

COLLABORATIVE GOVERNANCE IN THE DEVELOPMENT OF THE POTENTIAL OF THE MARINE NATURAL TOURISM PARK (TWAL) OF SEVENTEEN RIUNG ISLANDS, NGADA REGENCY, EAST NUSA TENGGARA

Maria Trivonia Itu ^{1*}, Komang Ema Marsitadewi ², Dewa Ketut Suryawan ³

E-mail: firalfarida@gmail.com¹, jlmiusrotin@umsida.ac.id²

^{1,2,3} Public Administration Study Program, Faculty of Social and Political Sciences, Warmadewa University

*correspondent writer

Submitted: 06-03-2025; Accepted: 29-04-2025; Publish: 02-05-2025

DOI: <https://doi.org/10.30996/jpap.v11i1.13051>

Abstract

The Marine Nature Tourism Park (TWAL) of Riung Seventeenth Island in Ngada Regency is a conservation area with excellent development potential. However, its management has various challenges, such as suboptimal coordination between stakeholders, lack of communication between stakeholders, less effective feedback, lack of openness to build trust, and lack of creativity in dealing with the problems. Seeing this phenomenon, collaboration between parties is needed to optimize the development of TWAL. This study aims to determine the role of stakeholders and the collaborative process in the development of TWAL. This study uses a descriptive qualitative approach with data collection methods through in-depth interviews, field observations, and documentation studies. The results show that the collaboration has involved stakeholders from the government sector (BKSDA NTT, Fisheries and Marine Service, Tourism Office, and village government), the private sector (lodging and restaurant entrepreneurs), local communities (fishermen and seaweed farmer groups), and NGOs (Komodo Survival Program). The role of stakeholders is relatively straightforward, but the implementation of collaboration is still not optimal. Inhibiting factors include overlapping authority, lack of formal regulation, and promotion that has not been maximized. In the aspect of initial conditions, it was found that there was a lack of resources, damaged infrastructure, and waste management that had not been integrated. Facilitative leadership by BKSDA NTT has succeeded in increasing community participation and building trust through preventive approaches and participatory dialogue. The institutional design shows informal cooperation across sectors, but a strong legal basis does not entirely support it. In the collaborative process, stakeholders are involved in regular meetings, training, and coordination, although there are still gaps in active engagement and digital communication due to network constraints. The collaboration results show increased tourist visits, public awareness of environmental conservation, and contribution to the local economy. However, there is still a need to strengthen coordination and cross-agency policies.

Keywords: Collaborative Government, Tourism Development, Marine Nature Tourism Park, Seventeen Riung Islands

1. Introduction

Tourism is a strategic sector in Indonesia's public administration because it can encourage regional economic growth, create jobs, and strengthen local cultural identity. In the face of the demands of domestic economic globalization, the public service bureaucracy is required to transform the entrepreneurial spirit into the public sector. Tourism is one of the sectors with great potential to implement the spirit of entrepreneurship in public services. (I Wayan Gede Suacana, at.al.2024)



Copyright © 2025. Owned by the Author. [This Creative Commons Attribution-ShareAlike 4.0 International License is licensed](#)

Based on Law No. 10 of 2009 concerning Tourism, this sector includes various tourism activities supported by the community, entrepreneurs, and the government. Paratourism is in demand by every individual because it can eliminate boredom, develop creativity, and support an individual's productivity. (Policy et al., n.d.) With the wealth of tourist destinations owned, tourism increases state revenue and encourages regional economic growth. According to Spillane, tourism is traveling to get pleasure, seek satisfaction, know something, improve health, enjoy sports, rest, and fulfill duties and pilgrimage. (Muchamad Zaenuri, 2018)

The government has set 10 priority destinations known as "New Bali," including Labuan Bajo in East Nusa Tenggara (NTT) to develop this sector. This destination was chosen based on its potential to attract domestic and foreign tourists. NTT has unique natural tourist attractions, such as Komodo National Park, exotic beaches, and underwater biodiversity, which are the main tourist attractions. As part of the regional development strategy, the NTT government continues to encourage the development of the tourism sector as one of the main pillars of economic development. Through the latest policies in regional development planning, NTT strives to become a center for tourism development. (Ministry of Tourism and Creative Economy/ Baparekraf RI, 2020)

