

## COLLABORATIVE GOVERNANCE STRATEGIES FOR COMMUNITY-BASED TOURISM VILLAGE DEVELOPMENT TO INCREASE LOCAL REVENUE

Widiya Puspita Rani<sup>1</sup>, Ricko Rivaldo Gustiar<sup>2</sup>, Muhammad Ilham Mulyadi<sup>3</sup>,  
Mukarto Siswoyo<sup>4</sup>, Sri Wulandari<sup>5</sup>

Universitas Swadaya Gunung Jati, Cirebon Indonesia

E-mail: widiyapusparani@gmail.com<sup>1</sup>, rickorivaldo666@gmail.com<sup>2</sup>,  
mulyadiilham602@gmail.com<sup>3</sup>, mukarto.siswoyo@ugj.ac.id<sup>4</sup>, sri.wulandari@ugj.ac.id<sup>5</sup>

### ABSTRAK

The development of Cibuntu Tourism Village will grow if there is participation from stakeholders between the government, the community, and the private sector in providing public services in the tourism sector such as infrastructure, roads, facilities, and promotion. Collaborative governance is an effective strategy to develop Cibuntu Tourism Village given the limited budget from the government. This research aims to explore the collaboration between the government, the community, and the private sector in developing Cibuntu Tourism Village and improving the economy of the local community and the Regional Original Revenue of Kuningan Regency. This research uses a qualitative method through a descriptive approach by taking the research location in Cibuntu Tourism Village, and the Kuningan Regency Youth, Sports and Tourism Office as a supporting location. The data collection techniques used are literature study, observation, interviews, and documentation. The results of this study use the theory of Ansell and Gash (Astuti et al., 2020) which includes setting initial conditions, institutional design, leadership, and collaborative processes. In Ansell and Gash's theory, the leadership indicator is not optimal due to the lack of communication and cooperation between the Cibuntu Village government and the Kuningan Regency Youth, Sports, and Tourism Office. This research also identified supporting and inhibiting factors in the development of Cibuntu Tourism Village. Supporting factors include cultural potential, beautiful nature, socio-historical aspects, and agriculture and livestock. The inhibiting factors include lack of coordination, access far from the main road, lack of digital promotion, and inadequate human resources. The development of Cibuntu Tourism Village through Collaborative Governance can improve the economy of the local community and the Original Revenue of Kuningan Regency. However, to achieve optimal results, it is necessary to improve communication and cooperation between the village government and related agencies, as well as increase digital promotion and human resource development. Identification and utilization of local potential is also the key to success in the development of this tourism village.

**Kata Kunci:** Collaborative Governance, Tourism Village, Local Revenue, Tourism

### Introduction

The rapid development of infrastructure along with the increasing accessibility of urban industrial areas in the Ciayumajakuning Region make Kuningan Regency which is a mountainous area a lot of tourism potential that can be relied upon. The Kuningan Regency

has a strategic position in the development of Regional Tourism both from cultural tourism and natural tourism.

In the Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism. Tourism is all activities related to tourism and is multidimensional and multidisciplinary. It arises as a form of the needs of every person and country as well as interactions between tourists and local communities, fellow tourists, governments, local governments, and entrepreneurs.

Kuningan Regent Regulation Number: 90 of 2020 concerning the Regency Tourism Development Master Plan (Ripparkab) 2020-2028 states community-based tourism development through empowering local communities, and comprehensive, integrated tourism development between sectors and between stakeholders. So that the Kuningan Government continues to develop Tourism so it has become one of the development priorities.

Village tourism is a form of tourism that emphasizes local community participation and environmental conservation. Village tourism offers a distinctive cultural and traditional tourism experience. Inskeep (in Fandeli, Baiquni, Dewi, 2013) defines rural tourism as a tourism experience where tourists live in the village to experience rural life (Wulandari, 2021). Tourism is also one of the fields that can increase regional income. The development of tourism in an area will bring many benefits to the community, namely economically, socially, and culturally.

