

The Role of Stakeholders in the Collaborative Development of Bawean Island Tourism

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Abstract

Tourism development on the island of Bawean requires collaboration from all parties who have interests (stakeholders). Stakeholders consist of the government, the community, the private sector, academia and the mass media. This collaboration is very important because each stakeholder actor has different capabilities and limitations. The government has a role as a regulator, the private sector and the community as implementers, while academics and the media are supporting actors. The research aims to find out how the collaboration carried out by these stakeholders includes the important role of each stakeholder actor. And what kind of collaboration is done between these actors. In addition, it is also explored more deeply about the conditions of tourism development on the island of Bawean in order to know the steps that can be suggested and the collaboration model built and implemented by a group of stakeholders. It is hoped that this research will be able to produce concepts that can be offered to stakeholders, especially the government so that they can actually be implemented. This research is a qualitative research with a case study approach. The focus in this research is first, the role of stakeholders which includes identification of stakeholders and categorization of stakeholders. Second, stakeholder collaboration which includes the relationship between stakeholders and forms of stakeholder collaboration. The research location is located on Bawean Island with the research sites being the Gresik Regency Tourism and Culture Office and the Bawean Island UPT. Data collection techniques are interviews, observation and documentation. The results of this research are expected to reveal a lot and identify stakeholders and collaboration models that can be implemented and developed.

Keywords

collaboration; tourism
development; bawean island



I. Introduction

Tourism is one of the important sectors in helping the development of the country which can be used as a leading sector. According to Law Number 10 of 2009 concerning Tourism, what is meant by tourism is various kinds of tourism activities that are supported by various facilities and services provided by the community, entrepreneurs, and the government. Tourism studies in the perspective of public administration, especially regarding the development of integrated tourism, mostly still see tourism as an orderly process (Zaenuri, 2018). With the regulation, the development of the tourism sector from planning, implementation, and evaluation can well; it can be sure it will increase the number of tourist

visits from foreign tourists to Indonesia (Nurlina, 2020). Among others, with a policy approach (Hall & Jenkins, 2019; Kerr, 2003) and management (Chang, 2007; Collins, 2015; Kozak & Kozak, 2019F).

Tourism is an industrial sector that is currently got a lot of attention from many countries in the world (Amin, 2019). From the perspective of public administration, tourism development can be analyzed and researched based on the collaborative relationship between the public, private, and community sectors. The challenges that must be faced in the development of archipelagic tourism are starting from transportation problems, the position of the scattered islands, and social and cultural problems besides the problems that may be faced are the diversity of human resources in an archipelago (Santo, 2016). According to data reported by the Ministry of Home Affairs to the United Nation, Indonesia consists of 16,065 islands so it has a large coastline of 95,200 (DRJP Ministry of Home Affairs, 2019).

The 2019-2024 RPJMN document shows that the development of marine tourism is one of the priorities in the tourism development program outlined in the rippanas, the goal is for Indonesia to become an archipelagic country that is independent, advanced, strong, and based on national interests (RPJMN, 2019). According to (Lasabuda, 2013) when compared to Queen Island which has a coastline of 2100 KM, it has generated a foreign exchange of US\$ 3 billion, while Indonesia, which has a coastline of 95,200 foreign exchange tourism, has only US\$ 5 billion. This shows that natural resources in Indonesia, especially marine tourism, do not need to be re-optimized to be in line with the government's program on maritime maritime economic development which has the ultimate goal of prospering the local population and encouraging national development.

One of the tourist destinations that is currently being developed and is a priority based on Presidential Regulation (Perpres) Number 80 of 2019 concerning the Acceleration of economic development in the Gresik - Bangkalan - Mojokerto - Surabaya - Sidoarjo - Lamongan area, the Bromo-Tengger-Semeru area, and the Selingkar area. Wilis and Lintas Selatan are the milestones for the rise of tourism in East Java, especially in the management of the area in the Gresik Regency area. On the other hand, Bawean Island tourist destinations are also included in the priority scale regional spatial pattern with the East Java tourism destination development program (East Java Province Strategic Plan 2019-2024). Therefore, this study focuses on the response of local communities to development and development efforts that are part of the government's work plan.

