

Article

Community-Based Rural Tourism in Inter-Organizational Collaboration: How Does It Work Sustainably? Lessons Learned from Nglanggeran Tourism Village, Gunungkidul Regency, Yogyakarta, Indonesia

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Abstract: In recent years, socio-economic disparities, especially between rural and urban areas (Gini index up to 0.4) have attracted significant concern from the Government of Indonesia, which developed a community-based rural tourism program as one of the attempts to overcome this problem. Though the program seems quite promising, the implementation was challenging, especially regarding sustainability. Therefore, successful and sustainable practical examples are needed. This paper analyzes the results of a case study from the experiences of community-based tourism implementation in Nglanggeran Tourism Village, Gunungkidul Regency, Yogyakarta, Indonesia, which was considered as successful and sustainable. The main focus of this research is on how the collaboration and involvement of the related inter-organizational stakeholders, initiated by the local community, particularly the youth, has contributed to the program sustainability. Data and information for this study were obtained through in-depth interviews, observation, and documents review. This study found that the local community has a major role in implementing the program, among those various entities of stakeholders. Hence, the paper states this is the key to the success and sustainability of the program.

Keywords: local community; community-based tourism; sustainable tourism; inter-organizational collaboration; stakeholder; community empowerment; poverty alleviation

1. Introduction

In recent years, socio-economic disparities, especially between rural and urban areas (Gini index up to 0.4), have attracted significant concern from the Government of Indonesia. Much effort has been carried out to reduce the level of inequality, primarily through various poverty alleviation programs. One of these programs consisted of the development of tourism based on the potential of local resources, particularly natural and cultural resources, known as community-based village or rural tourism.

In general, the development of tourism in many places is considered very promising and can grow and develop very rapidly. In Indonesia, travel and tourism generated either directly or indirectly accounted for 9.3% of Indonesia's GDP in 2014, and their total GDP impact is larger than that of the

automotive manufacturing, education, banking, financial services, retail, and chemicals manufacturing sectors [1]. Furthermore, the tourism sector can drive many other relevant sectors (multiplier effect), especially those that support tourism activities. WTTC [1] reported that in Indonesia, travel and tourism sustained a total of 9.8 million direct, indirect, and induced jobs in 2014. They directly employ more people than sectors such as automotive manufacturing, banking, chemicals manufacturing, mining, and financial services [1].

With respect to the development opportunities and high potential of natural and cultural tourism resources in Indonesia, in the second presidential term of Susilo Bambang Yudhoyono (2010–2014) the government initiated the development of rural or village tourism through the National Program for Community Empowerment (in Indonesian: Program Nasional Pemberdayaan Masyarakat Mandiri—PNPM Mandiri). This program makes the local community as the main subject of tourism activity, often known as community-based tourism. This concept is considered appropriate as an effort to alleviate poverty by mobilizing local communities (local knowledge and capabilities), particularly to utilize the potential of natural and cultural resources available in their surrounding areas for tourism development [2–4]. However, in the implementation of the program, it has been difficult to realize a successful and sustainable tourism. The community's lacks of experience on tourism development and management, as well as their dependency on external expertise have been addressed as the challenges in the community-based tourism [5]. Hence, the development of a tourist destination cannot be separated from the multiple roles of the related stakeholders in the tourism system elements that exist beyond local capabilities. These stakeholders mainly work on the tourism system that consists of accommodation, attraction, transport, travel organizers, and local destination organization (management) [6]. These elements cannot stand alone; therefore, making the local community the main actor of this activity and actively participate in the rural tourism development [7] becomes an important challenge in order to ensure the tourism activities exist for the community's welfare.

Community empowerment through a community-based rural tourism program is also expected to provide opportunities to build the capacity of the local community as well as social capital, where individuals from the community can secure profits as members of tourism, actors in the social network of a Tourism Village who work together. Thus, this community-based tourism activity is not only meant to be a small and local effort, but also needs to be seen in the context of global community cooperation. Efforts to alleviate poverty through the PNPM Mandiri program do not always produce satisfactory results, therefore the successful and sustainable experiences of village tourism management need to be studied further to develop similar tourism villages in other areas.

This paper analyzes village-based tourism development activities in Nglanggeran Tourism Village, located in Patuk, Gunungkidul, Yogyakarta Province, Indonesia. This village was selected because it is considered successful and sustainable. Its results can be seen through the success of its community empowerment efforts and its ability to make a positive impact on the economy and living standards of local communities. By opening job opportunities for local communities, it automatically decreases the unemployment rate. In addition, the environment is safeguarded by the existence of conservation-based tourism activities as well as the emergence of local community groups as the main actors of tourism development. All these assessments are recognized by various national and international agencies and are evidenced by the numerous awards this village has earned. The most prominent of these was the 2011 Cipta Award for management of a Nature Tourism Attraction with the National Level Environment, and the latest was the award for Best Tourism Village from the 2017 ASEAN Community-Based Tourism Awards. The main attraction of this village is its potential to offer local wisdom on nature and cultural tourism. This article also critically analyzes how each of the roles or sectors in the system of tourism as suggested by Middleton in Mason [6] collaborate with each other and how the local community remains able to function as the main actor so that it can ensure the existence of tourism activities mainly for improving the community's welfare.

2. Tourism Relevant Stakeholders and Sustainable Community-Based Tourism

Tourism is the activity of people traveling to and living in places outside of their usual neighborhoods, often for relaxation. The stay in the tourism destination usually lasts less than a year [8]. Middleton in Mason [6] explained that there are five integrated sectors forming a system in the tourism industry: (1) accommodation, (2) attraction, (3) transport, (4) travel organizers, and (5) destination organization (local management). In line with this idea, Warpani [9] said that tourism is a system built from the following elements:

1. Main: the attraction that initiates the tourism and residents as tourism actors or tourism hosts
2. Precondition: transportation to support the ongoing tourism process
3. Support: information and promotion to build and encourage interest in traveling
4. Means of service: elements of accommodation that make tourism activities easier, more convenient, safer, and more fun, such as hotels, inns, and others

From the previous description, it means those elements and the involvement of relevant stakeholders are important factors to achieve a successful and sustainable tourism. This article will describe further about the relevant stakeholders in the formation of the tourism system in Nglanggeran Tourism Village. Grimble and Wellard [10] refers stakeholders as any organized group of people who share common interests or systems, meanwhile Freeman [11] defines stakeholders as any individuals or groups who affect and are affected by the objectives of an organization.

