

Community-Based Tourism Governance: Document Analysis of Palangka Raya Tourism Village Policy

Varel¹, Apolus Firnandus², Rendy Stalar³

¹⁻³Department of Public Administration, University of Palangka Raya

Email: ¹farelnuell12@gmail.com, ²apolusfirnandus@gmail.com, ³rendystalar@gmail.com

*Corresponding author: farelnuell12@gmail.com

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Abstract

This study examines community-based tourism governance in Palangka Raya City through a document analysis of Palangka Raya City Regulation Number 9 of 2024 on Tourism Villages. The research aims to assess the regulation's philosophical and legal foundations, institutional design, community-empowerment provisions, and implementation gaps from the perspectives of collaborative governance and Community-Based Tourism. A qualitative document-analysis approach was employed by systematically reviewing the regulation's articles and comparing them with relevant governance literature and secondary evidence on local tourism management. The findings show that the regulation represents a progressive shift from state-centered tourism administration toward a more collaborative arrangement by assigning facilitative roles to government agencies and providing legal recognition for community-based tourism management organizations. It also requires the preservation of Dayak cultural identity, local environmental values, and ecological sustainability within tourism destinations. Nevertheless, several important policy gaps remain. The regulation does not establish a clear institutional mechanism for conflict resolution, a detailed and equitable revenue-sharing formula, or operational standards for environmental carrying capacity. These limitations may weaken implementation when interests among government, community groups, customary institutions, and private actors diverge. The study concludes that the effectiveness of the regulation depends heavily on a comprehensive Mayoral Regulation that operationalizes collaborative forums, formally integrates customary institutions, establishes visitor carrying-capacity limits, and provides transparent mechanisms for equitable benefit distribution.

Abstrak

Penelitian ini menganalisis tata kelola pariwisata berbasis masyarakat di Kota Palangka Raya melalui analisis dokumen terhadap Peraturan Daerah Kota Palangka Raya Nomor 9 Tahun 2024 tentang Kampung Wisata. Penelitian bertujuan menilai landasan filosofis dan yuridis, desain kelembagaan, ketentuan pemberdayaan masyarakat, serta

kesenjangan implementasi regulasi berdasarkan perspektif collaborative governance dan Community-Based Tourism. Penelitian menggunakan pendekatan kualitatif dengan metode analisis dokumen melalui penelaahan sistematis terhadap pasal-pasal dalam regulasi, kemudian membandingkannya dengan literatur tata kelola yang relevan dan bukti sekunder mengenai pengelolaan pariwisata lokal. Hasil penelitian menunjukkan bahwa regulasi tersebut mencerminkan pergeseran progresif dari administrasi pariwisata yang berpusat pada pemerintah menuju tata kelola yang lebih kolaboratif melalui penetapan peran fasilitatif pemerintah dan pengakuan hukum terhadap kelembagaan pengelola pariwisata berbasis masyarakat. Regulasi juga mewajibkan perlindungan identitas budaya Dayak, nilai lingkungan lokal, dan keberlanjutan ekologis pada kawasan destinasi. Meskipun demikian, masih terdapat beberapa kesenjangan kebijakan penting. Regulasi belum mengatur secara jelas mekanisme kelembagaan untuk penyelesaian konflik, formula pembagian pendapatan yang rinci dan adil, serta standar operasional daya dukung lingkungan. Keterbatasan tersebut berpotensi menghambat implementasi ketika kepentingan pemerintah, kelompok masyarakat, lembaga adat, dan sektor swasta berbeda. Penelitian menyimpulkan bahwa efektivitas regulasi sangat bergantung pada Peraturan Wali Kota yang mampu mengoperasionalkan forum kolaboratif, mengintegrasikan lembaga adat secara formal, menetapkan batas daya dukung pengunjung, dan menjamin distribusi manfaat secara transparan dan berkeadilan.

