

Collaborative Governance in the Development of Marine Tourism in Taka Bonerate National Park, Selayar Islands Regency

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ABSTRACT

This qualitative case study aims to explore the dynamics of collaboration in the management of Taka Bonerate tourism comprehensively and contextually. The study reveals that while collaboration processes have been implemented relatively well, involvement of community groups remains institutionally weak, communication is insufficient, trust between parties is lacking, and commitment is not yet strong despite adherence to official regulations. Collaborative actions, especially facilitation through training and socialization, are limited, with infrequent meetings among stakeholders hindering progress. Nevertheless, the collaboration has positively impacted the community by increasing tourism awareness and creating income opportunities. These findings highlight the need to strengthen communication, trust, and commitment, as well as to enhance capacity-building efforts to improve collaborative tourism management in Taka Bonerate.

Keywords: Collaborative Governance, Strategy, Tourism

INTRODUCTION

Tourism is a form of travel undertaken by individuals to relieve stress by enjoying the scenic beauty offered by tourist destinations. According to Law No. 10 of 2009 on Tourism, tourism is defined as a variety of travel-related activities supported by various facilities and services provided by the community, businesses, the government, and local authorities. Tourism involves temporary travel from one place to another, carried out by individuals or groups as an effort to seek happiness and harmony with the environment, within the dimensions of society, culture, nature, and knowledge (Susilawati, 2016).

The management of a tourist destination is a crucial factor in achieving desired objectives. Therefore, it must be carefully planned to ensure the outcomes align with the intended goals. Tourism development should involve the government, all levels of society—from grassroots communities to the upper class—as well as the private sector. Each stakeholder is expected to participate in tourism management to support its overall development. Communities are more

likely to engage in tourism management when they understand what kind of support is needed and why their involvement is important. They will be more inclined to contribute to tourism development once they recognize the potential positive benefits. Suwantoro in (Nawawi, 2017).

People's decision to engage in tourism often stems from a desire to enjoy the natural scenery offered by tourist destinations. Therefore, tourism must be properly managed and developed by the government, private sector, and local communities. The dynamics of collaboration play a vital role in driving the collaborative process. Effective collaboration is characterized by the involvement of shared principles, mutual motivation, and the capacity for joint action. Collaborative actions reflect the underlying dynamics of collaboration, which cannot be achieved by a single organization acting alone. The outcomes of such actions are typically seen as interim impacts that, in turn, reinforce and are shaped by the dynamics of collaboration.

The development of governance practices has brought collaborative governance to the forefront as a new and intriguing phenomenon to study, as highlighted by Ansell and Gash (Yuniar, 2022). Collaborative governance is one approach to responding to stakeholders' desire to be involved in development implementation, as well as to address the limitations of government funding that cannot keep pace with society's growing expectations for improved government performance. The main goal is to mobilize resources to support development efforts in line with stakeholder expectations. These resources are owned and controlled by the stakeholders themselves (Tri Sambodo, 2016).

Several prerequisites are essential for the creation of a collaborative process: (1) the participation of stakeholders, (2) the presence of conditions that ensure equal power distribution, and (3) the involvement of competent actors. Tourism is inherently complex; therefore, its development requires cooperation among the private sector, government, and local communities to ensure sustainable growth and to generate meaningful benefits for society. Tourism development has the potential to stimulate business activities and produce significant social, cultural, and economic advantages for a country (Djogeh Harmana , 2021).

When tourism is well-planned, it should provide tangible benefits to the local community at a destination. The emergence and growth of tourism activities are often driven by the presence of unique and specific attractions in the area features that are not found elsewhere, making the destination appealing to visitors.

As is widely recognized, tourism is inherently characterized by uniqueness, distinctiveness, originality, diversity, and locality, all of which attract people to engage in travel experiences (Utama, 2014).

The Selayar Islands are one of Indonesia's designated tourist destinations (DTWs), offering a unique appeal to both domestic and international travelers. This appeal is rooted in the region's rich tourism potential. Known as a traditional boat-building center, the area features a diverse geographical landscape that includes both mountainous terrain and coastal zones, resulting in a wealth of cultural and natural attractions. These characteristics make the region especially attractive to visitors. One of the most popular tourist attractions is Taka Bonerate National Park, a marine park that contains the third-largest atoll area in the world. This vast atoll spans approximately 220,000 hectares, with coral reef coverage extending over 500 square kilometers (Tamrin & Raharja, 2021).

