



Stakeholder Relationship Network in Tourism Development Collaboration in the Buffer Zone of Mount Bromo, Indonesia

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Mount Bromo has been designated as one of Indonesia's priority tourism destinations. The realization of this policy requires support through a stakeholder relationship network in tourism development collaboration. This study investigates the connections between various links in the stakeholder relationship network and their relevance to phenomena in tourism development collaboration events in the buffer zone of Mount Bromo. The data analysis method employs social network and phenomenon analysis in collaboration events. The study results show that the stakeholder relationship network in tourism development collaboration requires the participation of all parties in the policy deliberation process. This research confirms Emerson et al.'s theory of collaborative governance. It incorporates the local wisdom of the Tengger community as social capital in the collaboration, emphasizing the importance of utilizing the Tengger community's local wisdom as social capital in tourism development collaboration. The study recommends that the Department of Tourism and Culture of Malang Regency involve stakeholders in the tourism development process by utilizing the stakeholder relationship network in collaboration.

Keywords: Stakeholder Relationship Network, Tourism Development Collaboration, Mount Bromo Destination.

1. Introduction

The Mount Bromo tourism destination, recognized as one of Indonesia's priority tourist destinations, is well-known and visited by international and domestic tourists. Several references (Hakim et al., 2008; Mujanah et al., 2015; Sunardi et al., 2019) have highlighted the area's potential for tourism development, as it holds significant influence over various aspects, including economic, social, and cultural growth, the empowerment of natural resources, environmental sustainability, and defence and security. Its impact on the economy, society, and the environment is far-reaching. The attractions of the Mount Bromo tourism destination include the stunning landscape of Mount Bromo (Volcano in the Desert), the sea of sand, Mount Batok, Mount Widodaren, and Mount Semeru; cultural and artistic events of the Tengger community; sunrise views from the Penanjakan peak, Ranu Pane and Ranu Gumbolo, the Seruni tourist village, and others (Sasongko, 2022).

Despite being designated as a priority destination and supported by various tourism policies from both central and local governments, tourist visits to Bromo-Tengger-Semeru have fluctuated, with a noticeable decline in international tourist numbers over the past five years. Numerous empirical studies have examined tourism development. One such study by Airey (2015) investigated the evolution of tourism policies over 40 years, focusing on five key areas to understand the dimensions of tourism policy. This aligns with studies on tourism development policies; as Richter (1989, p.11) stated, "Where tourism succeeds or fails is largely a function of political and administrative actions, not merely economic or business expertise." In practice today, the implementation of tourism development policies often reveals competing interests, a lack of collaborative governance, and normative biases, deviating from the original goals, as emphasized by Weber (1947, p.35), who prioritized formal and instrumental aspects over addressing substantive issues.

Collaborative tourism development in the buffer zone of Mount Bromo aligns with the era of sound governance. According to Emerson, Nabatchi, and Balogh (2012), the collaborative governance model is dynamic and cyclical. This model brings together stakeholders from the state, private sector, civil society, and community in a collective forum to engage in consensus-based decision-making. The complex and dynamic nature of tourism development issues makes it unlikely for any organization, such as the government, to address them alone, thus necessitating collaboration for resolution.

In the era of sound governance, community participation plays a vital role in sustainable tourism development. Several studies have shown that community participation enhances the positive impacts of tourism development for local communities (Jamal & Getz, 1995; Nunkoo and So, 2016; Hunt & Stronza, 2013; Mihalic et al., 2016; Hanafiah et al., 2013; Nunkoo & Ramkissoon, 2011). Moreover, the stakeholder relationship network has gained attention in tourism development collaboration, as it has been identified as a crucial factor in successful tourism development. Barandiarán et al. (2019) explored how collaborative spaces among local stakeholders can enhance decision-making and collective development of projects that improve destination governance and sustainability. In line with the principles of collaborative governance, this approach fosters greater participation and consensus in decision-making.

