Among Stakeholders in the Management of Cultural Heritage Tourism in Kayutangan

The management of cultural heritage tourism in Kayutangan involves a complex interplay of diverse stakeholders, including several government departments, community groups, academia, and private sector partners. This collaboration takes various forms, ranging from formal institutional arrangements to more informal networks of cooperation.

According to Informant 1, Staff in the Tourism Destination and Industry Division of the Department of Youth, Sports, and Tourism in Malang City,

"Yang ikut terjun ke pengelolaan destinasi wisata kayutangan di Pemkot sendiri ada beberapa OPD. Dinas Pariwisata fokus pada peningkatan SDM, ada OPD lain seperti Dinas PU membantu membangun infrastruktur. Tapi kalau fokus di Dinas Pariwisata sendiri, pemangku kepentingan yang terlibat adalah Pokdarwis, Dinas Pariwisata sebagai pembina, lalu ada akademisi UB, ada juga CSR."

(Several regional government offices are involved in managing the Kayutangan tourism destination. The Department of Tourism focuses on human resource development, while other offices, such as the Public Works Department, assist with infrastructure development. Specific to the Tourism Department, stakeholders include the Pokdarwis (Tourism Awareness Groups), the Tourism Department as the supervisor, local academics from UB, and corporate social responsibility (CSR) initiatives).

Likewise, Informant 2, confirmed the breadth of collaboration:

"Kalau yang terlibat itu banyak, yang pertama Pokdarwis nya, kedua mungkin Kelurahan diwakilkan oleh Pak Lurah, untuk pariwisatanya sendiri itu Disporapar,

terkait dengan infrastrukturnya itu Dinas PU, tata kelola kebersihan dan segala macamnya itu DLH, terkait UMKM disanannya masuk ke Dinas Koperasi. Jadi sebenarnya banyak terlibat termasuk masalah parkir itu di intervensikan sama Dishub, sama keamanan dan ketertibannya dari Satpol PP dan masyarakat di wilayah itu."

(There are many stakeholders involved: first, the Pokdarwis; second, the sub-district represented by the sub-district head; for tourism management, it's the Department of Youth, Sports, and Tourism; infrastructure is handled by the Public Works Department; cleanliness management by the Environmental Agency; small and medium enterprises fall under the Cooperative Department. Even issues like parking are intervened by the Transportation Agency, security and order by Satpol PP, and the local community).

This multi-stakeholder structure embodies a system where responsibilities are distributed based on competencies, allowing for more specialized and effective management of cultural heritage tourism. Collaboration is characterized by frequent coordination meetings, shared programs, and joint monitoring activities aimed at fostering sustainable tourism development.

Factors Influencing the Capacity for Joint Action with Stakeholders in the Management of Cultural Heritage Tourism in Kayutangan

Supporting Factors

Several critical supporting factors enable the capacity for joint action among stakeholders. One of the foremost is the commitment from government agencies and community groups, which manifests in active participation and resource allocation. The presence of clear leadership roles and responsibilities further strengthens collaborative efforts. The availability of institutional frameworks that encourage stakeholder engagement also plays a vital role. These frameworks facilitate communication channels and set mechanisms for cooperation, enabling stakeholders to align their goals and coordinate actions effectively. In terms of resources, financial support from government budgets and CSR initiatives provides necessary funding, while human resource development programs enhance the skills needed for tourism management. The synergy between experiential knowledge from local communities and technical expertise from academics helps bridge gaps and ensures culturally sensitive interventions.

Inhibiting Factors

On the other hand, challenges and barriers somewhat limit the full effectiveness of joint action. One major inhibitory factor is the occasional lack of clear communication pathways, which can cause misunderstandings or delayed decision-making. Differences in organizational cultures and priorities among stakeholders sometimes lead to conflicting interests, impeding smooth collaboration. Another significant barrier is the limited institutional capacity in certain stakeholder groups, especially among local community organizations, which may lack adequate knowledge or leadership experience to engage fully in complex governance processes. Resource constraints have also been noted, particularly in the availability of consistent funding and sustained commitment from some stakeholders. Furthermore, bureaucratic procedures and overlapping authorities between institutions sometimes create administrative hurdles.

Strategies for Capacity for Joint Action

Shared Leadership

Shared leadership emerges as a cornerstone strategy to enhance joint action capacity. By distributing leadership responsibilities across various stakeholders, the management

system can overcome concentration of power and foster a more inclusive decision-making process. This approach encourages ownership, accountability, and motivation among all parties. In implementing collaboration, leaders play a crucial role as connectors who integrate the aspirations and needs of the community with existing policies and programs. Usually, the main leadership role is in the hands of the regional head. As stated by informant 3 as follows:

“Untuk segi kolaborasi kebijakan itu paling Kepala Daerah atau dilimpahkan kepada OPD terkait.”

