

# Collaboration Governance In Development Of Tourism Objects In Kampar Regency Riau Province

*by Zainal Zainal*

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## Collaboration Governance In Development Of Tourism Objects In Kampar Regency Riau Province

### Tata Kelola Kolaborasi Dalam Pengembangan Objek Pariwisata Kabupaten Kampar Provinsi Riau

Zainal<sup>1\*</sup>, Data Wardana<sup>2</sup>, Muhammad Cahyadi<sup>3</sup>

Universitas Islam Riau<sup>1,2,3</sup>

[zainal.ip@soc.uir.ac.id](mailto:zainal.ip@soc.uir.ac.id)<sup>1</sup>

\*Corresponding Author

#### ABSTRACT

Empirically the problems that occur in this study are the absence of specific regulations regarding the forms, patterns and models of collaboration between the government, private sector and the community in collaborative activities. The research method used is a qualitative research method, with a descriptive approach. Data collection techniques were carried out by means of interviews, observation, and recording of documents related to the collaboration process carried out in the implementation of the tourism object development program in Kampar Regency. The results of the research show that collaborative governance in the development of tourism objects in Kampar Regency has been running since 2019 until now. Based on the results of the research, it can be concluded that the process of collaborative governance in the development of tourism objects in the Village of Koto Mesjid, Kampar Regency, has been effective, which is marked by the stakeholders having carried out their main tasks to the fullest. Even so, there are still a few mistakes in communication that are not going well and the communication that is established is still lacking due to delays in information being obtained by the public.

**Keywords:** Collaborative Governance, Tourism Object Development, Tourism

#### ABSTRAK

Secara empiris permasalahan yang terjadi dalam penelitian ini adalah belum adanya regulasi khusus mengenai bentuk, pola dan model kerjasama antara pemerintah, swasta dan masyarakat dalam kegiatan kerjasama. Metode penelitian yang digunakan adalah metode penelitian kualitatif, dengan pendekatan deskriptif. Teknik pengumpulan data dilakukan dengan cara wawancara, observasi, dan pencatatan dokumen terkait proses kerjasama yang dilakukan dalam pelaksanaan program pengembangan objek wisata di Kabupaten Kampar. Hasil penelitian menunjukkan bahwa tata kelola kolaboratif dalam pengembangan objek wisata di Kabupaten Kampar sudah berjalan sejak tahun 2019 hingga saat ini. Berdasarkan hasil penelitian dapat disimpulkan bahwa proses tata kelola kolaboratif dalam pengembangan objek wisata di Desa Koto Mesjid Kabupaten Kampar sudah berjalan efektif yang ditandai dengan para pemangku kepentingan telah melaksanakan tugas pokoknya, sepenuhnya. Meski begitu, masih ada beberapa kesalahan dalam komunikasi yang tidak berjalan dengan baik dan komunikasi yang terjalin masih kurang karena keterlambatan informasi yang diperoleh masyarakat.

**Kata kunci:** Collaborative Governance, Pengembangan Obyek Wisata, Pariwisata

#### 1. Introduction

Tourism is a leading sector for Indonesia in increasing economic growth. Tourism is able to contribute to local revenue (PAD) which comes from taxes, parking fees and tickets or can bring in foreign exchange from visiting tourists. This shows that each region has tourism potential that can be explored, processed, managed and developed to meet the community's need for entertainment and recreation facilities.

The implementation of tourism has an important role in regional economic development, the tourism sector can create jobs, and can introduce regional crafts and regional specialties to be marketed to tourists, both local and foreign tourists. The existence of

tourism will also grow economic businesses around tourist areas and support them so that they can increase people's income. According to (I Gede Pitana & I Ketut Surya Diarta, 2009) tourism can have a positive impact on the economy including increasing income, employment and utilization of tourism facilities by local communities.

Basically the goals of most countries in developing tourism activities are in the form of: (a) Expanding employment and business opportunities and receiving foreign exchange; (b) Introducing the nation's culture, maintaining national personality and culture, and fostering a sense of love for the motherland; (c) Encouraging regional development while still paying attention to aspects of environmental sustainability (Marpaung et al., 2002), because tourism fulfills the functions of the physical, spiritual and intellectual needs of every tourist with reactions and trips and increases state revenues to realize people's welfare.

Several factors that can support the development of Tourism Villages are the participation of community leaders who can assist roles jointly in groups of tourism actors that can be implemented by accommodating community participation in an integrated manner, forming tourism communities with contributions according to their capacity (Hanajayani & Sarifuddin, 2018).