The development of regional tourism destinations is closely related to the policies formulated by the Ministry of Tourism on a national scale. The main goal of this development is to provide benefits not only for the country but also for the local community. In addition to the economic impact, the tourism sector is also expected to bring social and cultural benefits. Since local culture heavily influences tourism, ensuring its development does not undermine existing cultural values is essential. On the contrary, culture and tourism must coexist and be mutually beneficial. (Ema Marsitadewi, 2021)

One tourist destination with excellent potential in NTT is the 17 Riung Island Marine Nature Tourism Park (TWAL) in Ngada Regency. The destination offers incredible natural beauty, including clusters of islands with white sandy beaches and marine ecosystems rich in biodiversity. TWAL 17 Riung Island has stunning natural wealth, with 21 islands spread across this area. Mangrove forests dot coastlines and small islands, providing natural habitat for various animals, such as the Shoreline Trout, the Blue Shrimp King, and the White-bellied Sea Eagle. The island of Ontoloe is home to long-tailed monkeys, thousands of bats, and Komodo dragons. Based on the results of BKSDA monitoring with the Komodo Survival Program (KSP), there are Komodo dragons at several points on Ontoloe Island, and the following results were obtained:

Table 1. Komodo dragon population on Ontoloe Island

Year	Monitoring Results
2019	10 Heads
2020	21 Fish
2021	24 Fish
2022	14 Fish
2023	21 Fish
2024	3 Fish

Source: NTT BKSDA Data Monitoring



Another potential of TWAL is the underwater beauty spread across seven nautical blocks, including white sharks on Taor Island and Pulau Tiga. Local flora holds potential as traditional medicinal plants that have not been well managed. The natural panorama offers sunsets on the Rutong, Dua, and Ontoloe Islands and sunrises on the Taor and Rutong Islands. The charming expanse of white sand spread across various islands, including Wire, Tiga, and Ontoloe, makes TWAL a natural paradise worth preserving and developing.

Its location is quite secluded, making it a tourist destination for those looking for an ecotourism experience that is still natural. However, the management of TWAL 17 Riung Island still faces various challenges. Infrastructure, namely inadequate road conditions such as the road section from the Kolopenu bridge to Mainai Village along 38 kilometers in Wolomeze District and roads in Riung district that are still damaged and inadequate tourist facilities, limited transportation access, and lack of security facilities are the main obstacles in the development of this destination. In addition, there are still environmental problems such as waste, fishing practices that damage ecosystems, and lack of access to tourism information. This hinders the optimization of TWAL 17 Riung Island as a leading tourist destination. (Fidelis Meo, 2021)

This condition directly impacts the decrease in visitors to the TWAL Seventeenth area of Riung Island. Based on data from Kosmas Bheda (Riung Resort Data and Information Management Position in the Conservation Section of Region III in Riung), the number of visits has gone up and down from 2018-2022, which is as follows:

Table 2. Data on the Number of Visitors to TWAL 17 Riung Conservation Resort Islands 2018-2022 Based on Visitor Origin

NO	ASAL PENGUNJUNG	TAHUN					TOTAL
		2018	2019	2020	2021	2022	
1	Wisatawan Mancanegara	3311	2289	124	4	682	6410
2	Wisatawan Nusantara	4698	4009	1765	806	1315	12593
TOTAL		8009	6298	1889	810	1997	19003

Source: Kosmas Bheda (Riung Resort Data and Information Management Position at the Conservation Section Region III in Riung)

The problems faced by TWAL Riung can be classified into two dimensions. First, structural problems, such as the overlap of authority between the BKSDA as the principal manager and the local government, weak formal regulations that bind collaboration between parties, and an inflexible financial system where direct revenues are deposited into the state treasury without a direct management mechanism by local managers. Second, operational problems include limited human resources, damage to tourism facilities, low quality of digital promotion, and lack of community involvement in decision-making.

To overcome these challenges, the Ngada Regency government implements a *Collaborative Governance* pattern in tourism management by involving various *stakeholders*. *Collaborative governance* is a process of forming, directing, facilitating, running, and monitoring cross-sectoral organizational arrangements in dealing with public policy issues that cannot be solved by one



organization or public entity alone. The NTT Natural Resources Conservation Center has been the leading manager of TWAL Seventeen Pulau Riung since the area was designated as a conservation area. TWAL was designated as a conservation area in 1996 through the Decree of the Minister of Forestry of the Republic of Indonesia Number 589/Kpts-II/1996. Based on the collective appointment decree of the Minister of Forestry No.3911/MENHUTVII/KUH/2014 dated May 14, 2014, the area of TWAL Seventeen Islands is 7,303.16 hectares, consisting of land and water areas (Andhita et al., 2020).

