

Collaborative Governance in Development Tour Dayak Lebbo Culture in Inaran Village, District Sambaliung, Berau Regency, East Kalimantan

Amran Bahrad^{1*}, Agus Sukristyanto², Rachmawati Novaria³
Program Studi Magister Ilmu Administrasi Publik, Universitas 17 Agustus
1945 Surabaya, Indonesia

Corresponding Author: Amran Bahrad amrans2map@gmail.com

ARTICLE INFO

Keywords: Collaborative Governance, Cultural Tourism, Dayak Lebbo, Community Development

Received : 01, October

Revised : 14, November

Accepted: 29, December

©2025 Bahrad, Sukristyanto, Novaria : This is an open-access article distributed under the terms of the [Creative Commons Atribusi 4.0 Internasional](https://creativecommons.org/licenses/by/4.0/).



ABSTRACT

This research addresses the problem of collaborative governance in the cultural tourism development of the Dayak Lebbo in Kampung Inaran, Berau Regency, which faces a challenge of dualism between the community's strong internal social capital and its weak connectivity with external stakeholders. This study employs a descriptive qualitative method, with data collected through interviews, observation, and documentation. Data analysis was conducted using data source triangulation to validate the findings. The results indicate that collaborative governance in Kampung Inaran functions robustly at the internal level, supported by social capital, a history of non-conflict, and a synergy of dual leadership (Village Head and Customary Head) through inclusive Village Deliberations.

INTRODUCTION

Tourism sector is one of the main pillars in development economy Indonesian nationals who contribute significant to Product Gross Domestic Product (GDP). At the level region, district Berau in East Kalimantan Province has set tourist as sector featured besides mining. So far, attention main traveler focused on the object tour nautical like Archipelago Derawan and Maratua. In fact, the wealth culture in the interior, especially that of the Dayak Lebbo tribe in Inaran Village, District Sambaliung, has mark very high uniqueness For developed as destination tour interest special based culture and wisdom local.

Inaran Village keep diverse potential authentic culture, starting from architecture House customs, dances traditional, until tradition oral which is still awake with pure. Based on initial data from the Department of Culture and Tourism Berau Regency, potential visit to the interior Keep going show trend positive although Still lost Far compared to tour maritime. Challenges main issues faced is How manage spread potential This in A integrated governance system so that it does not happen overlapping overlap authority or neglect role public local as owner culture (Mukarom & Laksana, 2015).

Following is description potential asset tour culture in Inaran Village that requires it management collaborative :

Table 1. Inventory Potential Tour Inaran Village Culture

No	Asset Type	Management Status	Condition Facility
1	Lebbo Dayak Traditional House	Customary Institutions	Need Restoration
2	Traditional Dance & Music	Studio Local	Limited Active
3	Sacred Historical Site	Public	Natural/ Preserved
4	Handicrafts (Weaving)	Women's Group	Small Scale Production
5	Tour Inaran River Cruise	Tourism Group	Lack of Security Facilities

Source : Researcher's Initial Observation Data (2025)

Visit trends traveler to Inaran Village in three year final reflect existence growth interest public to tour culture, although number the had time stressed consequence impact global pandemic. Increase amount visit This signify that public start glance destination alternatives in the interior Berau which offers experience emotional and educational customs. However, the growth number an unsolicited visit accompanied by with readiness management collective worried will cause impact negative on power support environment and the originality of cultural sites in the future (Mowforth & Munt, 2015).

Table 2. Visits Traveler to Inaran Village (2021-2023)

Year	Domestic tourists	Traveler Overseas	Total Visits
2021	425 people	12 people	437 people
2022	1,150 people	45 people	1,195 people
2023	2,680 people	88 people	2,768 people

Source : Report Data Annual Meeting of the Inaran Village Tourism Awareness Group, 2024

Urgency study This driven by concern will degradation mark culture local consequence current globalization and modernization that are not under control If tourist only viewed from side commercial solely. Without scheme agreed protection together, development tourism in Inaran risky cause commodification culture that is actually keep away public from identity the original. In addition, the limitations infrastructure road towards Inaran Village need intervention cross sectoral that is not Possible resolved by the village government itself, so approach collaboration become inevitability (Budi Rianto, 2018).