This definition has led to the issue of stakeholder collaboration in developing and managing a tourism village. According to Gray [12], collaboration means as a process of involving key stakeholders to produce joint decision making for the future of the domain, Jamal and Getz [13] added that in community-based tourism planning, collaboration is defined as the process of involving the autonomous, main stakeholders from the inter-organizational, and community tourism to provide agreed decision on resolving planning problems as well as managing issues on planning and development of the domain. Relevant factors in collaboration include the interest of stakeholders of the organization in the outcome and its perceived interdependence with other groups in coping with the problem of the domain. All parties involved in the process should ensure that they will obtain the benefits of the collaboration process.

Scholars have discussed this issue in terms of collaborative governance that is based on the common understanding of all stakeholders [14–18] in tourism development. This concept offers an opportunity to solve common problems that cannot be solved by single actors. Here, the community can collaborate with other stakeholders, who receive the impacts/benefits of the tourism development and have power in terms of money, networking, and skill needed for developing the village [19,20]. In this collaboration, all stakeholders can share knowledge and, information as well as issues related to their common goals [21] and are expected to address all real needs and issues of the tourism development [22]. Furthermore, collaborative governance can avoid conflicts among the stakeholders [23]. In tourism planning, where stakeholders have different interests in the development of an area, stakeholder collaboration is obvious. As balancing the power in decision-making processes is difficult, collaboration is necessary to build a partnership approach among stakeholders involved in the planning process. Key successes of partnership efforts are identification, legitimation, and recognition of all potential stakeholders and inclusion of key stakeholder groups involved in the planning process [24].

Furthermore, to alleviate poverty and economic development disparities either among community groups or between rural and urban areas, it is necessary to consider the tourism development strategy known as community-based rural tourism, which makes the community the main actors based on rural attraction. This means, through the number of stakeholders involved, local communities remain able to survive or become the main actors or determinants of tourism management, so that community-based tourism is a form of tourism that is managed and owned by local communities [25], such as providing small accommodation or homestay for the visitors [26]. Stakeholder collaboration in tourist planning

also results in (1) establishing channels of communication, where the stakeholders need to communicate the future of their area; (2) involving the local community in decision-making, where most of the community does not contribute because their knowledge of the concept is limited; and (3) extending stakeholder collaboration, where the joint decision for resolving the planning problems were made by the autonomous main stakeholders from an inter-organizational community [13,27].

In this case, one of the important things to know is the community-based tourism has different concept from mass tourism; it has a mission to raise awareness among tourists and enable them to learn about local people's daily life. This is in line with Potjana and REST [28], who stated that community-based tourism prioritizes on the environmental issue, social, and cultural sustainability, which supervised and owned by and for the community. This tourism development model supposed to begin with public awareness, to build more beneficial tourism for local communities, such as the needs, initiatives, and opportunities.

The idea of community-based village or rural tourism is one form of the enablement strategy, which is adopted in many countries to increase community participation in development activities. In the era of decentralization, the concept of enablement strategy and the idea of community-based development has become popular. Dasgupta and Beard [29] argue that the application of the idea of community-based development is a response to top-down development approaches that are considered undemocratic and centralistic. Therefore, the application of this enablement idea in various empowerment programs can be assessed from the extent to which centrally managed resources are decentralized (entrusted) to the community. Thus, local people are expected to have greater autonomy to make decisions, discuss issues they are really dealing with, prioritize the issues they really feel to accomplish and formulate appropriate strategies in their own capacity and then establish collective action which they will take together. According to Patel, et al. [30] there are three types of spaces for participatory action: closed, invited, and claimed. In invited space, the state offers communities the opportunity to participate in decision-making processes. This arrangement may be institutionalized and permanent, allowing communities to be "makers and shapers" rather than simply "users and choosers" of services [30]. The effectiveness of invited spaces is based, first, on the willingness of the government to share power with the communities and, second, on the risk of capturing the spaces by the local elites.

According to Muallidin [25], community development for the local communities used these principles as tools, they are: community-owned tourism to be identified and supported; community members to be involved in every aspect; community pride to be promoted; quality of life to be improved; environmental sustainability to be ensured; uniqueness on local character and culture to be maintained; cross-cultural learning development to be supported; cultural differences and human dignity to be respected; benefits to be fairly distributed within community members; and contribute the percentage determined for the community project income.

From the previous description, Rocharungsat [31] developed criteria to assess the success of community-based tourism based on evaluation of his research results in several countries in Asia; these include widespread community engagement, benefits that can be distributed equally in all communities, good tourism management, strong internal and external partnership, uniqueness of attractions, and well-maintained environmental conservation. Furthermore, Kayat [32] addressed community awareness on the benefits of community-based tourism as one of significant factors motivating community to participate in program related to tourism development.

If a development is able to maintain all of these conditions permanently, it could be referred to as a sustainable tourism development, which is described by the United Nations Environment Program (UNEP) in Sutawa [33] as a tourism development that is able to meet the needs of tourists (visitors) while ensuring the tourism destination as a host is protected and increases opportunity in the future.

This is considered to be guidance to manage all the resources; therefore, economic, social, and aesthetic requirement can be fulfilled while managing cultural integrity, important ecological processes, diversity, and life support of biological systems. In other words, sustainable tourism is a developed

tourism with respect to the three main pillars (economic, social, and environmental) that runs equally so that it can be sustainable [34].