The Minister of Tourism and Creative Economy explained that in recent years, the contribution of the tourism sector to the national economy has decreased. Judging from the development of tourist travel in Indonesia, which has experienced a very drastic decline, and the peak occurred in April 2020 with only 158,000 tourists experiencing a very drastic decrease. In total, throughout 2020 the number of foreign tourists entering Indonesia was only around 4,052 people. In a way, this figure is very concerning, because of the total, only around 25% of the number of tourists entering Indonesia in 2019.

This also has an impact on state revenue in the tourism sector. The existence of large-scale social restrictions and the closure of access to and out of Indonesia caused a decrease in state revenue in the tourism sector by Rp. 20.7 billion. If you look at the data above, it can be said that the development of tourism in Indonesia still has any obstacles. In general, the obstacles faced by the tourism sector in Indonesia include; Weak human resources, lack of cooperation between stakeholders, weak role of traditional institutions and community organizations and inadequate coordination between government agencies. In addition, the tourism sector is also faced with low quantity and quality of tourism visitor infrastructure, nature conservation and regulation (Nugroho, 2011).

Collaborative Governance is one way to answer the wishes of stakeholders to be involved in the implementation of development and to answer the limited government funds that cannot keep up with the development of community demands for better government performance, the goal is to obtain resources to carry out development in accordance with the expectations of the stakeholders. These resources are located and owned by stakeholders. (Sambodo, 2016).

Seeing the number of tourist visits to a number of tourist attractions in Kampar Regency in 2020, which only reached 865,678 people, there was a drastic decrease from the previous year, which came from 865,316 domestic guests and only 362 foreign tourists. So this year the Kampar Regency Government through the Kampar Regency Tourism and Culture Office this year is targeting 2 million tourist visits. (Disparbud, 2020).

The Tourism and Culture Office of Kampar Regency as the government responsible for developing tourist destinations has made various development efforts in various tourist destinations in Kampar Regency. Good governance of tourism development is the hope and aspiration of all parties, both the government, the community and the private sector, so that tourism in Kampar Regency is more advanced and growing rapidly.

District XIII Koto Kampar is an area that has potential in the field of tourism in Kampar Regency. The natural conditions of District XIII Koto Kampar with plains and hills make a beautiful and enchanting sight for every pair of eyes that see it.

Based on the Regional Regulations of Kampar Regency, one of the tourist villages in XIII Koto Kampar sub-district is Koto Mesjid Village which is included in the development program to become a tourist village. One example is the tourist village of Koto Mesjid, which has tourist attractions such as the Crow River Waterfall and Kompe Peak, which are now starting to be visited by tourists. This can be seen from the recapitulation of tourist visit data in Koto Mesjid Village in recent years. From the existing data the author explains several research phenomena, namely:

Lack of socialization and interaction from stakeholders related to the development of tourism objects in Koto Mesjid Village to the community so that the community considers that the development of tourism objects in Koto Mesjid Village is still not visible because they have not been fully involved.

There is no Standard Operational Procedure (SOP) or special regulations regarding the form, pattern or model of collaboration between the government, the private sector and the community so that the pattern of collaboration between the government, the private sector and the community regarding the development of tourist objects in Koto Mesjid Village is not clear where to go.

Weak communication and promotion strategies that are integrated between the stakeholders involved, so that coordination between local regional government agencies, the community and stakeholders in the tourism sector is not developed.

## 2. Literature Review

By definition, experts define collaborative governance in several meanings whose main idea is the same, namely that there is collaboration between the public and non-public or private sectors in administering government or governance. (Ansell and Gash, 2007) define collaborative governance as follows: Collaborative governance is a series of arrangements in which one or more public institutions directly involve non-state stakeholders in the policy-making process which is formal, consensus-oriented and deliberative in nature which aims to create or implement public policies or manage programs or assets.

Collaborative Governance is a government that is structured by involving public bodies and non-governmental organizations in a formal decision-making process, consensus-oriented, and there is a division of roles to implement public policies or manage public programs, as well as public assets (Ansel & Gash, 2007) .

The collaborative governance model based on four variables was put forward by (Ansel and Gash, 2007) namely as follows: conditions, institutional design, leadership, and collaborative process. Then there are three important components in driving institutional design and leadership, namely; time, task and target.

(Ansel and Gash, 2007) Collaborative governance is a type of governance in which the public and private sectors work together in a special way, using certain processes, to establish laws and rules to determine the good public. Governance Collaborative Model

In addition to this opinion, another opinion regarding collaborative governance was put forward by (Agranoff and McGuire in Chang, 2009) who stated the following: In particular, collaborative governance has placed a lot of emphasis on voluntary horizontal collaboration and horizontal relationships between multi-sectoral participants, because of demands from clients often transcend the capacities and roles of a single public organization, and require interaction among the various organizations involved in and engaged in public activities. collaboration is needed to enable governance to be structured so as to effectively meet the

increasing demands arising from management across government, organization, and sectoral boundaries.