Collaborative governance in tourism can reduce democratic deficits, involve multiple agents

in the decision-making process, and create long-term goals that extend beyond political timeframes as part of the transition to renewed public management. The collaborative process in public policy implementation can respond practically to the principles of collaborative governance by creating spaces for interaction among stakeholders. Through collaboration, stakeholders can contribute collectively to tourism development at a destination, building trust with tourism bodies, making decisions, and sharing knowledge and innovations. Collaboration aims to achieve joint outcomes that cannot be realized independently.

In collaborative governance, innovation is essential, particularly in creating collaborative mechanisms that provide collective solutions and easily foster cooperative relationships among stakeholders from diverse social and economic backgrounds. Thus, the development and management of tourism within a stakeholder relationship network has significant economic, social, and environmental impacts on stakeholders and communities. Based on these considerations, this study investigates the linkages among various elements of the stakeholder relationship network involved in the collaboration. Therefore, this discussion relates to tourism development collaboration in the buffer zone of Mount Bromo.

2. Literature Review

a. Stakeholder Relationship Network

Successfully developing tourism is not easy and is not solely the government's responsibility. In the era of sound governance, as Ali Farazmand (2004) notes, the process involves managing interactions among all elements or stakeholders, including community members. Tourism development requires the participation of stakeholders from various sectors, including government, the private sector, civil society, and the community, through the stakeholder relationship network in collaboration. Therefore, the extent to which tourism stakeholders participate in collaborative governance is crucial. According to Donahue and Zeckhauser (2011:4), collaborative governance is a condition where the government aims to achieve public goals through collaboration between organizations and individuals. Emerson, Nabatchi, and Balogh (2012) describe the collaborative governance process as dynamic and cyclical, producing actions and adaptations to temporary impacts before leading to more significant outcomes. Similarly, Ansell (2014) argues that collaborative governance can create "shared ownership" and build a common understanding among different parties, enabling them to collaborate to formulate a unified approach to addressing a problem.

The involvement and participation of stakeholders can be reflected in the stakeholder relationship network, which bridges all stakeholders in tourism development collaboration. Several studies on stakeholder networks in collaboration focus on stakeholders' capabilities, needs, and governance. The success of a stakeholder relationship network can also be influenced by how healthy stakeholders share common goals and work together. In tourism studies, stakeholder involvement and participation in collaborative networks are considered essential elements that impact the success of tourism development (Koning et al., 2017; Kwiatkowski et al., 2016; Barandiarán et al., 2019).

b. Mount Bromo Tourism Destination

In line with the designation of Mount Bromo as one of Indonesia's priority tourism destinations, support from all stakeholders is required, including the government, local governments, the private sector, civil society, and the community. This collaborative stakeholder relationship is essential for developing Mount Bromo as a "priority destination" (Sasongko, 2024). The Mount Bromo tourism destination is within the Bromo-Tengger-Semeru National Park, a natural conservation area. The social environment of the Mount Bromo tourism destination includes the Tengger community, which resides in the buffer zone surrounding the National Park.

c. Policy on the Development of Mount Bromo Tourism Destination

Through tourism development policies, various measures have been taken to regulate the implementation of tourism development. The Government of Indonesia has enacted laws on tourism and the National Tourism Development Master Plan, which serve as the foremost guidelines for tourism development. These policies emphasize Mount Bromo as a National Tourist Attraction.

At the same time, governance has shifted from being centralized to focusing more on the role of local governance by Indonesia's laws on regional governance. National and regional tourism development is an integral part of broader development, closely tied to other policies and sectors, and considers the regions' capacity and potential. The regional governance laws are critical for local governments, enabling them to plan, implement, monitor, control, and evaluate their policies.

The stakeholder relationship network in collaborative tourism development demonstrates the challenges and failures in managing tourism development, as seen in the shortcomings of previous tourism performance. The stakeholder relationship network in the collaboration for tourism development in the buffer zone of Mount Bromo is examined from a collaborative governance perspective. It provides space for interpretative and re-interpretative analysis of empirical events or experiences across various links in the relationship model between actors. This starts with the relationship between actors in private-public participation and collaboration in policy deliberation, as public policy is no longer viewed solely as a product of the state. The relationships between actors in collaborative governance play a critical role in tourism development.