Along with the concept and idea of sustainable community-based tourism that emphasizes on the development of local communities, there is one local tourist attraction that is very relevant to that effort. This is tourism that utilizes the attraction of nature conservation or links tourism development with conservation of natural and cultural resources [4,35]. If this can be developed properly, it would form a community-based ecotourism. Community-based ecotourism (CBE) enables local communities to have authority to control and engage with the development and management, hence tourism has a large proportion of its usefulness in the community itself [36]. It promotes collective responsibility that includes individual initiatives in society for sustainable benefits [37]. From this description, it can be concluded that CBE implies that the community takes care of natural resources to earn revenue through the implementation of local tourism enterprises/cooperatives and uses these revenues to improve the lives of its members. Thus, CBE contains of conservation, local institutions/business enterprises, and community development. With reference to the problem of alignment to the community, the CBE expects local people to become the main actors in management to produce products or services for sale [35].

3. Materials and Methods

This research applied a qualitative approach with the case study method, or the qualitative case study research method, to explore and describe the experience of developing community-based tourism (CBT), especially the actors involved. Creswell [38] and Yin [39] explain that the case study research method allows for the exploration of processes in greater depth through the evaluation of a program, activity, or event. Through this method, this research can discover the uniqueness of rural tourism development in Nglanggeran with the expectation that this case can illustrate the inter-organizational collaboration as the key factor in the development of community-based rural tourism. Hence, the lesson learned derived from this case might be applicable only for the rural tourism with similar characteristics.

This research collected data through in-depth interviews from 2014 to 2016. The informants were purposively assigned by the snowball technique, in which key informants were selected from the proposal according to the recommendation of the previous key informant. Local government staff in tourism service development were the first informants who acted as referred informants. In total, there were 17 key informants interviewed in depth, which can be grouped into four categories: first, the local community consisting of informal community leaders (3), tourism village managers known as Pokdarwis (2), and youth organizations called Karang Taruna (2); second, the government consisting of a Village Head (1), Department of Culture and Tourism of Gunungkidul Regency (3); third, an academician or researcher from State Islamic University of Jogjakarta (2); fourth, a non-profit organization, Director of INDECON (1); and fifth, a for-profit organization consisting of the Chairman of STORM Community (1) and Owner of SPA Putri Kedaton Group Company (2).

To limit the scope of questions developed during in-depth interviews, researchers have categorized the informants and interview topics. For the local community category, information will be extracted into 4 topics, meanwhile, 2 topics for external stakeholders: public/government, based on their involvement during the collaboration (see Table 1).

Table 1. Informant Category and Expected Information.

| Category of Informant | Insights Expected from the Informant |
|--|--|
| Local/internal stakeholders/actors: local tourism management, and local communities | <ol style="list-style-type: none"> 1. The system of tourism elements (existing): accommodation, attraction, transportation, travel organizers, destination organization (local management) and the actors involved. 2. Local community participation and characteristics of community-based tourism: local initiative, roles and functions, benefits and interests. 3. Dynamics and challenges in collaboration: initiatives, backgrounds and needs for collaboration, network building, forms of collaboration, stakeholders involved, benefits, interests, and roles of each stakeholder. 4. Community sustainability: tolerance and sense of justice in the community, issues and conflicts, media for conflict resolution, leadership (informal/formal local leader), local economic development, conservation awareness, and building codes and guidelines. |
| External stakeholders: Public/government (local, provincial, and central), for-profit business institutions, and non-profit institutions | <ol style="list-style-type: none"> 1. Dynamics and challenges in collaboration: initiatives, backgrounds and needs for collaboration, networks building, forms of collaboration, stakeholders involved, benefits, interests, and roles of each stakeholder. 2. Community sustainability (tolerance and sense of justice in the community, issues and conflicts, media for conflict resolution, leadership (informal/formal local leader), local economic development, conservation awareness, and building codes and guidelines. |

In addition to the interview, data was also collected through direct observation and a review of documents to support the facts of the interview results. It aims to validate by verifying or confirming information from various sources, often referred to as the triangulation method. Researchers, as key informants, collect data by themselves without any mediators [38]. Furthermore, all data were analyzed by applying content analysis in order to systematically exploring the content of information from the collected data [40,41]. Data was coded and then classified based on theoretical framework, which is the element of tourism system as well as the concepts of collaborative government and community-based tourism. This strategy was applied in order to link the theory and real life setting [40].

4. Results and Discussion

4.1. General Description of Nglanggeran Tourism Village

Nglanggeran is a village that is administratively divided into five hamlets (Karangsari, Doga, Nglanggeran Kulon, Nglanggeran Wetan, and Gunung Butak) and 23 Rukun Tetangga (neighborhood associations) with an area of 762.01 ha. It is located in the northern area of Baturagung, Gunungkidul Regency, with an altitude of 200–700 m above sea level and an average air temperature of 23–27 °C. Nglanggeran village is located in the district of Patuk, Gunungkidul Regency, Special Region of Yogyakarta Province, with a distance of 25 km from Yogyakarta City, the administrative capital of Special Region of Yogyakarta Province (see Figure 1) has about 2500 inhabitants.