(In terms of policy collaboration, it is primarily the responsibility of the regional head or delegated to the relevant regional government agency).

This was also conveyed by Informant 1 in the following interview:

“Yang berperan itu Bapak Walikota karena pemegang kebijakan paling tinggi. Kalau Pak Walikota menginstruksikan Kepala Dinas Kepemudaan, Olahraga, dan Pariwisata begini, ya kita harus ikut. Kembali lagi kita harus melihat kepada peraturan.”

(The mayor plays a role because he is the highest policy maker. If the mayor instructs the Head of the Youth, Sports, and Tourism Office to do something, then we must comply. Again, we must refer to the regulations).

Furthermore, when technical management is carried out in the field, the Head of Pokdarwis, who acts as a facilitator, coordinates various parties, including RW and other regional stakeholders to reach a mutual agreement. This shows that collaboration between all stakeholders creates rules and agreements that can support effective regional development and management. This is confirmed in interviews conducted with informants 3 and 4 as follows:

“Bu Mila ini ketuanya, sebenarnya hanya fasilitator aja ya. Pemegang kekuasaan semua tetap kewilayahan karena yang punya tempatkan wilayah yang bertanggung jawab wilayah. Jadi sebenarnya kita mau bikin aturan foto matis istilahnya kita membuat kesepakatan ya kesepakatan bersama. Kita tidak hanya Pokdarwis, tapi juga ada RW dan pemangku wilayah semuanya disitu.”

(Ms. Mila is the chairperson, but she is actually just a facilitator. All authority remains with the regional authorities because they are responsible for the area. So, we want to make a rule, or rather an agreement, about taking photos. It is not just Pokdarwis, but also the neighborhood association and regional authorities).

In addition, in carrying out collaboration, leadership change is very important to ensure continuity and effectiveness of work. With the planned restructuring, the organization can optimize the roles of active and committed members, so that they can better achieve common goals.

Communication and Coordination

Effective communication and coordination mechanisms are indispensable. Regular meetings, transparent information sharing, and the use of digital platforms for stakeholder interaction help mitigate misunderstandings and synchronize actions. Creating designated liaison roles or committees ensures information flow and responsiveness. Communication and coordination are very important in collaboration to ensure success in managing kayutangan heritage tourism. Through various communication channels, both online and offline, such as meetings, telephone calls, and deliberations, stakeholders can share information, provide input, and develop more comprehensive plans. This is supported by a statement in an interview with informant 1 as follows:

“Bentuknya bisa pakai online dan offline. Bisa melalui telepon. Kalau sangat urgent kita mengundang rapat OPD terkait atau pihak-pihak terkait untuk membicarakan itu dan memberikan saran.”

(It can be done online and offline. It can be done by telephone. If it is very urgent, we invite the relevant OPD or related parties to discuss it and provide advice).

As also stated by informant 2 in the following interview:

“Kalau komunikasinya dirapatkan di Balai Kota, tapi kalau ada yang urgent langsung lewat telepon seluler”

(If communication is centralized at City Hall, but if there is something urgent, it is done directly via cell phone).

Musrenbang, as a consultative forum involving communities from the neighborhood to city levels, serves as a platform to accommodate residents' suggestions and prioritize community needs. Regular meetings held every Wednesday, as well as direct visits to each neighborhood unit, enable constructive dialogue and more inclusive decision-making. This was conveyed by informants 3 and 4 in the following interviews:

“Yaitu ya rapat itu istilahnya untuk keputusan tertinggi ya di musyawarah dengan masyarakat itu dengan jadwal rutin setiap Rabu. Tapi sebenarnya kita sebelum rapat dengan empat RW itu biasanya kita datang sih ke masing-masing RW itu kita sampaikan mempunyai rencana seperti ini nanti bagaimana. Setelah nanti biasanya kita bagikan draftnya nanti apa ada perlu penambahan atau pengurangan dari poin-poin yang kita kasihkan itu nanti bagaimana itu baru pertemuan dengan empat RW, di situ kesepakatan dengan empat RW”

(Yes, the meeting is the term for the highest decision-making body in the community, held regularly every Wednesday. But actually, before the meeting with the four RWs, we usually visit each RW to convey our plans and discuss how to proceed. After that, we usually distribute the draft and discuss any additions or changes to the points we have provided. Then, we hold a meeting with the four RWs to reach an agreement with them).

With the involvement of various elements, such as the government, private sector, academics, and the community, in this communication and coordination process, the perspectives and solutions produced are enriched, thereby creating better synergy in achieving sustainable development goals.