Introduction

Global and national tourism development trends are undergoing a significant paradigm shift from mass tourism toward more sustainable forms of alternative tourism. One model emphasized in contemporary public administration is Community-Based Tourism (CBT), which positions local communities not merely as objects or spectators but as central actors in planning, managing, and benefiting from tourism activities (Susanto & Ridwan, 2025). Integrating CBT principles into public policy can support local economic development while preserving socio-cultural values and encouraging shared responsibility for destination sustainability.

As the capital of Central Kalimantan Province, Palangka Raya possesses a strategic geographical landscape and cultural assets for implementing a community-based tourism model. The city combines urban development with riverine ecotourism, natural attractions, and local cultural heritage distributed across several neighborhoods. Harnessing this potential requires an integrated governance framework that can connect local economic opportunities with environmental stewardship and meaningful community participation (Hermawan, 2025). Such a framework is particularly important where destination development depends on cooperation among local government agencies, community organizations, and other tourism actors.

Community involvement in local tourism has grown alongside the formation and strengthening of Tourism Awareness Groups (Pokdarwis). The tourism sector is also expected to contribute to Local Own-Source Revenue (PAD), although its economic performance remains sensitive to changes in tourist flows and destination management. Community-based tourism villages therefore require sustained institutional guidance and capacity building so that local organizations can manage tourism activities consistently and professionally (Arifin, 2020). Clear regulatory direction is also necessary to ensure that tourism-village development is aligned with spatial planning, environmental protection, and local development priorities.

Although local potential and community enthusiasm are promising, governance challenges remain. One recurring problem in community-based tourism is unclear role allocation among government agencies, community managers, and private actors. When authority, resources, and access to decision-making are unevenly distributed, collaboration may weaken and tourism benefits may become concentrated among stronger actors. Studies of tourism collaboration and village economic institutions show that institutional design and power asymmetries can influence whether local initiatives remain inclusive or become vulnerable to elite capture (Akbar et al., 2022; Firdaus, 2018). These risks make clear rules, transparent participation, and accountability mechanisms essential components of tourism-village governance.

The consequences of weak institutional arrangements can be serious for destination sustainability. Without a collaborative governance framework, tourism villages may experience fragmented innovation, disputes over economic benefits, and environmental degradation caused by poorly regulated tourism activities. In such conditions, community-based tourism can lose its function as an empowerment mechanism and instead reproduce unequal access to economic opportunities and decision-making (Liestiadre et al., 2025). A regulatory framework must therefore connect empowerment objectives with institutional safeguards, environmental protection, and transparent benefit distribution.

In response to these governance needs, the Palangka Raya City Government enacted Palangka Raya City Regulation No. 9 of 2024 on Tourism Villages. The regulation provides a legal basis for the establishment, management, development, supervision, cooperation, and financing of tourism villages and is intended to support systematic, integrated, sustainable, and responsible tourism development (Palangka Raya City Government, 2024). Its institutional design is expected to distribute roles among the city government, tourism-village management organizations, community groups, and strategic partners while providing a formal basis for community participation.

A review of the literature nevertheless reveals a specific research gap. Many Indonesian tourism-governance studies evaluate implementation after programs or policies have been operating in the field, whereas fewer studies critically examine the institutional architecture of a newly enacted local regulation before its implementing rules are fully operational. Contemporary public-policy scholarship emphasizes collaborative, participatory, accountable, and adaptive governance, but these principles still need to be tested against the detailed provisions of new local tourism regulations (Malik et al., 2026). This study therefore focuses on whether the text of Palangka Raya City Regulation No. 9 of 2024 provides an adequate governance foundation for community-based tourism.

This research is important both academically and practically. Academically, it contributes to public administration scholarship by applying the collaborative governance framework of Ansell and Gash (2008) to the analysis of a local legal document and by connecting that framework with Community-Based Tourism principles. Practically, the analysis is intended to identify institutional strengths, detect regulatory gaps, and formulate recommendations for the Palangka Raya City Government when preparing a Mayoral Regulation as the technical implementing instrument for the Regional Regulation.