3. Method

a. Focus and Research Approach

This research studies the stakeholder relationship network in implementing collaborative tourism development policies. Thus, a qualitative method approach involves interviews and field observations. The primary focus of these interviews is to gather stakeholders' perceptions and how their relationship networks positively impact tourism development in the buffer zone of Mount Bromo from the perspective of collaborative governance. The analysis aligns with the social network analysis framework (Hanneman & Riddle, 2005) and the adopted theory of collaborative governance (Emerson et al., 2012; Ansell & Gash, 2008).

This relational framework acknowledges the stakeholder network created through space and interactions among actors within that network. Therefore, this study does not make a priori assumptions about the effects of stakeholder relationships, considering the dynamics within the collaboration of tourism development (Emerson et al., 2012). The secondary focus of the interviews is to explore how the stakeholder network can enhance various dimensions of tourism development.

b. Data Collection

This study uses data from informants, events, and documents. The data collection methods include interviews, field observations, and documentation. Interviews were conducted with stakeholders involved in the collaborative network for tourism development, representing the government, private sector, civil society, and the community. The interviews were open-ended, encouraging spontaneous story exchange and interpretations of tourism development practices, emphasizing the multidimensionality of collaboration.

In this research, stakeholders in the relationship network are treated as "knowledge providers" who co-create knowledge consistent with their perspectives (Yap & Yu, 2016). The research objectives and benefits for tourism advancement were explained to the actors during the preliminary interviews to gain their consent and participation. Participants were encouraged to provide critical input during the research process, such as insights on the dynamics, actions, impacts, and adaptations in tourism development collaboration. Finally, participants were asked to share ideas on applying the findings to achieve tangible results in implementing collaborative tourism development. This conversational qualitative data collection method was preferred over the use of questionnaires.

c. Data Analysis

The research employs a stakeholder relationship network analysis approach based on the assumption that actors are interdependent in their activities and collaborative environments, influencing each other's access to information and resources (Pinho & Pinheiro, 2015). The analysis incorporates social network analysis and phenomenology to examine stakeholders' interdependencies, commitments, and sense of ownership in each collaboration process (Ansell & Gash, 2007).

According to Iriani (2013), social network analysis is used to identify patterns of relationships between parties and actors within a social network. In this study, social network analysis aims to understand the stakeholder relationship network in collaborative tourism development involving government, private sector, civil society, and the community. Primary data is filtered and tabulated into a stakeholder relationship matrix for evaluation. The matrix results are analyzed to confirm the relationships among stakeholders, where a value of 1 indicates the presence of a relationship, and a value of 0 indicates its absence. Next, actor relationship mapping is conducted, which uses centrality analysis to measure the proximity between nodes (actors). The centrality metrics in this collaborative network are divided into Degree Centrality, Closeness Centrality, and Betweenness Centrality (Eriyanto, 2014). The Social Network Analysis (SNA) method is used to measure centrality with the UCINET 6.4 program, and the results are visualized using the NetDraw program (Borgatti et al., 2002). Attribute data describes collaborative networks between actors based on their

attributes. Centrality data validation is calculated using Microsoft Excel, and formulas are applied for each measure. The analysis results are then interpreted based on the centrality values of the actors within the stakeholder network.

Table 1. Stakeholder Relationship Network Matrix in Tourism Development Collaboration

ID			State	Private	Civil Society	Community																		
			BB TNBTS Bappeda of Malang Regency Department of Tourism and Culture of Malang Regency Department of Housing, Settlement, and Public Works of Malang Regency Legal Division of the Regional Secretariat Regional Legislative Council of Malang Regency Subdistrict Government Village Government Tourism Entrepreneurs ASITA (Association of the Indonesian Tours and Travel Agencies) PHRI (Indonesian Hotel and Restaurant Association) HPI (Indonesian Tour Guide Association) Brawijaya University State University of Malang Merdeka University of Malang Tourism Academics Cultural Experts of Malang Regency Tourism Observers Malang Regency Arts Council Tengger Customary Law Institute Village Tourism Organization Village Leaders Cultural Arts Practitioners																					
State	1	BB TNBTS	0	0	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	1	1	0	0
	2	Bappeda of Malang Regency	0	0	1	1	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	3	Department of Tourism and Culture of Malang Regency																						
		Malang Regency	1	1	0	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	4	Department of Housing, Settlement, and Public Works of Malang Regency	0	1	1	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	5	Legal Division of the Regional Secretariat	0	1	1	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
6	Regional Legislative Council of	0	1	1	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0

