

Developing IAD-based Interactive Tourism Resource Governance to Support Indigenous Peoples-friendly Tourism Development

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Abstract – The study is motivated by the conflict of tourism resource utilization due to neglect of indigenous peoples' rights and local knowledge, which has failed to improve welfare and justice for local indigenous communities and weakened the sustainability of tourism development. The study introduces Institutional analysis development (IAD) as a new tourism governance framework. The new framework focuses on analyzing the multifactor policymaking process, the functioning of institutions, and the integration of contextual factors in each policy process—institutional Policy results linkages between knowledge, expertise, and policymaking through new coalitions with indigenous communities. The study formulates the problem of crucial/contextual factors in formulating tourism development policies. The research aims to find determinants in developing models and strategies for indigenous community-friendly tourism resource management using prospective analysis methods. The results showed five determining factors in formulating a model strategy to develop indigenous-friendly tourism: local resource-based economic products, protection and development of culture and cultural heritage (sites), watershed improvement, revitalization of customary institutions, and policies.

Keywords – Governance, tourism resources, institutional analysis development, indigenous peoples, tourism development

I. INTRODUCTION

Integrative tourism shared resource management allows the participation of various stakeholders, including indigenous peoples, in utilizing tourism resources more fairly, can build resilience and adaptability, and manage risks in the future [Ram, 2022]. The issue of tourism co-management of resources is related to the neglect of the rights of indigenous peoples, where since decades before, indigenous peoples have grown, nurtured, and managed tourism resources. Developing the tourism economy and environment, yet it is ignored in the policy process, including its implementation [Dewa et al., 2022; Butler, 2021]. The knowledge used and the government's perspective in the policy process is far from the sustainability platform [Tresiana and Duadji, 2018; Duadji and Tresiana, 2018; Falk, 2019]. Some of the attributes developed by the government are related to the existence of local communities that cannot bring added value. On the one hand, the government's biased attitudes towards indigenous peoples are always displayed as a hallmark of the diversity of the Republic of Indonesia. However, on the other hand,

they are always considered backward and subordinated in development [Muliono, 2022]. As a result, resource utilization conflicts arise, failing to improve welfare and justice for local indigenous communities and weakening the sustainability of tourism development. Studies on conflicts conducted by several researchers [Abisono et al., 2019; Anna, 2016] say tourism often confronts indigenous communities; in a state of increasing population and power, tourism becomes defeated and marginalized. Indigenous communities have long developed economies and environments by controlling tourism resources, with right and wrong increasingly blurred. This is increasingly developing into a struggle with increasing actors, perspectives, and variety both at the internal community scale and with the government and the private sector. Therefore, this requires handling, one of which is improving the holistic, integrative policy process with institutional development analysis (IAD).

Institutional analysis development (IAD) [Ortiz-Riomalo et al., 2023; Ostrom, 2005] is a new framework of tourism resource governance with a multifactor approach, analysis model, and institutional development. The various complex factors using the previous framework could have been better because the analysis used a monodisciplinary approach. This model was chosen because it is highly adaptable to different contexts, integrating contextual factors. The framework builds institutional links between local knowledge, expertise, and policymaking through new coalitions with indigenous communities [Gyan, 2022]. Efforts to seat politically weak indigenous communities in policymaking are crucial in addressing tourism resource conflicts and fostering indigenous social capital and trust [Muhammad, 2021]. The study of Tresiana et al. [Duadji and Tresiana, 2018; Tresiana and Duadji, 2022] illustrates that flexible, adaptive customary institutional arrangements can be a connecting institution for change and innovation in the policy process. While recent studies related to policy formulators/actors [Ana and Inmaculada, 2022], local knowledge [Tresiana and Duadji, 2022], and policy advocacy [Beny et al., 2021], non-specific institutional encouragement, multi-actor and multifactor relationships and interactions in policy formulation can create economic efficiency, fiscal equity, equitable redistribution, accountability, conformity with general morality and adaptability [Jonathan et al., 2020]. Changes in resource management through the operation of institutional functions are a new platform for supporting the success of tourism development.

This study seeks to analyze how indigenous peoples as development subjects are involved in every policy process through the operation of institutional functions and the integration of contextual factors in every policy process, including obtaining maximum benefits. The study formulates the following problems: What key/contextual factors support the successful development of interactive tourism resource governance within the IAD framework? The study's specific objectives are to develop an IAD-based interactive tourism resource governance model to support the development of indigenous-friendly tourism. The research was conducted in a mono-year Tulang Bawang Barat District.