The study focuses specifically on Palangka Raya City Regulation No. 9 of 2024 on Tourism Villages. The analysis is limited to four core aspects: the urgency and policy rationale of the regulation, the institutional design and division of roles among actors, the commitment to community empowerment contained in the regulatory text, and policy gaps that require further legal or administrative clarification (Palangka Raya City Government, 2024). This scope is intended to assess whether the regulation provides a sufficiently participatory, accountable, and sustainable governance framework.

Based on the background outlined above, this study aims to analyze the readiness of the legal and governance framework for tourism village development policies in Palangka Raya City. To guide the achievement of this objective, the single, comprehensive research question posed in this study is: “How is community-based tourism governance represented through institutional design and empowerment aspects in Palangka Raya City Regulation No. 9 of 2024 on Tourism Villages, and what regulatory gaps require further policy intervention?”

Literature Review

Collaborative Governance in Public Tourism Policy

The concept of collaborative governance, as proposed by Ansell and Gash (2008), emphasizes the involvement of state and non-state actors in formal, consensus-oriented decision-making

processes. In contemporary public administration, this approach is important for reducing unilateral control and creating opportunities for more transparent and inclusive policy implementation. Imran and Wijaya (2025) show that sustainable tourism collaboration requires community involvement, stakeholder commitment, capacity building, resource access, and regulatory support. Milandika et al. (2024) similarly found that collaborative governance in tourism villages can be constrained by weak communication, limited access to resources, and insufficiently developed decision-making and monitoring mechanisms. These findings indicate that local regulations should not merely name participating actors but should also provide institutional mechanisms that clarify roles, participation channels, coordination, and conflict management.

Community Empowerment through Community-Based Tourism (CBT)

Community-Based Tourism (CBT) is a sustainable tourism approach that positions local communities as key actors in planning, managing, and receiving benefits from tourism. Hapzi et al. (2024) emphasize that effective CBT requires community participation, institutional support, infrastructure, and collaboration among communities, government, and private actors. Empowerment therefore involves more than assigning operational tasks to residents; it also requires the redistribution of opportunities, organizational capacity, and access to decision-making. Without a strong legal and institutional framework, community-based initiatives may remain dependent on top-down government action or become vulnerable to unequal power relations. Malik et al. (2026) likewise highlight participation, collaboration, accountability, and adaptability as central principles in modern governance, reinforcing the need for regulations that actively support local institutional capacity.

Research Gap

The literature reviewed above highlights a fundamental research gap. Most studies of tourism governance in Indonesia emphasize empirical implementation after policies or programs have been put into practice (Imran & Wijaya, 2025; Milandika et al., 2024). By contrast, comparatively little attention has been given to examining the institutional design of a newly enacted local legal instrument before its implementing regulation is fully developed. This study addresses that gap by using collaborative governance and CBT perspectives to analyze Palangka Raya City Regulation No. 9 of 2024 on Tourism Villages. The analysis maps institutional responsibilities, examines empowerment provisions, identifies policy loopholes, and develops governance recommendations that can inform the preparation of the Mayoral Regulation.

Research Methods

This study employs a qualitative approach using document analysis and a focused literature review. The design was selected because the primary research object is a newly enacted legal text whose institutional structure can be examined before full implementation. The principal document analyzed is Palangka Raya City Regulation No. 9 of 2024 on Tourism Villages (Palangka Raya City Government, 2024). Because the research centers on regulatory content, the research setting refers to the administrative and policy context of the Palangka Raya City Government rather than to a field site involving direct observation of tourism-village actors.

Unlike field-based policy evaluation, this study does not use a human population, respondent sampling, interviews, or participant observation. Data collection was conducted through systematic documentary review of the regulation and supporting secondary literature relevant to tourism governance, community empowerment, collaborative governance, and local tourism management. The researcher served as the primary analytical instrument, guided by the collaborative governance framework of Ansell and Gash (2008) and the Community-Based Tourism paradigm. This design allows the analysis to compare formal regulatory provisions with concepts and findings established in relevant academic literature.

