

Collaborative Governance In Planning Tourism Arrangement Towards World Tourism In BAPPEDA Pangandaran District

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Abstract

This research aims to determine Collaborative Governance in Planning Tourism Management towards World Tourism in Bappeda Pangandaran Regency. This research uses descriptive research methods with a qualitative approach. Where the type of data consists of primary data obtained through interviews, direct observation and documentation in the field, while secondary data is obtained from data that researchers have collected through documents related to the research. The analysis techniques in this research are data reduction (Data Reduction), data presentation (Data Display), and drawing conclusions (Conclusion Drawing). The research results show that the Collaborative Governance process in Tourism Management Planning towards World Tourism in the Pangandaran Regency Bappeda has been running since Pangandaran began to separate itself from Ciamis. Based on the research results, it can be concluded that the Collaborative Governance process in planning Tourism Arrangement in Pangandaran Regency has been organized and also invites the community to contribute to the development of tourism in Pangandaran Regency.

Keywords : Collaborative Governance, Tourism Management

Article Info

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Received: 20-06-2022

Revised: 20-07-2022

Accepted: 20-08-2022

Published: 20-09-2022



1. Introduction

Based on West Java Province Regional Regulation Number 22 of 2010 concerning West Java Province Regional Spatial Planning for 2009-2029 (West Java Province Regional Gazette of 2010 Number 22, Supplement to West Java Province Regional Gazette Number 86); One form of the concept of government administration or governance is called collaborative governance. Collaborative Governance can be interpreted as a form of governance. This concept defines the importance of a condition where public actors and private actors (business) work together through certain methods and processes which will eventually develop produce appropriate legal, regulatory and policy products for the public or society. This concept shows that in administering government, public actors, namely the government, and private actors, namely business organizations or companies, are not something that can be separated and work separately but must work together for the benefit of society. Collaboration is understood as cooperation between actors, organizations or institutions in order to achieve goals that cannot be achieved or carried out independently. In Indonesian, the terms cooperation and collaboration are usually used interchangeably and there has been no attempt to show the differences and depth of meaning of these terms.

Ansell and Gash (in Zaenuri 2016) The development of governance in government, collaborative governance is becoming an interesting new phenomenon and (trend). Collaborative Governance is one way to respond to the desires of stakeholders to be involved in the implementation of development and respond to limited government funding which cannot keep up with developments in community demands for better government performance, the aim of which is to obtain resources for

implementing development in accordance with the expectations of these stakeholders. These resources are located and owned by the stakeholders. This is in accordance with the basic principles in structuring which aims to increase the cultural use of natural resources and artificial resources and to improve the quality of human resources, realize the protection of spatial functions and prevent and overcome the balance of welfare and security interests.

The Regional Development Research Development Planning Agency, abbreviated as Bappeda, is a supporting element of government affairs in the Planning and Research and Development Sector which is a regional authority which also acts as a work unit for the Governor as the representative of the central government in the Planning Sector.

Tika Mutirawati, Sudarmo (2015) Collaborative is a response to changes or shifts in the policy environment. These shifts can occur in the form of an increasing number of policy actors, issues becoming more widespread or difficult to detect, limited government capacity while institutions outside the government increase and public thinking becomes increasingly critical. When this shift occurs, the government must immediately follow, resolve and/or overcome what which is currently an issue in it. However, the government still has to adapt and make itself relevant to its surrounding environment.

Alamsyah (2022) Developing tourism potential, especially beach tourism, is a need that cannot be ignored, following the designation of Pangandaran district as a Special Economic Friend (KEK) and world-class tourist destination. One effort that can be made to realize these hopes is to strengthen the potential of tourist villages that emphasize local community participation

The regional government and the community are carrying out a process of planning the city of Pangandaran which is related to each other which can influence the implementation of tourism development development on the potential west and east coasts of Pangandaran. And useful for tourists visiting Pangandaran beach.

Ariesmansyah (2022) Collaborative describes a cooperative relationship carried out by certain parties, based on the American Heritage Dictionary (2000), Collaborative is able to work together, especially in merging efforts. Gray (1989) describes collaboration as a thinking process of several parties involved. looking at different aspects of a problem and finding solutions to these differences and the limitations of their view of what can be done.

Community organizations and village officials have a reciprocal relationship that will be mutually beneficial in the process of developing beach planning for tourism potential on the Pangandaran coast towards world tourism. This is in accordance with the basic principles in structuring which aims to increase the cultural use of Natural Resources and Artificial Resources and to improve the quality of Human Resources.

