



Multi-Stakeholder Collaboration in the Development of Tourism Villages in Garut Regency: Collaborative Governance Approach

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Abstract

Background. Garut Regency has more than 20 villages that have been developed into tourist villages with various concepts, such as tourism-based tourism villages, nature tourism, and agrotourism. This uniqueness gives villages in Garut great potential to be developed into tourism villages based on local culture and traditions. The development of tourist villages in Garut is expected to introduce tourists to natural and cultural wealth and become the driving force of the village community's economy through the tourism sector.

Aims. This study aims to analyze the application of Collaborative Governance in developing tourist villages in Garut Regency.

Methods. This study uses a qualitative approach to analyze multi-stakeholder collaboration in the development of tourism villages in Garut Regency using the Collaborative Governance framework. Data was collected through in-depth interviews, Focus Group Discussions (FGDs), and participatory observations to understand the dynamics and challenges of collaboration between governments, business actors, and communities.

Result. The data results were analyzed thematically and content-wise to explore themes related to communication, coordination, and obstacles in collaboration that support the development of tourism villages. The study's results show that although there has been progress in implementing Collaborative Governance, there are still challenges in terms of coordination between actors and fulfilling the community's capacity to play an active role.

Conclusion. This study suggests the need to strengthen community participation, increase human resource capacity, and establish a more structured collaboration mechanism to support the sustainable development of tourism villages in Garut Regency.

Implementation. These findings are expected to provide insight for policymakers in formulating more effective collaboration-based tourism village development strategies.

Keywords: *Collaborative Governance*, Tourism Villages, Collaboration, Sustainable Development.

INTRODUCTION

Garut Regency, located in West Java, has vibrant tourism potential in terms of natural beauty, cultural richness, and local wisdom. With diverse geographical conditions, ranging from mountains, hills, to lowland areas, Garut offers stunning natural panoramas such as

mountains, waterfalls, and hot springs (BPS Garut, 2023). This natural beauty is the main attraction in developing tourist villages in this region. In addition, Garut Regency is also known for its traditions and culture that are still preserved, such as regional arts, handicrafts, and typical culinary. Data from the Garut Regency Tourism and Culture Office (2022) shows that more than 20 villages have been developed into tourist villages with various concepts, such as tourism-based tourism villages, nature, and agro-tourism. This uniqueness gives villages in Garut great potential to be developed into tourism villages based on local culture and traditions.

The development of tourist villages in Garut is expected not only to introduce natural and cultural wealth to tourists, but also to become the driving force of the economy of the village community through the tourism sector. In recent years, the Garut Regency Government has made efforts to develop the concept of a tourist village as part of its sustainable development strategy. This program encourages villages with tourism potential to develop facilities and infrastructure that support tourism activities, such as homestays, tourist information centers, and training for local communities to become tour guides or creative business actors (Disparbud Garut, 2023). The Garut Government also supports the development of basic infrastructure, such as roads and public facilities, to improve accessibility and comfort for tourists (Ministry of Tourism, 2021).

Normatively, tourism villages are expected to be able to become centers for community-based economic development, cultural preservation, and strengthening local identity, following the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia Number 13 of 2020 concerning the Priority Use of Village Funds. Tourism villages are also expected to meet good tourism service standards, including adequate facilities, excellent service quality, and guaranteed security (Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration, 2020). However, the Garut Bappeda report (2023) shows that there is a gap between expectations and reality. Around 60% of tourist villages in Garut still need intensive assistance to develop their potential to the maximum. Inadequate infrastructure, difficult transportation access, and a lack of promotion are the main obstacles to the development of tourist villages. In addition, the limitation of skilled human resources in tourism and destination management is also a challenge that must be overcome (Prasetyo & Wibowo, 2021).

These limitations demand a more inclusive and integrated approach in the development of tourist villages. For this reason, synergy is needed between the government, the community, and the private sector in developing sustainable and competitive tourism villages. This cross-sectoral collaboration is important to create tourist villages that rely on nature's potential and authentic cultural experiences. Developing planned and integrated tourist villages is expected to make Garut Regency a leading destination in West Java (Santosa & Suryani, 2020). Therefore, a Collaborative Governance approach involving various actors, such as government, society, the private sector, and academia, is key to encouraging the sustainable development of tourism villages (Ansell & Gash, 2008). This collaboration will optimize the role of the government in providing regulations and facilitation, the community as the main actor in the management of tourist villages, the private sector in supporting investment and promotion, and academics in providing assistance and strategic studies.