(Agranof and McGuire in Chang's description, 2009) specifically explain Collaborative governance has placed a lot of emphasis on voluntary collaboration and horizontal relations between multi-sectoral participants, because demands from clients often go beyond the capacity and role of a single public organization, and require interaction among various organizations related to and involved in public activities. Model Agranoff and Mc. Guire saw collaboration from two variables, namely activity and strategy, from these two variables then developed again to produce six styles of collaboration as shown above (Agranoff And Guire; 2003).

(According to Dwiyanto, 2011) explains in detail that in collaborative cooperation there is a delivery of vision, goals, strategies and activities between parties, each of them has the authority to make decisions independently and has the authority to manage their organization even though they are obedient and subject to mutual agreement.

According to (Purnomo, et.al, 2018) explains that Collaborative Governance is a concept in government management as a process of facilitation and implementation by various institutions, both government, community, and NGOs which aim to solve common problems that cannot be solved by one government institution. just. Meanwhile, according to (Sudarmo, 2011) in general, collaboration is seen as an organizational response to changes or shifts in the policy environment. Shifts can be in the form of an increasing number of policy actors, issues expanding beyond normal limits, capacities outside local or city governments and the central government in general increasing, and spontaneous community initiatives expand.

Collaborative governance is a measure of governance in which there is involvement of all parties between governance, civil society, and the private sector in administering government with a framework of egalitarianism and democracy which creates governance that prioritizes the interests of the community. The involvement of the private sector and the public in the formulation and implementation of public policies is needed to realize good governance.

From the description of some of these definitions, it can be concluded that Collaborative Governance is one way to respond to the wishes of stakeholders involved in implementing development and respond to limited government funding that cannot keep up with the development of community demands for better government performance with the aim of obtaining resources to carry out development. according to the expectations of the stakeholders. These resources are owned and owned by these stakeholders.

In this context, the concept of collaborative governance usually refers to a group of stakeholders who are interdependent, consisting of several sectors that work together in developing and implementing policies and to address complex issues, or multi-faceted problem.

The collaborative process is a process in which there is a dialogue that requires the participation of stakeholders, which ultimately results in a mutually agreed upon decision. Anshel and Gash (2008) identified several prerequisites for creating a collaborative process, namely: (1) face-to-face dialogue, (2) trust-building, (3) commitment to process (4) various shared understandings, and (5) intermediate outcomes.

Face-to-face dialogue is a negotiation with good faith that is expected to build trust. Furthermore, building commitment to the process, which is shown by the existence of interdependence, a sense of ownership of the process, and an openness to explore things that are mutually beneficial. Sharing understanding is reflected in having a clear mission, common understanding of problems, and identifying shared values. Interim results are expected to be achieved through "small win" strategic planning and merging the facts together. Meanwhile

(Bertaina, et al, 2006), argued that the main principles that are requirements in the collaboration process are process transparency, diversity and representation of stakeholders, and the ability of all participants to make a decision.

The collaboration process in question is Collaborative Governance which is defined as a process and structure in public policy decision-making and management that involves the community constructively within the boundaries of public institutions, levels of government and/or society, private and civil society to carry out the public interest that cannot be achieved without the involvement of the private sector and the community (Emerson, Nabatchi & Balogh, 2011)

Stages of collaborative governance The definition of the concept of collaborative governance according to (Ansell, 2007) is based on six criteria, including: a) Forms of collaboration initiated by public agents/government actors; b) Non-government actors are one of the actors involved; c) Government and non-government actors are directly involved in decision making and consensus; d) Collaboration is formed formally and collectively; e) Collaboration is carried out to reach consensus, even if consensus is not achieved in practice; f) Collaboration focuses on public policy issues.

Government collaboration, namely governance that involves many actors, both government and non-government, to be directly involved in making and making decisions regarding government policies in order to facilitate the provision of public services and the provision and management of public assets. Government collaboration emerged as a response to the dynamics of the need for public service provision which is increasingly complex and independent, as well as the low number of human resources owned by the government and the high cost of implementing a program. The involvement of other parties from the private sector and NGOs is an important element in the provision of public service facilities.

### 3. Research Methods

The research method used by the author in Collaborative Governance research in the Development of Tourism Objects in Koto Mosque Village, Kampar Regency is a qualitative descriptive method.