The use of phenomenological analysis in this study aims to understand the events of collaborative tourism development in the buffer zone of Mount Bromo, allowing it to address the objectives of the stakeholder relationship network in handling improvement measures for enhancing the quality of collaborative tourism development.

awareness and a sense of shared responsibility for tourism development, and ten stakeholders indicated that others invited them to collaborate. Seven stakeholders stated that their involvement was aligned with the primary responsibilities and functions of the institutions they represented.

Regarding the assessment of collaborative tourism development activities, the results show that nine stakeholders believed the collaboration was proceeding well, 12 stakeholders considered the collaboration moderate or average, and two considered the collaboration inadequate. Regarding active participation during the collaboration, nine stakeholders reported being actively involved, nine stated they were moderately involved, and five acknowledged they were less active during the implementation of the tourism development collaboration.

4. Results and Discussion

Tourism development in the buffer zone of Mount Bromo can be achieved through stakeholder networks in collaboration. This is because Malang Regency has the resources and tourism development policies supporting stakeholder networks. In this regard, the structure of collaboration can be divided into three levels: the strategic level (policymakers), the operational level (program implementers), and the technical level (technicians and experts).

a. **Deliberative Policy on Tourism Development** The regional regulation on the master plan for tourism development has incorporated policy programs and public administration in Malang Regency. The policy formulation and implementation process can be conducted through collaboration involving stakeholders in tourism development in the buffer zone of Mount Bromo from the perspective of collaborative governance. Tourism development policy, in the context of planning, strategy formulation, control programs, and policy implementation, will proceed well if carried out through a consultative process involving stakeholder networks in collaboration, with the participation of stakeholders from the government, private sector, civil society, and the community in a "deliberative policy."

The concept of collaboration among various stakeholders playing roles within the stakeholder network of collaborative tourism development includes elements of government, the private sector, and the community working together toward a common goal. This stakeholder network is crucial to ensure the resulting policies are inclusive and can be effectively implemented. Collaboration among stakeholders allows for exchanging information, resources, and mutual support. Based on the collaborative governance theory, collaboration involves joint discussions, open expression of opinions, and the establishment of "deliberative quality." In tourism development, this collaboration is expected to improve the quality of policies and their implementation.

However, collaboration between government actors, the private sector, and the community only sometimes runs smoothly. Conflicts of interest occur, but open and deliberative discussions can help resolve these conflicts and lead to better policies. In the collaboration process, stakeholders engage in deep and deliberative discussions to reach agreements. This process involves exchanging ideas, negotiating, and adjusting views to arrive at mutually

agreed-upon decisions. Deliberative policy is created through a deliberation process involving all stakeholders. Open and transparent dialogue allows each party to express their views and participate in decision-making. This process includes consultations with various stakeholders, including local communities, the government, and the private sector. These consultations are essential to ensure that the resulting policies reflect the needs and interests of all parties. The deliberative process also includes negotiations between parties to reach mutually beneficial agreements. The reciprocal relationships formed through these negotiations strengthen the stakeholder network and enhance the quality of policies.

Implementing tourism development policies requires strong coordination among various stakeholders. This coordination ensures that all parties work according to their roles and responsibilities. The government acts as a facilitator within the network, ensuring that all parties are involved and working together in policy implementation. The application of stakeholder networks in tourism development collaboration in the buffer zone of Mount Bromo demonstrates that collaboration between the government, the private sector, and the community can result in effective and sustainable policies. Analyzing the results and impacts of implementing stakeholder networks in tourism development collaboration at Mount Bromo focuses on improving the quality of life for local communities, environmental conservation, and increasing tourism appeal. Their involvement in the planning and policy implementation ensures that the policies align with their needs and aspirations.