The Collaborative Governance model emphasizes the importance of consensus-based decision-making, equal participation, and coordination between various actors to achieve common goals (Ansell & Gash, 2008). In the context of tourist villages, this model focuses not only on the process of physical development but also on increasing the capacity of local human resources, sustainable environmental management, and strengthening cultural identity that will be an attraction for tourists (Pillai & Aziz, 2019). Therefore, the concept of *pentahelix* that integrates five main elements—government, society, academics, business actors, and media—helps to create effective synergies in supporting the development of tourist villages that are not only economically beneficial but also culturally preserving and socially beneficial (Buchanan, 2017).

Thus, the development of tourism villages based on Collaborative Governance in Garut Regency is expected not only to aim to introduce the natural beauty and culture of the region, but also to improve the welfare of the community and preserve local potential. Through closer cooperation between government actors, the community, the private sector, academics, and the media, tourism villages in Garut can become a model of sustainable tourism that provides long-term benefits to the region and the surrounding community. This study aims to analyze the implementation of Collaborative Governance in the development of tourism villages in Garut Regency and identify challenges and opportunities for multi-stakeholder collaboration in supporting the sustainability of tourism villages in this region.

METHOD

This research uses a qualitative approach to explore a deep understanding of multi-stakeholder collaboration in the development of tourism villages in Garut Regency, with a Collaborative Governance approach. The research aims to analyze the dynamics, perceptions, and experiences of the stakeholders involved, such as local governments, tourism village managers, local business actors, and communities. The main data collection method used was in-depth interviews with relevant stakeholders to understand their role in the collaboration as well as the challenges faced (Ansell & Gash, 2008; Bryman, 2016). In addition, a Focus Group Discussion (FGD) will be conducted to explore further views on the effectiveness of collaboration and the obstacles that arise in the process (Morgan, 1997). Participatory observations are also carried out in the field to obtain a direct picture of the interaction between stakeholders and the implementation of existing policies (Angrosino, 2007).

Data obtained from interviews and FGDs will be analyzed using thematic analysis to identify key emerging themes, such as communication, coordination, and barriers to collaboration (Braun & Clarke, 2006). In addition, content analysis will be used to analyze collaboration-related documents, such as cooperation agreements and management reports, in order to gain a deeper understanding of the existing collaboration structure and formalities (Krippendorff, 2018). This study uses the Collaborative Governance framework to analyze the relationships between stakeholders and the joint decision-making processes involved in the development of tourism villages (Ansell & Gash, 2008). The research location was focused on tourist villages in Garut Regency that have implemented multi-stakeholder collaboration, with purposively selected samples to ensure informants have first-hand knowledge and experience of the collaboration (Palinkas et al., 2015).

With this approach, the research is expected to provide deeper insights into the factors that influence the success and challenges of multi-stakeholder collaboration and provide recommendations to improve the effectiveness of collaboration in the sustainable development of tourism villages in Garut Regency (Ostrom, 1990).

RESULTS AND DISCUSSION

This research reveals that the development of tourist villages in Garut Regency is inseparable from the involvement of various parties (multi-stakeholders) who work together in the process of planning, managing, and evaluating tourist villages. The collaboration can

be analyzed using the *Collaborative Governance* framework from Ansell and Gash (2008), which includes four main components: starting conditions, institutional design, facilitative leadership, and collaborative process. This entire process takes place in a *pentahelix frame* consisting of governments, communities, academics, business actors, and the media:

Starting Conditions

The initial conditions of collaboration in Garut tourism villages were greatly influenced by the history of interaction between actors, the level of trust, and the distribution of resources.

Capacity Inequality

Local governments and village officials generally have greater access to strategic information, policies, regulations, and budgets for tourism development programs. Meanwhile, other actors such as rural communities, local business actors, and the media often do not have equal capacity in terms of human resources, policy literacy, and opportunities to be involved in the decision-making process. This inequality leads to unbalanced relationships, where communities tend to be reactive and rely on directions and technical assistance from the government, instead of being the leading proactive actors in the development of tourist villages.