II. LITERATURE REVIEW

Institutional analysis development (IAD) is a problem-solving framework to address conflicts over tourism resource management due to institutional failures in policy formulation. IAD performance is measured by how indigenous local communities as subjects benefit and how institutional functions work [Ostrom, 2005; Gyan, 2022]. Previous shared resource governance policy models have been criticized, resulting in conflicts and policy failures. As a new approach, IAD [Polski and Ostrom, 2023] corrects the previous model by organizing compatible policy analysis activities in science and social sciences. IAD does not replace methods but provides a means of synthesizing factors from actors who are directly involved in the policy situation and have a long-term stake in the policy outcome. Prioritizing the approach to indigenous local power with a social mapping strategy gives the community a perspective on how they see current and future resource use while considering their needs.

In Polski and Ostrom's [2023] study, IAD was successfully used empirically in the study of police services, expanding to the study of analyzing shared resources. In the context of shared resources, IAD has been applied to individual case studies conducted by historians, sociologists, agriculturalists, political scientists, anthropologists, and environmental scientists. It examines designs that characterize strong, self-sustaining institutions to achieve long-term sustainable resource use. Furthermore, IAD has been successfully used in the irrigation and forestry sectors, focusing design knowledge and information on how institutions affect forest users' incentives and result in substantial deforestation rates in some locations. Empirical studies [Edward, 2016] analyzing IAD policies in developed countries show the functionality of IAD in the following sectors: 1) economic development issues, including infrastructure, privatization, fiscal policy, credit allocation, health and human services, and resource-management; 2) management of shared resources including forests, fisheries, irrigation, and water resources; 3) Local, state, and national public services and governance; 4) Constitutional design and international relations.

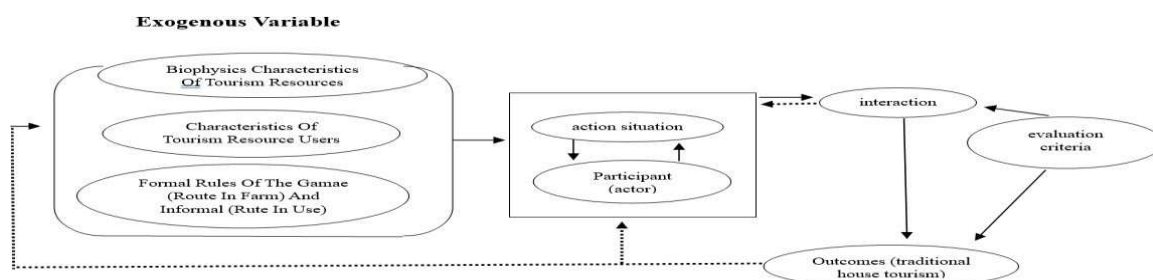


Fig.1. IAD Framework

As an analytical framework, IAD is interactive and dynamic, a multi-actor approach and institutional development analysis model. The interacting and dynamic factors start from 1) exogenous factors as a combination of three factors: characteristics of natural resources and users, governance including *rules in use* that determine the use of natural resources on the ground. For each factor, it is assessed how it can form incentives for collective action towards set goals; 2) exogenous factors influence the arena of action where actors act, namely the stage/conceptual space chosen to cooperate/not, which includes action situations, and participants interacting in action situations forming interaction patterns; 3) interaction patterns are formed, determining the resulting performance (outcome) in the form of indigenous local communities as subjects and benefit, institutional functions can work. This approach allows for the inclusion of contextual factors according to conditions on the ground, which are dynamic, so that performance will, in turn, feed back into and influence the context and arena of action in the next round.

III. RESEARCH METHODS

The study location is in West Tulang Bawang Regency, specifically Tulang Bawang Udik and Tulang Bawang Tengah Sub-districts. We specifically examined two villages, namely Panaragan Village and Gunung Katun Village. The two villages are the center of cultural development and are regional cultural tourism areas based on regional decrees. Clan/customary authority and customary law institutions are active and robust. Some indigenous-historical tourism potential, natural potential, agricultural and fisheries potential. Respondents in this study totaled 27 people who served as crucial informants using purposive sampling and snowball sampling methods consisting of elements of indigenous communities (5 people), local communities (5 people), national government (1 person), regional government (2 people), local government (5 people), village government (2 people), entrepreneurs (1 person), tourism business groups (2 people), experts (2 people), researchers (1 person), and NGOs (1 person).