The stakeholder network must be regularly evaluated to ensure that the goals and objectives are achieved. This evaluation also helps identify barriers and challenges in policy implementation. Based on the evaluation results, policies can be adjusted to overcome existing obstacles and improve the effectiveness of their implementation. These adjustments ensure that policies remain relevant and adaptable to changing conditions.

Challenges of the Stakeholder Network in Collaboration One challenge of the stakeholder network in collaboration is the difference in interests among stakeholders, which needs to be managed through negotiation and compromise. An information access gap between the government, private sector, and community can hinder the collaboration process. The disparity in influence and power among stakeholders needs to be balanced to achieve fair and inclusive outcomes. Tourism development collaboration between the government, community, and private sector in the development of tourism at Mount Bromo can positively improve the quality of life for the community, environmental preservation, and enhance tourism appeal as a result of effective collaboration.

b. Community Preferences

The social environment significantly influences the success of policy implementation. The social conditions refer to the community's acceptance of a policy or program. The community's support for various policies or programs is demonstrated through their responsive attitudes. A positive, responsive attitude from the community when implementing policies is determined by whether the policy aligns with their interests. Islamy (2007: 110) states that "one of the reasons people do not implement policies is that the policy contradicts the community's value system." Thus, the implementation of tourism development policies in the Mount Bromo tourism destination area is also influenced by the acceptance of the Tengger community, which is reflected in their attitude toward the policy. The cooperation

and solidarity within the Tengger community in various aspects of life, including developing tourism facilities, play a vital role. The Tengger community also serves as the primary custodian of culture and the environment, which are the main attractions of tourism in the buffer zone of Mount Bromo.

The presence of trusted and respected leaders who can facilitate the collaboration process and maintain community harmony is crucial. As a result, almost all public policies, including tourism policies, show synergy between the government and the Tengger community. Honest and integrity-driven community leaders play a crucial role in building trust and cooperation between community members and external parties. Their ability to negotiate and establish good relations with the government, private sector, and other communities is vital. A leader who can actively empower the community to participate in development processes and decision-making is invaluable.

The active participation of the Tengger community in the formulation and implementation of tourism policies ensures that these policies align with their needs and aspirations. Involving the community in tourism activities provides direct economic benefits, such as job creation and increased income. Trust and cooperation form the foundation for economic growth, focusing on shared benefits and sustainability.

c. Stakeholder Networks in Collaboration

In mapping stakeholder networks within the collaboration using the Ucinet 6.758 tool, the centrality connection patterns of the 23 stakeholder actors in the tourism development collaboration were identified. These include Degree Centrality, Closeness Centrality, and Betweenness Centrality. The results showed that the Department of Tourism and Culture of Malang Regency, followed by the Village Tourism Institution and the Social and Cultural Art institutions, are the most famous actors, having the most excellent ease in spreading information and playing a crucial role in controlling information. These actors act as facilitators in managing information within the collaborative network of tourism development in the buffer zone of Mount Bromo from a collaborative governance perspective.

Thus, the stakeholder network in tourism development collaboration can be optimized if the actors enhance the density of relationships within the network. The collaboration network's most popular, influential, and controlling actors can encourage and motivate other stakeholders to become more active. Alongside network processes, tourism development in the buffer zone of Mount Bromo can be successfully achieved if the policy formulation and implementation processes involve consultations within the stakeholder network, emphasizing participation and collaboration, underpinned by local wisdom as the community's social capital.

d. Tourism Development in Collaboration

As a priority tourism destination in Indonesia, Mount Bromo requires collaborative management to maintain sustainability and enhance its appeal. Collaborative implementation steps include identifying the parties involved and their interests in the tourism development at Mount Bromo by forming a stakeholder network that involves the government, private sector, civil society, academics, and the community within a collaborative framework to

achieve common goals. According to collaborative governance principles, key components include inclusivity, transparency, accountability, and active participation from all stakeholders. The success of collaborative implementation can result in increased tourist visits, enhanced local community income, and environmental preservation. Therefore, all parties must commit, communicate effectively, and remain flexible in addressing possible challenges.