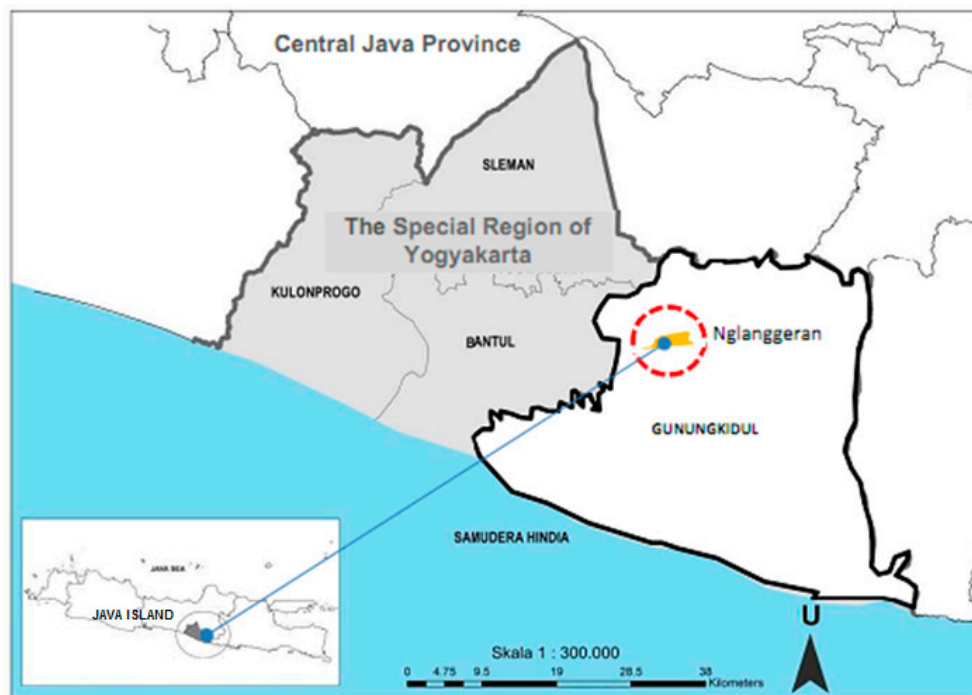


Figure 1. Location of Nglanggeran Tourism Village, Gunungkidul.

4.2. History of Nglanggeran Tourism Village

Nglanggeran Village is a tourism village developed by the efforts of local community and initiated by the youth. The efforts were driven by awareness of the potential of the village's attractive natural landscape, such as the beautiful rural landscape of Gunung Api Purba, and the potential for agriculture and diversity of plants. Inspired by a nature conservation activity, the youth of an organization called Karang Taruna took the initiative to develop their village as one of the tourist destinations. At first, they tried to take advantage of the appeal of Gunung Api Purba (Purba Mountain) as a simple tourist attraction. Seeing the positive market response in the growing number of visitors, they were more enthusiastic and serious to develop tourism activities. In 2006/2007, the community formed a Village Tourism Management Board to better manage tourism activities, and especially to coordinate groups of tourism actors involved in these activities. In the same year, they also began employing promotions made by the Cultural and Tourism Service of Gunungkidul Regency through the FAM tour program. This activity increasingly attracted visitors, and the community, through the Village Government, required a more formal institution to manage and accommodate better tourism activities. Therefore, Pokdarwis was formed in 2008 under the BUMDes Nglanggeran.

A BUMDes (Badan Usaha Milik Desa) is a local enterprise owned by the local community or villagers as a pillar for economic activity at the village level, and it serves as both a social and commercial institution. As a local social institution, it contributes to the provision of social services for the community. As the commercial institution, it has the role to seek revenues through the supply on goods and services from local resources to the market. As a BUMDes, a business entity is formed based on the applicable legislation and according to the agreement built in the village community. In conjunction with tourism business, a BUMDes in Nglanggeran village has one unit of institution that serves to manage tourism activities, known as a Tourism Awareness Group (in Indonesian, Pokdarwis or Kelompok Sadar Wisata). Pokdarwis is an institution developed and introduced by the Ministry of Tourism and Creative Economy within the framework of the National Program for Community Empowerment (PNPM) in the field of tourism. Pokdarwis is an institution at the community level where the members consist of local tourism actors who have concern and responsibility. It also functions as a motivator to support the creation of a conducive climate for the

growth and development of tourism as well as the realization of Sapta Pesona. Sapta Pesona is tagline used by the central government (Ministry of Tourism and Creative Economy for improving regional development through tourism) for the welfare of the surrounding community. Since the establishment of the Pokdarwis in 2008, the development of Nglanggeran Village as an alternative tourist destination has been rapid. Since that time, the village has won many awards and established wider cooperation with relevant stakeholders to develop elements within the tourism system. The timeline of important historical events in Nglanggeran Tourism Village development is listed in Table 2.

Table 2. Important Historical Events in Nglanggeran Tourism Village Development.

| Year | Events |
|------|--|
| 1999 | Karang Taruna Bukit Putra Mandiri began to pioneer tourism activities according to Government Decree of the Head of Village Nglanggeran No. 05/KPTS/1999 |
| 2001 | Karang Taruna Bukit Putra Mandiri was awarded as the First Place Winner in the Green Reforestation Competition of Gunungkidul Regency in 2001 |
| 2006 | The increase in regeneration efforts after the earthquake inspires more active tourism development |
| 2007 | Received assistance from the Culture and Tourism Service of Gunungkidul through FAM tour BPDW (Village Tourism Board) was established as tourism activities increased |
| 2008 | Pokdarwis was formed under BUMDes driven by Karang Taruna The Tourism Village was opened wide by inviting academics |
| 2009 | Received the award from Kantor Pengendalian Dampak Lingkungan (Environmental Impact Management Agency) as the First Place Winner in Environmental Competition at Gunungkidul Regency for Environmental Rescue Category on 21–23 April 2009 |
| | Received the award from the Governor of DIY as the First Place Winner for Environmental Rescue in the Kalpataru 2009 selection |
| | Won 2nd runner-up in the 2009 Yogyakarta Tourism Village Competition |
| 2010 | Nglanggeran Village named a Tourism Village with Natural Uniqueness at the Lomba Desa Wisata in Yogyakarta in 2009 |
| | Designated Jelajah Wisata for promotion by Tourism Service of DIY and Gunungkidul District |
| 2011 | Active in cyberspace by creating blogs, websites, and social media and received 2nd place award at the National Blog Festival Year 2010 |
| | The first year to get assistance from PNPM Mandiri Tourism |
| 2012 | Received the award from the Indonesia Ministry of Culture and Tourism as a Finalist for the 2011 Cipta Award for management of a Nature Tourism Attraction at the national level |
| | Received an Award from the Ministry of SOEs (State-Owned Enterprises) to one of the youth groups of tourism managers as Social Entrepreneurs in Lomba Mandiri, organized by Bank Mandiri in 2012 |
| | Received PNPM Mandiri Tourism assistance |
| 2013 | Received support in gazebo-making and improvements to the tracking route from the Culture and Tourism Service DIY |
| | Received the Governor grant program for the production of fruit and fruit fields |
| | Became the second winner of Pokdarwis at the National level |
| 2014 | Received assistance from PNPM Mandiri in Tourism |
| | Became the second winner of PNPM Mandiri Tourism Village at the national level |
| 2017 | Became the best National Level PNPM actor |
| | Applied the Gunungkidul District Regulation No. 17 in 2013 on withdrawal of user charges |
| 2017 | ASEAN Community-Based Tourism Award for the Best Tourism Village in Indonesia |