Conflict Resolution Mechanisms

The establishment of conflict resolution mechanisms is vital to address inevitable disagreements constructively. Procedures such as mediation sessions, consensus-building workshops, and facilitated dialogues contribute to maintaining harmony and trust among stakeholders. Collaboration involving stakeholders with different interests and roles in a single goal will inevitably face conflicts. In the context of cultural heritage tourism management in Kayutangan, conflicts often take the form of misinformation and miscommunication between one party and another. This was conveyed by informant 2 as follows:

“Yang saya tau tidak ada forum yang melibatkan Kelurahan. Kalau rapat rutin terkait kayutangan dari Pokdarwis tidak ada melibatkan kelurahan. Mungkin memang karena ada miss komunikasi atau mungkin ketidaktahuan struktur antara Kelurahan dan Pokdarwis. Mereka ya memang bisa berjalan sendiri, sedangkan kelurahan itu kan partner-nya Pokdarwis, mungkin ada mis-informasi dan mis-komunikasi itu..... Kalau keberhasilan ya saya tidak tau ukuran keberhasilannya ya, kalau tantangan yaitu mis-komunikasi dan mis-informasi.”

(As far as I know, there is no forum involving the sub-district office. The regular meetings related to Kayutangan from Pokdarwis do not involve the sub-district office. Perhaps this is due to a miscommunication or lack of understanding of the structure between the village office and Pokdarwis. They can operate independently, while the village office is a partner of Pokdarwis, so there may be misinformation and

miscommunication... As for success, I am not sure how to measure it, but the challenges are miscommunication and misinformation).

Based on these statements, potential problems related to communication and coordination between Pokdarwis and the village administration in managing cultural heritage tourism in Kampung Kayutangan can be identified. One of the issues that has emerged is the village administration's lack of involvement in regular meetings held by Pokdarwis. Meanwhile, conflicts that occur below or between Pokdarwis and the community are differences in views or opinions. Another conflict is related to convincing the community, who are still divided between supporting and opposing the existence of Kayutangan tourism. This was conveyed by informant 3 and 4 as follows:

"Kalau sampai konflik sih enggak tapi ya sekelibat itu ya ada aja ya namanya juga masyarakat kalo tidak begitu kan nanti tidak seru dinamikanya ya tapi kadang buat kami sebagai pengelola itu kadang juga ada capeknya kadang juga ada lelahnya seperti itu tapi ya kembali lagi kalau kita istilahnya nurutin orang orang yang seperti itu kapan kita berkembangnya kapan kita majunya sudahlah Biarlah orang itu bicara apa pun gitu juga sistem yang menjawab kinerja kita ini bagaimana ya itu yang akan menjawab kita benar-benar kerja atau enggak itu di sini bagaimana ya sistem nanti yang menunjukkan kalau kita harus nurutin omongan orang enggak akan ada selesainya."

(There isn't really any conflict, but there are always little things here and there. That's just how society is. If it weren't like that, things wouldn't be very dynamic, right? But sometimes, as managers, we do get tired and exhausted. However, if we keep following what people say, when will we ever develop and progress? Let people say what they want. The system will show how we perform. That's what will show whether we're really working or not. Here, the system will show if we keep following people's words, there will be no end to it).

The statement reflects the normal social dynamics in the context of community-based tourism destination management, as seen in Kampung Kayutangan. Currently, in resolving these various conflicts, the mechanisms employed so far have been limited to communication and consultation. These statements indicate a rational approach to resolving tourism management conflicts in Kampung Kayutangan, prioritizing open communication and involving various stakeholders according to their respective authorities.

Shared Decision-Making

Shared decision-making ensures that all stakeholders have a voice in governance. This inclusive approach strengthens commitment to agreed-upon plans and policies, reducing resistance and fostering a cooperative environment. Participatory budgeting and joint policy drafting sessions are practical examples. The decision-making process in managing Kayutangan Heritage cultural tourism is through instructions from the highest authority at each level. As stated by informant 5:

"Berkaitan dengan siapa pihak yang paling kuat dalam pengambilan keputusan itu diberikan sesuai tingkatan masing-masing. Contohnya kalau pengambilan keputusan keputusan di tingkat RW itu Pak RW, pada tingkat kelurahan itu Pak lurah kalau Kecamatan ya Pak Camat kalau di kota ya Pak walikota. Tentunya semua itu tetap berkoordinasi secara hierarkis."

(Regarding who has the most power in decision-making, it is given according to their respective levels. For example, if the decision is made at the RW level, it is the RW head; at the village level, it is the village head; at the sub-district level, it is the sub-district head; and at the city level, it is the mayor. Of course, all of them coordinate hierarchically).

Then, a similar statement was also added by informant 2 as follows:

“Berkaitan dengan siapa yang terkuat dalam pengambilan keputusan, disini lebih ke bukan banyak-banyak suara teknisnya, ini memang intruksi, kalau dipakai model musyawarah tidak jalan, memang langsung dipimpin sama misalnya, kalau tidak Walikota, Sekda, Staff Ahli Walikota, atau Asisten Sekda. Yang memutuskan langsung Walikota, misalkan ada masalah dari bawah dikumpulkan dulu, kalau memang ada instruksi dari pemerintah pasti langsung di sampaikan.”

