

Collaborative Governance in the Development of Ecotourism Based on Local Wisdom in Biak Numfor Regency

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Abstract

The concept of collaborative governance can be used in the development of ecotourism as a solution to overcome the welfare problems of indigenous Papuans and strengthen local cultural identity. The purpose of this study is to analyze (1) collaborative governance in the development of ecotourism based on local wisdom in Biak Numfor Regency, (2) Supporting and inhibiting factors in the development of ecotourism based on local wisdom in Biak Numfor Regency, (3) How is the recommendation of the collaborative governance model in the development of ecotourism based on local wisdom in Biak Numfor Regency, (4) Recommendations for policy models in the development of ecotourism based on local wisdom in Biak Numfor Regency, (4) Recommendations for policy models in the development of ecotourism based on local wisdom in Biak Numfor Regency? Biak Numfor Regency that is effective and sustainable. The research method used in this study is qualitative, data collection techniques are carried out through observation, interviews, documentation, and focus group discussions. This study shows that the development of ecotourism based on local wisdom in Biak Numfor Regency has great potential because it is supported by local natural and cultural wealth and high awareness of indigenous peoples in protecting the environment through customary rules. However, this potential has not been balanced with effective governance, because management is still traditional, infrastructure is limited, human resource capacity is low, and local government budget support is minimal.

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1. INTRODUCTION

In the context of sustainable development, collaboration between local governments, local communities, academics, tourism industry players, and non-governmental organizations is key in developing ecotourism (Mulyani et al., 2021). The collaboration is expected to improve people's welfare, strengthen local cultural identity (Salman et al., 2024). Collaboration is an effort made by various parties to achieve the same goal (Prakasa et al., 2024; Saputra, 2020). Furthermore, collaboration is an instrument used to unite different points of view (Prayoga, 2022). In addition, collaboration is an effort to bring together various parties with different interests to produce a common vision (Pugra et al., 2021), Build agreement on a problem (Dani Rahu, 2021), creating solutions and promoting shared values (Bianchi et al., 2021).

Ecotourism development must pay attention to collaboration among stakeholders (Chan et al., 2021). Collaboration requires complex interactions between a number of stakeholders who have interests (Abdurakhmanova & Ahrorov, 2025). The development of ecotourism based on local wisdom is very important to be carried out (Nasution & Hakim,

2024), Because the main responsibility in the development program is the community (Ramos & Prideaux, 2014). Furthermore, ecotourism emphasizes biodiversity conservation efforts (Arya et al., 2024), The fundamental thing in developing ecotourism-based tourism is to improve the quality of human resources (Piri et al., 2019), Skills of local communities around tourist areas in managing tourist attractions (Stoddart et al., 2020).

Ecotourism is an economic sector or venture that considers cultural heritage, participation and welfare of local people as well as efforts to conserve natural resources and the environment (Irmayanti et al., 2024; Mastika, 2018). Furthermore, the principle of ecotourism is to have care, responsibility and commitment to environmental sustainability (Cece Sobarna, Taufik Ampera, 2021; Doni & Prasetyo, 2021). Tourism with the concept of ecotourism based on local wisdom can contribute positively and can be used as a means for community development, especially for local people who are economically marginalized (Rianto et al., 2021). Furthermore, tourism is expected to strengthen the socio-cultural resilience of the community, where there is a dynamic living condition of the community characterized by the fulfillment of basic rights and needs and the resolution of social problems (Candranegara et al., 2019; Syahlan Mattiro, Nasrullah, 2019). According to Susanto et al (2012) Community-based ecotourism is a concept that can not only support the sustainability of nature, but at the same time can provide economic benefits for the community and can be accepted in the social life of the community (Trisniati et al., 2022).

Local wisdom is the nation's cultural identity that causes the nation to be able to absorb and process foreign culture according to its own character and ability (Sugiarti, 2015). Menurut Komariah et al., (2018) Local wisdom can be understood as local ideas that are wise, full of wisdom, good value, which are embedded and followed by members of the community. Furthermore, according to Amiruddin & Arifin (2020) Local wisdom is basically the basic knowledge of the consciousness of living in balance with the environment of the universe.