4.3. The Role of Stakeholders in the Elements or Sectors Forming Nglanggeran Village Tourism System

The success of Nglanggeran Tourism Village cannot be separated from the established system of tourism elements or sectors. However, local community cannot work alone to fulfill those elements, so other stakeholders are required. This section will describe the research findings on the activities or role of stakeholders/institutions in tourism activities in the Nglanggeran Village. The individual or institution will then be analyzed and classified into four stakeholder categories which consist of local communities, public/government sectors, for-profit business institutions, and non-profit institutions. The activities and roles played by each stakeholder are then grouped into the five categories of tourism elements/sectors formulated by Middleton in Mason [6]: (1) accommodation, (2) attraction, (3) transport, (4) travel organizers, and (5) destination organization (local management). The following will describe each stakeholder based on four stakeholder categories and their roles in accordance with the five categories of elements of the tourism system.

4.3.1. Local Community

The existence of local community is very important in community-based Tourism. In the first stage, the local community must understand their local tourism product, diversifying product, branding the product, and developing networks to other related product; in the second stage the community needs product development skill as well as working and negotiating skills and understanding legal issues. Next stage is building relationships with tourism stakeholders to support CBT [42].

As the main actor of tourism activities, the local community already had an important role from the beginning of its development until this research was conducted in 2016. Based on the interview results from the key informants of local community summarized in Table 3, it can be seen that the local community has a significant role in the tourism system elements in Nglanggeran Tourism Village.

Table 3. The Role of Local Communities as Stakeholders in the Tourism System Elements in Nglanggeran Tourism Village.

| Stakeholders | Role | Activities | Tourism System Elements |
|--------------------------------------|--------------|---|-------------------------|
| Pokdarwis (Outbound) | Guide | Guide the tracking to Gunung Api Purba, and outbound activities | Attraction |
| | Management | Maintain the cleanliness of the environment of Gunung Api Purba | Local Management |
| Pokdarwis (Art Group) | Facilitator | Facilitate art training activities | Local Management |
| | Spokesperson | Train tourists in artistic activities | Attraction |
| Pokdarwis (Farming Group) | Management | Manage the embung area for agricultural attractions | Local Management |
| | Spokesperson | Train tourists in farming activities | Attraction |
| Pokdarwis (Purba Rasu) | Producer | Make various souvenirs and processed products | Accommodation |
| Pokdarwis (Culinary Group) | Supplier | Serve culinary banquets for tourists | Accommodation |
| | Spokesperson | Train tourists in culinary activities | Attraction |
| | Spokesperson | Provide training in local wisdom | Attraction |
| Pokdarwis (Homestay Group) | Supplier | Provide homestay and interact with travelers who participate in live-in program | Accommodation |
| | Facilitator | Facilitate local cultural activities (kenduri) as live-in attractions | Attraction |
| Pokdarwis (SPA Group) | Supplier | Provide SPA package service | Attraction |
| Pokdarwis (Merchandise Seller Group) | Seller | Sell goods and services, especially local food products and souvenirs | Accommodation |
| Community and Pokdarwis | Supplier | Build tracking route to Gunung Api Purba & Kedung Kandang Waterfall | Attraction |
| | Supplier | Provide gazebo, pendopo, and bathroom | Accommodation |
| Pokdarwis Management | Management | Serve homestay reservations and pick-up transportation for tourists; manage, develop, and organize tourism activities | Local Management |

These local communities are generally gathered in a group called the Tourism Awareness Group (Pokdarwis), which is referred to as a business unit under BUMDes. Pokdarwis serves to motivate, organize, and manage the community, especially tourism actors in the implementation of various tourism-related activities. To achieve more organized and manageable activities, Pokdarwis created seven groups of attractions: nature/outbound attractions, arts, farms, culinary tours, homestay tours, SPA tours, and merchandise. In addition, the local community as a whole is also engaged in dealing with general routine activities. Those are incorporated in Pokdarwis and implemented by Pokdarwis Management.

The significant role of the community is confirmed through field observation from the main answers given during the interview. The community stated that they are the main tourism actors under the Pokdarwis institution. They are the subject of, and actively involved in, the tourism activities, with the result that they feel the existence of this tourism village has made them the principal and first beneficiaries, according to a village spokesperson:

“We make the community as the first and main beneficiaries, because our area is ecotourism, community-based environmental insight, so the community should be the main actors.” (SH, W1A, 28 April 2016)

4.3.2. Public/Government Sector

Furthermore, Nglanggeran tourism village also received support and established relationships with the government, especially agencies directly related to tourism development activities from central to local levels. The central government involved in providing support is the Ministry of Tourism. Further support came from the Provincial Government of DIY (Governor of Yogyakarta—Sultan through Panitikesmo) and the Tourism Service of Yogyakarta, institutions under the Regional Government of Gunungkidul Regency such as the Horticulture and Food Crops Plantation Service; Transportation, Information and Communication Service; Forestry and Estate Crops Service; Culture and Tourism Service; and the Village Government of Nglanggeran, which represents the local government administration at the local community level.

