Indigenous Community-Friendly Tourism Development Strategy Through Governance Approach

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ARTICLE INFORMATION	ABSTRACT

The study introduces a governance approach in indigenous peoples-friendly tourism development strategy. It describes the policy process to strengthen the quality of governance. The study uses original empirical data from West Tulang Bawang Regency, specifically 2 traditional villages, to answer one main question: to find the factors that influence the performance of indigenous peoples-friendly tourism development in relation to the policy process. Analysis of the study is directed at how institutional-level processes and organizational-managerial governance levels influence the development of tourism policies that are friendly to indigenous peoples. The study uses qualitative methods, using 18 respondents. The study found that key factors in development included a value system in the form of a village law policy and the SDGs Agenda, a green approach, and a green tourism village program. Paying attention to and building collaboration with key stakeholders, namely indigenous-local communicators can build synergy of knowledge and discourse, actors and networks, politics and interests in the policy process. Benefits are obtained through increased governance capacity.

A.   INTRODUCTION

The strengthening of the Village Law and post-Covid-19 pandemic conditions have changed national tourism strategies and choices by developing sustainable cultural tourism. This is done through reinforcing unique selling points on community-based tourism, one of which is through strengthening regional/local identity, strengthening local wisdom, including joint governance of tourism and its resources, and significant involvement of local communities, especially indigenous communities, in strategic decision-making (Duadji and Tresiana, 2018 ; Muliono , 2022).

The issue of indigenous peoples in the management of cultural tourism resources is characterized by marginalization, where the government represents the interests and needs, the position of indigenous peoples with racist, discriminatory, exclusionary, limiting, and stigmatized development attributes. (Dewa et al., 2022; Butler, 2021) . Duadji and Tresiana (2020) impact study *What* emerged was conflict related to economic, social, and environmental resource management, including culture and customs in tourism governance. *The government's perspective is far from sustainable values, characterized by assessing* the existence of indigenous communities with tourism development attributes that must bring added value because their presence is not to create the highest added value but to

maintain a value that cannot be generated instantly (Zhang, 2019; Dewa et al., 2022), including *eliminating the implicit bias* of the government's ambivalent attitude towards indigenous peoples. On the one hand, they are always presented as a characteristic of the diversity of the Republic of Indonesia. However, on the other hand, they are always considered backward, not modern, and subordinated in development (Muliono, 2022). Therefore, the government should change its perspective by making policy changes that focus on giving space to the strengths of indigenous communities in making public policies and taking corrective action to build integrative working relationships, both inter-governmental and non-governmental institutions. One of them can be done by changing the governance framework (Challies , 2017) .

The governance analysis framework was developed to pay attention to changes at the institutional, organizational and managerial levels, based on local-customary forces due to political, social, and economic changes [Gyan et al., 2022; Newig and Koontz, 2014], including to growing social capital and trust between local/customary communities and local government (Frederickson, 2000). According to Novita et al. [2022], this can be done by describing, deconstructing, and understanding the framework of thought used in making a policy so that the various perspectives proposed are known and the best alternative approach can be found to resolve the policy problem. This is needed by observing the dynamics of resource/environmental policy issues marked by an increasing number of actors, a variety of perspectives, and increasingly contested resource and environmental issues by various parties, coupled with the government's showing of siding with the corporate model, ignoring indigenous and local communities [Anna et al., 2016]. In this context, building trust around participatory decision-making processes' becomes the default mechanism and solution of choice [Tolga and Deniz, 2022]. Previous research saw this as a correlation to changes in participatory bureaucratic style in decision-making. Participatory strategies and deliberative procedures that build strong understanding can encourage the reconfiguration of knowledge, expertise, and policy-making relationships by building new coalitions [Falk , 2019; Martin , 2020] .

In the practice of several regions, this is also due to the existence of conventional social groups. In this case, indigenous communities require long-term social change [Muliono, 2022]. Therefore, efforts to increase opportunities for policy change can be carried out by building networks and determining champions of change within a multi-factor framework and institutional development of government functions in the form of political-legal cultural support, building citizen self-confidence, and creating a space for shared knowledge in governance tourism resources [Tresiana and Duadji, 2022].

This study focuses on performance management of tourism development that is friendly to indigenous communities. The study is directed at two levels: the first relates to institutional-level performance, and the second relates to organizational-managerial level performance. Governance is related to an institutional level. This dimension includes a value system of formal or informal rules with a stable level of institutionalization: how the hierarchy is organized, to what extent the boundaries are agreed upon, what the procedures are, and what collective values the regime adheres to. Meanwhile, at the organizational and managerial level, governance will be related to hierarchical bureaus, departments, commissions, and government agencies or organizations that have a working relationship with the government. At this level, agendas, such as administrative freedom and independence and performance measures in the public service process, become important issues (Frederickson , 2000).