Analysis gap study show that majority studies tourism in the Regency Berau more Lots focused on management destination nautical or evaluation satisfaction tourists in coastal areas. Still very limited dissecting literacy dynamics interaction inter-actor in development tour culture in the interior, especially among the Dayak Lebbo ethnic group which has structure social unique. There is emptiness theoretical about how the Collaborative Governance model works can applied to a society that highly values tall law customs in the middle encouragement bureaucracy modern government (Sari & Adnan, 2021).

Governance problems in Inaran Village moment This Still nature sectoral and not yet integrated formally. Often happen miscommunication between Tourism Office policy level regency with aspirations stakeholders customs in the field. Governance approach One proven (top-down) direction not enough effective Because ignore wisdom local in the process of taking decision. This is cause a number of facility tourism built by the government area end stalled Because No in accordance with need or the norms of the local Dayak Lebbo community.

For overcome problem mentioned, paradigm Collaborative Governance viewed as the most relevant solutions. Framework Work This emphasize on involvement non- governmental actors formally in a deliberative process For reach consensus together. Through collaboration, limitations source Power Good from side budget and capacity technical can covered through partnership with sector private (company) around) and participation active public through Tourism Awareness Group (Pokdarwis) (Ansell & Gash, 2008).

In a way theoretical, research This referring to the thoughts of Ansell and Gash (2008) which stated that collaboration must based on commitment towards the process and each other understanding. In Inaran Village, integration between values Lebbo Dayak customs with system administration government expected can create a new model in tourist sustainable research This No only see side technical management tourism, but more in examine How trust is built between actors who have background behind interest different.

Based on background behind said, research This aim For analyze and describe implementation of governance collaborative in development Tour Dayak Lebbo Culture in Inaran Village. In general specific, research This make an effort map the role of each stakeholder interests, identifying factor inhibitor in the collaboration process, as well as formulate recommendation strategic for Government Regency Berau and the Inaran Village Government in realize tourist independent and sustainable culture.

THEORETICAL REVIEW

Collaborative Governance

Draft Collaborative Governance defined by Ansell and Gash (2008) as A a setting in which one or more institution public in a way direct involving stakeholders non-state interests in the extraction process decision formal, goal-oriented collective consensus, and deliberative. Definition This Then expanded by Wood and Gray (1991) who emphasize that collaboration happen when a group stakeholders independent interests involved in an interactive process use rules, norms, and regulated structures together. This model developed For dissect interaction cross actor through four variables key :

- 1) Starting Conditions : Includes history Work The same or past conflicts, imbalances power and resources Power between actors, as well as existence incentive For collaborate
- 2) Institutional Design : Formal rules of play are established, including openness access participation, transparency of processes, and legitimacy law in collaboration
- 3) Facilitative Leadership: The role of the leader in mediate interests, building a sense of mutual trust, and empower weak actors in order to be able to participate in a way equivalent
- 4) Collaborative Process : The core of this model includes face-to- face dialogue. face, development trust (trust building), commitment towards the process, understanding together, and achievement results term short (small wins)

Emerson et al. (2012) added that dynamics collaboration This covers drivers and capacity For action collective in system more government extensive. The use of the Ansell & Gash model is very relevant For dissect How public Dayak Lebbo customs interact with bureaucracy government Regency Berau, remembering importance consensus in management problem public (Gray, 1989).

Development Tourist Culture Community Based

Tour culture based Community - Based Cultural Tourism emphasizes participation active public local in planning and management tourism (Budi Rianto, 2018). Jamal and Getz (1995) emphasized that collaboration public local is prerequisite For planning sustainable destinations. In the context of Dayak Lebbo, the values culture is assets that must be guarded originality. Success development tour this really depends on how the customary norms are can integrated to in procedure management modern tourism without remove identity original (Bramwell & Lane, 2000).

METHODOLOGY

Study This use approach qualitative descriptive For give description deep about phenomenon collaboration that occurred. Research location was established in Inaran Village, Berau Regency, because characteristics Lebbo Dayak culture which is still pure in the area. Informant study chosen use technique purposive sampling, which consists of from Representative of the Department of Culture and Tourism Berau Regency, Head of Inaran Village, Chairman of the Dayak Lebbo Inaran Traditional Institution, Tourism Awareness Group Manager (Pokdarwis), and Representative sector private.