(Regarding who is the most powerful in decision-making, it is not so much about the number of technical votes, but rather instructions. If the deliberation model does not work, it is led directly by, for example, the mayor, the secretary of the city government, the mayor's expert staff, or the assistant secretary of the city government. The Mayor makes the final decision. For example, if there is an issue from below, it is first gathered, and if there is an instruction from the government, it is immediately conveyed).

Joint decision-making in the management of Kayutangan Heritage tourism in Malang City is carried out hierarchically, starting from the lowest level to the highest level, while still taking into account the documents established by the Malang City Youth, Sports, and Tourism Office, which are the result of community agreements gathered during the Kauman Urban Village Development Planning Meeting and the Prajurit Kulon Subdistrict Development Planning Meeting.

Trust and Accountability

Trust forms the bedrock of successful collaboration. Building trust demands transparency, consistent communication, and demonstrating reliability in fulfilling promises. Accountability mechanisms, including public reporting, performance evaluations, and feedback loops, sustain trust by holding stakeholders responsible for their roles. Trust is built through transparency and effective communication, where any obstacles or problems that arise can be immediately addressed. This is as stated by Ms. Ika, a staff member of the Destination and Tourism Industry Division of the Youth, Sports, and Tourism Office of Malang City, in the following interview:

“Kita berusaha untuk transparansi itu penting, kemudian jujur. Kalau misal ada hambatan atau apa gitu cepat untuk ditindak lanjuti. Kan itu membangun kepercayaan semakin kuat. Kalau kita slowresp, sudah tidak mau tahu, nanti masyarakat jadi ragu.”

(We strive for transparency, which is important, and then honesty. If there are any obstacles or issues, they are quickly addressed. This helps build stronger trust. If we are slow to respond or ignore issues, the public will become skeptical).

When the community feels the direct benefits of the program, such as free management of contributions for six months, this further strengthens their trust in the managers. This was revealed in interviews with six RW 1 Kayutangan heads:

“Salah satunya sih itu, untuk masyarakat disini tuh free iuran 6 bulan dan dikelola oleh Pokdarwis, jadi mendapat dana bantuan 6 bulan gratis dari Pokdarwis selaku pengelola. Nah, Pokdarwis ini turunan dari Kelurahan, jadi sebagai bentuk pemberdayaan oleh pemerintah.”

(One of them is that the community here gets six months of free contributions, which are managed by Pokdarwis, so they receive six months of free assistance from Pokdarwis as the manager. Pokdarwis is an extension of the village office, so it's a form of empowerment by the government).

Pokdarwis, as the manager of Kayutangan tourism, ensures that all actions and decisions taken are accountable to the community. By being open to feedback and criticism, Pokdarwis not only demonstrates its commitment to serving the community but

also creates space for active community participation. This was conveyed by informants 3 and 4 in the following interview:

“Ya dengan mereka akan merasakan hasilnya atau manfaatnya yang kita kerjakan sudah otomatis mereka sudah ada kepercayaan buat kita ya tentunya kembali lagi saat ini mereka sudah bisa merasakan hasilnya secara langsung yang bisa diterima tadi dengan iuran yang tiap semester kita bagikan gitu otomatis oh iya memang benar-benar kerja hasilnya juga buat semua warga sekitar karena kita sendiri. Ketika ada permasalahan apa pun ngomonglah kita komunikasikan Pokdarwis tidak sendiri Pokdarwis terbuka untuk menerima masukan.”

(Yes, they will feel the results or benefits of our work, so they automatically trust us. Of course, they will come back again now that they can directly feel the results of the contributions we distribute every semester. Oh yes, it's true that the results of our work are for all the residents because we do it ourselves. When there are any issues, just speak up; we communicate. Pokdarwis isn't alone; Pokdarwis is open to receiving feedback).

Not only Pokdarwis has accountability reports, but every stakeholder in charge must have their own reports. This was also conveyed by informant 2 in the following interview:

“Kalau laporan terkait teknis pelaksanaan sih yang diberi tugas itu pasti, nanti kalau ada rapat dilaporkan, baik itu lisan atau berkas laporan. Setiap agenda yang dilakukan ada laporannya masing-masing. Pasti Kepala Daerah minta progress-annya setiap minggu sekali. Laporan tidak semua pemangku kepentingan tau hanya yang diberi tugas saja, tapi kalau memang nanti pihak yang lain minta tinggal dikoordinasikan aja.”