Recent studies illustrate the minimal space given to indigenous communities in policy formulation; the policy formulation model used by local governments is linear, and the administrative framework is not institutional with the dominance of knowledge, actors, and government arenas. (Beny et al, 2021; Jonatha n et al, 2020). Another study illustrates the relationship between social capital and governance in improving the quality of policies through 3 aspects: First, the government can expand the scope of its accountability because it is responsive to the interests of the broader people compared to the interests of smaller groups. Second, it can facilitate agreements when polarization of political interests occurs. Third, increasing innovation capacity in decision-making when faced with new challenges (Frederickson, 2000). Ikeanyibe et al. (2017) describe the quality of government as ultimately determined by several aspects, namely: 1) the performance of the government reflects the contours of the value system that exists in its niche entity, therefore the intelligence of government actors, including bureaucrats and other public officials in collecting values -This value in the form of

commitment, then incorporating it into the government governance process is an important investment for the government not to be alienated from the public; 2) how "civic-minded" values (value systems) in government governance become a central part, can iteratively influence overall government performance. In the end, Tresiana and Duadji's (2023) study hopes that there will be policy changes that are holistic and focused on the final goal by bringing together field facts and community needs as well as the input-output relationship between the activities of all work units to achieve organizational/institution goals. Included in this is a comparison of the two benchmarks of truth according to the government in the form of activities/programs versus the truth of society in the form of what is needed to solve the problem by eliminating asymmetric information.

Based on this, the researcher used a governance framework to determine the problem formulation of factors that influence the performance of indigenous community-friendly tourism development. This is also related to traditional values (local wisdom) in the form of social capital. The urgency of the study on the occurrence of governance sustainability describes success in the form of participation of local communities, especially indigenous communities; high community response is characterized by increasing knowledge and experience; and the realization of open governance (ethical competence and efficiency, credibility, functionalism, and people control).

B. METHOD

The study was carried out for three months, from May to August 2023. The study location was in West Tulang Bawang Regency, specifically in 2 traditional villages: Panaragan Village, Panaragan Village, and Gunung Katun Village. The research uses qualitative and interview methods [Creswell, 2014]. The design process was carried out qualitatively; informants were selected purposively, and inductive data analysis and information mining until data analysis were carried out iteratively. The iterative process is carried out through sorting, selecting, and categorizing results in the field, then used to support the exploration of cases interpreted ideographically [Miles & Huberman, 1994]. What happens in the policy process, and how factors determine governance performance. In-depth interviews were conducted with government and non-government actors. A review of several policy documents was undertaken. The informants in this study consisted of 18 respondents grouped into national, regional, and local level respondents.

The data analysis technique used is qualitative analysis [Miles & Huberman, 1994]. The stages start from processing, preparing the data to be analyzed, reading all the data again, analyzing it in more detail by coding the data, describing the settings, people, categories, and themes to be analyzed, and linking the themes or descriptions in a series of stories. Then, the description and themes are presented in a narrative/qualitative report, and conclusions are drawn.

C. RESEARCH FINDINGS AND DISCUSSION

Institutional Level *Performance*

The value system levels found that two values (policies) and programs were relevant to institutional performance, as shown in Table 1. Table 1 illustrates the commitment to be the basis for the Government in improving the local wisdom-based governance value system, both in the form of local knowledge, local skills, and local resources. This is an important part of the policy design and planning framework for tourism development in all regions in Indonesia.

Table 1.
Institutional level performance

No	Governance Aspects	Results
1	Village Law and commitment to Village Sustainable Development Goals (SDGs).	Creating independent villages, *self-governing communities* and *local self-government* . Villages are expected to be able to take an important part in the planning and governance of sustainable development by accommodating the unity of traditional law communities, which is the basis of the

		country's diversity, accelerating the revitalization of traditional and local values that have been neglected so far.
2	Green approaches and *green economy* in national and local development, as stated in the strategic agenda *of the United Nations Environment Program (UNEP).*	Contribution to environmental improvement in development programs, including local level tourism
3	Green tourism village development policies and programs	Cross-institutional integration, starting from the Ministry of BAPPENAS, Ministry of Cooperatives and SMEs, Ministry of Tourism, Ministry of Villages, Development of Disadvantaged Regions and Transmigration, and Ministry of Environment and Forestry. Green Tourism Villages is a new generation of tourism villages, incorporating the concept of a green economy, which aims to improve community welfare and social justice by reducing economic risks and exploiting minimal resources.