The Selayar Islands Regency, a maritime region with approximately 85 percent of its area consisting of ocean and comprising 132 islands, holds significant potential as a world-class marine tourism destination. The icon of Selayar's marine tourism is Taka Bonerate National Marine Park, alongside other coastal and coral reef areas renowned for their exceptional beauty and aesthetic value. This region is home to a wide variety of coral reefs, seagrass beds, mollusks, and other marine life. Despite Taka Bonerate's vast marine potential and its recognition at the regional, national, and international levels, it has yet to fully emerge as a prominent marine tourist destination (DTW). The same applies to its potential in natural (terrestrial), cultural, and historical tourism. Although the Taka Bonerate area holds immense potential for development, numerous factors continue to hinder its progress. This study aims to identify new and appropriate strategies for developing the Taka Bonerate tourism area in the Selayar Islands Regency.

The development of coastal tourism in the management of coral reef ecosystems is essentially a process of regulating human activities to ensure that the utilization of natural resources is carried out wisely, with due regard to environmental sustainability principles. The designation of tourism zones within the Selayar Islands Regency serves as a reference for the government—particularly the Department of Tourism—in planning and developing integrated tourism activities in the region, including in Taka Bonerate National Park.

Regarding the management and development of Selayar's coastal tourism, the government collaborates with the local community. The basis of this collaboration, as acknowledged by the Head of the Tourism Department, lies in the involvement of stakeholders in maintaining and developing the tourism sites. However, the collaboration has not proceeded as expected due to limited

community engagement and insufficient efforts by the government to provide adequate information and understanding to the public. As a result, the collaboration has not been as effective as intended (Tamrin & Raharja, 2021).

Selayar's world renowned coastal tourism attractions hold great potential. The Selayar Islands offer features such as white sandy beaches and underwater natural scenery. However, the management of these resources still faces challenges. The role of the local government as the manager has not been optimal and shows limitations in its capacity to oversee tourism development. The limited resources available to the government present a fundamental obstacle to advancing the coastal tourism sector in Selayar, as adequate resources are essential for the development of Selayar's beaches.

Collaborative governance is a form of governance in which one or more government institutions engage directly with non-governmental parties in a formal, deliberative, consensus-based process focused on the formulation or implementation of public policies or public asset programs. It requires a platform or institution to manage cooperation among stakeholders, including local governments, businesses, communities, and indigenous groups, to support cultural preservation. The concept of collaboration is intended to maintain cultural heritage sites, such as national parks, and can be designed and implemented for the benefit of the communities that develop them (Emerson, 2011).

As an effort to preserve diversity, Law Number 27 of 2007 concerning the Management of Coastal Areas and Small Islands is intended to establish a foundation for coastal zone management. Regional regulations are an important component of the legislative framework, and Article 1 states that "the abundant and highly significant natural resources contained therein can be developed sustainably and with a global perspective for social, economic, cultural, environmental interests, and as a buffer for national sovereignty, while taking into account public aspirations, participation, and the nation's values based on national legal norms."

The Regional Regulation of Selayar Islands Regency Number 10 of 2011 concerning coastal zone management serves as a guideline for the government, particularly the Department of Tourism, to plan and integrate the current tourism potential of the Selayar Islands Regency, including Taka Bonerate National Park.

The government collaborates with the community to manage and develop tourism at Taka Bonerate National Park. This collaboration is based on the decree from the Head of the Tourism Department, which acknowledges that the management of tourism at Taka Bonerate National Park involves the participation of all stakeholders in preserving and developing the tourist sites. However, this

cooperation has not proceeded as expected due to limited community engagement, a lack of information, and insufficient government efforts to raise awareness among the public, resulting in ineffective collaboration.

Based on the research findings mentioned above, this study aims to explore the concept and implementation of Collaborative Governance in the development of marine tourism at the National Park in Selayar Islands Regency. The research focuses on understanding how various stakeholders, including government agencies, local communities, and private sectors, work together to manage and promote sustainable tourism. By examining the collaborative processes, challenges, and opportunities, the study seeks to provide insights that can support more effective governance strategies for enhancing the region's marine tourism potential while preserving its natural and cultural resources.