Initial Confidence Level

Initial confidence is relatively low, mainly due to past experience that shows the lack of sustainability of collaborative programs and the tendency of governments to make top-down decisions without adequate consultation with local communities. Some residents expressed skepticism about the government's ability to understand their local potential and doubts about the policy's alignment with the village community. On the other hand, local business actors also show a passive attitude, as they have not seen clear and concrete economic incentives in their involvement in the village tourism sector. Academics and the media, while having a potential role in contributing ideas and promotion, play more of an outside observer role than being directly involved as active actors. This shows that before building a strong collaborative process, there needs to be a serious effort to equalize perceptions, strengthen the capacity of non-governmental actors, and rebuild trust across sectors through open and participatory communication.

Although in general, the initial condition of collaboration in tourism villages in Garut Regency is still characterized by capacity inequality and low trust between actors, there are interesting exceptions in some more advanced tourism villages, such as Rancabango Tourism

Village and Dano Tourism Village. In these two villages, there is beginning to be a shift from the interaction pattern that was originally dominated by the government to a more balanced form of partnership between pentahelix actors. Local community initiatives play an important role in forming stronger and conducive starting conditions for collaboration. In Rancabango Village, for example, the community through tourism awareness groups (Pokdarwis) began to initiate tourism promotion activities independently, manage homestays, and prepare tourism packages based on culture and nature. This activity is no longer completely dependent on government intervention, but grows from local awareness and ownership of the village's potential.

The same can be seen in Dano Village, where the youth community is the driving force in developing water tourism attractions and traditional art performances. They even forge partnerships with small and medium-sized businesses to integrate local products into the tourist experience. The active role of local actors in taking this initiative changed the initial dynamics of collaboration: they were no longer just policymakers, but also co-creators in developing tourist villages. The collaboration that is built also becomes more organic and participatory because it is rooted in the needs and ideas of the community itself. Thus, the starting conditions in these villages show a higher level of readiness to build true collaboration, because social capital, local capacity, and more equal relationships between actors, especially between communities, governments, and local business actors, have been formed. This condition is an important foundation in encouraging the sustainability of collaborative-based tourism village programs.

Institutional Design

Institutional design is fundamental in ensuring the sustainability of inclusive, adaptive, and participatory collaborative governance. In Garut Regency, efforts to build collaborative institutions in the development of tourism villages have shown several progresses, both in the form of formal structures and informal mechanisms, as follows:

Formal Structure

Structurally, the local government has taken the role of the main initiator by establishing a communication forum between tourist villages for coordination, exchange of good practices, and policy alignment between actors. In addition, the establishment of *Tourism Awareness Groups* (Pokdarwis) at the village level functions as a community driving institution that manages locally-based tourism activities, while *Village-Owned*

Enterprises (BUMDes) are directed as operational units in facility management, tour package development, and marketing of local products. This effort is also strengthened by the presence of regional regulations—both regent and village regulations—which serve as a legal umbrella to encourage cross-sector collaboration and ensure the direction of tourism development based on local potential and wisdom. However, behind this formal structure, there are still many challenges in implementing truly collaborative institutional design.

The Role of the Community

One of the crucial issues is the lack of substantive participation space from the community. Although the community has been involved in various activities such as local cultural training, homestay management, and the provision of culinary services, their forms of involvement tend to be symbolic or instructional. The public often does not have sufficient access to strategic information. It is not actively involved in the planning and decision-making process, for example, related to the direction of tourist destination development, profit sharing, or the determination of business partners. This shows that the decision-making system has not fully institutionalized participatory mechanisms. The community is involved in planning tourism activities, local cultural training, homestay management, and culinary services. However, this participation is often symbolic, due to the lack of access to information and strategic decision-making.

Academic Involvement

The role of academics from local colleges has begun to emerge, although it is still sporadic and has not been systemically integrated. The involvement of academics is usually limited to implementing tourism potential studies or as facilitators of human resource (HR) training for local tourism actors. There has not been a collaborative mechanism that allows the results of academic research to be the basis for the preparation of tourism village programs or policies. Long-term collaboration between universities and tourism villages, such as sustainable community service programs or village-based research, is also lacking. The existence of academics can strengthen institutional capacity through knowledge transfer, innovation, and continuous mentoring.

Business Actors and Media

From the side of business actors and the media, their role in collaborative institutional design is also not optimal. Local business actors, such as café managers, artisans, or tourist transportation owners, are generally only involved in incidental activities such as sponsorship at cultural events or opening souvenir booths during the holiday season. There is no regular forum or strategic partnership model between business actors and tourism village managers that can strengthen the tourism economic ecosystem. The same thing happened to the mass media and local social media. The function of the media in promoting tourism villages is quite active, but their role in public education, dissemination of development information, or even as an actor of social control over the implementation of tourism programs has not been seen significantly.