Stakeholders who are involved who have interests and influence are grouped such as the government, which includes the NTT Natural Resources Conservation Agency (BKSDA), the Ngada Regency Fisheries and Marine Service, the Ngada Regency Tourism and Culture Office, the Riung District Government, the private sector which includes lodging entrepreneurs, restaurants, transportation businesses, and handicraft entrepreneurs, as well as from the community including fishermen's associations, and seaweed farmer groups.

However, implementing *Collaborative Governance* at TWAL 17 Riung Island has not run optimally. There are still various obstacles in coordination, communication, and a lack of creativity in dealing with existing challenges. These barriers result in program overlap, a lack of effective feedback, and a lack of openness between *stakeholders*. Therefore, this study aims to analyze the role of each *stakeholder* and the *collaborative governance process* in the development of TWAL Seventeen Islands has not been carried out optimally. To understand the dynamics of collaboration between *stakeholders* in the development of TWAL Seventeen Pulau Riung, this study uses the *Collaborative Governance model* according to Ansel and Gash as the main theoretical framework.(Astuti et al., 2020)

This model was chosen because it can provide an in-depth understanding of various factors that affect the effectiveness of collaboration, including initial conditions, leadership, institutional design, and collaborative processes that include face-to-face dialogue, trust building, commitment to the process, mutual understanding, and interim outcomes.

2. Methods

This study uses qualitative research methods and descriptive approaches. Data was collected through observations, in-depth interviews, and document studies. Observations were carried out directly to understand the potential development of TWAL Seventeen Pulau Riung and the involvement of various *stakeholders* in the collaboration process. In-depth interviews were conducted with informants in this study consisting of 12 people. This informant was chosen because it can provide the information that the author needs according to the position of the stakeholders in their respective agencies. *Stakeholders* from government agencies, the private sector, and local communities.

Stakeholders in this study are categorized as *key players* BKSDA NTT, the Marine and Fisheries Service, the Tourism and Culture Office, and the Riung District Government), crowd (Tourism Office, surrounding village/village governments), *subjects* (lodging entrepreneurs, fishermen, seaweed farmer groups), and *context setters* (Komodo Survival Program). The location of this research is the Seventeen Marine Nature Tourism Park of Riung Island which was carried out for 1 month to research which was carried out from January 20 to February



20, 2025.

In addition, literature studies supplement the data by analyzing official documents, such as tourist visit statistics and relevant previous research. This study uses two types of data sources, namely primary and secondary data. Primary data was obtained through direct interviews with *stakeholders* involved in the management of TWAL Seventeen Pulau Riung. In contrast, secondary data was collected from various scientific articles, government reports, and other official documents. Such as 1. Adinda Diah Maharani Utami, Dyah Hariani, and Susi Sulandari." *Collaborative governance* in developing Kemetul tourism village, Susukan District, Semarang Regency." (Diah et al., n.d.)2. Dwi Almasyah, Nuryanti Mustari, Rudi Hardi and Ansyari Mone (2019) *Collaborative governance* in developing educational tourism in Kamiri village, Masamba district, North Luwu Regency". (Stuart et al., n.d.) 3. Fidelis Meo and Dwita Hadi Rahmi (2021) "Synergy between stakeholders *in the management of 17 marine natural tourism parks on Riung Island, Ngada Regency, NTT*". 4. Aurelius Besa Ndala Waka, I Nyoman Sukma Arida (2022) on the management of 17 Riung island natural tourism parks by BKSDA, Ngada Regency, NTT. (Basa et al., n.d.)5. Cintantya, Andhita, Dara Kirana and Rike Anggun Artisa (2020) about developing tourism villages based on collaborative governance *in Batu City*. (Andhita et al., 2020)

In this study, the study unit focuses on interaction between *stakeholders* within the framework of *collaborative governance* to optimize the management and development of TWAL Seventeen Pulau Riung's tourism potential. The selection of informants is carried out using a purposive sampling technique, where informants are selected based on their involvement and role in the area's management. Initial informants can develop according to the needs of the research data.