RESEARCH METHODS

This study employs a qualitative research approach aimed at revealing facts, conditions, phenomena, and circumstances occurring during the research in a comprehensive and contextually appropriate manner. The research type used is a case study, involving in-depth investigation of an individual, a group, an organization, a program, or similar subjects. This study focuses on Collaborative Governance in the Development of Marine Tourism at the National Park in Selayar Islands Regency. The research methods include interviews, questionnaires, and direct surveys conducted with local government officials or authorized parties, as well as respondents such as visitors and destination managers involved in the Collaborative Governance of marine tourism development at the National Park in Selayar Islands Regency.

RESULT AND DISCUSSION

The Takabonerate area has significant potential, particularly for marine tourism. Takabonerate National Park is a premier marine tourism destination in the Selayar Islands and is also known as the largest coral island in Southeast Asia and the third largest in the world, after the Kwajalein Atoll in the Marshall Islands and the Suvadiva Atoll in the Maldives. Takabonerate consists of 21 islands forming a ring surrounded by coral reefs. Among these islands, only Latondu Island, Rajuni Island, Tarupa Island, Jinato Island, Pasitallu Tengah Island, and Pasitallu Timur

Island are inhabited. Some of the coral reefs in this area are patch reefs that emerge to the surface during low tide.

The Takabonerate area covers 530,765 hectares, with an atoll spanning approximately 220,000 hectares, and has been designated as a National Park since 1992. The coral reefs in this area consist of barrier reefs, fringing reefs, and atolls formed by 261 species of coral. To reach this area, visitors can use a speedboat or local boats from Benteng City and the Patumbukang dock. The travel time by a 200 HP speedboat is approximately 2–3 hours from Benteng City, while using local boats takes about 8 hours from Benteng and 6 hours from Patumbukang dock. The best visiting seasons for Takabonerate National Park are from April to June and from October to December each year. Diving activities in the area can be facilitated through Tinabo Island Resort. The indicators used in this study are collaboration dynamics, collaborative actions, and the impacts and adaptations within the collaboration process.

The transportation facilities and services to the Takabonerate area exhibit variability in both availability and quality, with accessibility being generally adequate but occasionally difficult to reach, and costs ranging from affordable to relatively expensive. The condition of the docks in this area remains suboptimal in supporting tourist comfort due to limited supporting facilities such as dining options, electricity, and clean water, although basic amenities like prayer rooms, restrooms, and information media are available. The infrastructure at Selayar Regency Airport is relatively adequate, featuring information media, dining facilities, electricity, and clean water that facilitate tourist mobility. Furthermore, accommodation facilities in the form of villas within the area provide essential amenities such as prayer rooms, restrooms, information media, dining areas, and sufficient electricity. These findings indicate that although basic infrastructure is in place, improvements in supporting facilities for transportation and docks should be prioritized to enhance the comfort and overall experience of tourists in the Takabonerate area, thereby supporting the sustainable development of marine tourism in the region.

The Takabonerate area, as a conservation zone, is managed by the central government through the Takabonerate National Park Authority. However, the consistency of conservation policies in this area heavily depends on the support of stakeholders at the regional level, including local governments and area managers. One of the main challenges identified is the lack of coordination between the park management and local government regarding development policies, which has resulted in Takabonerate being less competitive compared to other national parks in Indonesia. Furthermore, public awareness and concern for environmental preservation remain low, with limited understanding of the importance of maintaining ecosystem sustainability, potentially threatening the long-term viability of marine tourism attractions in the area. Nevertheless, field observations indicate that some community members have begun to show awareness of environmental cleanliness, such as maintaining beach cleanliness and protecting coral reefs, which can serve as valuable social capital for conservation efforts and sustainable tourism development in Takabonerate.

COLLABORATION DYNAMICS

The dynamics of collaboration involve aspects of Motivation and Shared Principles. Motivation, with its underlying indicators, relates to trust and mutual understanding. Trust between the Youth, Sports, and Tourism Office and the Tourism Business Association has developed through intensive communication and cooperation over the past several years. This trust serves as the foundational basis for collaborative communication and partnership. Meanwhile, shared understanding pertains to the awareness of the respective roles and functions of each collaborator. Such understanding is essential to avoid overlaps or conflicts of authority.