Based on the observations (see Table 4), the role of the public sector consists of providing assistance (physical and non-physical), policy-making, facilitating, supervising policy implementation and even as beneficiaries. These roles and endorsements are important, especially to their existence as an authorized party within a region and the providers of tourism system elements. Then, it is clear that although the community developed independently (community-based), Nglanggeran Tourism Village is in one territorial authority and must follow the existing policies and regulations. Besides, government has strong roles which cannot be performed by community, especially in providing infrastructure and supporting tourism facilities. The government also acts as a facilitator and provider of the human resources capacity-building program in the tourism sector. Here is an interview quote about it, as a recent village government staff stated:

“...Though the village government, district government and the relevant government act as regulator, they manage the relationship with existing activities so that the tourism activities exist in our village are in accordance with the expectations of the relevant government, so that it can be implemented together...” (M, W5A, 2 May 2016)

The interesting part is the rapid development of Nglanggeran Tourism Village, which has been able to provide direct benefits for local government in the form of local revenue (PAD). Approximately 30% of revenues earned from this tourism activity goes to Village Cash and is then used to improve various public facilities in the village.

Table 4. The Role of Public/Government Sector as Stakeholder in Tourism System Element of Nglanggeran Tourism Village.

| Stakeholders | Role | Activities | Tourism System Elements |
|---|---|--|---|
| Ministry of Tourism | Provide physical assistance program | Provide assistance for the development of flying fox area, provide sound system to support the activities | Attraction |
| | | Provide assistance in making stall to relocate seller, provide assistance in making the gazebo, provide assistance on the development of the Secretariat Office, provide assistance on building the standard toilet, provide assistance on building the information board | Accommodation |
| | Provide capacity building program | Provide assistance on outbound guide training, provide assistance on culinary training, provide assistance on local art training, provide assistance on training of traditional art and making the uniform, provide assistance on training of calung art and equipment procurement | Attraction |
| | | Provide assistance on managing the sellers, provide assistance on homestay training | Accommodation |
| | Policy Maker | Provide assistance on management training for attractions object | Management |
| DIY Provincial Government (Sultan via Panitikesmo) | Provide non-physical assistance program | Formulate and publish policy/regulation to provide legal umbrella for tourism activities | Management |
| | Provide non-physical assistance program | Provide non-physical assistance on the Right to Use the Gunung Api Purba area | Local Management |
| DIY Tourism Service | Facilitator | Provide assistance on making track route to Gunung Api Purba | Attraction |
| | Facilitator | Facilitate the promotional activities through exhibition, facilitate promotion through various networks of tourism and media actors | Promotion |
| Gunungkidul Regency Government | Policy Maker | Formulate and issue regulation on Regional Regulation for Gunungkidul Regency No. 17 of 2014 on Retribution of Tourism Place | Local Management |
| | Beneficiary | Receive PAD from tourism activities | Local Management |
| Horticulture and Food Crops Plantation Service | Mentor | Foster agricultural activities in Nglanggeran Tourism Village especially in the embung area | Attraction |
| | Assistance | Provide farm-related assistance in the embung area | Local Management |
| Transportation, Information and Communication Service | Provide physical assistance program | Provide assistance on making the road sign | Accommodation |
| Forestry and Estate Crops Service | Supervisor on policy making | Supervise activities and develop regulations on flora and fauna conservation in Nglanggeran Tourism Village | Local Management |
| Public Works Service | Provide physical assistance program | Provide assistance for road construction to the Tourism village area | Transportation |
| | Facilitator | Facilitate promotional activities through exhibitions, facilitate promotion through various networks of tourism and media actors | Promotion |
| Culture and Tourism Service | Policy Maker | Formulate and publish policies and regulations to provide legal umbrella for tourism activities | Local Management |
| | | Formulate and publish regulations related to DED, Master plan and Site plan in the Tourism Village Nglanggeran Area Core Zone | Local Management |
| | Provide capacity building program | Provide assistance on capacity building training for human resources | Local Management |
| | Assistance | Provide assistance on Training Assistance related to the development and management of tourism activities | Local Management |
| Nglanggeran Village Government | Policy Maker | Formulate and publish policies and regulations to provide legal umbrella for tourism activities, especially for third parties who will cooperate | Local Management |
| | | Provide consideration and guidance in decision making of tourism activities through the Tuesday Kliwon forum | Local Management |
| | Mentor | Administrative services related to regional authorities | Local Management |
| | | Beneficiary | Receive income of 30% from tourism activities which saved in Village Cash and then returned to improve the various public facilities in the Village |

4.3.3. Private Sector (for Profit Business Institution)

- Private sector which is engaged in tourism business

In the development of Nglanggeran tourism village, the existence of external stakeholders, especially the private sector, is also very important, although the local community is the main actor (see Table 5). Most of the businesses support the provision of tourism elements such as attraction, transportation, and promotion. All these elements complement the elements from the local community.

For example, Traveloka, as the travel agent, has the role of providing the means of promotion and transportation for visitors. Traveloka can promote Nglanggeran tourism village to a wider audience in foreign countries. Also, Mask Arts Community contributes to the added value of the attraction in Nglanggeran tourism village by providing a mask batik attraction that cannot be provided by the local community itself. The rapid development of Nglanggeran tourism village has also indirectly triggered the creation of new business entities or employment opportunities for the surrounding community, such as the presence of Ojek Patuk Base and Sambipitu, which provide local transportation services for tourists using motorcycle taxis.

Table 5. The Role of Private Sector (For-Profit Business Institutions) as Stakeholders in Tourism System Elements of Nglanggeran Tourism Village.

| Stakeholders | Role | Activities | Tourism System Elements |
|--|------------------------------------|--|-------------------------|
| Mask Art Community | Provide Service (Business Partner) | Provide mask batik attractions that cannot be provided by the local community | Attraction |
| Company (Putri Kedaton Group) | CSR | Provide assistance in training of spa therapist and making the scrub | Attraction |
| Travel Agent, Traveloka | Provide Service (Business Partner) | Provide transportation vehicles and liaison between tourists and tour packages | Transportation |
| | Provide Service (Business Partner) | Promote travel packages through various networks and media | Promotion |
| Ojek Patuk Base and Sambipitu (Community around tourism village) | Provide Service (Business Partner) | Provide local transportation services for tourists using motorcycles | Transportation |

- Private sector which is not engaged in the tourism business

There are also private sectors that do not engage in tourism business directly. Most of these businesses are state-owned enterprises in Indonesia; more detailed information can be seen in Table 6. They have a role in providing assistance through the Corporate Social Responsibility (CSR) program as a form of social obligation to the community. As one of the interviewee from the CSR company stated:

“...but right now, we have a kind of CSR from the community empowerment process for the Tourism Village.” (W, W6A, 3 May 2016)

Table 6. The Role of For-Profit Business Institutions Not Engaged in Tourism as Stakeholders in Tourism System Elements of Nglanggeran Tourism Village.

| Stakeholders | Role | Activities | Tourism System Elements |
|--|------------------------------------|---|-------------------------|
| State-Owned Enterprises (Bank Mandiri) | CSR | Provide assistance to make the sign board in Gunung Api Purba location, provide funding of Rp. 300 million for the construction of Nglanggeran Mart | Accommodation |
| State-Owned Enterprises (Pertamina) | CSR | Provide assistance with agricultural seeds in the Embung area (agriculture) | Attraction |
| Bank Indonesia (BI) | CSR | Provide assistance with cocoa processing training for PKK groups | Attraction |
| Mass Media | Provide Service (Business Partner) | Provide assistance with promoting tourism activities in Nglanggeran Tourism Village through the news | Promotion |

From this activity, the company also gets the promotion of branding. Most of the CSR support is allocated in the form of physical assistance to support the provision of accommodation elements, promotion through the mass media, and capacity-building in human resources for the local community as a tourist attraction subject.

4.3.4. Non-Profit Institution

Other stakeholder groups that also have important roles are non-profit organizational groups (listed in Table 7). These institutions are usually associated with volunteers who perform certain missions. For example, the Komunitas Adventure is a community of nature lovers. They participate as volunteers for nature conservation. To carry out the mission, they provide equipment services for outbound activities that cannot be handled by the local community. Although they get paid, the funds collected are reused to drive nature conservation activities. In addition, non-profit organizations are also responsible as companions, mediators, and advisors for the local community in making plans and carrying out tourism development activities such as the one that was conducted by INDECON. Here is an interview quote about it, according to INDECON:

“...because we develop a lot throughout Indonesia, so our position is more on giving advice to all friends in Nglanggeran.” (US, W2A, 30 April 2016)

Table 7. The Role of Non-Profit Institutions as Stakeholders in the Tourism System Elements of Nglanggeran Tourism Village.

| Stakeholders | Role | Activities | Tourism System Elements |
|---|---|--|-------------------------|
| Komunitas Adventure | Service and equipment provider for nature-lovers activities | Provide equipment for outbound attraction activities that cannot be handled by the community | Attraction |
| | Contributors of non-physical assistance in the form of participation in conservation activities | Participate in nature conservation efforts in Nglanggeran Tourism Village | Attraction |
| | Contributors to promotional and communications assistance | Develop networks among villages and introduce each village | Promotion |
| KKN University | Provider of science applications for the community | Provide sign boards on several sites in Gunung Api Purba | Accommodation |
| Student Creativity Program | Provider of capacity development | Provide training to farmer groups | Attraction |
| Lecturer, student, and researcher from different universities | Provider of science applications for the community | Provide recommendations for Nglanggeran Tourism Village based on research results | Management |
| INDECON (NGO), FORKOM, Pokdarwis (District, Provincial, National) | Mediator of communication, consultation, and promotion | Become a mediator among villages through sharing session and introduction of each village | Promotion |
| External Community (STORM) | Provider for capacity development | Provide training to the management in foreign language skills | Attraction |

Other institutions included in this group are colleges or universities. As institutions with a mission to develop and apply science in the community, one of their main activities is to conduct various research activities in addition to educational activities. The findings obtained from research are then applied through various community service activities. One such community service activity is KKN (learning through real work), through which many village physical development programs were conducted in Nglanggeran Tourism Village. Various research findings conducted by lecturers and students at Nglanggeran Tourism Village are also disseminated in various scientific activities such as discussions, seminars, and counseling. Here is an interview quote about it, as a recent lecturer stated:

“If for tourism, we received support on training, such as workshop, counseling, we went there, talking, chatting, discussing about how the tourism can still maintain something that is ecologically, biota, etc., not only the economic calculation but also thorough.” (WD, 9A, 12 May 2016)

4.4. The Dynamics of Stakeholder Relationships in Nglanggeran Tourism Village

In this village, this research found that relationships among the stakeholders do not always work entirely smoothly; in fact, there were differences that triggered misunderstandings. For

example, the manufacture of gazebos and tracking routes were not in accordance with the concept or representative of the impression of a natural life as expected by the Nglanggeran Tourism Village community. Similarly, the construction of road access in the core area of Desa Wisata using asphalt materials that reduces Tourism Village's desired rural impression can be seen in this statement from a Pokdarwis member:

"...there used to be some kind of grant related to construction of tracking route and gazebo, our concept is more about nature, gazebo was made of wood. However, it turns out to be concrete cement, well it's not match with our concept..." (AB, W8A, 9 May 2016)

In dealing with such various dynamics that arise, the Pokdarwis communicates with both the village tour community and the relevant stakeholders. Internally, the tourism actors in the village hold a meeting on every Kliwon Tuesday (Kliwon is a term used in Javanese calendar), attended by tourism actors, the Pokdarwis board, village leaders, and the village government. It is clear that the mechanism of decision-making through deliberation has become a tradition in Nglanggeran. One of the agenda items discussed relates to potential external stakeholders who want to take part in Nglanggeran Tourism Village. The Village Government acts as a regulator. All the existing conditions in Nglanggeran Tourism Village can provide lessons for future success when implementing similar community-based tourism, especially in the field of rural tourism.

4.5. Community-Based Tourism and Sustainability Issues in Nglanggeran Tourism Village

The greatest challenge faced by community-based tourism is sustainability. As described in the literature, the emphasis is on the three pillars of its formation, they are economic, social and environment issue on sustainable development. Of the three pillars, Lindberg et al. [43] says that tourism should meet the various goals of conservation and community development, with the objective to provide financial support to protect and manage the natural areas, economic benefits for people live nearby the area, and conservation support within the population through economic benefits. Nglanggeran Tourism Village has been able to realize these three goals. Following are some examples of achievement related to these objectives.