The data analysis technique used is qualitative content analysis. The analysis process was conducted systematically by limiting the scope of the critical review to four fundamental aspects, including: mapping the urgency of regulations, evaluating the institutional design governing the division of roles among actors, assessing the commitment to community empowerment within policy texts, and identifying regulatory loopholes. The analytical model in this study relies on the interpretation of the meaning of legal documents to evaluate their institutional mitigation. The results of this critical analysis were then synthesized to formulate robust policy recommendations for the Palangka Raya City Government, particularly as a reference for drafting future Mayoral Regulations (Perwal) as technical derivatives.

Results and Discussion

Mapping the Potential and Urgency of Regulations for Tourism Villages in Palangka Raya

The enactment of Palangka Raya City Regulation No. 9 of 2024 on Tourism Villages is closely related to the need to manage growing tourism potential while responding to economic fluctuations and environmental risks. Pamungkas et al. (2024) found that the contribution of tourism-related indicators to regional income in Palangka Raya fluctuated during the period they examined, showing that tourism potential does not automatically produce stable fiscal outcomes. Setiawan and Triani

(2023), in their study of the Kereng Bangkirai Tourism Area, similarly showed that tourism development can generate economic and cultural benefits while social and environmental dimensions remain constrained by issues such as uncontrolled spatial development, limited carrying-capacity management, and insufficient visitor awareness. These conditions strengthen the policy rationale for a local regulation that links economic development with institutional, spatial, social, and environmental safeguards.

The philosophical considerations of Palangka Raya City Regulation No. 9 of 2024 position tourism as part of regional development that must be systematic, planned, integrated, sustainable, and responsible while protecting cultural values and environmental quality. Article 2 further establishes the regulation's objectives as providing legal certainty, supporting tourism-village development, and promoting community welfare (Palangka Raya City Government, 2024). The regulation therefore functions not only as an administrative instrument but also as a governance framework intended to safeguard the social, cultural, and ecological foundations of tourism development.

Institutional Design: Role Allocation and Mitigating Elite Capture

From a collaborative governance perspective, the sustainability of a tourism village depends heavily on how roles, authority, and resources are distributed among government, community organizations, and other actors (Milandika et al., 2024). Document analysis of Palangka Raya City Regulation No. 9 of 2024 indicates a shift from a predominantly centralized administrative model toward a more facilitative arrangement. The regulation assigns the city government and tourism agency responsibilities for facilitation, coordination, development, and supervision, while operational management functions are placed closer to tourism-village management institutions and community actors (Palangka Raya City Government, 2024). This design creates a formal basis for shared governance, although its effectiveness will depend on how coordination and decision-making are operationalized in implementing regulations.

A major risk in community-based development is elite capture, in which economic opportunities, institutional authority, or project benefits become dominated by a small group of actors with stronger political or economic access (Firdaus, 2018). Palangka Raya City Regulation No. 9 of 2024 attempts to strengthen the institutional position of tourism-village managers by providing a formal legal basis for local management organizations and allowing cooperative or other legally recognized organizational forms. It also provides a framework for cooperation with external partners (Palangka Raya City Government, 2024). These provisions can improve the bargaining position of local organizations, but formal legal status alone does not eliminate unequal power relations.

Transparent representation, participation, and benefit-sharing rules remain necessary to prevent organizational control from becoming concentrated among local elites.

Community-Based Empowerment and Protection of Local Culture

The regulation's commitment to Community-Based Tourism is reflected in provisions that make community activity and local participation part of the basis for establishing and managing tourism villages. It also contains explicit obligations to preserve local culture, including Dayak cultural identity, and to protect environmental quality and local natural assets within tourism destinations (Palangka Raya City Government, 2024). These provisions are important because CBT is not limited to local economic participation; it also depends on maintaining the cultural and ecological resources that give a destination its identity and long-term value.