Agranoff and Mc Guire in Danastry (2021: 160) define collaborative governance as a form of horizontal cooperation with multi-sectoral actors. Six (6) collaboration styles in the collaborative governance model have been identified (Islamy, 2018: 15), namely, jurisdiction- is active cooperation vertically and horizontally, abstinence is the choice not to be involved in the program using rejection, top-down a control from the central government to local governments vertically, donor-recipient is controlling policies by relying on several actors and then accommodating social interests, reactive is an approach that may or may not be due to a lack of dominant orientation in collaboration activities, contented is a strategy more important than activities in collaboration.

Morse & Stephens, (2012) in (Siswoyo, 2020) Collaborative governance emphasizes processes that involve various social actors in collective action. Collaborative governance is often used to explain how public bodies partner with non-governmental stakeholders in the process of solving public problems or creating public values.

Steven Rathgeb Smith and R. Karl Rainer (2006) in (Khumayah, 2024). They describe collaborative governance as a method to improve the effectiveness of public management by promoting shared authority and responsibility between public and private actors. They argue that such collaboration can improve the efficiency and effectiveness of public services and programs, and provide examples of successful collaborative governance initiatives in various policy areas.

(Permana & Hidayat, 2019) The research Collaborative Governance in Development and Empowerment of Street Vendors in Cirebon City states that Collaboration occurs if two or more organizations work together to achieve more creative goals in a shorter time than if the organization works alone.

So we conclude from several opinions from experts that Collaborative Governance is a collaboration between stakeholders in an official government, playing a role in making

policies, and finding problems and solutions together for the benefit of the community, after the collaboration is carried out, the community is involved in monitoring and evaluation.

Based on the above statement, namely tourism development must be with community empowerment, and in the development process there needs to be integrated collaboration, tourism development strategies are not only the responsibility of the Government but the responsibility of all groups, both from the Village Government, Local Government, Private parties and the Community. The purpose of developing a Tourism Village is to increase Regional Original Income (PAD).

In Winagsih's research, hery nariyah, rifai yusuf, (2018). In his research on Cibuntu Tourism Village Development Planning by the Kuningan Regency Youth, Sports, and Tourism Office in Increasing Tourist Visits (Case Study of the Tourism Destination Division) stated that this study aims to examine the development planning of Cibuntu Tourism Village by the Kuningan Regency Youth, Sports, and Tourism Office with a focus on two main aspects: road infrastructure and tourism promotion. The difference in this research provides a more comprehensive understanding of the challenges faced in collaborative tourism development in Cibuntu Tourism Village and potential strategies for tourism village development in increasing Regional Original Revenue (PAD) in Kuningan Regency.

Of the many Tourism in Kuningan Regency, the Tourism Village in Cibuntu Village is a tourist destination that always tries to improve and provide the best service to visiting tourists. Cibuntu Tourism Village has a lot of potential that is presented such as historical heritage sites, natural tourism, cultural tourism, agricultural and farming diversity, waterfalls, and many others.

The development of the Tourism Village in Cibuntu Village requires cooperation between all stakeholders. The main reason is the need for community and private involvement in managing public affairs for development, provision of public facilities, infrastructure, and service evaluation. The government's budget limitations and the perceived effectiveness and efficiency of private sector efforts when compared to being managed directly by the government. The efficiency of the private sector's performance, the quality of its human resources, and the speed of adaptation to advances in technological development are among the main reasons for involving the private sector in providing public services to the community.

Based on the above statement, this research wants to focus on examining how Collaborative Governance is a Community-Based Cibuntu Tourism Village Development Strategy to Increase Regional Original Income in Kuningan Regency. Because Government collaboration with the community can have a good and positive impact on the development of Cibuntu Tourism Village.

### Research Methods

This research applies Descriptive Qualitative research methods, focusing on research on the natural conditions of certain objects, with researchers as the main instrument. Data collection techniques involve triangulation, which is a combination of several methods such as observation, interviews, and documentation. Data analysis is inductive/qualitative, emphasizing understanding meaning rather than generalization.