Taka Bonerate is one such area. A distinctive feature of this national park is its unique and fascinating topography, characterized by atolls consisting of clusters of coral islands, reefs, and extensive submerged reef flats that form islands. The atoll coral in Taka Bonerate National Park is the third largest atoll coral in the world, after Kwajalein in the Marshall Islands and Suvadiva in the Maldives, with a total area of 530,765 hectares.

The population of the Taka Bonerate National Park area consists of two main ethnic groups: the Bajo and the Bugis. The Selayar people, who are fewer in number, generally identify themselves as Makassar. According to information from local informants, the Bajo are actually the original majority population, followed by the Bugis. The coexistence of these two major ethnic groups creates potential for dynamic economic activities and exploitation of marine resources in the area, as the Bajo possess extensive local knowledge and traditional practices related to coral reef exploitation, while the Bugis have a strong trading work ethic. The ethnic distribution on the islands within Taka Bonerate is as follows: Rajuni Kecil (balanced Bugis and Bajo populations), Rajuni Besar (dominantly Bajo with Bugis presence), Tarupa (dominantly Bajo with Bugis presence), and Latondu Besar (dominantly Bugis with Bajo presence).

One of the objectives of managing the Taka Bonerate National Park is to develop the utilization of environmental services and tourism. Stemming from a study on the need for tourism development and international networking, the Taka Bonerate National Park Authority initiated a meeting of stakeholders to provide feedback, suggestions, and constructive initiatives for the development of nature-based tourism and international networking, particularly within Taka Bonerate National Park.

The roles of various stakeholders were reflected in a meeting initiated by the Taka Bonerate National Park Authority, involving parties such as LIPI, the Directorate of PJKKHL at the Ministry of Forestry, the local government of Selayar Islands Regency, along with the Police Chief (Kapolres) and Military Commander (Dandim 1415) of Selayar Islands, Eco Natural Society, SSD, Kampung Penyu, and various tourism observers from Selayar Islands. This meeting took place on April 23-24, 2014, at the Regent's Office of Selayar Islands. The meeting, titled "Workshop on the Development of Environmental Services Utilization and International Networking," resulted in a mutual understanding to strive for the development of environmental services, particularly in marine tourism, and to strengthen international networking.

The shared principle currently being developed by the collaborative implementers the Youth, Sports, and Tourism Office together with the tourism business association is to open up broad community participation in tourism management. Community-based tourism began with the enactment of tourism regulations. Community-based marine resource management is viewed as a new paradigm. This paradigm emerged due to dissatisfaction with previous approaches, which tended to be individualistic and biased toward economic market interests. Community based development approaches use horizontal ties as the main pillar and adopt a broader perspective beyond merely economic development, which can be seen as innovative in development. Horizontal ties and a sense of community are important components of social capital that are essential for fostering various collective actions. One key requirement for the emergence of collective behavior is the establishment of a participatory atmosphere, starting from planning to implementation.

Resource management in the area is carried out excessively by both the local community and incoming migrants without adequate consideration for the ecosystem. The local community traditionally has an environmentally friendly management system; however, economic pressures and changing demands have shifted their mindset. As a result, the ecosystem and environment are no longer viewed as elements to be preserved. Additionally, the presence of migrants has caused various tensions and jealousy among the local community.

To strengthen initiatives for the development of nature-based tourism and international networking, stakeholders including the Director of PJKKHL and the Director of the Indonesian MAB Committee LIPI, along with other parties, participated in a field visit held on April 24–25, 2015, in the Taka Bonerate National Park area. The visit included meetings with the Latondu community and the Fish Crackers and Fish Floss Productive Business Group, as well as observations of tourism facilities on Tinabo Island. During the visit, the group directly experienced marine tourism activities such as diving, snorkeling, and interacting with baby sharks in Tinabo. Additionally, the group engaged in conservation activities,

including releasing sea turtle hatchlings on Tinabo Beach and planting pine trees as part of the One Three One Label program.