Overall, the institutional design in the development of tourist villages in Garut Regency shows that there is progress that deserves appreciation. The local government has made efforts to create formal institutional structures such as tourism village communication forums, Pokdarwis, and BUMDes, which normatively function as a forum for coordinating and implementing community-based tourism activities. These collaborative initiatives show an awareness of involving diverse actors in the development process, which is in line with the basic principles of collaborative governance put forward by Ansell and Gash, namely the need for direct interaction, shared motivation, and participatory involvement.

However, if examined in depth, the main challenge lies in participation and equality in power distribution and decision-making. The role of non-governmental actors – such as the community, business actors, academics, and the media—is still not fully institutionalized in an effective collaborative governance system. Many are only involved in the implementation phase or ceremonial activities, while access to strategic information, policy formulation, and program evaluation is still centralized with the government. This causes collaboration to run on a pseudo-or top-down basis, which in the long run can hinder the creation of a sense of belonging and sustainability of the program.

To realize ideal collaborative governance, according to the framework of Ansell and Gash, concrete efforts are needed to strengthen the role of non-governmental actors through increasing their institutional capacity, opening up access to information transparently, and creating a fair and equal space for dialogue. In addition, participation mechanisms must be institutionalized formally and consistently, not only responsive or ad-hoc. These include strengthening sustainable multi-stakeholder forums, data-driven academic mentoring and

research, economic incentives for local business actors, and media involvement in educational and advocacy functions. Only with this approach can the development of tourist villages run on true collaborative principles—inclusive, sustainable, and on the side of the community as the principal owner of tourist destinations.

Facilitative Leadership

In the framework of collaborative governance, as stated by Ansell and Gash, *facilitative leadership* is one of the key elements determining the success of the collaborative process. In Garut Regency, this leadership role is seen to vary significantly between tourist villages, depending on the leader's personal capacity, institutional support, and social structure in the village. The study results show that village heads and the Garut Regency Tourism Office officials have a strategic role in initiating and directing collaboration forums. They act as initial movers (initiators) who open cross-sectoral coordination spaces, facilitate dialogue between actors, and allocate budgets to support tourism village activities. They commonly become the primary liaison between villages and external stakeholders, such as provincial government institutions, universities, and private partners.

However, formal leadership from the government alone is not enough to maintain healthy collaboration dynamics. In some of the more active tourist villages, informal leaders such as traditional leaders, youth leaders, and Pokdarwis leaders have emerged as *bridge-builders*. These individuals can bridge interest differences between actors, build social cohesion, and foster mutual trust. They usually have strong social legitimacy in the community, understand local values, and can translate policies from above into relevant narratives. The existence of these informal leaders is an important asset in creating a safe and inclusive dialogue space, where citizens can express their aspirations and participate in decision-making more equitably.

On the other hand, significant challenges are still found in several tourist villages that do not have visionary, communicative, and open leaders for cross-sector collaboration. In this context, the collaborative process tends to be top-down, where decisions are made unilaterally by village officials without meaningful dialogue with communities and other actors. As a result, there is a gap in perception, low community participation, and a weak sense of ownership of tourism village programs. This kind of situation shows that the existence of an institutional structure alone is not enough; Leadership qualities play a crucial role in maintaining a collaborative spirit and ensuring the sustainability of the program.

Thus, the success of collaborative governance in developing tourism villages in Garut is highly determined by inclusive, participatory, and transformative leadership. A facilitator leader not only serves as a setter of direction but also as a connector of interests, a guardian of communication, and a creator of a safe space for all parties to engage equally. Efforts are needed to develop local leadership capacity through training, mentoring, and cross-sector network improvement so that this leadership model can grow sustainably in all tourist villages in Garut Regency.

Collaborative Process

Collaborative processes are at the heart of the collaborative governance approach. In the context of tourism villages in Garut, this process includes:

1) Open Dialogue

Open dialogue is an important first step in building relationships between actors. Several tourist villages, such as Rancabango and Dano Tourism Villages, have routinely held thematic village deliberations that specifically discuss tourism development issues. This forum presents community representatives, local business actors, Pokdarwis managers, village officials, and external partners such as academics and NGOs. This open dialogue functions not only as a means of conveying aspirations and complaints but also as a vehicle to build a common understanding of the goals, the roles of each actor, and the direction of tourism village development. Citizen participation increases with an inclusive discussion space, and trust between parties begins to form.