Many challenges arise when researchers conducted research at the Pangandaran Regency Bappeda Service, including, firstly, the initial conditions of Pangandaran Regency, especially in the beach sector, which was not neatly arranged, for example, many street vendors (PKL) were located right on the edge of Pangandaran beach, thus disrupting the view and the presence of people or tourists throwing away rubbish. haphazard. This causes Pangandaran beaches to be dirty, and hotels still throw a lot of their waste onto the beach. In 2018 the West Java Provincial government and the Pangandaran Regency government succeeded in making the west and east coasts of Pangandaran free from street vendors. So that in planning the city of Pangandaran, which will become a tourism sector in West Java, it will certainly attract tourists with the arrangement of Pangandaran beaches. Construction of widened sidewalks or pedestrian paths and construction of parks and iconic ornaments. Spatial planning is basically an approach in developing a region that aims to support several principles, namely improving community welfare and the environment. Spatial planning not only provides direction for investment locations, but also guarantees the maintenance of quality space and the acquisition of tourism objects as national assets. Second, in managing and developing Pangandaran beach tourism, the government collaborates with the community. The basis of the collaboration between the two parties recognizes that the management of Pangandaran beach tourism is collaborative because of the involvement of stakeholders in maintaining and developing this tourist attraction. However, this collaboration did not go as expected. Because the community is not very

active and there is still a lack of information and government efforts to provide understanding to the community. So collaboration does not run effectively

For example, there is a lack of competent human resources in terms of tourism management. Apart from that, funds issued by local regional policies and the central government are still minimal. Third, in terms of local government leadership as managers, it has not been optimal and shows limitations in its capacity to manage tourism. For example, limited government resources are a fundamental problem for developing the Pangandaran beach tourism sector. Because to develop the Pangandaran coast, adequate resources are needed as a leader. And fourth, the collaborative process carried out by the government with the community or private sector is not running effectively. Due to the failure of the interaction process between various factors in government and target groups or individual members of society. Apart from that, there is also a lack of trust in the government so that collaborating sectors are still hampered.

The focus of this research was carried out at Bappeda Pangandaran district, as respondents or informants in this research were the Regional Development Research Development Planning Agency (BAPPEDA) office. This research will focus on "Collaborative Governance in Tourism Management Planning towards world tourism in the Pangandaran Regency Bappeda" whose main object is beach tourism in Pangandaran.

Based on the research focus above, this research problem is formulated as follows:

- (1) How is Collaborative Governance in Planning Tourism Management towards World Tourism in Bappeda Pangandaran Regency?
- (2) What factors are the obstacles found by Bappeda Pangandaran Regency in carrying out Collaborative Governance in Tourism Management Planning towards World Tourism?

Based on this research, it was carried out to obtain information and data related to the problems discussed. The research objectives are as follows:

1. Want to know collaborative governance in Tourism Management Planning towards world tourism in Bappeda Pangandaran Regency
2. Want to know what factors are the obstacles found by Bappeda Pangandaran Regency in Planning Tourism Arrangements towards world tourism.

2. Literature Review

Administration in the narrow sense, according to Hadari Nawawi (1990), administration is an activity or series of activities as a process of controlling efforts to achieve predetermined goals. The administrative process has a number of elements that are interrelated with each other, that is, if one or the other is missing, the administrative operations process will be lame.

The main elements of administration are continuously controlling and utilizing the above administrative elements effectively and efficiently. That administration has stratification, starting from the broadest picture to the narrowest picture, if you look at the focus of the study of scientific thinking and in terms of the locus as an activity or activities whose results will fulfill human life.

Collaboration is a form of social interaction. According to Abdulsyani, collaboration is a form of social process, in which there are certain activities aimed at achieving common goals by helping each other and understanding each other's activities. As quoted by Abdulsyani, Roucek and Warren, said that collaboration means working together to achieve a common goal. It is the most basic social process. Usually, collaboration involves dividing tasks, where each person does each job that is their responsibility to achieve a common goal. Meanwhile, in administrative terms, the meaning of collaboration as explained by Hadari Nawawi is an effort to achieve a common goal that has been set through the division of tasks/work, not as a compartmentalization of work but as a unit of work, all of which is directed towards achieving the goal.

