

Network Governance Model Tourism Village Development In Ciamis Regency

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ABSTRACT

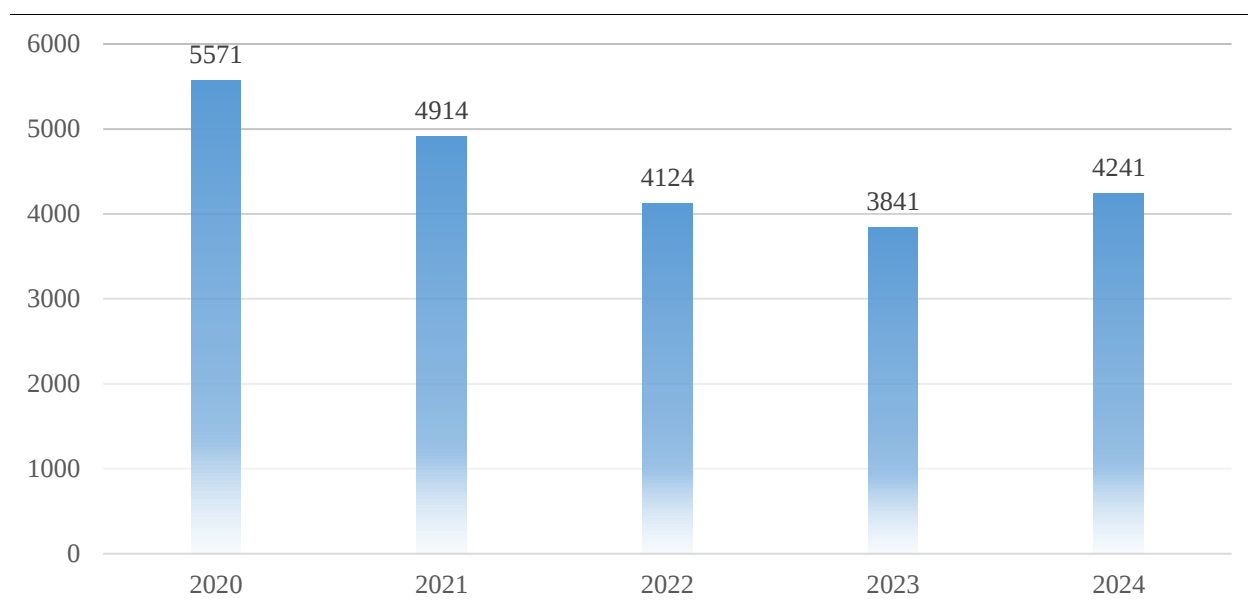
This research is motivated by the ineffectiveness of tourism village development, as indicated by the declining interest in tourist visits in Ciamis Regency. The research focuses on the network governance theory approach of Klijn & Koppenjan (2016), which encompasses aspects of actors, interdependency and frames, network management, institutional features, and interactions and complexity. The purpose of this study is to analyze the implementation and factors that cause ineffectiveness and to formulate a network governance model for the development of effective tourism villages in Ciamis Regency. The research method used is qualitative with a case study approach. Data collection techniques include literature review, in-depth interviews, observation, and focus group discussions. Data analysis through 12 steps according to Rahardjo (2017). The results of the study indicate that the implementation of network governance in the development of Tourism Villages in Ciamis Regency has not fully effective in the network management aspect, while the aspects of actors, interdependency and frames, institutional features and interactions and complexity have been implemented well. The network governance model in the development of effective Tourism Villages in Ciamis Regency is one that pays attention to the aspects of actors, interdependency and frames, network management, institutional features and interactions and complexity which are strengthened by collaborative institutional aspects as well as research novelty.

KEYWORDS: model, network governance, development of tourist villages

INTRODUCTION

Tourism villages are a regional development concept that transforms villages into tourist destinations, with the management of all tourist attractions empowering village communities in accordance with the main principle of village development, which focuses on improving community welfare through the development of productive businesses utilizing local potential and resources (Ahmad, 2023). The policy of developing Tourism Villages is expected to accelerate village development to encourage community welfare, providing a domino effect in the form of improving environmental quality and cultural sustainability (Anthonius, 2019). The efforts of local governments to realize tourism development through integrated Tourism Village development aim to increase economic growth, eradicate poverty, address unemployment, preserve nature, the environment, and resources, advance culture, and accelerate village development in encouraging social, cultural, and economic transformation of the Village (Cepiku, 2024). Therefore, each region needs to examine its potential to be developed and provide benefits and generate productivity to improve the welfare of village communities (Eka, 2022).