Papua is a region that has a huge tourism potential, Ismail's research found that tourism has not been managed properly, it is still managed traditionally, lack of promotion of natural and cultural tourism, the indigenous Papuan people in the region are generally still poor (Ismail, 2020). Furthermore, research by Yuniarto et al., found that the management of tourist attractions in Biak Numfor Regency requires synergy and strategic steps from the government (Yuniarto et al., 2024). Research Rantetandung et al., found that the development of ecotourism in Papua should introduce the customs of the Papuan people as a tourist attraction (Rantetandung et al., 2024). Research by Mahmud et al., found that an active role of indigenous peoples and governments is needed in the development of tourism in Papua (Mahmud et al., 2023).

This research aims to explore an effective collaboration model in the development of ecotourism based on local wisdom in Biak Numfor Regency. Through a participatory approach, this research will explore the roles of various actors in the tourism ecosystem as well as the strategies that can be expected to strengthen collaboration between stakeholders. The results will provide policy recommendations that support sustainable ecotourism management based on local wisdom and contribute to the economic improvement of the local community.

The urgency in this study is to analyze collaborative governance in the development of ecotourism based on local wisdom in Biak Numfor Regency so as to help design a policy model in the development of ecotourism that is effective and sustainable and able to improve the welfare of the indigenous Papuan people while maintaining local Papuan wisdom. The formulation of the problem in this study: (1) How is collaborative governance in the development of ecotourism based on local wisdom in Biak Numfor Regency, (2) What factors are the obstacles and supporters of collaborative governance in the

development of ecotourism based on local wisdom in Biak Numfor Regency, (3) How is the recommendation of the collaborative governance model in the development of ecotourism based on local wisdom in Biak Numfor Regency, (4) What is the policy model in development ecotourism based on local wisdom in Biak Numfor Regency that is effective and sustainable.

This research has not been done much, but as a reference for similar studies, namely:

1. Research by Kumala et al, found that the development of pentahelix-based tourism villages is an effective strategy in optimizing local potential (Kumala et al., 2024). The weakness of this study is that it does not present an inhibiting factor in the collaboration model in the development of pentahelix-based tourism villages.
2. Research by Fatin et al, found that there are five stakeholders who play a role in the development of tourism villages, namely the government, business entities, communities, academics, and mass media (Fatin et al., 2024). The weakness in this study is that it only looks at the collaboration process without looking at the supporting factors.
3. Hamka et al's research found that in the development of ecotourism, the government has involved the private/business sector, academia and the media (Hamka et al., 2022). The weakness of the research is that it only looks at collaboration from the economic side without looking at the cultural side.
4. Berliandodo et al's research found that in the collaboration process, stakeholders are divided into four categories based on interests and influence (Berliandaldo et al., 2021). The weakness of this research is that it only looks at the role of each stakeholder in the collaboration process.
5. Research by Sentanu et al found that cooperation and interaction between stakeholders in ecotourism development is still low (Sentanu et al., 2021). The weakness of this study is that it does not state supporting and inhibiting factors in collaboration.

The novelty in this study is to focus on the context of an effective collaborative approach model in the development of ecotourism based on local Papuan wisdom, and to promote sustainable tourism development that is unique and adapted to the conditions of the indigenous Papuan people.

2. METHOD

This research was carried out in Biak Numfor Regency. The research time is in August 2025.

The type of research used is qualitative research. The researcher here seeks to present the facts of collaborative governance in the development of ecotourism based on local wisdom in Biak Numfor Regency. The research design used was descriptive and analytical with an ethnographic approach. Qualitative research is research that requires researchers to do grounded research, namely finding new theories based on data found in the field (Sugiyono, 2013).

The data sources in this study are classified into two categories, namely primary data and secondary data. Primary data is obtained directly through informants, while secondary data is data obtained from existing sources. The subjects of this research are the government of Biak Numfor Regency, business people, academics, mass media, and indigenous Papuan people in Biak Numfor Regency. In addition, the subjects in this study were determined by *purposive sampling technique*. In qualitative research, the sample is named as an informant (Sugiyono, 2011).