According to (Creswell, 2016) qualitative research is a type of research that explores and understands the meaning of a number of individuals or groups of people originating from social problems. Qualitative research in general can be used for research on people's lives, history, behavior, concepts or phenomena, social problems, and others. This qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from participants, analyzing data inductively from specific themes to general themes, and interpreting the meaning of the data. This qualitative research assists researchers in understanding a problem in society by exploring every problem that arises and has an impact on society.

This study aims to gain an understanding of Collaborative Governance research in the Development of Tourism Objects in Koto Mesjid Village, Kampar Regency.

### 4. Results and Discussion

To manage tourism, the Government appoints an institution to be involved in managing tourism, in this case the Tourism and Culture Office of Kampar Regency, the Riau Tourism College (STP), and the Koto Mesjid Village Administration as a form of collaboration. Tourism will be good if it is managed jointly. Therefore, tourism management needs to involve various parties such as government agencies, private institutions and support from the community.

Referring to the concept of collaboration, that collaboration is an effort to combine all sectors, both governmental and non-governmental, to manage, organize and regulate all joint affairs in order to achieve effective and efficient results.

### 5 Face to Face Dialogues

Face to face dialogue is a meeting activity between stakeholders. This meeting is expected to be a means to build trust, commitment to the process and mutual understanding between collaboration participants. Face to face dialogue in collaboration related to the development of tourism objects in Koto Mesjid Village, Kampar Regency was carried out by: the Tourism and Culture Office of Kampar Regency, Riau Tourism High School (STP), and the Koto Mesjid Village Government.

At first the Riau Tourism College (STP) held a tourism village assistance activity in Koto Mesjid Village in collaboration with the Ministry of Tourism of the Republic of Indonesia, the Ministry of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia and the Government of Koto Mesjid Village, District XIII Koto Kampar, Kampar Regency since 28 -April 30, 2019.

The activities which were attended by the Village Government, the community and the management of the Koto Mesjid Village tourism awareness group included homestay coaching, culinary and tour guides. Based on the results of an interview with the Head of STP Riau (Eni Sumiarsih, Interview 6 April 2022) said that:

"The Kampung Patin Tourism Village assistance activity began with the signing of a memorandum of understanding (MoU) between the Indonesian Ministry of Tourism and the Indonesian Ministry of Village PDDT in February 2019. Then, after that it was continued with a cooperation agreement between the Riau Tourism High School (STP) and the Kampar Regency Government Service which was signed on March 3, 2021."

Based on the interview results above, it can be seen that the Government and STP have collaborated for a long time, with the signing of the STP Riau cooperation agreement with the Tourism and Culture Office of Kampar Regency as a joint commitment in developing tourist objects in Kampar Regency, especially in Koto Mesjid Village. Furthermore, According to (Sarkawi, Interview 21 March 2022) said that:

"For the development of tourism objects in Koto Masjid Village, it is managed by the Koto Masjid village government, which is accompanied by the Riau Tourism High School (STP) by conducting outreach and training for the Patin Village Tourism Village community through Tourism and Creative Economy SMEs, then there is also cooperation with Pertamina. Hulu Rokan, and KPH Suligi Batu Gajah"

Based on the results of the interview above, it can be seen that the Koto Mesjid Village Government is collaborating with STP Riau, Pertamina Hulu Rokan, and KPH Suligi Batu Gajah to create a superior and highly competitive Tourism Village. In addition, according to (Arjunalis, Interview 29 March 2022) said that:

"The development of Koto Masjid Village tourism must be fully supported by various parties, both from the Regional Government and the private sector, so that they are able to realize the Kampung Patin Tourism Village destination which is in demand and visited by tourists. The meeting was held when holding a coaching agenda by STP Riau. Currently, Kampung Patin Village has a center for the catfish processing industry, from hatcheries to processed fish such as smoked fish, meatballs, catfish nuggets, catfish skin crackers, shredded catfish and others."

Based on the results of the interview above, it can be seen that in the process of developing a tourist object at Koto Mosque, it has been carried out optimally by involving various parties. Because tourism development cannot be done with only one party but requires various parties. The same thing was conveyed by the informant Chair of the Koto

Village tourism awareness group, Rizki Hidayat Mosque on Tuesday, March 22, 2022, in his private house, who said that:

"Regarding collaboration, I agree <sup>3</sup> with the collaboration of the government, universities and the private sector in the development of tourist objects, but there is no regular agenda for direct meetings held by collaboration participants. This was due to the spread of the corona virus which caused the meeting to be routinely and in person unable to be held. The meeting discussed matters related to existing issues that are important for the development of the Koto Mosque tourist attraction, but we rarely do this together with the Tourism Office."