The tourism development collaboration process is an iterative cycle of interaction. It requires stakeholders to express their interests, focusing on interactive components such as reaffirming shared goals and continuously developing principles for collaboration across policy marketing, tourism products, human resources, institutions, and spatial aspects. Stakeholders must assess the impact and implications and manage conflicting interests, which could influence the collaboration process.

From a collaborative governance perspective, the stakeholders involved in tourism development in the buffer zone of Mount Bromo will likely succeed in enhancing tourism development if they strengthen the dynamic elements of collaborative governance: fostering shared principles in collaboration, building collective motivation, and developing the capacity for joint action. Additionally, stakeholders must address problems within the collaboration network by allowing space for participation and accommodating stakeholder interests in tourism development.

Research revealed that private sector actors are particularly interested in tourism development within the collaboration network, as it can operate more effectively and efficiently. Positive outcomes for all stakeholders include increased benefits for tourism operators, accommodation providers, travel agents, jeep operators, tour guides, and local food and souvenir vendors. The collaboration also facilitates meeting the needs of tourists more easily.

Effective communication between stakeholder actors can incorporate field feedback that was previously unknown, allowing solutions to be found. This improved communication can lead to the organization of local, regional, or national events, such as car touring events for Nissan or Fiat enthusiasts. These events can be organized with the involvement of stakeholders, and the collaboration network between actors makes communication easier and expands cooperation with local or national tour operators. As such, tourism development collaboration in the buffer zone of Mount Bromo fosters mutual understanding and solidarity among stakeholders while reducing conflicts of interest, leading to positive impacts across all sectors of regional development.

Therefore, the stakeholder network, in collaboration, can develop a joint action plan that includes goals, strategies, and work programs for tourism development. This requires clear task division, good coordination, and periodic monitoring and evaluation to assess success and identify areas for improvement.

The strategy, programs, and work plans in Malang Regency's tourism development policy are implemented through a collaborative stakeholder network, which can lead to both expected and unexpected impacts. Expected impacts, such as "small wins," refer to ongoing positive results that motivate stakeholders to collaborate. Unforeseen impacts can also arise,

like obstacles in the collaboration process or unexpected outcomes.

These impacts provide feedback, which the collaboration can adapt to. Effective adaptation should meet the primary needs for change within the collaboration without allowing organizational interests to override collective benefits. Adaptation should ensure that collaboration progresses smoothly.

According to informants involved in the tourism development research in the Mount Bromo buffer zone, communities in Ngadas and Gubugklakah villages have felt the positive impact of this collaborative network. Tourism development has resulted in increased economic activity, higher tourist numbers, better infrastructure and transportation, and an improved quality of life for local communities. However, negative impacts, such as reduced interest in agriculture, underutilized farmland, and increased external mobility, could erode local wisdom and values.

5. Conclusion

Based on the description and analysis presented above, implementing tourism development policies in the buffer zone of Mount Bromo requires the participation of all parties in the deliberative policy process to achieve inclusive tourism and economic performance. This can be accomplished through stakeholder networks that foster collaboration between bureaucratic actors and other tourism stakeholders. The findings of this research can serve as a reference for building stakeholder networks in collaboration at various stages, including the formulation, drafting, and implementation of tourism development policies.

The mapping of stakeholder relationships indicates that the Department of Tourism and Culture of Malang Regency plays a vital role in this collaboration. Future challenges in collaborative governance include shared principles, stakeholder commitment, and resource availability. This research confirms and refines the theory of collaborative governance proposed by Emerson, Nabachi, and Bolag (2012) by incorporating the local wisdom of the Tengger community as social capital in the tourism development collaboration. The aim is to strengthen and emphasize the importance of utilizing the local wisdom of the Tengger community as social capital in the collaborative tourism development efforts in the Mount Bromo buffer zone.

The recommendations of this study urge the Department of Tourism and Culture of Malang Regency to involve various parties in the tourism development policy process by utilizing stakeholder networks in collaboration. This is essential to enhance interaction and cooperation in tourism development. The lessons learned from this case of tourism development can be applied to other contexts, alongside recommendations to improve the effectiveness of future collaborations.

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