This research refers to indicators based on stakeholder collaboration enabling extensive networking and strong and synergistic partnerships (Fosler, 2002 and Munro, 2008). While Wanna (2008) in Zaenuri (2016) asserts that in collaboration there needs to be an intensity that shows the extent of the closeness of the relationship that occurs between the collaborating parties. So this study wants to find out how the collaboration carried out by these stakeholders includes the important role of each stakeholder actor in the development and management of tourism in Bawean Island. And what kind of collaboration is done between these actors. In addition, it is also explored more deeply about the conditions of tourism development on the island of Bawean to know the steps and efforts that can be suggested and the collaboration model that is built and can be implemented by these stakeholders. The main objective of this research is to explore and analyze the role and collaboration of stakeholders in the development of archipelagic tourism on Bawean Island. Therefore, it is hoped that this research will be able to produce concepts that can be offered to stakeholders, especially the government so that they can be implemented and developed into community service programs.

II. Research Methods

This research focuses on the relationship between actors, existing social conflicts, and potential future conflicts among stakeholders/actors that may occur due to competing interests, justice issues, legal issues, and cultural issues related to tourism development on Bawean Island. What is important to explore in this research is how the phenomenon of collaboration between stakeholders is involved in which there is the interaction between stakeholders. This information is a phenomenon obtained from observation and not obtained from calculations and statistics (Strauss & Corbin 2013:4). Therefore, the type of research used in this study is descriptive qualitative research. Interaction between stakeholders consists of the phenomenon of collaboration, the role of the organization/community, and the reciprocal relationship of stakeholders. Qualitative research is a type of research to explore and understand the meaning of individuals or groups related to social or humanitarian problems (Creswell & Creswell, 2018). The design of this study adopts research from Osman (2016). This research design has several stages, as follows:

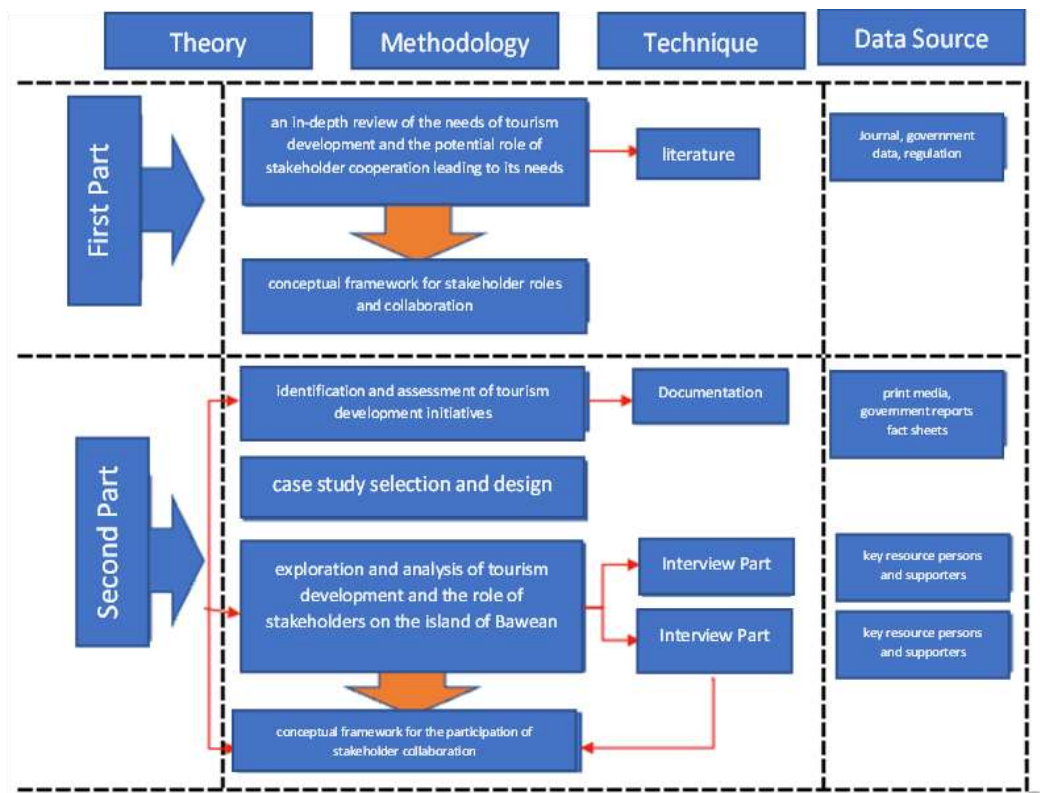


Figure 1. The Techniques and Sources of Data in Methodological Step

In the picture, there are two parts as the research stages. The two sections are to better understand the management of marine tourism on Bawean Island, collect important pieces of documentary evidence and through semi-structured interviews help to critically map the network of stakeholders who have been, or have been involved in, the management initiative. The first part critically reviews the requirements of tourism management by identifying stakeholder actors and then mapping out their roles, interests, contributions, and collaborations in Bawean Island tourism. Furthermore, in the second part, there are several documentary evidence collection and interview stages. The research location chosen was Bawean Island, which is an island located in the north of Java, exactly 100 KM north of the Gresik regency coastline. This research was conducted by field research and zoom with

several parties related to data collection, this is due to pandemic conditions that limit access to the research location. The data sources presented are primary data sources through the interview process and zoom meeting. Some of the informants were the Department of Tourism and Culture, then Muhammad Faisal as an activist on Bawean Island, Public Relations of DPRD, Pokdarwis, Sail Bawean, and Sir Sukandar.

III. Discussion

The role of stakeholders is a party that is influenced and affects the work program and achievement of an organization's goals. Stakeholder analysis is carried out by identifying stakeholders, grouping and categorizing stakeholders, and describing the relationship between stakeholders in the realization of marine tourism development on Bawean Island. The tourism sector is one of the potential sub-sectors, it is not surprising that currently, the tourism sector is a sector that is getting a lot of attention from the central and regional governments as well as the business sector. Now, the tourism sector does not only dominate the national economy.

Table 1. Identification of the Role of Gresik Regency Government Agencies in the Development of Bawean Island Marine Tourism

	Agency Name	Interest	Influence on Bawean Tourism
Government Role	Department of Tourism and Culture	Supporting the implementation of the tourism sector, tourism destinations and potential, marketing and regional culture	Big Influence (Main Actor Tourism Coordinator)
	Department of Transportation	Support land transportation, sea transportation, and air transportation	Big Influence (Transportation)
	Department of Cooperatives and SMEs	Conducting coaching and empowerment of local communities to become tourism actors with the principles of Entrepreneurship	Medium Influence (MSME Empowerment)
	Public works and layout (PUTR)	Support the construction of infrastructure such as Bridges, Roads, PJUs, Piers, Airports, etc.	Great Influence (Main Infrastructure)
	Ministry of Communication and Information	Support communication infrastructure, information, coding, statistics	Great Influence (Community communication and information network)
	environmental services	Carry out guidance and supervision of conservation, cleanliness, protection of animals	Big Influence (Ecosystem Sustainability)
	public health	Providing public health services, disease prevention,	Big Influence (Public

Agency Name		Interest	Influence on Bawean Tourism
	Office	and control, health protocols	Health)
	Department of Marine Affairs and Fisheries	Coastal and island management, marine space management, fish farming	Major Influence (Sea and Island Management)

Source: Researcher Process, 2021

However, the tourism sector has touched the aspect of community empowerment, especially the community around tourist destinations. In general, the tourism sector is managed by the government and the private sector as two mutually beneficial parties, complementing the vision, mission, and goals in the cooperation agenda to develop tourist attraction areas, but sometimes the position of local communities is always in a marginalized position. Several villages on Bawean Island depend their economy on the tourism sector in their area, while tourist destinations are only managed by one actor, such as the government, private sector, community, academics, and mass media. There are also the five stakeholders collaborating to achieve greater benefits. The development and management of marine tourism destinations on Bawean Island are dominated by local communities. However, in the implementation of marine tourism, it is the joint responsibility of all relevant stakeholders which is carried out with a pattern of tourism management, and collaboration of stakeholder roles.