By also paying attention to several indicators of Collaborative Governance according to Ansell and Gash. Researchers conducting this study sought to provide a detailed analysis of the Collaborative Governance process of developing the Cibuntu Tourism Village and the impact of tourism on increasing the PAD of Kuningan Regency.

Specifically, it is directed to find out the Collaborative Governance process in the development of Cibuntu Tourism Village and its impact on increasing the Regional Original Revenue (PAD) of Kuningan Regency. The research location is Cibuntu Village, Pasawahan District, Kuningan Regency, West Java. Data sources are taken from informants who have the competence to provide answers.

## Results and Discussion

The development of Cibuntu Tourism Village requires the presence of stakeholders, be it the government, private sector, institutions or organizations are also very important to collaborate. The Cibuntu Tourism Village does not only prioritize natural objects and not only involves the government and the community but also involves academics, and entrepreneurs, everything must be involved and balanced, not only prioritizing one but all related elements can be involved. Of all those involved, the community is more dominant because of involvement, and without community power, it is impossible to become sustainable tourism. Collaborative Governance is one of the good decisions in building a tourist village. Stakeholders who help in the process of developing Cibuntu Tourism Village include the Local Government, Village Government, Kuningan Regency Tourism Office, BUMDes, POKDARWIS, STP Trisakti, Astra, Telkom, and the Community.

In Cibuntu Tourism Village, the role of the local community is the most important factor in the development of a Tourism Village. However, in terms of academics, the main actor in assisting the development of the Tourism Village is the Trisakti Jakarta College of Tourism (STP), which assists in the development of Cibuntu Tourism Village. Each aspect has its role and contribution by its capabilities. The following are the results of the analysis of actor involvement in the development of Cibuntu Tourism Village:

1. The government, starting from the Regional Government, Village Government, Kuningan Regency Tourism Office, as regulators or regulators, coaching or training and providing infrastructure.
2. The community, as the main stakeholder through BUMDes and Pokdarwis Cibuntu, acts as the main subject in the implementation of tourism activities. The community and BUMDes also play a major role in being promoters, motivators, and facilitators in the development of Cibuntu Tourism Village.
3. Private sector, Telkom, and Astra as investors in Cibuntu Village. Telkom plays a role as an internet provider in the Cibuntu Village area so that the community can take advantage of promotional media through digitalization. Then astra, which plays a role as a party that provides HR assistance, plays a role in community empowerment.
4. Academics, Trisakti College of Tourism (STP) Jakarta is the second party and figure after the community who built the Tourism Village in Cibuntu Village. Trisakti Tourism College (STP) Jakarta has an extraordinary role in preparing human resources, training human resources, how to welcome guests, to prepare tour leaders, all of which are the roles of the Trisakti Tourism College (STP) Jakarta to develop the Cibuntu Tourism

Village.

Creating good and optimal results in the development of the Cibuntu Tourism Village, Collaborative Governance of Tourism Village development has a positive impact on several important aspects, receiving benefits (sharing benefits) for everyone involved from this collaboration, well implemented from the collaboration that has been carried out, proven by the existence of their respective roles and duties so that success can be proven by contributions in the collaboration process.

Ansell and Gash (2008), as cited in the book (Astuti et al., 2020) In research on Collaborative Governance in Theory and Practice developed a collaborative governance model based on a literature review. There are 4 indicators of the Collaborative Governance process by Ansell & Gash, from the Collaborative Governance process of the Tourism Village development strategy, which can be explained as follows:

1. Initial conditions

Some conditions become supporting and inhibiting factors for cooperation between stakeholders, and between organizations or institutions this is influenced before the collaboration process occurs. There are 3 (three) important variables of this condition at the beginning, among others: the imbalance between the influence/power, resources, knowledge of stakeholders, history that occurred either in the form of cooperation that has been done before or conflicts that have occurred between stakeholders and forms of encouragement and constraints in participating in collaboration.