(If the report is related to technical implementation, the task is definite, and later, if there is a meeting, it will be reported, either verbally or in a report. Every agenda item has its own report. The Head of the Region requests progress reports every week. Not all stakeholders are aware of the reports; only those assigned the task are informed. However, if others request the reports, they can be coordinated accordingly).

In addition to accountability reports, collaboration in timber management is also monitored and evaluated. This was conveyed by informant 5 in the following interview:

“Monitoring kegiatan evaluasi saat ini kita terkait sama pelaksanaan yang melaksanakan jadi program yang kita susun di tahun berjalan nanti kita evaluasi pelaksanaannya namun kita tidak ada kewajiban khusus untuk mengevaluasi outcome nya.”

(We currently monitor the implementation of the program that we have developed for the current year, but we are not specifically required to evaluate the outcomes).

Discussions

Forms of Stakeholder Involvement in Cultural Heritage Tourism Management in Kayutangan

The form of involvement of stakeholders in this context varies but the most prominent is the initiative of the community itself which is independent. According to Asy'ari et al (2021), the community is the main actor in the tourism development process, starting from the management stage to tourism development. The independence of the community as the main actor in the management of cultural heritage tourism in Kayutangan is indicated by the existence of the Tourism Awareness Group (Pokdarwis) which is a self-help community initiated by the community itself who realises the potential and opportunities of their living area. The people who are actively involved are representatives of each region, in this case the RW scope. This shows that this community is collective and evenly distributed for a common goal. As stated by Adikampana (2017), the involvement of all elements in the community aims to improve collective welfare.

The influence of the successful implementation of community-based tourism is the management carried out directly by the community and the value of the benefits felt by the community directly (Goodwin & Santilli, 2009). The distribution of benefits that must be felt by the community are: (1) social benefits in the form of community trust in managing available resources; (2) economic benefits in the form of community outreach in contributing to their welfare; and (3) environmental benefits in the form of the impact of resource utilisation can be managed sustainably (Yanes et al., 2019). This community is successful in distributing benefits to the surrounding community such as equitable profit sharing both materially and non-materially. One of them is the decision or policy they make so that all business actors take turns being given orders if there are guests visiting by taking tour packages. This is Pokdarwis' effort in equalising the benefits for the community, especially those who are business actors in order to achieve prosperity. Although in terms of environmental benefits it is still an obstacle because public awareness not to throw garbage in the river still needs to be motivated, but Pokdarwis itself has tried to further encourage the community to be aware that now they are also stakeholders in managing their living area which has become a tourist area.

The community certainly cannot run alone, there needs to be guidance from authorised stakeholders in making rules or regulations as a benchmark for the management process. Because, the capacity of stakeholders in managing local tourism relies on collaboration, not only the government but also the local community (Wiranata et al., 2022). So that in addition to the important role of the community, the government, which is also a stakeholder, has a role in tourism management in Kayutangan. The government plays a role in formulating regulations, formulating policies, monitoring, preparing Human Resources (HR), being one of the facilitators in tourism development, and also encouraging Non-Governmental Organisations (NGOs) to participate in tourism management (Semara et al., 2024). The Department of Youth, Sports, and Tourism (Disporapar) as the supervising agency is needed to provide guidance, especially related to regulative matters. Apart from Disporapar, local governments such as the Klojen Sub-district Government also provide almost the same role in efforts to manage tourist destinations in the Kayutangan area. The role in this collaboration involves two main aspects: joint programme development and supervision implementation that touches on aspects of community empowerment. The government involves the community to participate directly in programme design. By involving the community in programme development, the programmes will be more relevant to their needs and aspirations. In addition, the government can also provide direct supervision to ensure that the programmes run properly. Another role is to implement the certification of BNSP-certified guides, which is useful for improving the quality of services provided by tour guides. On the other hand, this is a selling point for tourist destinations, because certified tour guides can provide a more in-depth experience of the history, culture, and local uniqueness of Kayutangan.

Apart from the involvement of community and government stakeholders, there is also involvement by the private sector which supports in terms of funding and investment in Kayutangan. Similar to the statement from Yusman et al (2021), as a stakeholder and government partner, the involvement of the private sector will ease the burden on the government in terms of budget by investing and providing supporting facilities in tourism management. The private sector in collaboration with the Kayutangan community is bridged through the Corporate Social Responsibility (CSR) programme which plays a role in funding infrastructure in Kayutangan. Corporate Social Responsibility (CSR) is a mechanism by which companies or corporations make social or environmental investments as part of their responsibility to the surrounding community. The private parties involved in the management of Kayutangan are from banking companies around

the Kayutangan area. Funding by these banks is in the form of funding to build infrastructure that supports the tourism side of Kayutangan. In an effort to revitalise and optimise, the private sector contributes by providing transportation services, providing adequate infrastructure and facilities as a form of support and concern for the management of cultural heritage tourism (Sugiarti et al., 2019). In the management of Kayutangan, collaboration between the private sector and Pokdarwis as well as the government authorities focuses on providing facilities that support tourist comfort and safety such as lighting, directions, gates, and entrances. Meanwhile, the maintenance of the funded infrastructure is delegated to Pokdarwis (*Kelompok Sadar Wisata* - Tourism Awareness Group) through ticket revenues and community cash.