This research analysis uses prospective analysis (Bourgoise & Jesus, 2004). Prospective analysis is used to obtain determining factors (key factors) in formulating policy design strategies. From the prospective analysis, information on determining factors can be obtained according to the needs of stakeholders. The prospective analysis uses software like Microsoft Excel, modified and engineered with prospective analysis calculations. The stages of prospective analysis are: 1) Determining research objectives; 2) Identifying factors from stakeholder needs; 3) Assessment based on table 1; 4) Interpretation of the situation that occurs in the determining factors. (Bourgeois and Jesus, 2004).

Table 1. Prospective Analysis Assessment Standard

Score	Assessment Description
0	No effect
1	Little effect
2	Moderately influential
3	Powerful influence

The selected informants scored the influence between factors using prospective analysis guidelines. The scoring stages are as follows: 1) Identify factors that have the potential to become determining factors expressed in letters A, B, C, D, and so on. 2) If

the factor does not influence other factors, it is given a score of A, B, C, D, etc. If there is a small effect, the value is 1, a moderate effect is 2, or a powerful effect is 3. (Godet, 1999).

Table 2. Matrix Of Direct Influence Between Factors

	A	B	C	D
A				
B				
C				
D				

Source: Godet (1999)

The results of the analysis of factors following the needs of stakeholders have a meaning following the existence in the quadrant where the factor is located, namely:

1. Quadrant I (input): This quadrant shows the existence of factors with a strong influence and a low dependence level. This factor is a determining factor that has a powerful influence on the system.
2. Quadrant II (stakes) shows the presence of factors with a powerful influence and dependence. Factors in this quadrant are vital variables.
3. Quadrant III (output): This quadrant shows the presence of factors with little influence but a very high level of dependence.
4. Quadrant IV (unused) shows the presence of factors with low influence and dependence (Bourgeois & Jesus, 2004).

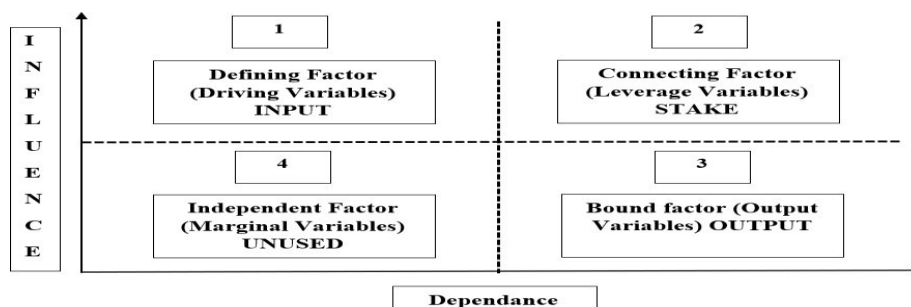


Fig.2. Diagram of influences and dependencies between factors in the system

IV. RESULT AND DISCUSSION

A. Results

A.1. Identification and analysis of tourism governance factors within the IAD framework: Indigenous-Historical Tourism Potential

The research team identified and analyzed using various techniques, including surveys, documentation, observation, and interviews. We mapped the conflict profile and the use of tourism resources from 3 aspects: 1) identification of exogenous factors; 2) identification of action area factors used and impacts that occur in the form of performance and cooperation. Exogeneous performance can be seen from the characteristics of natural/physical resources and the use of shared natural resources from tourism. In addition, socio-economic characteristics such as ethnicity, education, and assets owned, including the clarity of group boundaries.

The team identified several ancient settlement sites in 3 areas: 1) the Way Kiri area, 2) the Menggala area, and 3) the Way Tulangbawang area. First: *Sites in the Way Kiri area* include Bumiagung Tua, Karta Talang, Fort Sabut, Gedongratu Tua, Kramat Gemol, Fort Prajurit Putinggelang, Jung Belabuh, Bakung Nyelai, and Pagardewa. Second: *Sites in the Menggala area* other than the Menggala old town structure are the Kampung Tua and Bakung sites. Third: *Sites in the Way Tulangbawang area* are the Gunung Tapa, Gedong Meneng, Dente, and Teladas sites. In addition to these sites, the Batu Putih site on the banks of Way Kanan in Gunung Terang village and the Fort Minak Temenggung site in the upper reaches of Way Tulangbawang in Penumangan village have also been recorded. Tulangbawang people, not migrants, until now they still have emotional ties to existing sites through oral traditions. Certain groups of people have kinship ties with the supporting figures of the site.