According to Mr. Muhammad Faisal as a representative of the Bawean Penabulu Academics during an interview, he stated that: "In general, Bawean Island involvement of the private sector in centers, I do not understand, what I understand is that they are being guided by PJB PLN". On the other hand, according to the Public Relations of the DPRD of Gresik Regency as the legislative actor who provides the budget in a policy, he stated that "Actually there are still many CSR from Bawean that have not been hooked up, such as Telkom, XL which is in Bawean but has never been hooked up". According to Pokdarwis as a tourism community group, it is considered that: "Not all Pokdarwis in Bawean are running as they should. So they are like walking when there is the first assistance, the second one or walking when it is still there, mas, for example, the group wants to come and is just walking and it is not sustainable."

The problem that often occurs in the community is that the community is not directly involved when the government and the private sector make an area a new tourist destination. This is supported by the statement of the DPRD's Public Relations Officer in an interview, namely: "There are many cases where the pokmaswas group crashes against the community, which is an example in my area or in which area when setting up a tour, the chairpersons and each of them did not attract the community so that just as a business they hold a big event together with the government and with a sail to Indonesia"

According to Mr. Sukandar as the representative of Academics from Brawijaya University during an interview, he explained that "Pokdarwis and Pokmaswas work together with CSR, then the fishery department, and the tourism office. Others are DLH, and Perhutani." The presence of academics gives a new face and complements the process of organizing tourism on Bawean Island. The academics present aim to assist the government and the community in supporting the acceleration of marine tourism development by the agreed-upon plan. Academics are present as third parties and as a team of government consultants in providing proposals, suggestions, and recommendations. According to Muhammad Piter from Disparbud explained that: "Being a friend in discussions related to governance development in Bawean, such as how to develop the culture and the ecosystem,

not going to tourism places, no, yes, there are also mangrove plantings in the vicinity, but they tend to go there, but It will also indirectly affect tourism in the future, but not yet one of the supporting factors as well”

Furthermore, according to the Public Relations of the Gresik Regency DPRD, the presence of academics aims to build awareness of preserving nature and protecting tourism facilities from an early age. A tourist attraction certainly cannot be separated from problems that occur in the field, such as garbage, conflicts between traders, tourist mafia, and crime. So that good communication is needed, especially to local communities and tourism actors to be able to maintain the peace and comfort of tourist objects. According to the Penabulu Academics: “The program is still in the form of cleaning the environment, cleaning the tourist area, bro. Indeed, we are trying to build awareness from the beginning of childhood because for us it is a tourist location when it does have a lot of waste, that's not what we see, so we try to grow things like that first, bro.”

Collaboration is not only carried out at the local government level. However, it needs to be done at the provincial, national, and even international levels aimed at effectiveness and efficiency in tourism development on Bawean Island. Sir Sukandar gave an opinion that “a collaboration with Pokdarwis and the fisheries service. Others work with BLH, environmental services, national parks, archeology, etc. Along with advances in information technology, tourism actors are required to innovate and promote tourism aimed at destination branding that can attract new tourists outside Gresik Regency. "If there was television yesterday, like the one from which Hamish Daud was promoting, like the adventurous tv series, there are many national media. The local government has also broadcast a lot of content that provides information about Bawean. Many influencers are also uploaded on TikTok, youtube, Instagram" According to Mr. Sukandar from Brawijaya University explaining that "one way of promotion is by inviting school-age children in the hope of becoming influencers through social media"

Table 2. Identification of the Government's Role among Other Stakeholders

<i>Stakeholder</i>	<i>Relationship with Government Role</i>	<i>Form</i>
Private	Conducting cooperation, partnership, and synergy in Tourism Development.	In the form of Corporate Social Responsibility (CSR) through MoU, MoA, and PKS.
Community Group	Coordination and collaboration of activities and programs	Socialization, Bimtek, Training, Briefing
Local Community	Provide coaching and empowerment	Education and service
Traveler	Providing ease of information and security while traveling	Ease of Transportation, Promo Tickets and Lodging, Events.
Academics	Collaborating, consulting academic aspects	In the form of Joint Studies, Academic Papers, Bimtek, Technical Education.
Mass media	Collaborating on tourism promotion, local branding, marketing events, etc	Promotion of Tourist Destinations in Print Media, Online News, Social Media, and TV.