The management of tourism in Taka Bonerate involves collaboration with other parties. Specifically, the Tourism Office works together with the Tourism Awareness Group because tourism management cannot be carried out independently and requires the involvement of multiple stakeholders. Based on the findings, it can be concluded that one of the necessary approaches is deliberation. Deliberation, or joint discussion, in the collaborative management of Taka Bonerate serves to address existing tourism issues through discussions between parties involved in tourism management, such as the Tourism Office and the Tourism Awareness Group. These discussions aim to generate ideas and solutions for development and problem-solving and must be conducted regularly, as these challenges cannot be resolved by the Tourism Office alone but require the participation of other groups, such as community organizations, in managing tourism in Taka Bonerate.

COLLABORATIVE ACTIONS

Collaborative actions in practice are very diverse, encompassing various forms such as socialization activities or technical guidance conducted by the collaborating parties. Facilitating the collaboration process is a way to simplify and smooth the implementation of collaboration. Facilitation is an activity that helps clarify understanding, decisions, and actions carried out individually or together with others, with the aim of making tasks easier to accomplish.

Socialization regarding roles and contributions is provided to the community to raise their awareness of tourism, as well as technical guidance given to POKDARWIS so that its members become competent and can advance Taka Bonerate tourism, making it popular among both local and outside visitors to the Selayar Islands Regency.

In a collaboration, mutual trust is very important because the management process involves not just one party but multiple parties. Therefore, trust among all parties is essential to facilitate smooth collaboration in the management and development of marine tourism in Taka Bonerate National Park. Mutual trust is

crucial for every institution involved to ensure the successful and smooth running of the collaborative process. Without trust between the collaborating parties, the collaboration cannot function effectively.

With support from various parties at the local, regional, and national levels, the nomination of Taka Bonerate- Selayar Islands has positively impacted the communication and coordination among stakeholders. As a result of this nomination, the Collaborative Management Forum for the Taka Bonerate- Selayar Islands Biosphere Reserve has been established and officially appointed. Additionally, the required documents for the biosphere reserve nomination, namely the Taka Bonerate- Selayar Islands Biosphere Reserve Application and the Management Plan for the Taka Bonerate- Selayar Islands Biosphere Reserve, have been completed. These documents were prepared through several meetings held both in Benteng, Selayar Islands, and in Bogor, in collaboration with MAB-Indonesia-LIPI and the Ministry of Forestry. Besides the management and nomination documents, one of the key contributions from the supporting parties is a documentary film about the Taka Bonerate Selayar Islands Biosphere Reserve along with a collection of selected photographs. These materials will be part of the nomination package and will be presented at a global meeting under UNESCO to provide consideration for the proposed Taka Bonerate- Selayar Islands Biosphere Reserve.

Commitment in collaboration is crucial and highly necessary because clear commitment is required to ensure that the collaboration runs smoothly and the shared goals can be achieved. Based on interview results, it can be concluded that the role in facilitating the collaboration for managing tourism in Taka Bonerate aims to streamline and simplify the collaborative process by conducting socialization with the community about their roles and contributions to tourism. Additionally, training or capacity-building is provided to the Tourism Awareness Groups (Tourism Awareness Group) to enhance their skills in tourism management. Facilitation is an activity that helps clarify understanding, decisions, and actions taken individually or collectively with others to ease the tasks at hand. The efforts

made by collaborating parties to advance the collaboration include maintaining openness, such as sharing plans and goals, as well as organizing meetings.

IMPACT AND ADAPTATION ON COLLABORATION PROCESS

In the research process that is carried out, it will eventually have an impact. From various impacts, it will certainly produce feedback, and will be adapted by collaboration. The adaptation in question is how collaboration responds to feedback from each party involved.

Taka Bonerate National Park is 1 of 7 Marine National Parks in Indonesia and is located in Selayar, South Sulawesi (Flores Sea) covering an area of 220,000 Ha. This area is identified as the largest atoll in Southeast Asia, and the third largest in the world after Kwajalein atoll (Kwajalein) in the Marshall Islands (Oceania, western Pacific Ocean) and Suvadiva atoll (ancient name for Huvadhu Atoll) in the Maldives (Maldives, South Asia). This area was declared a member of the World Biosphere Reserve Network at the 27th ICC (International Co-ordinating Council) Session of the UNESCO MAB Program in Paris 8-12 June 2015. Taka Bonerate Selayar Islands is the 10th Biosphere Reserve in Indonesia.