Data analysis was carried out using the Miles, Huberman, and Saldana (2014) model, which consisted of four stages: data collection, data condensation, data presentation, and conclusion/verification. The data obtained through observation, interviews, and document studies were analyzed systematically to understand the role of each *stakeholder* and the *collaborative governance process* in the development of TWAL Seventeen Pulau Riung. The results of this analysis are expected to provide a more comprehensive picture of the effectiveness of *collaborative governance* in managing and developing tourism potential in the region

3. Results and Discussion

The Role of Each *Stakeholder* in *Collaborative Governance* for the Development

The management and development of TWAL Seventeen Pulau Riung involves various *stakeholders* who have an essential role in supporting the sustainability of this area. *The stakeholders* involved can be categorized as follows:

Table 3
Stakeholder Identification

No	Stakeholder Categories	Parties Involved	Roles and Responsibilities
		a. Natural Resources	a. BKSDA, as the main manager of the TWAL



No	Stakeholder Categories	Parties Involved	Roles and Responsibilities
1	Government	Conservation Agency (BKSDA) NTT	<p>Area and supervises all interests in the Conservation Area.</p> <p>b. Responsible for maintaining sustainability</p> <p>c. Providing education to the community directly and through village heads and village heads as well as to tourists about the importance of nature conservation.</p> <p>d. Conducting routine patrols to prevent illegal hunting, forest burning, and destruction of natural habitats in conservation areas.</p>
		b. Ngada Regency Fisheries and Marine Service	<p>a. Illegal fishing <i>supervision</i></p> <p>b. Supervision and training for the empowerment of the seaweed community on Mborong Island.</p>
		c. Ngada Regency Tourism and Culture Office	<p>a. Doing promotions Tourism</p> <p>b. Conducting human resource development by providing training and counseling to tourism actors through collaboration with BKSDA, such as training for guides and <i>diving</i></p>
		d. Village and Village Government (Tadho, Benteng Tengah and Nangamese)	<p>The Role of the Central District:</p> <p>a. Supporting every activity carried out by BKSDA with high enthusiasm.</p> <p>b. Respond quickly to disasters or problems around the TWAL area.</p> <p>c. Developing the creative economy through the empowerment of ikat weaving and pottery as additional tourist attractions.</p>
			<p>The Role of Tadho Village:</p> <p>a. Participate in tourism development to improve the quality of the tourism sector in its territory.</p> <p>b. Tourism support facilities are being built by building tourism pondok (pondok payung da gazebo) by involving the local community to support local economic growth since 2023.</p>
2	Private	<p>a. Homestay Operator (Nirvana)</p> <p>b. Restaurant Entrepreneur (Pato Resto)</p>	<p>a. Providing accomodation and culinary services for tourists</p> <p>b. Supporting the promotion of ecotourism and preserving the surrounding encironment</p>



No	Stakeholder Categories	Parties Involved	Roles and Responsibilities
3	Local Communities	<p>a. Fishermen and Farmers Groups that are members of Mitra Polhut</p>	<p>In accordance with the Decree issued by the NTT BKSDA Number: SK.48/K.5/TU/KSA/3/2023 that the polhut partner community (forestry police partner community) plays a role to:</p> <ul style="list-style-type: none"> a. Assisting the forestry police in securing forest protection infrastructure. b. Conducting patrols together with forestry police in forest areas c. Helping to socialize and disseminate forestry information d. Report to the forestry police any indication of threats and security disturbances to forests, forest areas and forest products as well as plants and wildlife in their areas e. Arrest suspects in the event of arrest and secure evidence to be immediately handed over to the nearest forestry police or civil servant investigators. f. Conduct joint patrols and surveillance in conservation waters to prevent illegal activities such as destructive fishing (<i>destructive fishing</i>), poaching of protected marine animals, and other violations that can damage marine ecosystems
		<p>b. Seaweed Farmers Group</p>	<p>The seaweed farmer group was accompanied by the BKSDA and the Ngada Regency fisheries and marine service in the preservation and management of seaweed.</p>
4	Non-Governmental Organization	<p>a. Program Survival Komodo</p>	<ul style="list-style-type: none"> a. Monitoring the Komodo dragon population on Ontoloe Island is carried out using camera traps and is carried out once a year. b. Provide research and policy recommendations based on scientific data

The government, consisting of the NTT BKSDA, the Fisheries and Marine Service, the Tourism Office, and the Village Government, plays a role in preserving nature, supervising illegal activities, promoting tourism, and developing the local economy through community diversification and providing tourism support facilities. The private sector, including *homestay* and restaurant entrepreneurs, supports ecotourism development by providing accommodation and culinary while preserving the surrounding environment. Local communities, such as fishermen and seaweed farmer groups, through joint patrols with forestry police and reporting



environmental threats, while seaweed farmer groups focus on conserving and managing seaweed. In addition, Non-Governmental Organizations (NGOs) such as the Komodo Survival Program (KSP) contribute by conducting research, monitoring Komodo dragon populations, and providing scientific data-based recommendations for conservation policies. In this case, all parties involved work together to ensure the sustainability of the ecosystem and support the sustainable development of tourism in the TWAL area.