Source: Researcher Process, 2021

Tourism can generate economic growth because it can provide employment, stimulate various production sectors, and contribute directly to advances in the efforts to build and repair ports, roads, transportation, and encourage the implementation of hygiene and health programs, gym projects culture, environmental preservation and so on that can provide benefits and pleasure to both the local community and tourists from outside who come to Bawean Island. However, the development of tourism cannot be separated from the roles of the private sector and other parties. As described in the following table:

Table 3. Identification of Private Roles in Bawean Island

Company name	Role Contribution
PT. Pembangkit Jawa Bali	Providing CSR and Partnership
PT. Petrokimia Gresik	Providing CSR and Partnership
Jatim Bank	Providing MSME Fund Assistance
BRI Bank	Providing MSME Fund Assistance
Pertamina	Providing CSR and Partnership

Source: Researcher Process, 2021

Another aspect is the role of local community groups, as shown in the following table:

Table 4. Community Groups in the Tourism Sector in Bawean Island

Community Group Name	Purpose of Establishment
POKMASWAS (Supervisory Community Group)	Supervise the behavior of fishing with destructive tools in the aquatic environment in its territory.
POKDARWIS (Tourism Awareness Group)	Having responsibility and concern for tourism, being the initiator and driving force in the development of tourism in a village area

Source: Researcher Process, 2021

By-Law Number 12 of 2012, Article 1 paragraph 9 which regulates the Tri Dharma is the obligation of Higher Education to organize Education, Research, and Community Service. This is of course for the entire academic community, both students and lecturers, who have obligations and are responsible for realizing the Tri Dharma of Higher Education. Based on the results of interviews with several sources, it was found that academics play an important role in scientific research and innovation for tourism development on Bawean Island.

Table 5. Universities Involved in Bawean Island

College Name	Type of Activity
Brawijaya University	Community Service Program, Research, and Community Service
Airlangga University	KKN, Riset Penelitian
Gresik Muhammadiyah University	Community Service Program

Gresik College of Economics	Community Service Program
Gajah Mada University	Community Service Program

Source: Researcher Process, 2021

In the media aspect as well, the use and use of contemporary media is a form of effort in developing tourism in Bawean, as is the example of the following image:

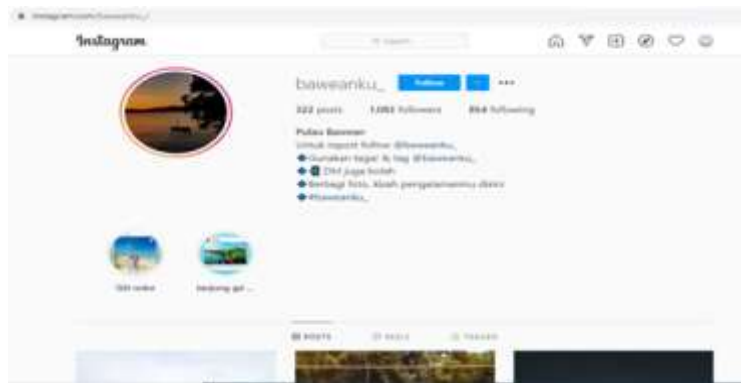


Figure 2. Tourism Promotion in Mass Media
Source: Instagram.com, 2021

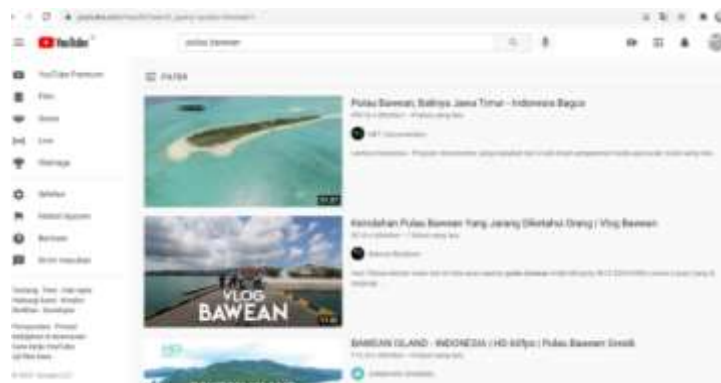


Figure 3. Tourism Promotion in Mass Media
Source: youtube.com, 2021

In the picture above, the role of media through youtube can be an effort in addition to information as well as tourism marketing. This requires collaboration between managers and the media or other tourism activists. In addition to the patterns and approaches above, there is also a process of involving stakeholders as stakeholders who collaborate with various parties to develop the tourism sector on Bawean Island. As described in the following image:

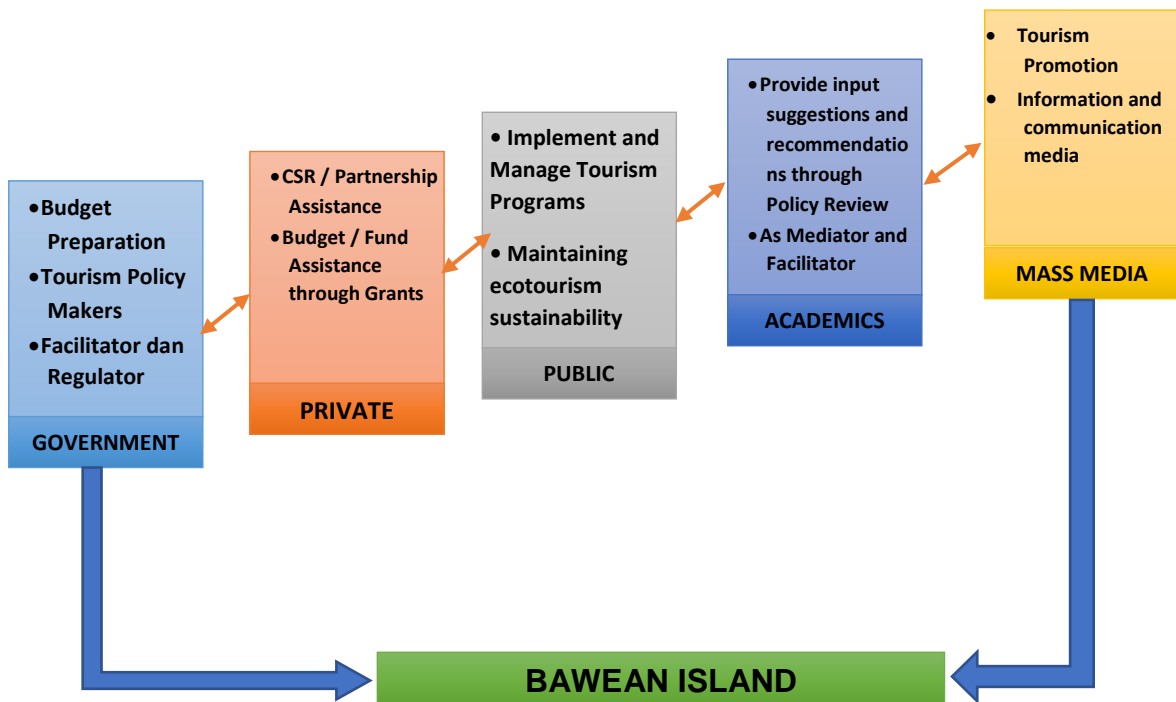


Figure 4. Role of Stakeholder Collaboration
 Source: Researcher Process, 2021

The government's role is to budget from the APBD or APBN then make policies related to the development of the tourism sector in Bawean. In addition, the government is also a facilitator. The government uses the budget as a tool to direct socio-economic development, ensure sustainability, and improve people's quality of life. In addition, the budget is needed because of the unlimited and growing needs and desires of the community, while the available resources are limited. The role of the private sector in addition to providing a CSR budget can also establish partnerships as sponsors for tourism development on the island of Bawean. The community as the manager is obliged to maintain and preserve nature because this is quite helpful in developing ecotourism on the island of Bawean. However, cooperation must also be carried out with academics to research and provide input, suggestions, and application of development theory about tourism on Bawean Island, this is very useful for ecotourism arrangement. After that, cooperate with the mass media as a promotion and information delivery sector. This is a form of mutual responsibility between all parties for the development of tourism on the island of Bawean.

According to Zeho, et al. (2020) The involvement of the community and village government is not enough to meet the needs of village development. Therefore it is necessary to involve stakeholders. Stakeholder involvement plays an important role in assisting the village government in carrying out its duties and functions to become an independent village. This role also enables increased community participation in evaluating program activities and increases the efficiency and effectiveness of accountability in the village financial management sector. If then drawn to the development of tourism in Bawean, this theory is very possible as a reinforcement to carry out tourism development on the island of Bawean based on collaboration. Therefore, it is necessary to identify the roles of stakeholders which will be very focused and by the development process, the following table explains the identification of the roles of stakeholders:

Table 6. Identification of Stakeholder Roles

Stakeholder	Role	Role Related Activities
Primary Stakeholder		
Villagers	Implementer	<ol style="list-style-type: none"> 1. Engage in tourism object development activities as actors in Bawean tourism objects 2. Provide land for the development of tourist areas. 3. Make souvenirs or fruit 4. Provide tourism accommodation
Pokdarwis	Implementer	<ol style="list-style-type: none"> 1. Engage in tourism object development activities as actors in Bawean tourism objects 2. Carry out tourism promotion activities
Key Stakeholder		
Gresik Regency Tourism and Culture Office	Coordinator	Conducting meetings between stakeholders related to the development of Bawean Island tourism objects to evaluate the activities that have been carried out.
	Implementor	Empowering Pokdarwis in the management, development, preservation, and tourism environment
	Facilitator	<ol style="list-style-type: none"> 1. Carry out tourism marketing activities 2. Provide information related to tourism facilities and destinations 3. Improving facilities and infrastructure by collaborating with other agencies 4. Conduct counseling to Pokdarwis about increasing tourism
UPT Bawean	Facilitator	<ol style="list-style-type: none"> 1. Empowering tourism-aware groups 2. Provide information related to tourism destinations
Sangkapura District	Facilitator	Providing information related to tourism destinations
Secondary Stakeholder		
PT.PJB	Accelerometer	PT PJB provides assistance walkways and bridges, tourist landmarks, tourist gazebos, toilets in tourist areas, trash cans

Source: Researcher Process, 2021

According to Adrian Devine's opinion on collaboration, currently, collaboration is an important thing in the public sector. This is considered important because, with collaboration, stakeholders can sit together in one forum, jointly build an understanding, build a commitment, and have a sense of responsibility (sense of responsibility) in the continuity of tourism development. Collaboration between stakeholders is also a step that must be taken to promote the welfare of the community (Irene & Sitorus, 2020).