The team identified three sites that can be developed and become potential tourism resources. Both sites must be managed and addressed; the government must make it a flagship tourism program. The two sites are as in Table 3 below.

Table 3. Historical Sites And Their Values

No	Historical Sites	Historical Value	Conditions
1	Kramat Gemol site 3rd century AD, 7th - 17th century AD	Connected to the figure of Minak Indah, the ancestor of the Tulang Bawang people. Form: The grave of the warrior soldier Posting Gelang, associated with the glory of the Srivijaya Kingdom in Sumatra, the Majapahit Kingdom, and the Banten Kingdom in Java.	Not maintained, not yet a traditional-historical tourism product
2	Putinggelang Warrior Ravine/Fort Site 3rd century AD, 7th - 17th century AD	Connected with character Warrior Putinggelang, the ancestor of the Tulang Bawang people. Form: Putinggelang Warrior Fort in the form of a moat and bronze bracelet	Not maintained, not yet a traditional-historical tourism product
3	Sabut Fort site 3rd century AD, 7th - 17th century AD	Connected to the figures of Minak Kemala Kota and Minak Ratu Guruh Malay, the ancestors of the Tulang Bawang people. These include tombs, forts, and artifacts in the form of ceramic fragments, pottery fragments, obsidian flakes, iron crusts, nails, bronze vessel fragments, and beads. Some pottery fragments are decorated.	Not maintained, not yet a traditional-historical tourism product



Fig. 3. Kramat Gemol site



Fig 4. Bronze bracelet

We also found some supporting natural resources around the sites. These natural resources are customary assets that have been handed over to the state based on local government regulations. Some pictures of these natural/physical resources are as

follows:

Table 4. Natural Resources And Historical Value

No .	Potential Natural Resources	Historical Values	Conditions
1	River/Trunk Arei	The historical heritage of the river serves as a natural guide to determine the dry and rainy seasons. This condition has become a hereditary reference in managing agricultural land and fisheries. The river has never dried up despite the dry season	Poor watershed and water quality
2	Idle Land/Nyapah	Customary assets in the form of agricultural land along the banks of the river, formerly agricultural land, food barns, the tradition of agriculture is carried out nugal (nogal), which is carried out collectively. royong (sakai sambay).	Land sleeps, no utilized for agriculture
3	Rawang	Assets customary in the form of place catch fish by using nets, nets, seriding, and tajur / rawi in a traditional way.traditional	No utilized by indigenous communities
4	Onions	Indigenous assets function as rainwater reservoirs, can overcome flooding, develop village fisheries, ikew swamp plant land/place for local craft business	No utilized by indigenous communities
5	Lebak-Lebung	a place to snare fish when the river water starts to recede	No utilized by indigenous communities
6	Tikew and Nyubuk Lampung	Local plants as materials for making woven down mats hereditary (tikew), mandatory in begawi custom, Tikew Plant (Swamp plant) culture and tradition of Lampung	Swamp not neglected, causing swamp plants not thrive
7	Indigenous forest	Conversion of customary forests into company-owned plantationsand customary land grabbing.	Conflicts between indigenous peoples and Company



Fig. 5. River/Trunk Arei



Fig.6. Nyapah/sleeping farmland



Fig.7. Wickerwork from local material tikew

Both tables illustrate that the character of natural resources tourism has historical tourism potential that can be developed into

indigenous-historical tourism products. Unfortunately, the governance of natural resources in the two villages does not meet the requirements of joint resource management with weak management conditions, government domination, indigenous-local communities selling village assets in the form of forests to private parties, private parties carrying out forest conversion; companies seize customary land, indigenous communities determine their policies and methods of land allocation.

A.2. Key Factors of Tourism Resource Governance

Tourism resource governance issues experience conflict; Table 4 illustrates the difference between government and anti-government.