The results of the author's interviews with resource persons revealed that Cibuntu Tourism Village underwent a significant transformation from conservation and former sand excavation to a thriving tourist destination today. This process of change did not happen instantly but through continuous efforts, various stages, and cooperation between the local community and related parties. With careful planning and active participation from the community, this village has been successfully reclaimed and developed into a promising tourism village. One example is Homestay. Currently, there are 60 Homestay houses with around 105 rooms in Cibuntu Village. The Homestay determination process involves a selection stage conducted by the Village-Owned Enterprise (BUMDes). There are several indicators and standards of eligibility and cleanliness that must be met for a house to be recognized as a Homestay. All Homestay management is done through the BUMDes, and it is not allowed for guests to stay without going through the process with a predetermined system, this is done to avoid the possibility of competition or non-mahram guests staying in Cibuntu Village.

From the results of the author's interview with BUMDes Cibuntu Village, I can conclude that the management of Cibuntu Tourism Village does not only prioritize one object and does not involve stakeholders or the government. But it also involves academics, entrepreneurs such as BUMDes, and the community must all be involved and balanced. Of all those involved, the community must be more dominant because involvement without community power is unlikely to become sustainable tourism. The imbalance between influence/power, resources, and knowledge of stakeholders.

Therefore, it is optimal to carry out coordination between stakeholders, the Village Government, and the community. Then the resources are also optimal, especially Human

Resources, which continue to be improved by conducting training and mentoring conducted by the Tourism Office and STP Trisakti Jakarta in improving human resources and services to visitors. All Cibuntu Village communities are involved in the development of the Tourism Village, from children to elderly figures.

- a. The obstacles faced by stakeholders from the results of the author's interviews with resource persons in the development of Cibuntu Tourism Village include:
  1. The limited human resources in the village are a major obstacle in making Cibuntu an independent tourist village that has national competitiveness.
  2. The lack of utilization of digitalization for promotional development is also a significant obstacle.
  3. Infrastructure to the location is still inadequate, hampering accessibility.
  4. The lack of a variety of products from Cibuntu that are in demand by tourists is also an obstacle that needs to be overcome.
  5. The main inhibiting factor is the lack of human resource development.
  6. Lack of coordination between the village government and the Department of Youth, Sports and Tourism.
  7. However, there is great potential in the village that can be developed, such as the existence of local culture, socio-historical aspects, and the agricultural and livestock sectors, which can support the development of a tourist village.
2. Institutional Design

Institutional design is an important aspect of collaboration, establishing ground rules that shape procedural legitimacy. The main focus in institutional design includes participation rules, forum formation, clarity of implementation rules, and transparency in the collaboration process.

According to the results of the author's interviews with interviewees, the success of institutional design can be seen from the existence of various regulations, such as those listed in the Regent's Decree (SK) regarding the development of Tourism Villages. These regulations include a specific SOP (Standard Operating Procedure) for the management and development of Cibuntu Tourism Village, which is regulated in the applicable law. The collaboration process is optimized and transparent, as revealed by the Village Head in an interview with the author, that the Village always informs the community about the arrival of guests on the previous day, showing transparency in the collaboration.

In addition, active contributions from academics and the Kuningan Tourism Office are also visible, where they provide training, develop human resources, and assist the community in improving skills in serving visitors.

In the formation of the stakeholder forum that manages the development of Cibuntu Tourism Village, the stakeholders involved in its management include BUMDes, Pokdarwis, the community, Telkom, and Astra. The results of the author's interview with the source that at the beginning of the formation of Cibuntu Village, there was no involvement of the private sector. However, after the establishment of Cibuntu Tourism Village in 2012, private investors finally entered the village. The first time they came in was from Telkom, which helped make the internet available in Cibuntu Village. Then after the development and awarding of Cibuntu Tourism Village, another private party from Astra came in to provide assistance and training in improving the quality of human

resources of the Cibuntu community. The involvement between the private sector such as Telkom and Astra is still ongoing to this day.