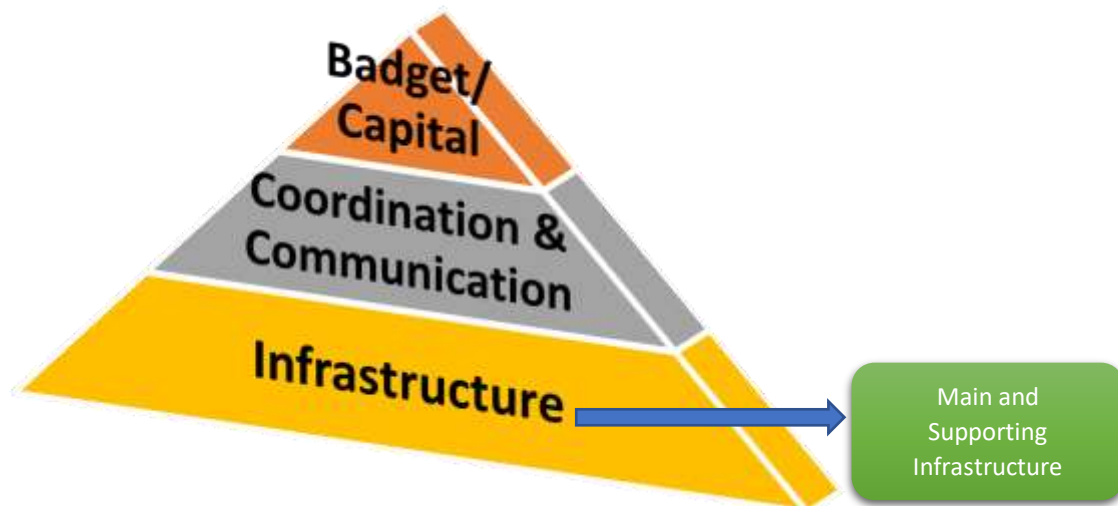


Figure 5. Current Constraints and Barriers to Tourism Development on Bawean Island
Source: Researcher Process, 2021

The elements forming the collaboration according to the theory consist of the government, the private sector, and the community. In addition, stakeholders have a role in cooperation with other stakeholders. However, the shortcoming in this Stakeholder collaboration is the lack of collaboration between the Stakeholder groups involved. The private sector still consists of only one institution, there should be several parties from the private sector consisting of entrepreneurs in the tourism sector. Based on the explanation above, the form of Stakeholder collaboration in tourism on Bawean Island is Primary Collaboration, namely with the characteristics of these small, face-to-face primary groups and the Stakeholders prefer to work together to improve the economy.

IV. Conclusion

From the discussion above, it can be concluded that in the development of tourism on Bawean Island there is involvement between the Roles of Stakeholders, the private sector, and of course the local community. Among the roles of stakeholders focus on development and development on the island of Bawean consisting of the government, the private sector, the community, academia, and the mass media. Some of the roles of these stakeholders have provided benefits, it's just that from the data from several sources that provide information that the Gresik district government, especially the Gresik Diparbud, is still minimal in playing a role in the development and empowerment of community groups on the island of Bawean, the next problem is government communication which still relies on intermediaries or parties. The third, namely academics to deliver existing programs.

- a. The roles of community groups on the island of Bawean have not all gone well and sustainably, the data in the field shows that there are still many community groups that

run when there are events, assistance, when there are tourists, and problems in the field, show that there are still community groups who are concerned with their own business so that local people who are not community groups have not been involved in the role of these community groups.

- b. The role of the private sector has provided benefits in the form of social responsibility for tourism areas on Bawean Island, PT PJB, Jatim Bank, BRI Bank, Petrokimia Gresik and Pertamina have provided facilities and infrastructure assistance for the development of tourism sustainability on Bawean Island.
- c. The role of academics in contributing to studies related to tourism development, information, technology, and cultural preservation on Bawean Island is the result of the role of academics that can have an impact on tourism development on Bawean Island.
- d. The mass media play a role in promoting tourism on the island of Bawean to the general public, the people of the island of Bawean also use social media to communicate, disseminate information related to tourism on the island of Bawean

In addition to the role of stakeholders above, the collaboration built by stakeholders (Stakeholder Collaboration) also determines the process of tourism development on Bawean Island so that it reaches the stage of benefiting the community. The relationship between stakeholders including Disparbud, private sector, local community, pokdarwis and pokmaswas, academics, and mass media in marine tourism on Bawean Island is going quite well. However, the public's trust in the government as a facilitator and regulator is still low because the communication and commitment with the community are not sustainable, only temporary, and breaks in the middle of the road. The collaboration process in the direct discussion stage is considered still not optimal.

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