The Regional Government can create tourist attractions and distinguish Ciamis Regency as a tourist destination in East Priangan, thereby increasing tourist visits and positively impacting the regional economy. However, the development of the tourism sector is currently hampered by a lack of attention from the Regional Government, the community, and tourism, which has impacted the number of tourist visits to several tourist villages in Ciamis Regency, as shown below:



Source: Ciamis Regency Tourism Office, 2024

Chart 1

Number of Tourists Visiting Tourist Villages in Ciamis Regency

Based on the graph above, it shows the number of tourist visits during the last five years in the Tourism Village in 2020 visited by 5,571 people then increased to 4,914 people in 2021 and in the following year experienced a decline but in 2024 increased to 4,241 people however not yet significant, this is certainly a challenge to further maximize the various tourism potentials owned by Ciamis Regency such as Kuta Village, Galuh Tomb, Tofu Village, agrotourism, educational village and sheep farming. Based on the results of initial observations of researchers in the field, the development of Tourism Villages in Ciamis Regency has not been effectively identified as follows:

1. Inadequate tourism infrastructure makes accessibility to some tourist villages difficult and hinders inclusive development connectivity.
2. Less than optimal promotion is due to poor coordination between village government actors, the private sector (investors), tourism groups (Pokdarwis), and stakeholders, particularly with the Tourism Promotion Agency (BP2D) through the Tourism Information Center (TIC), to improve the dissemination of information on tourism programs through planned information centers and the provision of routes between tourist villages using public transportation.
3. The limited role of private actors in most tourist villages, investing in amenities such as restaurants, souvenir shops, and public facilities like places of worship, healthcare, and public restrooms, information facilities, banking, inadequate car/bus parking, and the lack of tour packages, product innovation, and tourism activities.
4. Low community participation is indicated by the lack of accommodation for tourists, especially in most tourist villages scattered throughout the northern region of Ciamis Regency.
5. Collaborative relationships between policy actors are ineffective and tend to stagnate, resulting in ineffective synergy in the development of tourist villages, which still focus on natural tourism potential. New ideas such as developing cultural tourism potential through the holding of traditional ceremonial festivals or other unique cultural processions on an ongoing basis are lacking.

The network governance approach in this study is intended to see how efforts to develop Tourism Villages from a government network perspective such as the relationships and resources of actors are effectively managed in organizational and/or interorganizational arrangements, coordination mechanisms, task distribution, interactions and outcomes produced and to assess the extent to which a policy is implemented so as to increase acceleration and embrace all stakeholders to play an active role in the development of Tourism

Villages in Ciamis Regency in the future.

LITERATURE REVIEW

Network governance is an idea that originated from the use of a network metaphor to describe various inter-organizational configurations in creating, implementing, and evaluating public policy. This is to study organizational forms and the dissemination of information across social structures that depict interconnected individuals and groups (Dunleavy, 2016). This underlying network structure is described in terms of "nodes" tied together through some form of coordinated action or resource exchange (Gedeona, 2022). In theory, networks can reach problems and improve public interests through collaboration between governance actors to form good relationships so that the network approach leads to an analysis of relationships between actors in the implementation of government policy (Hafiani, 2024). The complexity of problems in society and can no longer be resolved through hierarchical bureaucracy, so the need for inter-organizational relationships can be initiated by the government as a generator of public value that underlies the emergence of network governance (Widaningrum, 2023).

The implementation of network governance is based on coordinated actions and resource exchanges from the public, private, and community sectors that interact with each other through specific arrangements to achieve the objectives implemented by a policy (Sudirman, 2022). Network governance is used as a new practice or model in governance that emphasizes the network aspect to form collaborations by involving institutions outside the government, both private and community groups (Sopia, 2022). Network governance is used as a reciprocal relationship that occurs between various actors, institutions, or state agencies involved in a series of policy-making processes (Cooper, 2024). The mechanism implemented seeks to resolve problems faced by actors to create cooperation at that time there is a negotiation process to complement and accommodate the needs of actors (Silayar, 2022). The existence of this policy network demonstrates the enthusiasm in building networks between actors in the formulation and implementation of policies. This is as stated by Klijn & Koppenjan (2016) there are four aspects of network governance as follows:

1. *Actors, interdependency and frames; Exchange of resources between actors involved to realize common goals which are realized in the form of cooperation/policies or programs that will give rise to interdependence relationships between actors*
2. *Network management; How the network provides space for existing stakeholders to interact and negotiate in an effort to realize common goals.*
3. *Institutional features; The complexity of interaction relationships between actors will give rise to regulations that regulate the sustainability of the network, relating to the way actors behave, exchange resources and limitations in their implementation.*
4. *Interactions and complexity; The interdependent relationship between actors has the consequences of complex interactions and negotiation patterns in problem solving which emphasize the actions of many actors and produce an output which can be in the form of a program or policy.*

Network governance, as a result of the complexity of the decision-making process for increasingly complex problems, has led to complex decision-making and implementation (Sartono, 2024). Therefore, it opens up opportunities for the emergence of choices or alternatives as steps to address problems, thus leading to the involvement of various stakeholders in the process of formulating and implementing cooperation or agreements.

METHOD

The research method used is qualitative, a type of research that starts from an inductive mindset and is based on objective and participatory observations of a social phenomenon that focuses on the meaning, perception, and subjective experiences of individuals or groups. The approach used is descriptive, which aims to provide a systematic overview of a phenomenon. In a qualitative context, this method does not focus on hypothesis testing, but rather on in-depth exploration of an event or experience. Data collection techniques include literature studies, observations, and interviews. Data analysis is carried out using twelve steps including selecting themes, topics, and cases, reading literature, formulating research focus and problems, data

collection, data refinement, data processing, data analysis processes, theoretical dialogue, triangulation of findings (confirmability), conclusions of results, and research reports (Rahadjo, 2016).

RESULTS AND DISCUSSION

1. Network Governance in the Development of Tourism Villages in Ciamis Regency

Network governance is used as a collaborative effort by stakeholders and non-state actors to work together to address complex problems through collective decision-making. The implications of this collaboration include the emergence of a sense of togetherness in facing problems, risks, meeting resource needs, and assuming the responsibilities expected by group members. This sense of togetherness creates an impression or identity of cooperation and togetherness among collaborating parties (Pambudi, 2022). The Tourism Office, as the leading sector in the development of Tourism Villages, has the power to carry out collaborative transformations by providing opportunities for the involvement of non-governmental actors, not always at the government's initiative, which is primarily due to limitations (Nurul Hasanah, 2024). In the need for collaboration between stakeholders, no one holds a dominant position and, with limitations, among stakeholders, it also serves as a planning structure resulting from interactive interventions between various actors involved, between the government and all stakeholders, which can indirectly be made effective through collaborative networks.