Source: Data processing, 2023

B. Organizational-Managerial Level Performance

The team measured the government's performance, accelerating public interests in an inter-institutional network. Stakeholder networks are arranged based on continuum levels, starting from the national, regional, and local levels. National level stakeholders consist of: 1) Bapenas; 2) Ministry of Tourism; 3) Ministry of Cooperatives and SMEs; 4) Ministry of Villages, Development of Disadvantaged Regions and Transmigration; 5) Ministry of Environment and Forestry; 6) Ministry of Public Works and Public Housing; 7) National Archaeological Agency. Regional stakeholders: 1) Provincial Government; 2) West Tulang Bawang Regency Government, Lampung Province, Indonesia; 3) PT Huma Indah Mekar (HIM); 4) college; 5) Tourist Groups. Local stakeholders: 1) Village government; 2) Traditional figures; 3) indigenous communities; 4) local business and tourism awareness groups; 5) Researcher.
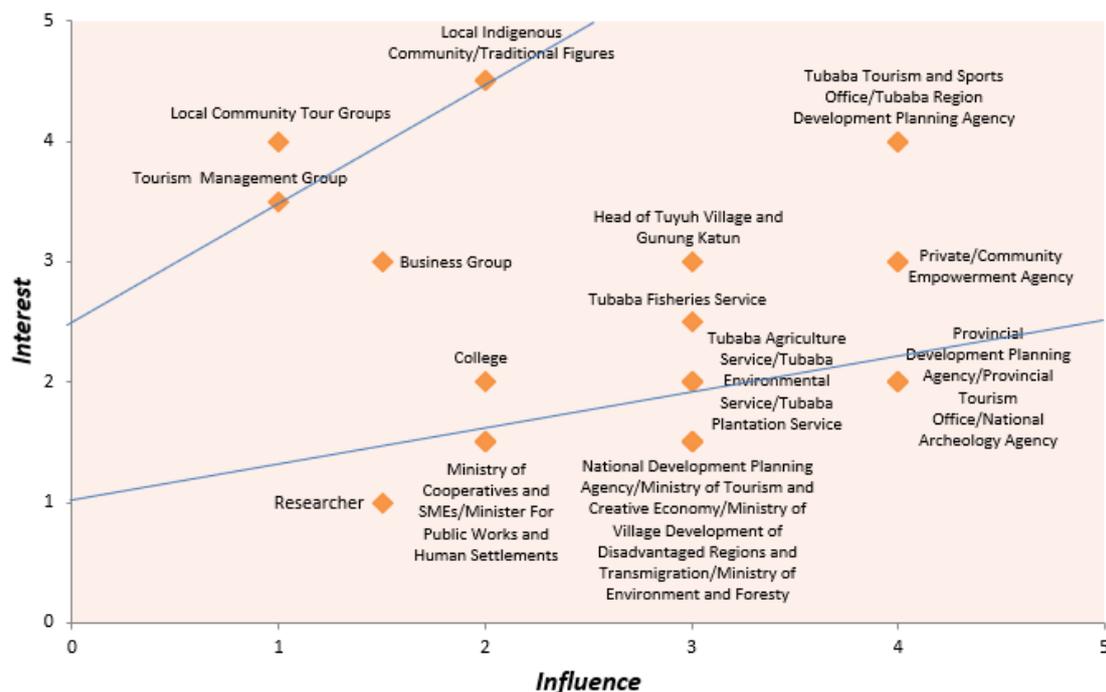
Figure 1 . Network between stakeholders

We found priority factors in several key stakeholders: traditional communities, local communities, traditional leaders, tourism managers (POKDARWIS), local tourism groups with direct interests and links to tourism resource governance (policies, programs, and projects), and future tourism development policies. Traditional and local communities and traditional leaders were found to have the highest influence and interests, namely ecological, economic, socio-cultural, and institutional interests, which are very large in the development of traditional villages. Some of the influences carried out are 1) the proposal as a clan territory, which has been carried out since 1998-present; 2) making proposals for the rehabilitation of watersheds as centers and wheels of the economy and links between villages, revitalization of local customary institutions and values based on the clan law, development, and recognition of customary and tourist areas. Some of the interests of local indigenous communities are using local wisdom for environmental conservation, institutional revitalization, culture and customs, and local economic development through traditional assets as a food source. Some of the main livelihoods are catching and cultivating fish (river and onions), agriculture (own and nyipah-traditional assets), creative crafts from local plants (tikew, which grows in swamps, is a typical plant), and gardening in the forest. However, unfortunately, the forest, which is a customary asset, has changed hands and been taken over by the national private sector (PT.HIM). Until now, conflicts over the takeover of forest land between local communities and private parties often occur. Apart from that, local figures have interests including 1) maintaining and developing historical sites and heritage; 2) utilization and development of customary assets that have been handed over to the government for community economic income; and 3) revitalization of traditional culture.