The Collaborative Governance Process in the Development of TWAL Seventeen Riung Islands Ansell and Gash's Collaborative Governance Model

a. Initial Conditions

Collaboration between BKSDA, the local government, the private sector, and the community in the TWAL Seventeen Pulau Riung management has been ongoing since 1996. To solve the problem of public sector development, the government cannot work alone but needs to involve non-state parties in the deliberative joint decision-making process. However, there are various dynamics, including overlapping authority between BKSDA and the local government in managing tourist facilities. Some assets, such as docks and (Safitri et al., 2024) *shelters*, have not been transferred to the rightful parties, thus hampering the process of repairing and maintaining facilities.

Table 4 Resource Inequality in TWAL Management

Aspects	Current Conditions	Obstacles Faced
Human Resources	7 BKSDA personnel	Inadequate surveillance of an area of 7,303.16 hectares
Infrastructure	Road access is broken, no floating docks, internet network is very difficult	Hindering tourist visits and patrol activities as well as communication of area management
Tourist Facilities	Lack of shelters, toilets that are not suitable for use because there is no fresh water, changing places, waste management areas, gazebo parking areas, appeal boards and garbage cans	It decreases tourist attraction and tourist inconvenience and threatens the cleanliness of the environment.
Means of Sea Transportation	Only one patrol boat is in the process of being repaired	Limiting surveillance, reducing area patrol time and tourist services.
Operating Budget	Limited operating budget	Insufficient for the development of new facilities and maintenance of the area. Because the receipt of ticket money from the tourist visit was directly transferred to the NTT KSDA Center and then submitted to the



Aspects	Current Conditions	Obstacles Faced
		Ministry of Forestry to enter the state treasury.
Ecological Knowledge	Local communities have a good understanding of marine and terrestrial ecosystems, including sustainable conservation practices.	However, their involvement in strategic decision-making is still limited.
Travel Promotion	Restaurant entrepreneurs still carry out promotions, while managers and the Tourism Office rarely play an active role. The information available is only a description of TWAL with no interesting photos or videos.	The lack of involvement of related parties in the promotion leads to a lack of attraction for tourists, as well as limited visual information that can increase interest in visits.
Waste Management	Unintegrated waste management system	Threatening the cleanliness of the area and the natural beauty of TWAL

In addition, communication between stakeholders was previously less effective, which caused some policies to run less than optimally. However, in its development, coordination improved with more responsive and participatory communication. However, the main challenges in managing TWAL are still quite complex, including the limited number of personnel (only seven people to manage an area of 7,303.16 hectares), damaged infrastructure, lack of tourist facilities, lack of sea transportation facilities, and limited operational budget. Limited budgets and human resources are the main obstacles to implementing *collaborative governance* in the TWAL Riung area. Some training and promotion activities could not run optimally due to the lack of funding from the local government and management agencies. This condition is similar to the findings that show that implementing the KOTAKU program in achieving sanitation targets in Sukabumi is also hampered by human resources and financial limitations, even though the program has a pretty good formal structure. (Mawarni et al., 2024).

In addition to these challenges, waste management in TWAL Seventeen Pulau Riung is still ineffective. Law No. 18 of 2008 defines waste as a remnant of human daily activities and natural processes in solid form (Mayangkara et al., 2016). Waste is a consequence of life activities, and if not managed properly, can cause various environmental problems. Along with the increasing population and tourism activities in the TWAL area, the volume and type of waste produced are increasingly diverse. If not handled with an effective management system, the accumulation of waste can hurt environmental sustainability and the comfort of visiting tourists.



The area's promotion is also still not optimal, so the tourism potential has not been fully utilized. In addition, the slow process of asset transfer hinders better management, especially because the financial system requires revenue to go directly into the state treasury without allowing managers to allocate funds directly for regional development.