Table 6. Different Narratives That Cause Conflict In Understanding Tourism Resource Governance

Factor	Government	Anti-government
Policy framework/narrative Historical Tourism Potential	Customary assets and traces of historical heritage do not exist; customary communities only take care of marriage	Customary assets and historical heritage traces have received preliminary research from the Strategic Institute and can be developed for historical tourism potential, revitalization indigenous community
Solution	Developing cultural tourism potential New	Research and develop the potential of indigenous-historical tourism
Main Actors	Local Government	Indigenous-local communities
Actor/coalition supporter	Politicians, village government, Entrepreneurs	Local communities, academics, researchers, historical assets development agency
Interests/Politics	Tourism industry, business people/entrepreneurs, bureaucrats	Indigenous communities do not benefit
<i>Policy space</i>	Easy because it supports the government's political power, businessmen	Problematic due to lack of political support from the government

Using prospective analysis, the research team involved stakeholders to determine the need assessment in managing tourism resources to develop indigenous-friendly tourism. The results of interviews, surveys, and FGDs with experts on indigenous-friendly tourism development strategies show there are 14 stakeholder needs, namely: 1) Utilization of agricultural idle land; 2) Capture fisheries; 3) Cultivation of local plants; 4) Policy on the recognition of indigenous territories; 5) Pilot projects of tourist villages, traditional villages; 6) Economic products made from local resources; 7) Food barns; 8) Protection and development of culture and cultural heritage (sites); 9) Revitalization of customary institutions; 10) Watershed improvement; 11) Taking customary land controlled by companies; 12) Convergent institutions; 13) Local champions; 14) Conflict mitigation.

The leverage factors are then analyzed to determine the determinants that influence the development of indigenous-friendly tourism through interactive tourism resource governance. The results of the prospective analysis of determining factors on development are shown in Figure 8.

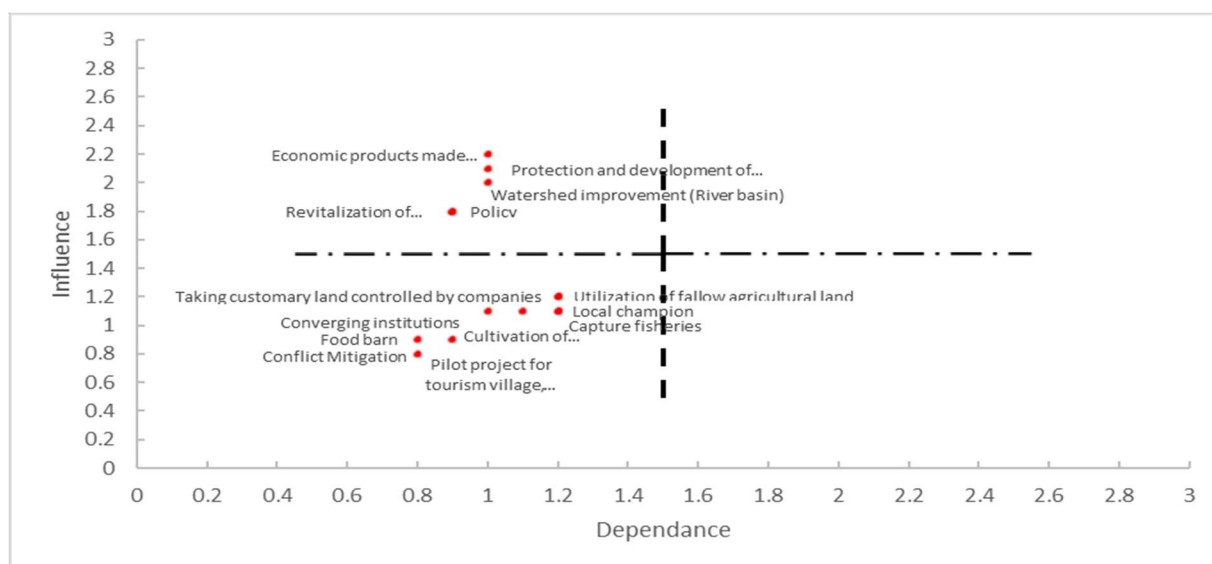


Fig. 8. Prospective Analysis Results, 2023

The results of the prospective analysis in Figure 8 obtained factors included in quadrant I, namely determining factors, among others: 1) Local resource-based economic development; 2) Protection and development of culture and cultural heritage (sites); 3) Watershed improvement; 4) Revitalization of customary institutions; 5) Policies

The five determinants have a powerful influence and have very low dependence. These five determinants are the determining factors for indigenous-friendly tourism development strategies. The discussion of the five development strategies is as follows:

1. Local resource-based economic development

Some local resource-based economic potentials include: 1) using *idle land/nyapah*. Nyapah is agricultural land recognized by the local community for farming, especially rice. Nyapah land was previously utilized by the local community as a rice farming location in the context of food security, which is managed/planted with rice from September to October and can be picked (getas) in March-April (depending on the type of rice). The local community's agricultural system is more familiar with the Nugal (nogal) tradition, carried out in cooperation (Sakai sambal). This tradition is generally carried out by bujang-girls (mulei-menganai). In general, land management nyapah does not require regular fertilization because the condition of nyapah land is constantly inundated by river water overflows every year for one to two months. As a result, river mud settles on the surface of the nyapah land, causing the nyapah land to become fertile. 2) *Use Rawang*, which can only be used to catch fish using nets, nets, sending map major / Rawi. 3) *Bawang, or swamp*, is the meeting center of water flowing from the river and water flowing from tulung/lebak lebung. Onion conditions during the rainy season become the center for local fishermen to catch fish. So, the existence of the onion is beneficial to fulfill the need for animal protein in the form of fish. This is because, when the river overflows, the river fish always spawn their eggs in the onion and rawang areas. For the current condition of fish catches, both rawang and onions tend to decrease. This is due to the existence of swamp trees such as Potat, Sepang, Tebesew/Tembesi, Bungur/Bongoy, and Gengas/Ingas, which are almost extinct. 4) *Lebak/lebung* is a location used as a place to trap fish when the river water begins to recede. Lebak lebung can occur naturally, and some are deliberately created.

2. Protection and development of culture and cultural heritage (sites)

Sites in the Way Kiri area include Bumiagung Tua, Karta Talang, Fort Sabut, Gedongratu Tua, Kramat Gemol, Fort Prajurit Putinggelang, Jung Belabuh, Bakung Nyelai, and Pagardewa. Some historical heritage sites require formalization and ongoing systematic surveys. Several efforts can be made, including cooperation with the national archaeological agency, researchers, and universities. The promotion of culture and heritage requires formalization in the form of implementation in policies so that it can be understood by the wider community.

3. Watershed improvement

The River/Way Kiri is a river that has its headwaters in Way Rarem and empties into Way Tulang Bawang. In general, the people who occupy the Way Kiri river basin have used the river flow as a natural guide (local wisdom) to determine the dry and rainy seasons. This condition has become a hereditary reference in managing agricultural land and fisheries. The general description of the condition of the River/Way Kiri throughout the year has never experienced drought despite the dry season, which occurs between April and September, while the rainy season occurs between October and March, which causes river water to overflow into swamp areas and leak-lung. Historical heritage sites and two villages are located along the river.

4. Revitalization of customary institutions

Some conditions include: 1) Customary institutions are alive and active, but customary rules are not implemented and enforced. Customary institutions are used for marriage activities (adat begawi). 2) The potential of culture and customary institutions is not of concern to the government; 3) The government dominates cultural activities, tourism institutions, and the planning of customary assets. Some efforts need to be made in proposing special indigenous territories, some strategic policies considering community rights, public consultation, and providing settlement authority and approval/compensation.

5. Policies

The maximum implementation of regional autonomy requires innovative thinking to realize sustainable development, not only infrastructure development but also economic and socio-cultural development of indigenous-local communities. Local governments have the authority to manage and utilize existing resources to create community welfare through the governance of potential in the Region, especially the potential of Natural Resources (SDA). Maximum management of natural resources will undoubtedly open up community employment opportunities and business opportunities for micro-scale business actors. With the concentration of river area management, especially in the Way Kiri stream, it is hoped that in the future, the area can become a maritime area, as an agricultural, fisheries, sports, and large-scale tourism area.

B. DISCUSSION: GOVERNANCE MODELS AND IMPLEMENTATION STRATEGIES

Various genuine reviews in the field and implementing laws and regulations are expected to resolve various cases. However, implementing conflict resolution in tourism resource management has not been interactive. The reason is the use of complex factors that are less satisfactory if analyzed with a single approach (monodisciplinary). The *institutional analysis development (IAD)* framework prioritizes natural resource management with a multifactor approach, emphasizing institutional development [Laurenz, 2021; Polski and Ostrom, 2023].