### 3. Leadership

Effective leadership, based on the respect and trust of all stakeholders, is essential in collaboration to increase the likelihood of its success. This effective leadership often arises from within the stakeholder community itself.

From the results of the author's interviews with interviewees about the development of the Tourism Village in Cibuntu, it appears that leadership in this case is still not optimal. This is due to the lack of coordination and communication between the local government and the village government in the implementation of various programs, such as inadequate preparation of human resources and infrastructure. In addition, there is no clear coordination regarding retribution or taxes that should go to the Kuningan Regency Treasury, so that all proceeds from tourism are still managed and felt directly by the local community.

### 4. The beginning of the collaboration process

The beginning of this collaboration process starts from several aspects, including:

- a. Face-to-face dialogue (Village Government and Community)
- b. Trust Building (Village Government, BUMDes and Community)
- c. Commitment in the Collaboration Process (Village Government and Community)
- d. Shared Understanding (Village Government, BUMDes, Community, Private Parties and Youth, Sports and Tourism Office)
- e. Results of Collaboration (Village Government, BUMDes, Community, Private Parties as well as the Office of Youth, Sports and Tourism)

At the beginning of this collaboration process, all aspects were optimized, Cibuntu Tourism Village Development requires the involvement of private stakeholders and non-governmental organizations as important collaborators. The initiative relies not only on the role of the government and the community but also involves academics and entrepreneurs.

The author's interviews with interviewees revealed that collaboration between the government, the community, the private sector, non-governmental organizations, and academics is very important in the development of Cibuntu Tourism Village. This collaboration has reached an optimal level through direct dialog and active participation from all relevant parties. Continuous trust-building and synergy are maintained to avoid conflict and achieve common goals in the long term. Short-term commitments are needed to support long-term commitments, with regular improvements and discussions. The results of this collaboration can be seen in the increased economy and income for Cibuntu villagers, with the management of Cibuntu Tourism Destination taking into account the great risks and responsibilities, including the development of potentials such as Sheep Village.

## Conclusion

The results of this journal discussion show that the collaborative governance strategy in the development of community-based tourism villages to increase local revenue has not been

fully optimized. The case study of Cibuntu Tourism Village shows that collaboration is still not optimal in the leadership indicator. The development of Cibuntu Tourism Village has several supporting factors, such as the many potentials that can be developed, including cultural sites, beautiful natural potentials, social and historical aspects that are still inherent, supportive agriculture and livestock, and high community spirit. However, there are also several inhibiting factors, namely lack of coordination, distant access, lack of digital promotion, and inadequate human resources.

## Bibliography

- Astuti, R. S., Warsono, H., & Rachim, A. (2020). Collaborative Governance. *Dalam Perspektif Administrasi Publik*. Semarang: Program Studi Doktor Administrasi Publik. Fakultas Ilmu Sosial Dan Ilmu Politik. Semarang: Universitas Diponegoro Press.[In Indonesian].
- Khumayah, S. (2024). *Collaborative Governance For Child-Friendly Cities In Indonesia: Policy Analysis And Issues In Cirebon City, West Java*. <https://repository.unpas.ac.id/64829/>
- Permana, I., & Hidayat, M. T. (2019). Collaborative Governance In Development And Empowerment Of Street Vendors In Cirebon City. *First International Conference On Administration Science (Icas 2019)*, 351–354.
- Siswoyo, M. (2020). Starting Conditions Factors Influencing The Effectiveness Of Collaborative Governance On Corporate Social Responsibility Program In Cirebon City. *Journal Of Xi'an University Of Architecture & Technology*, 12(4), 5333–5343.
- Wulandari, S. (2021). Implementation Of E-Goverment Through Youtube Social Media “Disporbudpar” In The Implementation Of Tourism Development In Cirebon City (Similarity). *Jurnal Internasional Bereputasi*, 44(7), 547–553.
- Agustin, I. (2020). Strategi Pengembangan Desa Wisata Melalui Model Pemberdayaan Masyarakat Di Desa Serang Kecamatan Karangreja Kabupaten Purbalingga. Skripsi, 1–76.
- Doni Ikhlas, Asdi Agustar, & Ifdal. (2024). Peran Masyarakat Lokal Dalam Pengelolaan Destinasi Wisata. *Jurnal Niara*, 16(3), 623–631. <https://doi.org/10.31849/Niara.V16i3.18760>
- Hidayatullah, A., & Ali, M. (2023). Kolaborasi Pentahelix Dalam Membangun Desa Wisata Berbasis Masyarakat. *Jpek (Jurnal Pendidikan Ekonomi Dan Kewirausahaan)*, 7(1), 304–314. <https://doi.org/10.29408/Jpek.V7i1.15085>
- Perbup/Kuni/2020, Perda/Bangli/2011, Pp/23/1993, Pp/50/2011, Perda/Pesa/2013, & Perbup/Ba/2018. (2020). Peraturan Bupati Nomor 90 Tahun 2020 Tentang Rencana Induk Pembangunan Kepariwisata Kabupaten (Ripparkab) Tahun 2020-2028. Bupati Kuningan, 196549.
- Pugra, I. W., Oka, I. M. D., & Suparta, I. K. (2021). Kolaborasi Pentahelix Untuk Pengembangan Desa Timpag Menuju Desa Wisata Berbasis Green Tourism. *Bhakti Persada*, 7(2), 111–120. <https://doi.org/10.31940/Bp.V7i2.111-120>