(Fitriati et al., 2024) In the government, the role of facilitators, regulators, and catalysts in empowering MSMEs through Juara is limited funds, which even encourages coordinators to use personal funds for the sustainability of activities. This situation parallels the context of TWAL Riung, where the limited operational budget of conservation managers directly impacts the lack of service innovation, tourism promotion, and the development of supporting infrastructure.

b. Leadership (Facilitative Leadership)

BKSDA NTT applies a facilitative leadership approach in managing TWAL Seventeen Pulau Riung. This approach emphasizes stakeholder cooperation, including local communities, governments, and the private sector. Public trust in BKSDA is relatively high, as evidenced by their active involvement in reporting environmental threats and supporting conservation efforts. The leadership strategies implemented include:

- a) Participatory approach. Involve buffer villages in deliberation, counseling, and decision-making related to area management. This approach increases the community's sense of ownership of TWAL's sustainability.
- b) Direct interaction with the community. BKSDA officers routinely go to the field to understand social and ecological conditions, as well as build good relationships with local residents.
- c) Collaboration with local governments. Maintaining good relations with the sub-district in exclusive decision-making so that all parties feel involved.
- d) Preventive approach before the law. In the event of a violation, BKSDA takes a participatory approach three times by involving traditional leaders, religious leaders, and *related stakeholders* before taking legal action.

Through this strategy, facilitative leadership implemented by BKSDA can increase community involvement in preserving the area. This approach also contributes to strengthening the effectiveness of TWAL management, ensuring that the policies implemented align with the needs on the ground. The sustainability of long-term collaboration at TWAL TujuhBelas Pulau Riung is a common hope, for which leadership is expected to:

- a. Involving the younger generation as agents of change in conservation and tourism promotion
- b. Fostering long-term partnerships between the public and private sectors in conservation finance
- c. Adjust the institutional structure to the dynamics of national policies, including the possibility of the establishment of Authority Bodies or regional management autonomy.



c. Institutional Design

Institutional design in the collaboration for the development of TWAL 17 Riung Island involves various parties with different roles in maintaining a balance between conservation and resource utilization. One of the fundamental factors in weak governance is the suboptimal institutional design, both in terms of the division of authority and supporting infrastructure. The same thing was also found in the management of TWAL Seventeen Pulau Riung, where there has not been a formal cross-sector regulation that has become an umbrella for collaboration between (Nurul Hikmah & Baladdudin Dayar, 2024) *Stakeholders*. Although only Forest Police Partners (Polhut) have a formal legal basis based on the Decree of the Head of BBKSDA NTT Number SK.48/K.5/TU/KSA/3/2023, other parties continue to actively contribute through coordination and cooperation that are not always based on formal regulations.

Forest Police Partners (Polhut) have a formal legal basis in area surveillance, while other parties contribute through informal coordination. BBKSDA NTT is responsible for managing conservation areas, while Polhut Partners play a role in maintaining security and preventing illegal activities that can damage the ecosystem. The Ngada Regency Tourism office supports management through tour guide training and destination promotion, although they do not have formal authority in the area's management. Local communities also play an essential role in ecotourism through providing tourism services, homestay management, and involvement in environmental conservation campaigns. Business actors participate in maintaining the quality of services and supporting conservation activities through education and sustainable tourism promotion. The Fisheries Service coordinates orally in dealing with problems. *Illegal fishing* still threatens the sustainability of marine ecosystems in this region.

Meanwhile, Komodo Survival monitors the Komodo dragon population on Ontoleum Island, although it does not cooperate formally with BBKSDA. This collaboration between the parties occurs through regular coordination meetings, participatory approaches, and periodic monitoring and evaluation processes. However, the challenges faced are pretty complex, such as the lack of formal regulations that bind each stakeholder, the rise of illegal fishing, and limited funds for monitoring and maintaining the area. Therefore, it is necessary to strengthen clearer regulations, increase marine patrols regularly, and empower the community and business actors so that TWAL 17 Riung Island can be managed sustainably and provide long-term benefits for conservation and the local economy.

d. Collaborative Process

The development of TWAL 17 Riung Island prioritizes a *collaborative governance* approach by involving various stakeholders through face-to-face dialogue, trust building, and joint commitment to protecting the area. Face-to-face dialogue is held regularly every Monday through coordination meetings, training for the public and tour guides, and online communication to accelerate information exchange. However, network infrastructure challenges remain an obstacle in long-distance communication. Trust between stakeholders is formed through their involvement in various conservation initiatives and support for the BBKSDA's role in managing the area.