One form of the concept of government administration or governance is called the concept of collaborative governance or collaborative government administration. In the opinion of Ansell and Gash "Collaborative governance is therefore a type of governance in which public and private actors work collectively in distinctive ways, using particular processes, to establish laws and rules for the provision of public goods" (Ansell and Gash, 2007: 545). Collaborative Governance can be said to be one type of governance. This concept states the importance of a condition where public actors and

private actors (business) work together in certain ways and processes which will produce legal products, rules and policies that are appropriate for the public or society.

This concept shows that in administering government. Public actors, namely the government, and private actors, namely business organizations or companies, are not separate entities and work separately but work together for the benefit of society.

According to Ansell and Gash (in Fawwaz, 2017). The Collaborative governance model has 4 (four) broad variables, namely:

1. Initial conditions

The initial conditions in a collaboration are influenced by several phenomena, namely the stakeholders have common interests and a vision to be achieved, the history of cooperation in the past, mutual respect for the existing cooperation, trust, confidence in each stakeholder, imbalance of power, resources, and knowledge.

2. Institutional Design

Leaders call on stakeholders to engage in good faith negotiations and explore, compromise and mutual gain. Collaborative governance is consensus oriented although it shows that consensus is not always achieved. The issue here is whether all collaboration necessarily requires consensus. The problem with institutional design is that the use of weakened lead times is that the ongoing nature of collaboration inadvertently reduces incentives for long-term cooperation. Institutional design relates to procedures and basic regulations in collaboration for legal collaboration process procedures, process transparency, process inclusivity, participant inclusivity and forum exclusivity

3. Leadership

Leadership is essential to embrace, empower and engage stakeholders and mobilize for successful collaboration. High conflict and low trust have incentives to participate so collaborative governance can continue intermediary services between stakeholders who receive services. The availability of leaders tends to depend on local conditions. The implications of the possibility of effective collaboration may be hampered by a lack of leadership. Facilitative leadership is related to deliberation between stakeholders, establishing clear basic rules, building trust, facilitating dialogue between stakeholders and sharing of mutual benefits.

4. Collaborative Process

This collaborative process is an important variable, where the collaborative process begins with face-to-face dialogue which is related to good trust. After carrying out good face-to-face dialogue, trust will be built which will later influence commitment in the collaboration process, after the commitment of the stakeholders. There will be a high level of mutual understanding in the formulation of problems, identification of values and a clear mission. Once the stakeholders have similarities and understanding, they will determine a strategic plan to carry out the collaboration.

3. Method

This research uses a descriptive method with a qualitative approach. Qualitative research is a research process that produces descriptions of people or behavior in the form of words, both spoken and written. One of the characteristics of qualitative research is that it is descriptive where data is summarized through information and not numbers. Data obtained from interviews, observations and documentation directly related to collaborative governance strategies in Bappeda Pangandaran Regency. Stakeholders or parties involved in the collaborative governance strategy in managing tourism through the Pangandaran Regency Bappeda Agency. Sources of data and information can be done through in-depth interviews, observation and documentation

According to Sugiyono (2015: 2) states "Qualitative research examines participants' perspectives on strategies that are interactive and flexible. Qualitative research is intended to understand social phenomena from the participant's perspective. "Thus, the meaning or understanding of qualitative research is research that is used to examine the conditions of natural objects where the researcher is the key instrument."

Data collection techniques are the most important step in research, because the aim of the research is to obtain data in the field accurately according to the facts in the field, in order to solve the problems in this research. The data techniques used are: Literature Study and Field Study using interview, documentation and observation instruments. In qualitative research data, researchers use the data analysis model proposed by Miles and Huberman. Researchers use the Miles and Huberman model.

Data reduction, in the research process the researcher certainly gets a lot of data, the data is certainly varied. Therefore, researchers need to carry out an analysis by dividing the main things, and focusing on important things, especially those related to the title of the research. Presentation of data, after the researcher carried out data reduction, the researcher then presented the data in very clear text from the results of interviews with several sources.

4. Results and Discussion

Based on research regarding the Collaborative Governance process in planning tourism management towards world tourism in Bappeda Pangandaran Regency, in order to find out the collaborative process that has been carried out, the research uses indicators expressed by Ansell and Gash (in Fawwaz, 2017) with four indicators as follows. :

1. Initial Conditions

The initial phenomenon that occurs in relations between stakeholders, each actor has a different background which can produce a form of asymmetrical relationship in the relationship that is carried out in the interests of a shared vision. Stakeholder involvement in every policy process shows a good cooperative relationship between the government, NGOs (Non-Governmental Organizations) and the community. This step is considered effective, marked by many coordinating activities between institutions so that they are able to identify collaborations that will occur which then become the initial stage and provide planning appropriate continued development with the determination of the interests of a shared vision.