In a collaboration, there are conditions that determine whether the individual or group is considered a stakeholder. Individuals or groups are said to be stakeholders if they have elements of power, legitimacy, and urgency (Mitchell et al in Zaenuri, 2018). Looking at the role of each stakeholder in the management of cultural heritage tourism in Kayutangan, it can be concluded that the Government, the community, and the private sector are the main stakeholders in the management of cultural heritage tourism in Kayutangan. This is also in accordance with the statement of Semara et al (2024), which states the involvement of stakeholder elements in optimising the implementation of cultural heritage tourism management, including the government, the private sector, and the community. Overall, the form of stakeholder involvement in the management of cultural heritage tourism in Kayutangan shows a mutually supportive synergy, which allows this destination to develop sustainably by taking into account the cultural, economic, and social aspects of the local community. Meanwhile, community participation is classified as interactive participation as in accordance with the characteristics of participation by Pretty (1994) in Zaenuri (2018), which means that the community structurally and systematically plays a role in planning activities and forming or strengthening institutions and having control over their decisions.

Kayutangan demonstrates a hybrid governance structure where community-led initiatives (Pokdarwis) interface with formal government systems through a unique RW-based representation model. Kayutangan's nested decision-making challenges Emerson's horizontal collaboration premise, demonstrating how vertical integration can function effectively in hierarchical cultural contexts. The Pokdarwis' dual role as both implementer and community advocate exemplifies Ostrom's concept of "nested enterprises" in polycentric systems.

Factors Affecting the Capacity for Joint Action with Stakeholders in Cultural Heritage Tourism Management in Kayutangan Settlement

Factors that influence the capacity of joint action with stakeholders in the management of cultural heritage tourism in Kayutangan. In the process of implementing joint action capacity by cultural heritage tourism managers in Kayutangan, there are several factors that influence the collaboration process, namely supporting factors and inhibiting factors.

Supporting Factors

The synergy between stakeholders in tourism management is one of the bases for the success of this tourism programme. Integration between local communities in the planning and development of tourism destinations carried out by the Government and will have an impact on the tourism industry (products, markets, and access) and linkages with local communities in the tourism management process (Adikampana, 2017). The integration was also initiated by various stakeholders as previous research by Miryani et al (2023) mentioned that the concept of Pentahelix cooperation (Government, Private, Community, Academics and Media) became one of the internal strength strategies in the development of tourist villages. Tourism development that involves various stakeholders

will have an impact on tourism management, tourism promotion, and an increase in the number of tourists. This relationship also occurs in the management of kayutangan heritage tourism, as evidenced by the commitment of the Department of Youth, Sports and Tourism, Sub-districts, Villages, PKK, MSMEs, Private Parties, Pokdarwis, and the Community. Various elements of these stakeholders have a role in developing the tourism potential of Kayutangan Heritage in accordance with their respective potential, the development is a form of commitment in improving the management of Kayutangan Heritage tourism. The government's commitment to supporting collaborative processes by recognising the existence of every stakeholder in the tourism industry as stated by Bichler & Lösch (2019) in Patadjenu et al. (2023). Rainey (2009) in Patadjenu et al. (2023) mentioned that leadership is oriented to motivate other members in facing challenges and achieving goals. Previous research by Patadjenu et al. (2023) mentioned that leadership commitment affects the success of the programme because it is related to the orientation of improving skills in members of the organisation. Commitment in improving skills has been carried out by various stakeholders to support the management of kayutangan heritage tourism. One of them is increasing the ability of the community to provide the best experience to tourists. In this case, various stakeholders play a role in organising training that has an impact on Pokdarwis and the community in accordance with the needs of tourism development. The training also has an impact on increasing the number of tourists in Kayutangan Heritage.

Inhibiting Factors

Lack of Human Resources (HR) in the management of cultural heritage tourism Kayutangan Heritage Malang City. In the management of Kayutangan Heritage Tourism in Malang City, there are several obstacles related to the lack of human resources in tourism management. Community participation in the management of cultural heritage tourism Kayutangan heritage into the category of active participation and small-based because it blends with the structure of space / life of local communities. Campbell (1999) in Adikampana (2017) states that the impact of the small scale is that only some people are able to identify the benefits of tourism and expect short results without any process. Similar conditions are also experienced in the management of kayutangan heritage tourism. Given that the presentation of local community involvement has not been fully achieved, considering that there are still some residents who have not contributed and choose other activities. This is due to cultural limitations as revealed by Tosun (2000) in Adikampana (2017) identifying obstacles in community-based tourism development, namely limited capacity, especially in poor communities and apathy or low awareness of local community tourism.