2. Factors Causing the Ineffectiveness of Network Governance in Developing Tourism Villages in Ciamis Regency

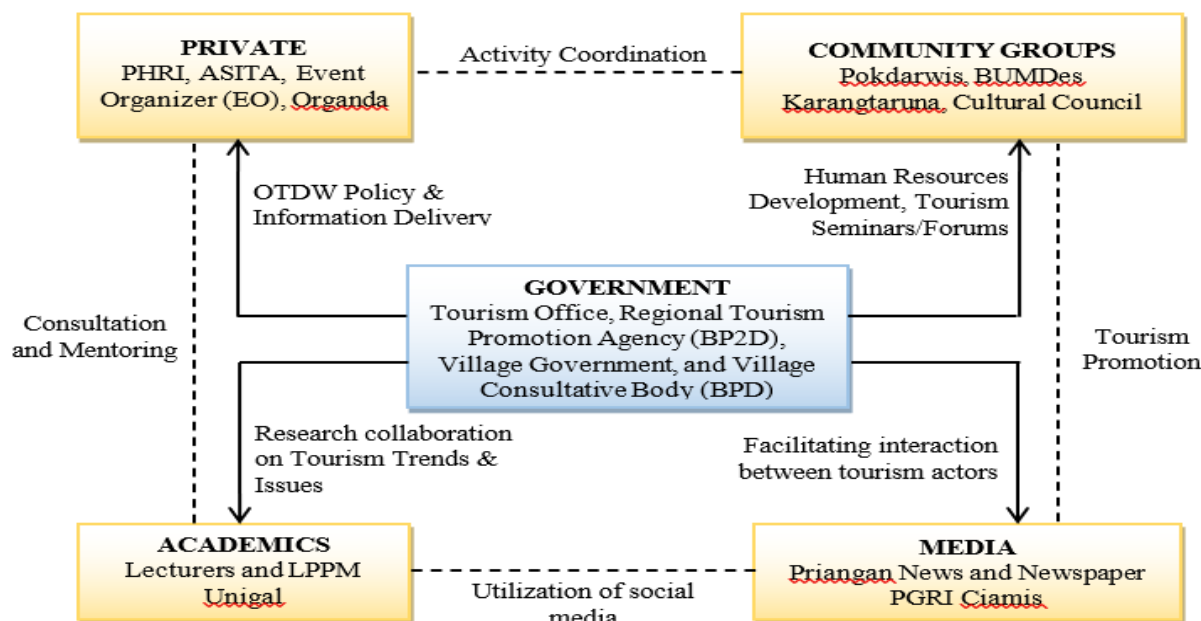
The government's role in developing tourism broadly involves providing infrastructure, expanding various forms of facilities, coordinating activities with the private sector, regulating and promoting the tourism sector to other regions and abroad. The government has the authority to regulate, provide, and allocate various infrastructure related to tourism needs. Furthermore, local governments are also responsible for determining the direction of tourism. Macro policies adopted by the government serve as a guide for stakeholders so that they can play their respective roles. Based on the results of interviews and observations of researchers in the field, the factors causing the ineffectiveness of network governance in developing tourism villages in Ciamis Regency are inadequate infrastructure and amenities, minimal human resources (HR), poor promotion implementation, weak coordination among tourism actors, and lack of investment.

3. Effective Network Governance Model in Tourism Village Development in Ciamis Regency

Network governance is a new practice or model of governance that emphasizes the network aspect to form cooperation by involving institutions outside the government, both private and public, moving collectively through cooperation mechanisms that are motivated by complex problems that are a shared responsibility so that the actors agree to be part of the network.

a. Actors, Interdependency and Frames

The development of tourism villages in Ciamis Regency is the result of complex interactions and synergies between various actors, each with its own roles, interests, and perspectives. Analysis of the actors involved, the interdependencies between them, and the frameworks underlying their actions is crucial to understanding the dynamics of sustainable development. To further clarify the role of actors in implementing these actors, the interdependencies, and frameworks involved in tourism village development in Ciamis Regency are presented below:



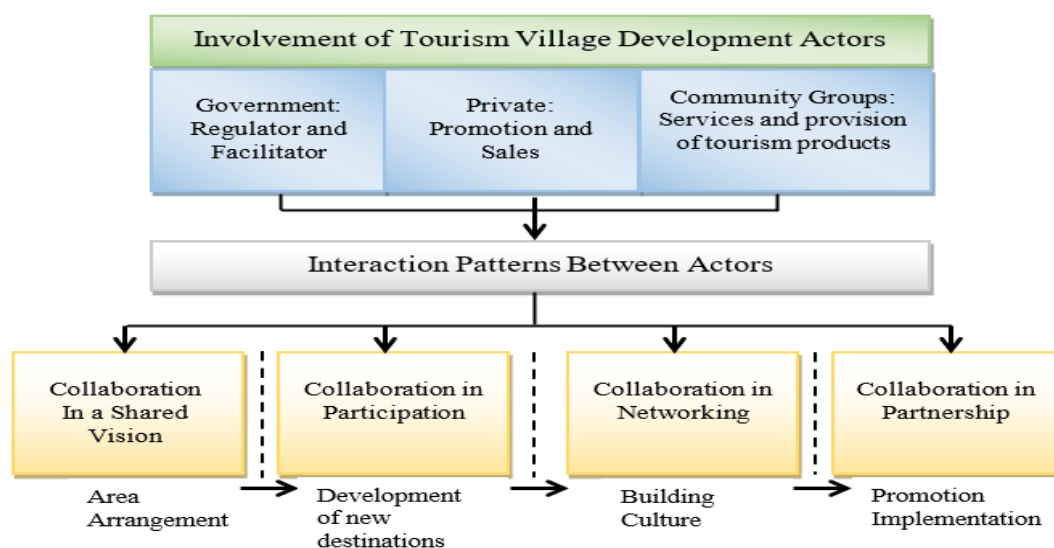
Source: Research Results, 2025

Figure 1
Interactional and Collaborative Relationships Between Actors
in Tourism Village Development in Ciamis Regency