- Ritonga, A. P., Andini, N. P., & Iklimah, L. (2022). Pengembangan Bahan Ajaran Media. *Jurnal Multidisiplin Dehasen (Mude)*, 1(3), 343–348. <https://doi.org/10.37676/Mude.V1i3.2612>
- Sadad, A., Simanjuntak, H. T. R. F., Meilani, N., Meiwanda, G., & Amri, K. (2023). Kolaborasi Pengelolaan Desa Wisata Berbasis Masyarakat Menuju Desa Wisata Kategori Maju Di Desa Tanjung Punak Kecamatan Rupal Utara Kabupaten Bengkalis. *Swarna: Jurnal Pengabdian Kepada Masyarakat*, 2(9), 962–968. <https://doi.org/10.55681/Swarna.V2i9.874>
- Siagian Sondang. P. (2003). Perencanaan Pengembangan Desa Wisata Cibuntu Oleh Dinas Pemuda Olahraga Dan Pariwisata Kabupaten Kuningan Dalam Meningkatkan Kunjungan Wisata (Studi Kasus Bidang Destinasi Pariwisata). *Jurnal Ilmiah Publika*, 6(2), 88.
- Sulaeman, N., Permana, I., & Hidayat, M. T. (2022). Collaborative Governance Dalam Rangka Optimalisasi Penerimaan Pajak Kendaraan Bermotor Di Samsat (Sistem Administrasi Manunggal Satu Atap) Kota Cirebon. *Ijd-Demos*, 4(1), 275–286. <https://doi.org/10.37950/Ijd.V4i1.204>
- Wardana, R., Usman, B., & Fahlevi, R. (2023). Collaborative Governance Dalam Pengembangan Usaha Mikro Kecil Menengah Berbasis Digital Di Kota Banda Aceh (Studi Kasus : Usaha Kuliner Di Kota Banda Aceh). *Jurnal Ilmiah Mahasiswa Fisip Usk*, 8(4), 1–12. <http://www.jim.usk.ac.id/fisip>
- Yoraeni, A. (2019). Modul Metode Penelitian. In *Metode Penelitian* (Vol. 5, Issue July).
- Yuswarni, Achmad Firdaus, & Riyanda, R. (2023). The Community Participation In Improving Pendapatan Asli Desa (Pades) And Strengthening The Community Economy In Cibereum Village, Cisarua Districts, Bogor Regency. *Joels: Journal Of Election And Leadership*. <https://doi.org/10.31849/Joels.V4i1.11060>



licensed under a  
**Creative Commons Attribution-ShareAlike 4.0 International License**