There are 3 types of nature tourism that can be done in the beach area, namely surface activities (done on the surface of the beach water such as seeing a group of Black Tip baby sharks from the edge of the beach, boating/canoeing/sailing, fishing), contact activities (direct contact with water such as swimming, diving, snorkeling), and littoral activities (done on land such as sunbathing, sunrise, sunset, jogging/trekking, yoga, picnicking, taking pictures, and taking a leisurely walk); while cultural tourism is in the form of the uniqueness of the Bugis and Bajo tribes with maritime culture and a very strong Islamic nuance.

The collaborative process in managing Taka Bonerate tourism has had an impact such as public knowledge of tourism awareness already exists as seen from the habit of maintaining the cleanliness of the coastal area environment and being friendly to tourists and maintaining security. The hard work of the parties and the support of all stakeholders and the benefits of the need to establish partnerships and cooperation in one work have produced better results. However, with the determination of Taka Bonerate-Selayar Islands as a Biosphere Reserve, heavier

tasks and mandates must be carried out. At least in implementing area management, regional development and future policies must be an inseparable part of the status of the World Biosphere Reserve.

Impact and adaptation are the final part of the collaboration process in tourism management. In this section, the results of collaboration and evaluation of collaboration are crucial to assess the success of a collaboration process. The results of the collaboration between the youth, sports and tourism office and the tourism business association can be rated very well because they are able to produce regulatory products, joint activities/programs and build new tourist attractions. An important note is the existence of collaboration results in the form of regulations, this can be said to be a form of achievement in the collaboration process. The regulations in question are: 1. Regional regulation of the Selayar Islands Regency number 8 of 2014 concerning the tourism development master plan (RIPDA) of the Selayar Islands Regency, which contains a long-term plan for tourism development. 2. Regional regulation of the Selayar Islands Regency number 5 of 2015 concerning the implementation of tourism businesses, which contains the simplification of operational permits for tourism businesses. 3. Draft regent's regulation concerning tariffs/entry fees for tourist destinations 4. Forming a tourism task force team. Tasked with monitoring and identifying new tourist attractions that have the potential to be developed.

Meanwhile, for the evaluation of collaboration between the local government in this case the youth, sports and tourism office with the tourism business association, they have initiated improvements and strengthening that are substantive in nature in tourism development. Mainly related to additional budget and strengthening regulations. Impact and Adaptation in the Collaboration Process are ultimately expected to be a reference for the success of the collaboration. Positive impacts will certainly be permanent while negative impacts are temporary.

Regarding the impact and adaptation of the Taka Bonerate collaboration process, it has had an impact in the form of growing public awareness of tourism and opening up income opportunities for the community, but this is significant because the condition of Taka Bonerate has developed well, seen from the SAPTA

PESONA in the Taka Bonerate area which has been achieved as a whole and the Tourism Office seems to be going it alone in managing it and ignoring the community from the various impacts resulting from this collaboration process. The response of both parties who are collaborating regarding the impacts produced is quite good even though there are still goals that have not been achieved. This, when associated with the theory of Balogh et al. which is used, shows that in the collaboration process in managing Taka Bonerate, it has had an impact which then produces bait which will later be adapted by the collaboration.

CONCLUSION

Based on the results of the analysis of the Taka Bonerate tourism management collaboration, it can be concluded that the dynamics of collaboration have been running quite well, although there are several obstacles such as the lack of institutional community activity, suboptimal communication, and the still weak level of trust and commitment between parties even though it refers to the Decree of the Head of the Tourism Office. Collaborative actions, especially in terms of facilitation such as training and socialization, are still minimal so that the capabilities of the collaboration actors have not been fully developed, plus the infrequent meetings that slow down the progress of the collaboration process. However, this collaboration has had a positive impact in the form of growing public awareness of tourism and opening up opportunities for increasing local income, which indicates a positive adaptation in the management of regional tourism. Therefore, strengthening communication, trust, commitment, and increasing the frequency of facilitation and meetings are the keys to optimizing the Taka Bonerate tourism management collaboration in the future.

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