The techniques used in collecting data in this study include; This observation will be used to directly observe collaborative governance in the development of ecotourism based on local wisdom in Biak Numfor Regency. The interviews were conducted face-

to-face to gather complete and detailed information from the informants. Focus Group Discussion

Focus Group Discussion is a group discussion used to obtain data on collaborative governance in the development of ecotourism based on local wisdom in Biak Numfor Regency. Documentation, the author uses this method to obtain data in the form of written documents, images and electronic data.

Data validity tests in qualitative research include; tests of credibility, transferability, dependability, and confirmability. The credibility test is more about the ability to extend observations, increase diligence in research, triangulation, discussion with peers, analysis of negative cases and member checks. The transferability test shows the accuracy of the research results with a detailed, clear, systematic and trustworthy description. Dependability testing is the correctness of data with independent auditors. While the confirmability test is a test of the results of the research evaluation.

The data analysis in this study is using an interactive model data analysis model (Nursapiah, 2020), (Yusuf, 2014). Qualitative research data was processed using the Nvivo application version 14. There are three stages in interactive model data analysis techniques, namely: Data reduction, that is, the data obtained in the field is written very completely and a lot, the data is then reduced, summarized, and selected the main things. Data presentation. Conclusion drawing.

3. RESEARCH AND DISCUSSION RESULTS

a. Collaborative Governance in the Development of Ecotourism Based on Local Wisdom in Biak Numfor Regency.

The development of ecotourism in Biak Numfor Regency is basically not only oriented towards improving the community's economy, but also directed at preserving the environment and strengthening local cultural identity. In this context, collaborative governance is a relevant approach because it emphasizes collaborative governance patterns between various stakeholders, including the government, indigenous peoples, business actors, academics, and the media. Based on the results of observations carried out at several tourist locations in Biak Numfor Regency, such as Bosnic Beach, Bird Park and Orchid Park, Mangrove Park, as well as several tourist villages in East Biak, it shows that the involvement of indigenous peoples is visible, such as the existence of small stall businesses, home stay providers, and local guide services. However, the management pattern is still traditional and has not been supported by managerial skills or promotion through social media. In addition, the community around the tourist attraction is still very strong in preserving the local culture of Biak Numfor.

Based on the results of an interview with a TD informant who is the Biak Numfor Regency Tourism Office, it was stated that;

".....The government has tried to encourage community-based tourism, but honestly there are still many limitations, especially budget limitations. Our hope is that collaboration can be created, such as universities can be involved in helping through research and training, while the private sector supports investment." (Interview results August 1, 2025).

The results of interviews with LL informants of the tourist attraction community stated that;

"We are very happy that many people from outside Papua come to our area for tourism. But it should be noted that there are customary rules that must be respected here, if there is management cooperation, it should be shared fairly." (Interview results August 1, 2025).

Based on the results of the interviews conducted, information was obtained that collaboration between stakeholders in Biak Numfor Regency has been carried out, but it is still constrained by the budget and limited human resources managing tourist attractions. The concept of collaborative governance emphasizes the importance of the participation of various actors in policy formulation, implementation, and evaluation. Local governments play a dominant role as development facilitators, but their role has not been able to mobilize other stakeholders optimally. Indigenous peoples have an important role to play in preserving environmental traditions and local wisdom, but their involvement is more symbolic than substantive. Research shows that the development of ecotourism in Biak Numfor Regency has involved indigenous peoples in the form of small businesses and local guides. However, management is still traditional, not supported by managerial skills or traditional promotions that still tend to be symbolic. This illustrates the gap between the great potential of ecotourism and the governance institutions that are not yet optimal. Collaborative governance here has not fully run because the role of pentahelix actors is not balanced. This condition shows that collaborative governance, which should put the government, the community, the private sector, academics, and the media in an equal position, has not been running optimally. The government still plays a dominance role as a facilitator, while indigenous peoples play more symbolic roles.

2. Factors that inhibit and support collaborative governance in the development of ecotourism based on local wisdom in Biak Numfor Regency.