However, broad mandates for community participation will remain difficult to implement if they are not accompanied by structured capacity development. Setiawan and Triani (2023) found that social and environmental dimensions in an emerging Palangka Raya tourism destination were not yet fully accommodated, partly because of limited awareness and management capacity. Palangka Raya City Regulation No. 9 of 2024 responds to this challenge by assigning local government responsibilities for guidance, development, supervision, education, training, and other forms of capacity strengthening (Palangka Raya City Government, 2024). These provisions are important for ensuring that local residents can move beyond supporting roles and develop the managerial, organizational, and entrepreneurial competencies required to govern tourism activities more independently.

Critical Analysis: Policy Loopholes and Recommendations for the Mayor's Regulation

Although Palangka Raya City Regulation No. 9 of 2024 provides a framework for collaborative tourism governance, the document analysis identifies several policy gaps that could create difficulties during implementation. The most significant is the absence of a detailed institutional mechanism for resolving disputes among stakeholders. The regulation establishes a Tourism Village Communication Forum as a coordination and information-sharing space, but it does not clearly define mediation authority, procedures, or escalation mechanisms for disputes involving customary land, public infrastructure, organizational representation, or the distribution of economic benefits (Palangka Raya City Government, 2024). This omission is important because trust building and agreed institutional rules are central conditions for sustainable collaborative governance (Ansell & Gash, 2008). Without a clear dispute-resolution mechanism, collaboration may become vulnerable when stakeholder interests diverge.

The regulation requires implementing rules to be established within one year after enactment, creating an opportunity for the Mayoral Regulation to address these gaps (Palangka Raya City Government, 2024). Three priorities are recommended. First, the implementing regulation should establish a formal dispute-resolution procedure and integrate representatives of customary institutions into the Tourism Village Communication Forum where appropriate. Second, it should operationalize environmental carrying-capacity assessment and visitor-management standards, particularly for environmentally sensitive destinations; this recommendation is consistent with the carrying-capacity and environmental-management problems identified by Setiawan and Triani (2023). Third, it should establish transparent Standard Operating Procedures for revenue sharing and community benefit distribution so that tourism income can support both management needs and wider local public benefits.

Conclusion

This study concludes that Palangka Raya City Regulation No. 9 of 2024 on Tourism Villages represents a progressive legal step in regional tourism governance. The policy moves beyond a purely centralized administrative approach by giving community-based management institutions a clearer role and by assigning government a facilitative, coordinating, developmental, and supervisory function. The regulation also provides legal support for community institutions and requires the preservation of Dayak cultural identity and environmental sustainability, creating an important foundation for Community-Based Tourism. Nevertheless, the analysis identifies essential policy gaps, especially the absence of a formal and binding conflict-resolution mechanism, insufficiently detailed benefit-sharing arrangements, and the lack of operational environmental carrying-capacity standards. These gaps mean that the regulation's collaborative intent may not automatically translate into effective implementation.

In response to these findings, the Palangka Raya City Government should prioritize the preparation of a Mayoral Regulation as the technical implementing instrument. The regulation should establish clear procedures for equitable revenue sharing, define environmental carrying-capacity and visitor-management standards for sensitive destinations, and formally integrate relevant customary institutions into the Tourism Village Communication Forum so that they can contribute to mediation and culturally legitimate decision-making. It should also clarify actor responsibilities, participation procedures, monitoring arrangements, and accountability mechanisms. These measures would strengthen the operational foundation for collaborative governance and help ensure that community-based tourism produces benefits that are socially inclusive, culturally respectful, economically meaningful, and environmentally sustainable.

This study has limitations because it relies on policy document analysis and secondary literature and therefore cannot capture actual interaction patterns, compliance behavior, implementation capacity, or resistance among actors in the field. Future research should complement this regulatory analysis with empirical case studies in tourism villages across Palangka Raya. Interviews, observation, and stakeholder analysis would be particularly useful for assessing whether the institutional arrangements established by the regulation function as intended and whether collaborative governance improves community participation, benefit distribution, environmental protection, and local economic outcomes.

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