4.5.1. Support for Natural Area Protection through Conservation

Nglanggeran Tourism Village, which originally emerged from conservation activities, has remained committed to such activity to this day. For example, community cleanup of mountains is scheduled every Monday and Saturday (see Figure 2). In addition, public awareness of the need to maintain the environment is also growing. Here is an interview quote about it, as a Nglanggeran government official said,

"...society is increasingly understanding of reserving nature, its environmental consciousness grows well with people and tourists..." (SH, W1A, 28 April 2016)



Figure 2. Cleaning Program at Gunung Api Purba in Nglanggeran Tourism Village.

4.5.2. Economic Benefits for Local People

The emergence of community-based tourism brings significant benefits to the local economy in Nglanggeran Village. It has had a positive impact on people's welfare, improved their lives and reduced unemployment. Furthermore, it has also helped the government in its efforts to alleviate poverty. This is shown by the emergence of new jobs as tourism actors, such as parking attendants, guides, security guards, and homestay providers. Greater employment opportunity automatically reduces the number of unemployed as well as the gap between rural and urban areas, thus having an impact that reduces urbanization (migration from rural to urban areas). As revealed in the following interview quotes, a village resident stated,

"...the second is no more urbanization in our village because there is a job here..." (SH, W1A, 28 April 2016)

4.5.3. The Emergence of Social Support for People Who Have Not Been Involved to Get Involved

Social support from tourism actors for uninvolved members of the community is an apparent result of the tourism business. For example, the people living near the main attractions are responsible for providing attractions and accommodations, while the more geographically distant citizens can participate by providing souvenirs for tourists. This is certainly an arrangement that enables equal distribution of the benefits of tourism, in accordance with each group's involvement, to minimize social jealousy.

5. Conclusions

Nglanggeran Tourism Village is an example of sustainable community-based rural tourism. The sustainability of tourism activity cannot be separated from the availability of those important elements that form the tourism industry; Middleton in Mason [6] refers this to: (1) accommodation, (2) attraction, (3) transport, (4) travel organizers, and (5) destination organization (local management). To fulfil all these elements, it requires participation and involvement from the relevant stakeholders.

Tourism activities developed in Nglanggeran Tourism Village have attracted participation from various external stakeholders. The following are among the stakeholders' entities that involved or have significant roles in the development of Nglanggeran tourism activities:

1. The local community, as the main stakeholder through the Tourism and Pokdarwis Group, serves as the subject and implementer of tourism activities. Thus, they become the principal and the first beneficiary of tourism activities. They involved in monitoring, evaluating, and managing tourism activities.
2. The government, from the village government to the central government, it manages administration, facilitators, regulators, and guides, as well as beneficiaries through levies and profit-sharing systems undertaken under the BUMDes (local community enterprise).

3. Public/private for-profit institutions (sectors directly engaged in tourism) has role in the provision of tourism activities (i.e., attraction and transportation), and as the means of promotion and transportation assistance for visitors through travel agents.
4. Public/private for-profit institutions (sectors which not directly engaged in tourism) has the role of promotion through the mass media. While this private sector benefits tourism by providing assistance through the CSR program, the stakeholders benefit tourism through brand promotion. Most of the CSR support is allocated in the form of physical assistance in tourism activities and capacity-building of human resources.
5. Non-profit institutions are divided into non-profit organizations and academics. Academics' role is related to the scientific needs offered by the academics through research, and as innovators that offer advice regarding tourism development and participate in conservation efforts. Meanwhile, non-profit organizations function mostly as mentors, mediators, and advisors in the development and planning of tourism activities.

One of the critical issues of sustaining community-based rural tourism is to ensure that local communities (in the collaboration of all stakeholders) still involved and have a key role in the management of tourist destinations so that the major portion of benefits and usages remain in the local community itself. This is not an easy thing to manifest. Some lessons learned from Nglanggeran are related to how this condition can be created, such as: First, it is necessary to have a strong awareness in the local community on the tourism potential they have around them. Nglanggeran Tourism Village emerged from the local community's awareness of its natural potential and conservation needs as well as its potential to develop as a tourist attraction. Second, this awareness is expected to inspire and encourage initiatives from local communities to take advantage of these potentials. As seen in the village of Nglanggeran, the awareness of local community has inspired the youth initiative of Karang Taruna to mobilize the local community to develop their village as a tourism destination area. This indicates that the role of local youth is a key factor in the successful of Nglanggeran Tourism Village development, not only in utilizing the existing tourism potential but also their ability to protect the interests of local communities in interacting and collaborating with relevant stakeholders to ensure a sustainable tourism system. The experiences from this village can be adopted to develop future community-based tourism model called Youth initiated Community-led Collaboration, where local youth are empowered to pioneer the development of tourism destinations in their own areas; encourage the formulation of community-based organizations for tourism development and attract other resources to be involved in the development process. Third, with the new sources of livelihood for local communities from developing the tourism activities, it requires a high commitment from all parties, especially from the local community itself to keep the conservation of natural resources and maintain the social capital from their local communities. Based on this research, it is found that the benefits derived from the existence of the Tourism Village are distributed transparently to the local community.

This research also found that the community has created strategies, such as a regular meeting in the community level, to deal with other stakeholders' interests within the village. Hence, it can be considered that they need adaptive capacity to ensure this strategy is well implemented. This capacity might also illustrate the dependency of rural community on the external supports. The higher their adaptive capacity, the lower their dependency. Thus, this research suggests the need for further research to examine the community's adaptive capacity in collaborating with other stakeholders, and to confirm this preposition. Furthermore, longitudinal research designs allowing the exploration of the process in the community in building their capacity is recommended.

The important lessons learned from community-based rural tourism in Nglanggeran Village aforementioned in the article have concluded that the existence and sustainability of a tourist destination requires the participation and involvement from multiple relevant stakeholders. The local communities' involvement, among the various roles of different stakeholders is the key to successful and sustainable community-based rural tourism.

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