Based on the results of the research above, it can be seen that in the development of tourism in Koto Mosque Village several parties have collaborated with each other, namely the Tourism Office, STP and the Village Government. However, regular meetings have not yet been held.

The results of this study indicate that researchers found the fact that meetings between stakeholders in collaborative activities for the development of tourist objects in Koto Mesjid Village were only held when they were going to provide guidance and assistance in Koto Mesjid Village. Furthermore, meetings between stakeholders were also held using the online method when there were problems encountered <sup>4</sup> in the implementation of community development programs in the field of economic empowerment due to the corona virus which resulted in meetings being unable to be held.

This is of course unfortunate, because all stakeholders should have been able to predict possible problems that may arise in the future. Therefore face-to-face meetings between stakeholders are very important to be carried out continuously and sustainably. It would be better if a face-to-face meeting between stakeholders is scheduled. Scheduled meetings can contain agendas such as discussion activities related to future empowerment programs, stakeholder assistance and monitoring of tourism object development activities, stakeholder evaluation of ongoing tourism object development activities for future program improvements. So that when there are problems that will occur in the future, all stakeholders can predict in advance and solutions have been prepared to overcome these problems.

### **Trust Building**

There must be trust among stakeholders in the implementation of ongoing collaboration. Entrusting information to other stakeholders in a collaborative process to achieve common goals. In the development of tourist objects in the village of Koto Mosque, stakeholders build mutual trust with one another. Based on an interview with the head of the Tourism Destination Development Division (Sarkawi, Interview 21 March 2022) said that:

"We here as the government are committed that trust is something that cannot be earned twice, therefore we carry out our duties in accordance with the applicable SOP, namely by us serving the community, then the STP provides assistance to the community, STP facilitates and the community is served. give us feedback."

Based on the interview results above, it can be seen that the government maintains the trust of the private sector and the public by implementing their respective Standard Operating Procedures. Furthermore, according to (Eni Sumiarsih, Interview 6 April 2022) said that:

"The government must maintain the trust of all stakeholders related to tourism development in Koto Masjid, as well as us, especially the community because we also socialize directly <sup>5</sup> with the community. We have to work according to the applicable SOP."

<sup>5</sup>Based on the results of the interviews above, it can be seen that the government, the private sector and the community are required to maintain each other's trust so that the



ongoing tourism object development program is effective and efficient. Furthermore, according to (Arjunalis, Interview 29 March 2022) said that:

"We are collaborating, there is definitely an element of trust in it, if there is no trust between us, the collaboration process will definitely not succeed in developing tourism in Koto Masjid."

Based on the interview results above, it is explained that without trust among stakeholders, collaborative governance will not work or will not succeed. However, this is not in line with the view of the Head of the Conscious Group who does not fully trust the government in terms of developing and managing tourist objects in the Koto Mosque.

"Yes, indeed there must be trust in a collaboration, for example every time there are activities and there is confirmation and delivery or we ask about what tourism development is good to do only with a lack of public trust in the government."

Based on the results of the interviews above, it can be seen that in tourism management collaboration trust is important, but if the parties who collaborate in this case the Tourism Office, STP, the Government and Tourism Awareness Groups are reduced because the community does not know what tourism development models are good to do.

Based on some of the opinions above starting from the government, STP Riau and community groups, it can be concluded that collaborative governance in the development of tourist objects at Koto Mosque in terms of tourism development programs at Koto Mosque has not been maximized because there is still distrust between stakeholders. STP is very helpful to the government in developing tourist objects, it's just that the lack of public trust in the government makes this innovation not optimal.

### 3 5. Conclusion

Based on the results of the research described regarding collaborative governance in the development of tourism objects in Koto Masjid Village, Kampar Regency, it can be concluded as follows: 1) Face to Face Dialogue in the development of tourist objects in Koto Masjid Village has been going well. The process of face-to-face dialogue is the most important element in collaborating; 2) Building trust (Trust Building) in the development of tourist objects in Koto Mosque Village has been going well with the actors having carried out their respective duties; 3) Commitment to the process (Commitment to process) in developing tourism objects in the village of Koto Masjid has been going very well. This can be seen from the commitment of each stakeholder who is committed to empowering local communities; 4) Shared understanding in the development of tourism objects in the Koto Mosque Village has been going well. This can be seen from the socialization and training conducted by stakeholders; 5) Intermediate results in the development of tourism objects in Koto Masjid Village have seen results, namely the existence of facilities and infrastructure that support the management of tourist objects and increase people's income.

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