Figure 4. Face-to-Face Dialogue with BKSDA and Stakeholders

Source: NTT BKSDA Archives

Communities show high concern for the area's sustainability by actively reporting illegal activities such as *fishing* and forest fires, often threatening ecosystems. The commitment of stakeholders in the management of TWAL remains strong despite the differences in interests between the parties involved. However, with aligned goals in conservation and tourism development, emerging conflicts can be managed through a participatory approach, where persuasion and socialization are prioritized before legal action is taken. With effective communication, maintained trust, and solid commitment, the management of TWAL 17 Pulau Riung can continue to develop sustainably, providing ecological benefits while supporting the improvement of the economic welfare of the surrounding community.

E. Result (External)

The provisional results of the collaboration in the management of TWAL 17 Riung Island show several significant achievements, especially in increasing the number of tourist visits, the efficiency of communication between stakeholders, as well as increasing public awareness of environmental conservation, reducing cases of damage to the area, and improving the economy of the surrounding community.

Thanks to better promotion strategies and increasingly organized area management, the number of local and foreign tourists has increased. In addition, coordination between stakeholders has become more effective, although challenges in synchronizing activities remain obstacles that must be overcome. Public awareness of the importance of protecting the ecosystem is also increasing, which can be seen from their increasingly active monitoring of the surrounding environment and reporting illegal activities that can potentially damage the area. With this achievement, it is hoped that the management of TWAL 17 Riung Island can be better and more sustainable so that the balance between conservation and tourism utilization can continue to be maintained for the sustainability of the ecosystem and the welfare of the local community.



In the implementation of this collaboration, there are still problems in every element of the collaboration model of Ansel and Gash that are used for it; several strategic steps that can be applied to overcome obstacles in this collaborative governance include:

- a. Reformulation of the funding system by encouraging a mechanism of jointly managed funds or *profit-sharing* schemes from tourism revenues to support the operations of local managers.
- b. Building trust through regular open communication forums involving village communities, women's groups, local tourism actors, and NGOs.
- c. The use of digital technology, such as tourism coordination applications and interactive information platforms to strengthen communication, transparency, and accountability between *stakeholder*

4. Conclusion

This research aims to answer the formulation of problems related to the role of stakeholders and the collaborative process in developing the potential of the Seventeen Islands Marine Nature Tourism Park (TWAL). Based on field findings, the involvement of *stakeholders* from the government, the private sector, the community, and NGOs has been formed in a collaborative pattern. Each contributes to regional surveillance, environmental education, tourism promotion, and local economy strengthening. However, analytically, the implementation of this collaboration has not yet shown overall effectiveness. Stakeholder roles run in limited coordination and have not been supported by formal regulations that can structurally bind collaboration. This shows that there is a gap between the concept of collaborative governance and the reality of practice on the ground.

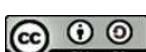
Reflections on the implementation of Ansell and Gash's *Collaborative Governance* model show that while some elements, such as facilitative leadership and face-to-face dialogue processes, have been underway, aspects of institutional design and long-term shared commitment are still weak. Collaboration occurs more out of practical necessity than due to strong institutional integration. Without a result measurement system that compares conditions before and after the application of the model, its effectiveness cannot be evaluated conclusively. Thus, the *Collaborative Governance* model in the TWAL Seventeenth Pulau Riung context has not been fully effective as a transformative governance approach. The collaboration that occurs tends to be adaptive, not able to solve structural problems that hinder the sustainable management of the area.

5. Reference

Balai Besar Konservasi Sumber Daya Alam Nusa Tenggara Timur. (2024, March). *Profil Taman Wisata Alam Laut Tujuh Belas Pulau Kabupaten Ngada*.

Andhita, C., Kirana, D., & Artisa, R. A. (2020). *Pengembangan Desa Wisata Berbasis Collaborative Governance Di Kota Batu* (Vol. 6, Issue 1). Jurnal Administrasi Publik. Astuti, R. S., Warsono, H., & Rachim, Abd. (2020). *Collaborative Governance : Dalam Perspektif Administrasi Publik*.

Basa, A., Waka, N., Nyoman, I., & Arida, S. (N.D.). *Jurnal Destinasi Pariwisata Pengelolaan Taman Wisata Alam 17 Pulau Riung Oleh Bksda, Kabupaten Ngada Ntt*.