Governance factors contribute positively to natural resource management, namely transparency, and efforts to reduce suspicion among actors/stakeholders. For this reason, independent monitoring is strongly recommended by Ostrom (2023). Meanwhile, the size of natural resource units and their clearly defined boundaries can increase observability and reduce the cost of monitoring natural resource use, which tends to reduce the potential for conflict. This factor is not fulfilled in tourism governance.

Furthermore, the arena of action is a "stage" for social negotiation where different actors/stakeholders can choose to cooperate or not (Tolga and Deniz, 2022). In this regard, it is essential to consider the characteristics of the actors involved, the resources of each actor to influence others to pursue their goals, and the constraints and opportunities provided by the rules used.

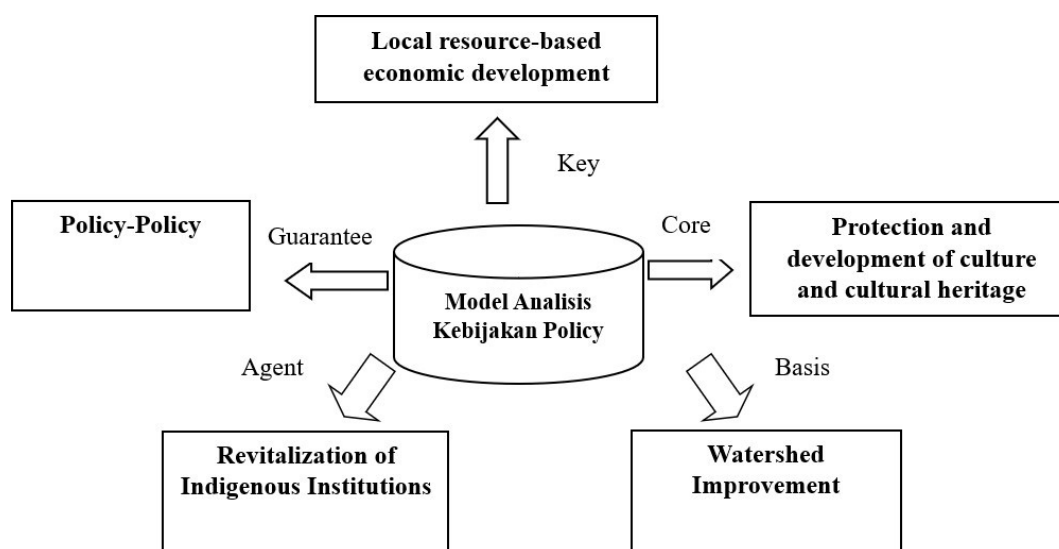


Fig. 9: Indigenous Peoples Friendly Tourism Development Model and Strategy

Specifically related to decision-making efforts constrained by interests and power, the concept of *linking leadership* is very strategic. It has been shown to influence the arena of action and, in practice, requires reflective sensitivity to power dynamics (Tresiana and Duadji, 2022). Meanwhile, a different group of actors (stakeholders) who perform the function of social networks ensure the truth of subjects and objects in implementing tourism development to achieve specific goals (Tresiana and Duadji, 2016; Demetris, 2016). In implementing indigenous people-friendly tourism development, these actors should be filled by indigenous and local communities.

With weak formal institutions at work, the actions taken by all stakeholders involved do not have fixed values and consistency but depend on the *rules* and opportunities available (*rules in use*), and that is precisely what determines what results are obtained. Performance in implementing this governance is more seen whether in its implementation local and indigenous communities as subjects benefit and whether there is an increase in institutional functions. In this case, the institutional function is not measured by its constituent elements but rather by the performance or *outcomes* it produces.

The model (Figure 9) was developed to achieve interactive tourism resource management performance, which is friendly to indigenous communities. The model was developed from critical factors that determine future strategies based on the current situation. Determining these key factors and strategic objectives is essential and is entirely the opinion of *stakeholders*.

V. CONCLUSION

The model of tourism resource governance strategy in West Tulang Bawang Regency, using a study at the village level analyzed using prospective analysis, from fourteen stakeholder needs, there are five stakeholder needs that are key success factors in formulating interactive resource governance strategies, namely as local resource-based economic development, protection and development of culture and cultural heritage (sites), protection and development of culture and cultural heritage (sites), revitalization of local institutions, policies. The five factors become the basis for developing indigenous-friendly tourism strategies.

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