2) Joint Decision-Making

Shared decision-making is a key feature of a healthy collaborative process. In the context of Garut, this practice has begun to be applied in several strategic matters, such as the preparation of tour packages, the development of local attractions based on culture and nature, and the management of the village budget or funds from the business results of BUMDes. Although not evenly distributed in all villages, some regions have developed decision-making mechanisms that involve cross-group deliberation and strengthening the role of Pokdarwis as residents' representatives. This marks a shift from a top-down model to governance that is more participatory and responsive to local needs.

3) Learning Together

The collaborative process also encourages shared learning among the actors involved. Cross-sector collaboration creates space for knowledge exchange and capacity building.

Academics contribute through training in digital marketing, hospitality, and the preparation of tourism business plans. MSME actors share their expertise in local crafts and culinary with the community. In addition, the comparative study visit to other tourist villages in West Java is an effective means to foster inspiration and innovation. This shared learning process strengthens social cohesion and enriches citizens' perspectives in building their local potential.

4) Conflict Management

Collaboration is also tested through conflict management, especially when differences in interests arise between actors. In some villages, conflicts arise related to the distribution of profits from tourism businesses, tourism land management, and claims to village asset ownership. In such cases, village communication forums and the role of informal leaders as mediators are very important. Some villages have developed conflict resolution mechanisms based on consensus and deliberation, although not all have been able to implement them systematically.

The following is a table of pentahelix elements in the development of tourist villages in Garut Regency which is presented in the table below:

Table 1. Components of Collaborative Governance

Components of Collaborative Governance	Government	Community	Academics	Business Actors	Media
Starting Conditions	Provide regulations and programs	Local potential has not been fully explored	Present during research or service	Have not seen clear incentives yet	Promotions are still limited
Institutional Design	Forming Pokdarwis, BUMDes	Be involved in village programs	Training and mentoring	Sponsorship, local products	Publication of activities
Facilitative Leadership	Village Head, Tourism Office	Public Figures	Resource persons, facilitators	MSME Mentor	Local influencers
Collaborative Process	Thematic Musrenbang, Tourism Village Forum	Cultural attraction initiatives	Knowledge transfer	Development of tourism products	Digital promotion

Based on the above analysis, it can be concluded that the success of tourism village development in Garut Regency is greatly influenced by the extent to which multi-stakeholder collaboration runs in a participatory, inclusive, and sustainable manner. Ansell *and Gash's*

Collaborative Governance Theory provides a robust framework for analyzing these dynamics, while *the pentahelix model* emphasizes the importance of the involvement of five strategic elements. Effective collaboration is characterized by facilitative leadership, inclusive institutional design, and an open dialogue process. However, it is still necessary to strengthen the role of academics, media, and business actors so that tourism villages are a sectoral government program and a joint movement rooted in local power.

CONCLUSION

Developing tourist villages in Garut Regency through *the Collaborative Governance* approach shows significant potential in creating inclusive and sustainable governance. Collaborative processes involving the government, communities, business actors, academics, and the media positively impact the involvement of various actors and increase institutional capacity at the village level.

In this context, the initial conditions of collaboration in Garut tourism villages were influenced by the inequality of capacity between the government and the community and the low level of trust between actors. However, there is a positive shift in more developed tourist villages, where the active role of communities and local business actors is an important factor in strengthening collaboration.

Institutional designs formed through formal and informal structures, such as tourism village communication forums, Pokdarwis, and BUMDes, provide a reasonable basis for community-based tourism management. However, strengthening the role of non-governmental actors and more open access to information is important to achieve more equitable and transparent governance.

Facilitative leadership also plays an important role in driving collaborative processes, with formal and informal leaders who can bridge the interests of various parties and build trust between actors. Collaboration's success depends heavily on leaders' ability to encourage equal participation and create safe spaces for dialogue.

Collaborative processes, which include open dialogue, shared decision-making, cross-actor learning, and conflict management, have proven effective in several tourist villages. However, challenges in the consistency of participation and conflict resolution still need to be overcome for collaboration to run more smoothly and sustainably.

Despite the challenges, the implementation of *collaborative governance* in the development of tourism villages in Garut Regency showed positive results and provided a

basis for further improvement. To achieve ideal governance, institutional strengthening, capacity building of leaders, and developing collaborative mechanisms that are more inclusive, transparent, and sustainable are needed.

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