The importance of a shared vision in advancing Pangandaran Regency. Before collaborative governance occurred between Bappeda and other bodies, Pangandaran Regency, especially in the coastal tourism sector, had not been neatly organized. For example, many street vendors (PKL) are located right on the edge of Pangandaran beach, thus disturbing the view and the presence of people or tourists who throw rubbish carelessly. This causes Pangandaran beaches to be dirty, and hotels still throw a lot of their waste onto the beach. The Regional Government collaborated with related agencies to make Pangandaran beaches more organized, then the West Java Provincial government and Pangandaran Regency government succeeded in making the west and east coasts of Pangandaran free from street vendors. So in planning the city of Pangandaran, which will become a tourism sector in West Java, it will certainly attract tourists with the arrangement of Pangandaran beaches.

2. Institutional Design

Institutional interests that tend to participate less in collaboration include society, academics and the media. Their participation occurs if the private sector or government invites the role of these stakeholders. It is felt that society does not participate enough in collaboration due to limited resources and lack of awareness in collaborating. People still tend to be passive in collaborating to develop tourism in their area. To be able to participate actively, the community is still waiting for the role of the government or private sector as their guide. Meanwhile, the media and academics are felt to be less likely to participate because they do not have the resources and strong rights to participate in collaboration; Apart from that, the incentives they get are not as much as those received by other collaboration stakeholders.

The basic regulations in collaboration are made in the law in the Regional Regulations of Pangandaran Regency regarding development planning programs to improve the tourism sector towards world-class tourism. The main foundation of any organization is satisfaction of each individual. Everyone who will collaborate wants a strong position and equality. They want high personal satisfaction and/or a work environment that supports and encourages self-satisfaction. And also

everyone wants trust and openness at work. In principle, they also want to be trusted. But trust doesn't come easily. In reality, many of them do not trust each other.

3. Leadership

Facilitative leadership relationships are an important stage for involving stakeholders in a unity, bringing them closer to each other, and uniting them in one spirit. Apart from that, leadership is also important for maintaining the rules of the game in cooperation, building cooperation between one another, facilitating dialogue, and exploring mutual benefits. In collaborative research in planning tourism management in Pangandaran Regency, the role of leaders or facilitative leadership is still very lacking. Facilitative leadership is found in the role of government which can act as a communication mediator between one stakeholder and another. However, the government itself still lacks coordination, both between the central government, provincial governments and district governments. The government still uses the old method of carrying out its obligations, namely carrying out its respective duties in accordance with its duties and functions, regardless of whether other stakeholders can do what they do and whether the results of their duties can be effective.

The stipulation of the rules was carried out and a cooperation agreement was signed by the stakeholders showing an understanding that could be mutually agreed upon to carry out synergy in developing the destination to manage the beach tourism destination. Each party tries to carry out the program in accordance with its main tasks and functions that have been created. The government has built facilities and infrastructure according to its capacity and promotions that have resulted in Pangandaran beach tourism being able to take part in several events promotion. Road access that has been built, training and assistance for human resources at the management of the Pangandaran beach tourist destination which provides maximum service to visitors provides satisfaction and trust for tourists.

4. Collaborative Process

The face-to-face dialogue process between the government and stakeholders in collaborative planning for the tourism arrangement of Pangandaran Regency is still in the coordination planning stage because those who prepare the tourism arrangement plan are the private sector as the management body and the government as the policy maker, while the implementation is collaborative because it involves the community, media and academics. The trust built between stakeholders is based on their respective roles and duties. Collaboration stakeholders give each other trust because they believe that in certain areas these stakeholders can carry out their roles well.

Shared understanding in problem formulation is the initial process of forming mutual trust which cannot be separated from the same vision and mission in this case for the sustainability of tourism in the area. Apart from that, trust is also formed from ongoing informal communication between all stakeholders so that it is hoped that it will have an impact on openness in the Development of Special Economic Zones for each stakeholder in providing their perspective so that the goals set out at the beginning can be achieved.