The identification of tourism actors' involvement above indicates that all actors involved are interdependent. Based on the above study, the relationships among government actors, community groups, the private sector, academics, and the media explicitly illustrate a collaborative relationship in the development of tourism villages in Ciamis Regency.

b. Network Management

The network collaboration pattern in the development of Tourism Villages in Ciamis Regency demonstrates a horizontal and complementary form of collaboration, with each actor playing a role according to their capacity and function without any single domination. Based on the analysis, the conditions of actor interaction in the development of Tourism Villages in Ciamis Regency can be depicted as shown in the figure below:



Source: Research Results, 2025

Figure 2
Interaction of Actors in Tourism Village Development
in Ciamis Regency

The implementation of network governance in the development of Tourism Villages in Ciamis Regency should be carried out through coordination meetings to help tourism actors manage interactions, communications and exchanges of ideas that result in agreements to exchange resources to solve problems.

c. Institutional Features

Institutional features in a network are a set of rules that govern how actors position themselves within the network, distribute authority, and regulate the exchange of resources. These rules are formed through repeated interactions and resource exchanges, gradually giving rise to rules that govern the behavior of actors within the network. Existing regulations provide a clear legal framework, but the success of tourism development is largely determined by the extent to which actors within the network interact with each other and build trust to achieve shared goals in developing tourism villages in Ciamis Regency.

d. Interactions and Complexity

The results of complex and interdependent interactions between actors produce sustainable outputs and impacts such as policies or programs. Active participation among stakeholders involves coordination across the public, private, and community sectors. Based on the analysis of the interaction needs of actors in developing Tourism Villages in the Regency, the following is summarized:

Table 1
Analysis of Actor Interaction Needs
in Tourism Village Development in Ciamis Regency

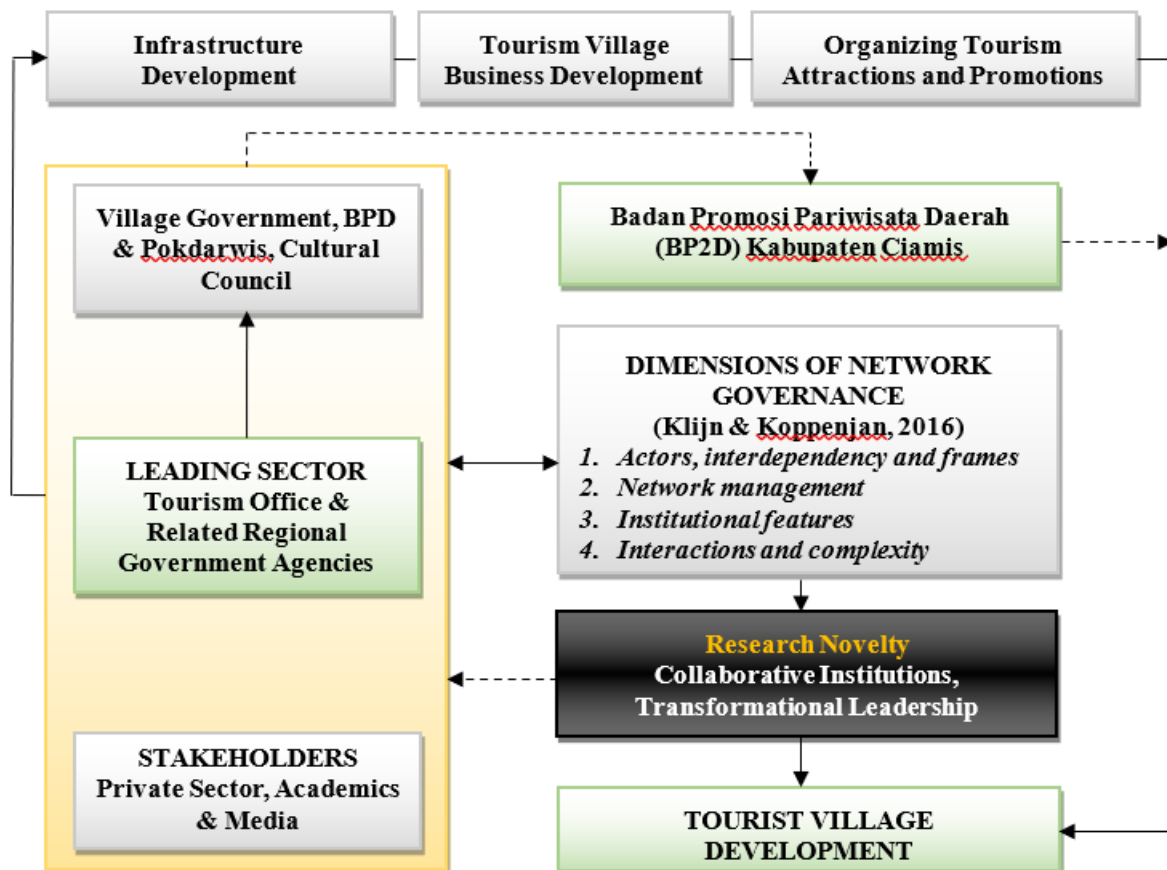
Dimensions	Government - Private	Government – Community Groups	Private Sector – Community Groups
Initiative	Tourism Office, Regional Tourism Promotion Agency (BP2D), Village Government and BPD	Community groups under the direction of the Tourism Office	Private parties followed up by community groups
Content	Provision of accurate information on tourist villages to support tourism promotion	Strengthening human resources involved in providing tourism services and facilitating development	Exploring the potential of ODTW Tourism Villages to become tourist attractions
Context	The complexity of government affairs is managed professionally (market-based governance)	The complexity of government affairs must be managed by involving community participation (democratic governance)	The complexity of government affairs has led to the private sector and community groups participating in helping (governance without government)
Government Needs	Marketing ODTW professionally	The government is unable to make direct deliveries to tourists.	
Private Needs	Get the right information about ODTW		Developing original, natural and unique village tourism packages
Community Community		The community needs facilitation and guidance	The potential of ODTW and various tourist