Discussion

The issue of developing indigenous community-friendly tourism governance is characterized by contradictions/conflicts starting from the perspective of public space, knowledge, narratives, and policy processes [Nugroho and Asriadi, 2020; Laurenz, 2021]. Tolga's (2022) study of the policy process is related to factors: 1) Knowledge and discourse. It is necessary to know what policy narrative is developing. How the narrative exists or is built-in scientific research results, among others.; 2) Actors and networks. Who is included and how are they connected; 3) Politics and interests. What underlies the political/ power dynamics that occur. The conflicts that arise in understanding traditional communities in tourism are described in table 2 below:

Table 2. Differences in narratives that give rise to conflict in understanding tourism development governance

Factor	Government	Anti-Government
Framework of thought/policy narrative for Historical Tourism Potential	Local wisdom (social capital) Underdeveloped traditional communities are unable to disrupt tourism development	Culture (customs, local wisdom) and historical cultural heritage (sites) are social capital values that determine the success of regional tourism development assets Traditional assets and historical heritage traces have received initial research from the Strategic Institute, historical tourism potential can be developed; revitalization of traditional communities
Solution	Developing green tourism villages can improve the regional economy	Developing a green traditional tourism village can mitigate the environment and revitalize local traditional values
Main actor	Local government	Indigenous-local communities
Supporting actors/coalitions	Politicians, village governments, entrepreneurs	Local communities, academics, researchers, historical assets development agencies

Interests / Politics	Tourism industry, business people/entrepreneurs, bureaucrats	Indigenous communities do not benefit, are neglected, marginalized
Policy space (*policy space*)	It's easy because it's supported political power of government and entrepreneurs big	It's difficult because you don't get it government political support

The process of making public policy often has ups and downs. Often, policies emerge quickly due to certain ideas and urgent conditions that make it possible, even though there are common challenges to the basic concepts and working methods used. Using a governance framework [Gyan et al., 2022; Newig and Koontz, 2014; Frederickson, 2000], including growing social capital and trust between local/indigenous communities and local government. The network of actors formed is mighty and impenetrable, so the conditions are not conducive to changing policy; no rational argument can shift the dominant policy narrative. Things can change once tightly maintained policy positions start to fall apart, attitudes soften, and narratives and other arguments become used, resulting in a network of actors for policy change firmly bringing counter-discourse into the policy change debate [Steven et al., 2021]. Global studies illustrate the need to build networks and identify champions of change. This can be done in several ways - according to the conditions, as follows: 1) The existence of a conceptual space (where new ideas are introduced for debate and circulation through various forms of media); 2) The existence of bureaucratic space (formal policy-making space in government which is led by officials who in making policy receive input from certain experts); 3) Space is created (consultation with policymakers, selective inclusion of certain parties); 4) The existence of a popular space (protests, demonstrations by social movements, putting pressure on the policy-making process); 5) The existence of practical space (providing opportunities for policymakers to see for themselves) [Falk , 2019; Martin, 2020].

A governance framework based on local wisdom as social capital contributes to improving planning quality through indigenous community-friendly tourism development strategies. Public awareness, especially of indigenous communities that the process of accelerating public interest has been structurally distorted is the main reason why a repositioning of governance is necessary. A social concert is needed to develop friendly tourism for indigenous peoples, including tourism and networking. The role of indigenous communities, through local wisdom as social capital, occupies a significant position on the horizon of change in development governance. Social capital and governance build a "mutually exclusive" relationship, not mutually exclusive. Local wisdom (social capital) provides a deposit of governance image so that it has a more genuine character, while governance provides the character that social capital can function and synergize to achieve public benefit in tourism development [Bryson et al., 2014; Adegbite et al., 2021; Kim and Yoon, 2018].

D.   CONCLUSION AND RECOMMENDATION

Conclusion

The research aims at the governance framework as the primary analytical framework for indigenous community-friendly tourism development strategies. The analysis helps reconfigure the relationship between local knowledge/wisdom as social capital and the policy space between the government and indigenous communities in the region. *Specifically*, This research examines institutional and organizational-managerial level analysis in the policy process strategy.

The research results show that past tourism development strategies are inadequate in paying attention to the strength of traditional communities and local wisdom (social capital). Using a governance approach can prioritize local customary strengths, giving local indigenous communities a perspective on how they see the current and future policy processes while still paying attention to necessary needs. Therefore, several important factors for the success of the policy process are the synergy of knowledge and discourse, actors and networks, politics, and interests in the policy process.

Recommendation

The role of traditional communities and local wisdom as social capital is increasingly important in providing values and a system of norms for how governance will be dynamic. However, it will also determine how an image of civil society will develop. Modern institutions have largely replaced the values and social systems accumulated in society's social capital. The original energy of the community can become capital for tourism development.

The role of traditional communities and local wisdom as social capital can improve the quality of government by increasing innovation capacity in the decision-making process when faced with new challenges.

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