Strategy Capacity for Joint Action

Shared Leadership

Leadership is important in collaborative governance. Leaders have a role as organisers, facilitators/mediators, representatives of organisations (Nabatchi & Balogh, 2012). In the management of Kayutangan heritage tourism, the highest authority to decide on a policy is from the Mayor of Malang and then the responsibility will also be given to the relevant OPDs that handle the tourism sector. In addition, in the implementation of collaborative management of Kayutangan heritage tourism, a leader must also be able to facilitate. This is in line with the statement that leadership plays an important role in facilitating and enabling collaboration (Bichler & Losch, 2019). The Kayutangan Tourism Awareness Group (Pokdarwis) has a role as a facilitator who liaises between the government, the community, and the private sector. From the collaboration activities in the management of Kayutangan heritage tourism, the role of leaders in collaborating is clear, with the

highest leader in determining a policy. And there are also leaders who facilitate in these collaborative activities. In the implementation of the collaboration, although each collaboration leader has their own duties, the agreement remains a collective agreement which after a joint decision will be set into a policy by the highest leader. This also applies to other aspects, such as an integrated policy framework that aligns local and national efforts, supported by regular dialogue and coordination mechanisms among stakeholders (Sihaloho, and Rusliadi, 2025).

Communication and Coordination

Stakeholders must constantly communicate with each other, to receive critical feedback (Bichler & Losch, 2019). In this collaboration, joint deliberation between stakeholders is carried out to discuss something important. Communication carried out by deliberation is a hallmark and important thing to achieve successful collaboration (Nabatchi & Balogh, 2012). Apart from holding meetings, to communicate and coordinate between stakeholders in the management of Kayutangan heritage tourism, it is also done using existing technology, such as via mobile phones which are carried out online. By utilizing various existing communication channels, the communication and coordination process between stakeholders also runs effectively and efficiently. In collaboration activities between stakeholders in the management of Kayutangan heritage tourism related to communication and coordination, it can be said to be effective and efficient. As evidenced by the regular meetings held by Pokdarwis every Wednesday, there are also annual meetings held. And these activities are always carried out by holding meetings to achieve mutual deliberation between stakeholders by utilizing various communication media, both offline and online. In essence, deliberation creates a safe space for collaboration with various stakeholders (Nabatchi & Balogh, 2012).

Conflict Resolution Mechanism

Elements of collective action capacity in collaboration are conceptualized in terms of institutional agreements, leadership, knowledge, and resources that are fundamental to the collaboration process (Nabatchi & Balogh, 2012). Institutional agreements include various process protocols and organizational structures needed to manage repeated interactions over time. This agreement is based on mediating ground rules, operating protocols, decision rules, and so on relating to the course of collaboration (Emerson et al., 2012). According to Agranoff and McGuire in (Emerson et al., 2012) such structures and protocols may vary according to their function, for example, taking the form of information networks, development, outreach, or action. In the collaborative management of cultural heritage tourism in Kayutangan, various stakeholders are involved with different interests and roles but with one goal. Differences can lead to conflicts that can occur within and affect collaboration. In this case, institutions (community, public sector, and private sector) can make an agreement in an effort to establish a conflict resolution mechanism. Based on the theory above, the function of establishing a conflict resolution mechanism is a form of action or protocol to find solutions to conflicts triggered by differences.

In the context of cultural heritage tourism management in Kayutangan, conflicts often occur in the form of misinformation and miscommunication between one party and another, such as Pokdarwis and the government. One issue that has arisen is the non-involvement of the Kelurahan in regular meetings held by Pokdarwis. This can be caused by several factors, such as miscommunication or ignorance of the roles and organizational structure between the two parties. Such miscommunication can lead to discrepancies in coordination, as well as a potential misunderstanding of each other's roles in the tourism destination management process. Building more open and structured communication, for

example by holding regular meetings involving all relevant parties, can help minimize miscommunication and ensure smooth implementation of tourism policies and programs in Kayutangan. While conflicts that occur below or in the sense that they occur between Pokdarwis and the community are differences in views or opinions. Another conflict is related to how to convince people who are still pro and contra regarding the existence of Kayutangan tourism. These social dynamics are natural in the context of managing community-based tourist destinations, such as those in Kayutangan Village. Of course, the existence of differences of opinion and criticism from the community is part of the process that cannot be avoided in a collaborative system. Small conflicts or tensions between managers and the community are common in participation-based management. This could be due to differences in perspectives, expectations, or even a lack of understanding of common goals.