Data collected through interview in-depth, observation participatory to activity culture, and documentation related policy development tourism. Data validity is tested use triangulation sources and theories. Data analysis follows the interactive model of Miles, Huberman, and Saldana (2014) which includes data condensation, data presentation, and withdrawal conclusion.

RESULTS AND DISCUSSION

Collaborative Governance in the Development of Dayak Lebbo Cultural Tourism in Inaran Village, Sambaliung District, Berau Regency

Starting Conditions

Analysis condition beginning in development tourism in Inaran Village show existence imbalance source significant power between actor government and society local (Ansell & Gash, 2008). The Lebbo Dayak tribe as owner culture own wealth of social capital and knowledge traditional, but very limited in access towards financial capital and infrastructure basic. This is create dependence on intervention government areas that are often late come.

The history of interactions in Inaran Village is also colored by conflict. interest between sector massive mining around the area with effort preservation environment and culture. Indigenous communities often feel pressed by expansion industry, so that incentive For collaborate in sector tourist appear as form resistance creative For maintain right customary law they through utilization room culture.

Aspect imbalance power seen clear in taking policy macro tourism in the Regency Berau. Government regency own authority full on regulations and budgets, while village government often only become object implementer. However, the motivation intrinsic the Lebbo Dayak community to guard inheritance ancestors become encouragement strong balancing relation power said, forcing government For glance potential Inaran as destination unique.

Based on infrastructure data, Inaran Village Still face challenge heavy accessibility. Distance from center Regency Berau reach about 45 km with condition 40% of the road is not yet paved perfect. Condition This become point beginning discussion collaboration, where the community demand repair infrastructure as condition main development sustainable tourism.

In Ansell and Gash's (2008) theory, the condition positive start is existence incentive together. In Inaran, incentives This found on desire together For diversify village economy so that it does not only depending on the sector extractive. The community is aware that source Power mine will finished, meanwhile culture and nature Inaran is asset eternal that if managed with Correct will give benefit term long.

Imbalance source power is also reflected in human resource capacity. The majority resident age productive in Inaran Work as laborer rough in the company around, so that knowledge about management tourism is very minimal. This is become obstacle the beginning that requires intervention collaborative in form training and mentoring sustainable from academics or practitioners tourist.

Work history The same between the Traditional Institution and the Inaran Village Government is considered very harmonious. The decisions strategic in

the village always involving consideration figure customs. Strong internal relationships This is very valuable initial capital for collaborative governance, because make things easier formation vision single at the level local before face to face with actor outside.

Condition beginning This demand existence confession official to existence public law Lebbo Dayak customs. Without existence legal recognition, collaboration will always be in a vulnerable position for society. Therefore that, initiation Regional Regulations on Recognition of Indigenous Peoples in Berau become background behind very crucial law in starting the collaboration process at Inaran.

Institutional Design

Institutional design in development tourism in Inaran moment This Still dominated by formal bureaucratic rules that have not been fully accommodate law customs in a way explicit (Ansell & Gash, 2008). Collaboration rules of play Still refer to the standard operational procedures (SOP) of the Tourism Office which tend to rigid and administrative. This is often create obstacle for public customs that have pattern communication more deliberative and communal (Ostrom, 1990).

Openness access participation become indicator important in design institutional. In Inaran Village, the formation of Tourism Awareness Group (Pokdarwis) becomes the first formal forum to bridge aspirations public with policy government. Pokdarwis expected become a driving force collaboration, but in a way institutional they Still need strengthening base law through Village Regulations.

Transparency in allocation budget development tourism also becomes spotlight. Society often No know magnitude budget managed by the service related For promotion Inaran. The ideal institutional design should be allows the existence of a social audit from public to projects physique tourism built in their area to ensure effectiveness and suitability with need local.

Legitimacy law collaboration This need strengthened with formation of the Coordination Team Development Tour Culture Legalized Inaran through the Regent's Decree (SK). Without existence umbrella law level district, coordination cross organization device regional government agencies (OPD) such as the Public Works Department and the Community Empowerment Department will difficult done, so that development tourist will still walk in a way partial.