Dimensions	Government - Private	Government – Community Groups	Private Sector – Community Groups
Needs			attractions can be marketed
Drive Structure	Market	Participation	Network

Source: Research Results, 2025

The involvement of actors in the emerging structures of the social and political system results from interactive interventions among various actors, which are pluralistic and not limited to a single actor. The recapitulation of the analysis reveals that none of the tourism actors described above has a dominant role. Given the challenges of developing Tourism Villages, efforts are needed to establish a representative institution to unite the essence of all involved actors through the establishment of a Work Unit Team (Satker) in Ciamis Regency.

It is crucial for all involved actors to have an understanding of the future development of Tourism Villages. Active roles are implemented to support government programs through the initiative and creativity of each actor through a willingness to foster a sense of belonging, while passive roles demonstrate community awareness to undertake activities that can influence the mindsets of other community members as part of the objectives of Tourism Village development. Based on the research results, discussions, and research findings (novelty) as described above, the researcher recommends the following networking governance model for effective Tourism Village development in Ciamis Regency:



Source: Research Results, 2025

Figure 3
Recommended Networking Governance Models

for Effective Tourism Village Development in Ciamis Regency

Based on the image above, researchers can explain that an effective Governance networking model in the development of Tourism Villages in Ciamis Regency is not enough to rely on the Klijn & Koppenjan (2016) Theory strength approach alone, but will strengthen the research findings (novelty), namely collaborative institutions and transformational leadership so that the development of Tourism Villages is not only seen from the economic side but one is a form of accelerated village development in an integrated manner to encourage social, cultural and economic transformation of the village.

CONCLUSION

The network governance model in the development of effective Tourism Villages in Ciamis Regency is by paying attention to the aspects of actors, interdependency and frames, network management, institutional features and interactions and complexity which are strengthened by collaborative institutional aspects and transformational leadership as well as being a research novelty. For the Regional Government (Tourism Office) it is necessary to clarify regulations on the perspective of permanent design and structure to maximize the involvement of all tourism actors through the formation of collaborative institutions formed based on policies from the Regent of Ciamis and Village Governments that have Tourism Villages to improve the quality of supporting infrastructure and carry out more integrated regional arrangements, develop intensive and extensive consolidation through the preparation of digital marketing strategies, develop innovative tourism products, expand product market networks and improve the quality of tourism Human Resources (HR) training.

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