Meanwhile, in resolving these various conflicts, the mechanisms used are communication and deliberation. This shows a rational approach in resolving tourism management conflicts in Kayutangan, by prioritizing open communication and involving various parties according to their authority. Problem solving is carried out in stages, starting from the RW and Kelurahan levels, until if necessary, involving related agencies. This systematic approach ensures that each party involved, with their various perspectives and interests, can play a role according to their capacity. By referring to the original intention to manage and preserve cultural heritage tourism in a sustainable manner, managers focus on problem-solving through a clear structure, rather than unilateral decisions, thus strengthening collaboration and preventing protracted conflicts.

Shared Decision-Making

The decision-making process involves interrelated parties with elements of procedural arrangements in establishing basic authority for collaborative efforts, decision making, and making operational standards (Nabatchi & Balogh, 2012). In the management of kayutangan heritage tourism, the highest party is the mayor as the highest decision maker, then followed by the sub-district led by the sub-district head, the village led by the village head, and the RW scope led by the RW head. The activities of Musrembang Prajurit Kulon Sub-district and Musrembang Kauman Village are a form of community voice networking to find out the aspirations and ideas of the community which are then formalized by the Malang City government and translated into Kayutangan Heritage tourism development planning documents. The decision-making process is based on leadership interruptions that affect the intraorganizational and interorganizational levels (Nabatchi & Balogh, 2012). Intraorganization in the management of kayutangan heritage tourism is a management system based on the results of community meetings in determining decisions mediated by the Head of RW. As for the interorganizational level, decision-making is based on regional level leaders, namely the head of the department and the mayor through regulatory documents that regulate kayutangan heritage tourism management policies and the kayutangan heritage tourism development process. These documents become the basis of understanding for kayutangan heritage tourism actors in carrying out tourism management activities, one of which is in the process of road construction which is fully regulated by the government by appointing relevant stakeholders.

Trust and Accountability

The resource gap is overcome by the implementation of administrative and organizational assistance so as to form trust in the community (Nabatchi & Balogh, 2012). In the context of managing Kayutangan heritage tourism destinations, trust is an important element that is built through transparency and effective communication. In collaboration between

stakeholders in the management of Kayutangan heritage tourism, it can be seen that efforts to maintain transparency and be responsive to problems that arise and are able to create trust between the government and the community. This is in line with the principle that trust can be strengthened through open and accountable interactions, where each party feels valued and has a voice in the decision-making process. The management of the free dues every six months by Pokdarwis Kayutangan is a concrete example of how the direct benefits of the program can increase the community's trust in the management. Such assistance can increase the community's sense of belonging to the Kayutangan heritage tourism area, which can influence common goals and support the collaboration process (Nabatchi & Balogh, 2012).

Trust is also strengthened through clear accountability and systematic documentation. The monthly reports and accountability documents prepared by Pokdarwisa Kayutangan provide transparency regarding the use of funds and the retribution of benefits to the community. Regular monitoring and evaluation activities also serve as a tool to ensure that all parties fulfill their responsibilities and are evaluated. Thus, transparent, accountable and participatory management not only strengthens community trust but also creates a better collaborative climate in tourism destination management. Such management support will have an impact on the understanding and ability of the community in developing kayutangan heritage tourism management, so that good reports will affect the condition of a healthy organization (Nabatchi & Balogh, 2012).

Conclusion

The results of this study indicate the presence of collaboration among stakeholders in the management of cultural heritage tourism in Kayutangan. This management involves various stakeholders, including the community, government, and private sector. The scope of collaboration spans coordination efforts between the community and government bodies such as agencies, sub-districts, and villages, as well as private sector entities like banking companies. Each stakeholder plays a distinct role, contributing to infrastructure development, training, empowerment, and maintenance through mechanisms like the RW-represented Pokdarwis system and banking CSR partnerships. This collaboration supports effective heritage tourism management by leveraging complementary stakeholder strengths. However, persistent challenges include limited human resources, uneven community participation, and conflicts stemming from miscommunication and divergent perspectives, balanced by enabling factors like stakeholder commitment, skill development, and supportive policies.

Overall, the stakeholders have developed a collaborative strategy that encompasses shared leadership, communication and coordination, conflict resolution mechanisms, shared decision-making, and mutual trust and accountability. The government serves as a facilitator, connecting stakeholders within this collaborative framework. Stakeholders communicate and coordinate efficiently through regular meetings and ad hoc discussions based on urgent needs in the field. Furthermore, decision-making authority is entrusted to the government, recognized as the highest leader and authority in this collaboration. Trust and responsibility among stakeholders are maintained through routine monitoring, evaluation, and reporting on the progress of collaborative efforts in the field. Conflicts arising during collaboration are addressed through established procedures, primarily by open communication to resolve issues causing disputes.

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The author declares that there is no conflict of interest in this research.

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