Table 3. Stakeholder Role Matrix Interest in Institutional Design

Actor	Main Role	Form Contribution
tourism office	Regulator & Promoter	Budget, Training, Marketing
Village Government	Facilitator Local	Village Funds, Infrastructure
Customary Institutions	Guard Originality	Customary Law, Ritual, History
Tourism Group	Field Operator	Guiding, Cleaning, Events

Private Sector	CSR Supporter	Infrastructure, Grant Funds
----------------	---------------	-----------------------------

Source : Analysis Researcher (2025)

Rules of the game in design institutions must also covers mechanism settlement conflict. Remembering potential collision between mark commercial and value sacred, necessary protocol agreed customs as part from procedure operational standard tourism in Inaran. For example, restrictions visits on certain ritual days must respected by all party as form sovereignty culture.

Good institutional design must also ensure inclusivity. At Inaran, involvement group Woman in production craft woven must given stage main in policy development economy creative. Institutional institutions No may only focus on infrastructure physical, but also on empowerment capacity economy House ladder as support ecosystem tour.

The process of taking decision in the collaboration forum at Inaran Still need improved intensity. Institutional design must obligatory existence meeting quarterly between all over stakeholders interest For do evaluation together. Principle consensus must held in high esteem high, where not There is policy tourism that is run without existence agreement from the traditional council local.

Utilization technology information as part from design modern institutions also become inevitability. System information villages that contain tourism data must managed in a way open. This is will make it easier candidate traveler get information accurate at a time become tool control for public to transparency of incoming visit and revenue data to the village.

Facilitative Leadership

Leadership facilitative in Inaran Village hold vital role in bridge canyon communication between modern bureaucracy and wisdom local (Agranoff & McGuire, 2003). Figure the leader here No just govern, but rather play a role as a capable mediator build trust in the middle suspicion public to exploitation culture by the parties outside. Head of Inaran Village moment This act as hero active innovation (innovation hero) lobbying government regency at a time calm concern figure customs.

Leadership style facilitative applied is inclusive and empathetic leadership. Leaders often do personal approach (door-to-door) to residents who still skeptical to benefit tourism. With give easy explanation understood about draft for results and protection culture, leaders succeed minimize resistance and change it become participation active.

Apart from the Village Head, the Head of the Dayak Lebbo Traditional Institution also showed capacity leadership excellent facilities usual. He play a role in empowering village youth to return learn tradition sublime in order to be able to served to traveler in a way honorable. Leadership This ensure that innovation tourist No grind identity, but rather become tool amplifier for regeneration culture in the middle onslaught pop culture.

At the level district, figure of Sambaliung Sub-district Head act as facilitator strategic linking interests of Inaran Village with a big agenda Regent Berau. The sub-district head often become interpreter talk for Inaran in meetings

coordination level district, demanding attention more on infrastructure roads and access to clean water. Leadership kind of this is very crucial For ensure aspirations from bottom - up no stopped in the middle lengthy bureaucracy (Ansell & Gash, 2008).

Leadership facilitative is also reflected in management internal conflict. When it occurs difference opinion about use of village funds For renovation hall custom, leader in Inaran capable use mechanism deliberation consensus For reach point meeting. Leader capable sit down case not on who is right, but on what is best for the future village tourism as source income alternative.

Empowerment weak actors, such as group craftsmen woven women, become focus leadership facilitative in Inaran. Leader give stage for they in every cultural event and festival, so they feel appreciated and have contribution in success tourism. This is create a sense of ownership strong collective (sense of belonging) throughout layer public towards tourism programs.

A leader facilitators in Inaran must also own high integrity. Transparency in grant fund management from company around through the CSR program to become proof real accountable leadership. With show that every rupiah is used For interest public, leaders succeed build strong moral legitimacy in the eyes of citizens and stakeholders interest external (Hardiyansyah, 2018).

Leadership facilitative in Inaran characterized by the ability For predicting the future (visionary leadership). Leader No only think For day this, but Already plan How Inaran ten year to front through compilation Plan Parent Development Village Tourism (RIPPK). Long-term vision long This give clear direction for collaboration, so that all over stakeholders interest own aligned goals For achieved together (Hall, 2011).