Based on the results of the research, the implementation of collaborative governance in the development of ecotourism in Biak Numfor Regency is influenced by various factors that are supporting and inhibiting factors, as for these factors, namely:

a. Supporting Factors

1) Natural and cultural wealth

Biak Numfor Regency has diverse natural potential such as beaches, seas, waterfalls and historical caves. In addition, a strong local culture is the main capital to develop ecotourism based on local wisdom. Based on the results of interviews with TD informants from the Biak Numfor Regency Tourism Office, it was stated that;

"..... Biak Numfor Regency has considerable tourism potential, here there are beautiful beaches, forests, and local culture that can be a tourist attraction. But our constraints are a minimal budget and a limited number of human resources. We hope that there will be synergy with academia and the private sector to strengthen management." (Interview results August 1, 2025).

Furthermore, the results of interviews with LL informants from the tourist attraction management community, stated that;

"..... On holidays, there are a lot of people who visit here. So here it is, there are a lot of tourist attractions in Biak Numfor, there are beautiful beaches, bird parks, mangrove forests, but the facilities are still lacking or even not up to standard. Actually, we need assistance from competent parties so that we are able to manage tourism as expected, I think we need to promote tourist attractions so that many people come here'. (Interview results August 1, 2025).

Based on the interview, information was obtained that the natural wealth and diverse culture of the community are one of the supporting factors in the development of ecotourism based on local wisdom in Biak Numfor Regency.

2) Indigenous participation

The participation of local communities in the development of ecotourism areas is very important. The existence of awareness to preserve and protect the environment and preserve culture is a supporting factor in the development of ecotourism. Based on the results of observations, it can be seen that there is the involvement of indigenous peoples in regulating the use of natural resources wisely. Furthermore, the results of interviews with MR informants from indigenous peoples, stated that;

"..... We have always protected our nature with customary rules. If tourism is developed in this area, then customary rules must still be respected. We don't want *ecotourism* to only benefit outsiders, while customs and communities are not taken care of. Indigenous peoples must be involved in tourism management so that activities remain in accordance with customary rules. (*Interview results August 1, 2025*).

Based on the results of interviews with informants from AK indigenous peoples, it was stated that;

"..... If the indigenous people are used to the pattern of mutual cooperation so that when there is a tourism program, they can work together. But if there is no support from the government and other partners, participation will not be maximized. So it is indeed necessary to collaborate so that indigenous peoples do not become spectators, but really become part of ecotourism management. (*Interview results August 1, 2025*).

Based on the results of the interviews, information was obtained that one of the supporting factors in the development of ecotourism in Biak Numfor Regency is the participation of indigenous peoples. The results of the interviews show that indigenous peoples have a high awareness of the importance of maintaining a balance between nature conservation, culture, and tourism development. In addition, the awareness of indigenous peoples in protecting the environment through customary rules is also a very important social capital. This social capital is in accordance with the view that the success of development is not only determined by the physical model, but also by social capital in the form of values, norms, and social networks that become the cohesion of society. In the context of Biak Numfor Regency, local wisdom is the basis for maintaining ecotourism sustainability.

b. Inhibiting Factors

1) Infrastructure Limitations

Limited infrastructure is one of the main inhibiting factors in the development of ecotourism in Biak Numfor Regency. The results of observations show that most of the natural and cultural tourist destinations in this area are in the village area which is far from the city. Public transportation facilities to the location are still limited so tourists who want to go to the location must use private vehicles. Furthermore, the results of interviews with TD informants from the Tourism Office, stated that;

"..... *Infrastructure is a basic need to support tourism. However, the regional budget is very limited and must be shared with other sectors such as education and health. Therefore, the construction of roads and facilities has not been carried out evenly. (Interview results August 1, 2025).*

Based on the results of interviews with informants from the AK community, it was stated that;

"..... I see that the facilities in tourist attractions are still limited, such as toilets are still limited and not kept clean. I hope that facilities such as toilets will be repaired and kept clean. In addition, many roads to this tourist site are damaged. (Interview results August 1, 2025).

Based on the results of the interview, information was obtained that infrastructure limitations such as public transportation, road conditions, and toilets are inhibiting factors in the development of ecotourism in Biak Numfor Regency. Accessibility is a key factor in the success of tourist destinations, so these limitations have a direct impact on regional competitiveness. This is in line with the findings of previous research that the success of collaborative governance requires adequate institutional capacity (Chris Ansell, 2008).

3. Recommendations for collaborative governance models in the development of ecotourism based on local wisdom in Biak Numfor Regency.