Diah, A., Utami, M., Hariani, D., & Sulandari, S. (N.D.). *Collaborative Governance Dalam Pengembangan Desa Wisata Kemetul, Kecamatan Susukan, Kabupaten Semarang*. Retrieved March 6, 2025, From Doi: <Http S://Doi.Org/10.14710/JPPMr.V10i3.31412>

Ema Marsitadewi, K. (2021). Strategi Pengembangan Desa Pelaga Sebagai Destinasi Agrowisata Di Kabupaten Badung. In *Politicos: Jurnal Politik Dan Pemerintahan* (Vol. 1, Issue 1). <Http S://Doi.Org/10.22225/PolitiCos.1.1.2788.24-31>

Fithriati, N. T., Sampurna, R. H., & Amirulloh, M. R. (2024). *The Role Of Cooperation And Smes Department In Efforts To Develop Msme Products Through The "Umkm Juara" Program In Sukabumi City* (Vol. 22, Issue 1). Jurnal Administrasi Publik. Doi: <Http S://Doi.Org/10.30996/Dia.V22i01.8658>

Kebijakan, I., Objek, P., Watervang, W., Kota, D., Linggau, L., Amelda, S., Sakir, I. M., & Asteriniah, F. (N.D.). *@-Publik Jurnal Administrasi Publik Implementation Of Watervang Tourism Object Development Policy In Lubuk Linggau City*. Retrieved March 6, 2025, From <Http S://Doi.Org/10.37858/Publik.V3i3.401>

Kecamatan, K., Kabupaten, M., Utara, L., Alamsyah1, D., Mustari2, N., Hardi3, R., & Mone4, A. (N.D.). *Collaborative Governance Dalam Mengembangkan Wisata Edukasi Di Desa*. <Http S://JournaL.Uwgm.Ac.Id/Index.Php/FisipUbluk>

Kemenparekraf/ Baparekraf Ri. (2020, September). *Mengenal 10 Destinasi Prioritas Pariwisata Indonesia Kemenparekraf/ Baparekraf Ri*. <Http S://KemenParekraf.Go.Id/Rumah-Difab/EN/GenAl-10-DestiNaSi-PrioritAs>
= <Http S://PariwisaTa-IndonesIa>

Mawarni, A., Sampurna, R. H., & Amirulloh, M. R. (2024). *Implementation Of Sustainable Development Goals (Sdgs) Through The "Kotaku" Program To Improve Sanitation Effort In Sukabumi City* (Vol. 22, Issue 1). Jurnal Administrasi Publik. Doi : <Http S://Doi.Org/10.30996/Dia.V22i01.8723>

Mayangkara, A. P., Sekretariat, S. T., & Tuban, P. (2016). Evaluasi Kebijakan Pengelolaan Sampah Di Tpa Gunung Panggung Kabupaten Tuban. *Oktober*, 2(2), 427-444.

Muchamad Zaenuri. (2018). *Tata Kelola Pariwisata-Bencana Berbasis Collaborative Governance Konsep, Analisis Dan Pemodelan* (Muchamad Zaenuri, Ed.; Pertama).

Nurul Hikmah, F., & Baladdudin Dayar, M. (2024). *Governance Of Institutional Waste Management In Jember Regency Pakusari Landfill Case Study* (Vol. 22, Issue 1). Jurnal Administrasi Publik Doi : <Http S://Doi.Org/10.30996/Dia.V22i01.8710>

Public Service Administration Reform Strategy At Badung Regency Drinking Water Regional Company. (N.D.).
Doi: <Http S://Doi.Org/10.30996/Dia.V22i01.9531>

Safitri, P. A., Sampurna, R. H., & Mulyadi, A. (2024). *Practices Of Collaborative Governance In Enhancing Creative Economy In Sukabumi City: A Case Study Of Sukabumi Creative Hub (Sch)* (Vol. 22, Issue 1). Jurnal Administrasi Publik.
Doi : <Http S://Doi.Org/10.30996/Dia.V22i01.8493>

Sinergi Antar Stakeholder Dalam Pengelolaan Taman Wisata Alam Laut 17 Pulau Di Kabupaten Ngada Provinsi Nusa Tenggara Timur Under A Creative Commons Attribution (Cc-By-Nc-Sa) 4.0 International License. (2021).
Doi: <Http S://Doi.Org/10.33579/Rkr.V3i2.2117>