Collaborative Process

The essence of governance collaborative in Inaran is a dynamic and iterative process. Face-to-face dialogue face - to-face dialogue is conducted through regular meetings at the Traditional Hall called Consensus Inaran (Ansell & Gash, 2008). In this forum, all over inhabitant own right equal talk For convey proposal and criticism to the way development tourism. Direct dialogue This effective For reduce asymmetry information and building proximity emotional between actor.

Trust building is the most time consuming stage time but most crucially. Trust public to service tourist had time decrease consequence promises help infrastructure that has not been realized completely. However, through consistency presence officer field in accompany Pokdarwis, trust the start woke up back. Trust is social capital that guarantees sustainability collaboration in difficult times.

Commitment towards the process demonstrated by society Inaran through action real, like Work routine cleaning service track trace river without wages. They consider this process as future investment. On the other hand, commitment government regency shown through provision help equipment arts and training scouting tour for local youth. Mutual commitment This create rhythm balanced collaboration (Ansell & Gash, 2008).

Understanding together (shared understanding) regarding limitations tour culture become results important from collaborative processes. Indigenous

communities and government has agree on the Sacred Zone which is not may entered traveler in a way carelessly. Understanding collective This prevent occurrence conflict future value and guarantee that tourist walk along with effort preservation sacredness Lebbo Dayak tradition.

Achievement results term short (small wins) are very important For guard Spirit collaboration. Some success little one who has achieved such as success organizing the exciting inaugural Lebbo Cultural Festival in 2023 more from 500 visitors in a day. Success This give proof real for inhabitant that tourist own potential economy, so that participation they are getting more and more increase.

Table 4. Small Wins Achieved in the Collaboration Process (2023-2024)

Indicator Achievements	Status	Impact Felt
Lebbo Cultural Festival	Implemented (Annually)	Improvement local MSME income
Certification Tourism Group	Completed (Regent's Decree)	Legitimacy manager in the eyes law
Renovation of the Traditional Hall Roof	Completed (Village Funds)	Place meeting inhabitant more representative
Homestay Training	20 Participants Trained	Readiness accept visitor stay the night

Source : Report Development Tourism Group Inaran (2025)

Collaborative process at Inaran also involves mechanism evaluation participatory. Every end month, manager Tourism Group together representative customs do evaluation to amount visits and complaints tourists. Evaluation results This Then delivered to service tourist as material repair policies at the level district. Two- way communication pattern This ensure that innovation Keep going develop follow market needs without leave root culture.

Digital transformation in the collaboration process start initiated through manufacturing content promotion together on social media. Skilled village youth use telephone clever assisted by the team creative from service tourist For producing short videos about beauty Inaran. Collaboration creative This No only effective in marketing, but also becoming means of knowledge transfer technical from expert to public local.

Supporting and Inhibiting Factors

Supporting factors main in development tour Inaran is originality The Lebbo Dayak culture is still very well preserved. The uniqueness tradition oral, healing rituals traditional, until architecture House stage wood become Power pull comparative that is not owned by other destinations in Berau. Cultural capital This is material standard a very valuable innovation that is capable of interesting interest traveler foreigners who are looking for experience authentic in the interior of Kalimantan (Rogers, 2003).

Strong social capital in the form of spirit of mutual cooperation (Sipakainge) of the community local become very effective internal drivers. Inaran Society used to Work in a way communal in finish village problems. Spirit This make it

easier mobilization mass in activities tourism, such as development facility support or holding cultural festivals big without need cost operational power high work.

Support political from Government Regency Berau which determines Inaran as one of the tourist villages Priority give convenience in access bureaucracy and budget. There is bias policy This ensure that Inaran get priority in training and assistance programs means infrastructure from ministry tourist center through coordination service area.

On the other hand, the obstacles the main thing that is still felt is limitations infrastructure basic, especially access unpaved road smooth completely. Condition muddy road moment season Rain become factor inhibitor main for tourists who want to visiting. In addition, the network telecommunications that are not stable (blank spot) in some village points complicate the digital marketing process and coordination real-time for managers field trips (Heeks, 2003).

The gap digital literacy and management tourism among local human resources is also becoming challenges that have not been fully resolved. Although training has done, but change pattern think public from the workers' mentality company become an entrepreneur service tourist need long time. Obstacles psychological This often appear in form poor service standard or unpreparedness in face visitor with background behind different cultures.