Based on the results of the research through observations, interviews, documentation studies, and FGDs, it can be seen that the development of ecotourism in Biak Numfor Regency still faces obstacles such as limited infrastructure. Furthermore, the results of the interview with the TD informant from the Biak Numfor Regency Tourism Office, stated that;

"..... As a local government, we have developed tourism but often our programs run alone without full support from business actors. If there is an ecotourism collaboration forum, then local governments, communities, youth, academics, and the media can sit together. That way, the decisions taken are not only based on the government's views, but really represent all parties. The point is that the government needs the support of all parties. (Interview results August 1, 2025).

It is equally valid as the results of interviews with LL informants from the public, stating that;

"..... If tourism develops, the community will also feel the benefits. It's good that the government helps us to promote this tourist attraction so that this tourist attraction is better known to tourists." (Interview results August 1, 2025).

Based on the results of the interview, information was obtained that in the development of ecotourism based on local wisdom in Biak Numfor Regency, cross-actor coordination (pentahelix collaboration is needed). This collaboration model places the government, indigenous peoples, business actors, academics, and the media as parties that have strategic and complementary roles. Through an official collaboration forum involving the five actors, the development of ecotourism in Biak Numfor Regency is expected to run well and sustainably. Thus, the recommendation of this pentahelix-based collaborative model is expected not only to strengthen the competitiveness of ecotourism in Biak Numfor Regency, but also to ensure that the local wisdom of the community remains upheld and economic benefits can be felt fairly by indigenous peoples as owners of customary rights.

4. An effective and sustainable policy model in the development of ecotourism based on local wisdom in Biak Numfor Regency.

The development of ecotourism based on local wisdom in Biak Numfor Regency requires a policy model that is not only oriented towards economic improvement, but also emphasizes cultural preservation, environmental conservation, and indigenous peoples' empowerment. The results of the study show that the policies that have been implemented so far still tend to be top-down, so that ecotourism development is less effective. Based on the results of interviews with TD informants from the Biak Numfor Regency Tourism Office, it was stated that;

"..... The tourism potential in Biak Numfor Regency is quite large, but the funds available to manage this potential are very limited. In addition, the human resources that manage it are also limited, therefore we need collaboration with other parties so that the ecotourism community can develop better." (Interview results August 1, 2025). The results of interviews with MR informants from indigenous peoples, stated that; "..... If you want to develop tourism, customs must be respected, don't let our culture just be a spectacle, but there are no benefits to the indigenous people, besides that our facilities are very simple, hopefully there will be help from the government". (Interview results August 1, 2025).

Based on the results of the interviews, it shows that regional policies have not been fully able to answer the needs of infrastructure, promotion, and human resource capacity building. Therefore, the local government needs a collaborative and community-based policy model in the development of ecotourism based on local wisdom in Biak Numfor Regency. In addition, from the results of the interviews, information was also obtained that the expected policy model is a policy that is able to recognize and respect customary law, while ensuring the distribution of economic benefits for local communities.

4. CONCLUSION

Based on the results of the research that has been presented, it can be concluded;

1. This study shows that the development of ecotourism based on local wisdom in Biak Numfor Regency has great potential because it is supported by local natural and cultural wealth and high awareness of indigenous peoples in protecting the environment through customary rules. However, this potential has not been balanced with effective governance, because management is still traditional, infrastructure is limited, human resource capacity is low, and local government budget support is minimal.
2. The implementation of collaborative governance in Biak Numfor Regency has been seen through the involvement of several stakeholders, but its role has not been optimal. The government is still dominant as a facilitator, indigenous peoples tend to be involved symbolically, and other actors such as the private sector, academics, and the media play a significant role. This condition shows that cross-actor collaboration has not been fully realized according to the principle of pentahelix collaboration.
3. In this study, a pentahelix collaboration-based ecotourism development model is recommended that places governments, indigenous peoples, academics, the private sector, and the media in formal collaboration forums. This model is expected to be able to encourage more participatory policies, integrate customary laws, ensure environmental and cultural preservation, and distribute economic benefits equitably to local communities. Thus, the development of ecotourism in Biak Numfor Regency can run more effectively, and is based on local wisdom as a regional identity.

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