Pangandaran is the newest district in West Java. With the intention and belief in change, Pangandaran is able to compete with other districts in West Java. This reflects that government collaboration is the right solution to make Pangandaran a world-class tourist destination. The Pangandaran Regency Bappeda Service has built an appropriate institution, so that a plan or goal to be achieved can proceed according to the desired direction. Bappeda Pangandaran Regency has also created a Regional Long Term Development Plan RPMJD for every 20 years. And the principle of cooperation between Bappeda Pangandaran and the Pangandaran Regional Government is usually that there is an MOU agreement between the two parties. The relationship between the tourism sector and stakeholders will essentially be mutually beneficial. By having a leader who is wise in planning a policy, it will be easier for the Pangandaran Regency Bappeda to carry out the Regent's directions in the planning process for structuring tourism towards world tourism. So that Pangandaran Regency continues to progress and is able to compete with other districts and can even compete with foreign countries.

The Collaborative Governance process in planning tourism arrangements towards world tourism at Bappeda Pangandaran, this process is an important variable, where the collaborative process begins with face-to-face dialogue between Bappeda and other relevant stakeholders. Several meetings have been held regarding collaborative governance and finding solutions to existing problems. faced, carry out evaluations and obstacles/obstacles in the collaboration process.

In the course of collaborative governance there are certainly factors that can hinder collaboration. Inhibiting factors may arise from the actors involved, or a set of rules that have been agreed upon, and also due to political elements that influence the implementation of programs in collaborative governance. One of the functions of regional technical institutions is an element of regional government development planning. There are still several obstacles/obstacles encountered in organizing tourism at the Pangandaran Regency Bappeda Service. In planning Pangandaran tourism arrangements, there will definitely be obstacles or constraints that occur, therefore the Pangandaran Regency Regional Government must be able to handle these obstacles.

The most crucial problems in the Pangandaran tourism destination are as follows:

1. Such as community unpreparedness, lack of understanding about tourism and various other obstacles. In other words, resource capacity is still very lacking in management Pangandaran Regency Tourism at that time.
2. Collaborative leadership is less able to carry out their role well, because they don't know the skills they have to master, or they don't even know that the leadership needed in collaboration is different from leadership in organizations in general.
3. Lack of socialization of interaction between the regional government and the community so that the community believes that the development of the Pangandaran district tourism area is still not visible because the community is not fully involved.
4. the communication developed is not optimal, there are still collaborative members who are not yet fully able to express their aspirations, ideas and so on openly. Every goal that the collaborative institution wants to achieve is previously planned jointly through face-to-face meetings. However, it did not show optimal results because only delegates were present as representatives and many were not present in the collaboration process. And in general, stakeholders are committed to realizing the success of building a developed Pangandaran. However, not everyone has the same desires, so optimization and stakeholder synergy must continue to be built.

4. Conclusion

Based on the research results and the description of the discussion regarding the quality of public services in the collaborative governance process in Tourism Arrangement Planning towards World Tourism in the Pangandaran Regency Bappeda, the following conclusions were obtained:

1. Collaborative Governance in Tourism Arrangement Planning towards World Tourism in Bappeda Pangandaran Regency, based on the results of research conducted, that since the existence of a new definitive Regent who has RPMJD has become one of the beginnings of changes in tourism conditions in Pangandaran. There is still a lack of qualified human resources to assist the tourism development process in Pangandaran. Institutionally, at Bappeda there are 4 divisions, and 5 with a secretariat. Each sector has working partners with the Department of Tourism & Culture, Disparbud, DPMPTSP, Disdagopin, Agriculture Service and Maritime Service. 20 yearly Regional Long Term Development Plan is created. Forming collaboration is not for the short term but how to achieve the RPMJD goals in Pangandaran Regency. Then the emergence of policy regulations from the Regent himself became a solution in speeding up the Collaborative Governance process, which is stated in Pangandaran Regency Regional Regulation Number 15 of 2016. The collaboration process is through face-to-face dialogue with stakeholders regarding the collaborative governance process and the problems faced will be evaluated again.
2. Obstacles faced by the Pangandaran Regency Bappeda Service, such as community unpreparedness, lack of understanding about tourism, collaborative leadership, lack of ability to carry out its role well, lack of socialization of interactions between local government and the community, and communication that is not yet optimal, there are still collaborative members who have not fully able to express aspirations, ideas and so on openly. And in general, stakeholders are committed to realizing the success of building a developed Pangandaran. However, not everyone has the same desires, so optimization and stakeholder synergy must continue to be built.

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