Instability funding also becomes factor non- technical obstacles. Dependence on Village Funds which has Lots other priorities make allocation For tourist often nature fluctuating. There is no partnership permanent with party private through scheme for clear results cause development facility tour walk slow and highly dependent on assistance grants that are not uncertain.

CONCLUSIONS AND RECOMMENDATIONS

Governance collaborative in development tour Lebbo Dayak culture in Inaran Village has formed informally but Still need strengthening of formal structures. Collaboration moment This more Lots dominated by social capital public local (bottom-up), temporary support from government district and sector private Still nature administrative and not yet strategic. Success collaboration it depends a lot on alignment vision between preservation culture and development economy creative.

Implementation of the Ansell and Gash (2008) model in Inaran show that leadership strong facilitator from figure local capable convert challenge condition limited start become a productive collaborative process. Achievement results term short (small wins) through cultural festivals has become proof effective empirical in build trust citizens. However, strengthening design institutional through umbrella more laws inclusive still become need urge For ensure sustainability tourism in the future.

Government Regency Berau need form Communication Forum Tourist Collaborative involving cross- OPD (Tourism, PU, Community Empowerment) for speed up development infrastructure in Inaran. The village government is advised For strengthen capacity Tourism Group through training management tourism and digital literacy in general sustainable. In addition, Customary

Institutions must compile code ethics tourism (cultural code of conduct) in written For ensure every traveler respect the norms of the Dayak Lebbo, while at the same time give guarantee law on originality inheritance culture owned.

FURTHER STUDY

Future research may examine collaborative governance in cultural tourism development across different indigenous communities to assess its long-term impact on sustainability and community empowerment.

ACKNOWLEDGMENT

The author would like to express sincere appreciation to local government institutions, community leaders, and all participants in Inaran Village, Sambaliung District, Berau Regency, East Kalimantan, for their valuable support and cooperation in this study.

REFERENCES

- Agranoff, R., & McGuire, M. (2003). *Collaborative Public Management: New Strategies for Local Governments*. Georgetown University Press.
- Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, 18(4), 543-571.
- Bramwell, B., & Lane, B. (2000). *Tourism Collaboration and Partnerships: Politics, Practice and Sustainability*. Channel View Publications.
- Budi Rianto. (2018). *Smart City: Konsep dan Strategi*. Intrans Publishing.
- Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, 22(1), 1-29.
- Gray, B. (1989). *Collaborating: Finding Common Ground for Multiparty Problems*. Jossey-Bass.
- Hall, C. M. (2011). A typology of governance and its implications for tourism policy analysis. *Journal of Sustainable Tourism*, 19(4-5), 437-453.
- Hardiyansyah. (2018). *Kualitas Pelayanan Publik: Konsep, Dimensi, Indikator dan Implementasinya*. Gava Media.
- Heeks, R. (2003). *Most e-government-for-development projects fail: How can risks be reduced?* i-Government Working Paper Series.
- Jamal, T. B., & Getz, D. (1995). Collaboration theory and community tourism planning. *Annals of Tourism Research*, 22(1), 186-204.

- Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative Data Analysis: A Methods Sourcebook*. SAGE Publications.
- Mowforth, M., & Munt, I. (2015). *Tourism and Sustainability: Development, Globalisation and New Tourism in the Third World*. Routledge.
- Mukarom, Z., & Laksana, M. W. (2015). *Manajemen Pelayanan Publik*. Pustaka Setia.
- Ostrom, E. (1990). *Governing the Commons: The Evolution of Institutions for Collective Action*. Cambridge University Press.
- Rogers, E. M. (2003). *Diffusion of Innovations* (5th ed.). Free Press.
- Sari, N. P., & Adnan, M. (2021). Data security and public trust in e-government services. *Cyber Security Journal*, 4(1), 12-25.
- Sugiyono. (2014). *Educational Research Methods: Quantitative, Qualitative, and R&D Approaches*. Alfabeta.
- Wood, D. J., & Gray, B. (1991). Toward a comprehensive theory of collaboration. *The Journal of Applied Behavioral Science*, 27(2), 139-162.