

MULTI-ACTOR COLLABORATION IN THE DEVELOPMENT OF TAMAN BUKIT GELANGGANG AS A SUSTAINABLE TOURISM DESTINATION IN DUMAI CITY

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Abstract

This study aims to analyze the forms and processes of multi-actor collaboration in the development of Taman Bukit Gelanggang as a sustainable tourism destination in Dumai City. Multi-actor collaboration is considered an important strategy for realizing inclusive, participatory, and sustainable tourism development. This research employs a qualitative approach with a descriptive method. Data were collected through in-depth interviews with various stakeholders, including local MSME actors around the park, visitors, private sector representatives (PT KLK, PT Sinarmas, Semen Padang, Bank Riau, Hotel Grand Zuri), community leaders, regional financial analysts, and several local government agencies such as UPT Taman Bukit Gelanggang, the Department of Spatial Planning (Petaru), Bappeda, the Environmental Agency, and the Department of Youth, Sports, and Tourism of Dumai City. The data were further supported by field observations and document studies. The findings reveal that multi-actor collaboration in the development of Taman Bukit Gelanggang is still at an early stage, with several notable achievements, such as private sector participation in providing infrastructure support and government initiatives to develop the area as an urban green open space and tourism destination. However, the collaboration still faces several challenges, including weak institutional structures, leadership that has not fully fostered synergy among actors, suboptimal cross-sector communication, limited budget, and uneven community participation. This study highlights the importance of strengthening institutional design, fostering collaborative leadership, promoting open communication, and encouraging active participation from all actors to achieve sustainable management of Taman Bukit Gelanggang. Well directed and systematic collaboration will transform the park into not only a recreational space but also a center for social interaction, creative economy development, and environmental conservation in Dumai City.

Keywords: *Multi-Actor Collaboration; Tourism Development; Sustainable Destination.*

Abstrak

Penelitian ini bertujuan untuk menganalisis bentuk dan proses kolaborasi multi aktor dalam pengembangan Taman Bukit Gelanggang sebagai destinasi wisata berkelanjutan di Kota Dumai. Kolaborasi multi aktor dipandang sebagai strategi penting dalam mewujudkan pembangunan pariwisata yang inklusif, partisipatif, dan berkelanjutan. Penelitian ini menggunakan pendekatan kualitatif dengan metode deskriptif. Data diperoleh melalui wawancara mendalam dengan berbagai pemangku kepentingan, antara lain pelaku UMKM sekitar taman, pengunjung, pihak swasta (PT KLK, PT Sinarmas, Semen Padang, Bank Riau, Hotel Grand Zuri), tokoh masyarakat, analisis keuangan daerah, serta berbagai instansi pemerintah daerah seperti UPT Taman Bukit Gelanggang, Dinas Petaru, Bappeda, Dinas Lingkungan Hidup, dan Dinas Kepemudaan,

Olahraga, dan Pariwisata Kota Dumai. Selain itu, data diperkuat melalui observasi lapangan dan studi dokumentasi. Hasil penelitian menunjukkan bahwa kolaborasi multi aktor dalam pengembangan Taman Bukit Gelanggang masih berada pada tahap awal, dengan beberapa capaian penting seperti adanya partisipasi sektor swasta dalam dukungan sarana dan prasarana, serta inisiatif pemerintah dalam mengembangkan kawasan sebagai ruang terbuka hijau dan destinasi wisata kota. Namun, kolaborasi ini masih menghadapi sejumlah tantangan, di antaranya kelembagaan kolaborasi yang belum terstruktur dengan baik, kepemimpinan yang belum sepenuhnya mendorong sinergi antar aktor, komunikasi lintas sektor yang belum optimal, serta keterbatasan anggaran dan partisipasi masyarakat yang belum merata. Penelitian ini menekankan pentingnya penguatan desain kelembagaan, kepemimpinan kolaboratif, komunikasi yang terbuka, serta partisipasi aktif semua aktor untuk mewujudkan pengelolaan Taman Bukit Gelanggang secara berkelanjutan. Kolaborasi yang terarah dan sistematis akan menjadikan taman ini tidak hanya sebagai ruang rekreasi, tetapi juga sebagai pusat interaksi sosial, ekonomi kreatif, dan konservasi lingkungan di Kota Dumai.

Kata Kunci: Kolaborasi Multi Aktor; Pengembangan Wisata; Destinasi Berkelanjutan.

INTRODUCTION

Sustainable tourism development has become a strategic issue in various regions, including Dumai City in Riau Province. Traditionally known as an industrial and oil-port city, Dumai has begun to place significant attention on the tourism sector as an alternative economic development strategy oriented toward environmental conservation and community welfare enhancement.

One of the city icons that has become the focus of local tourism development is Taman Bukit Gelanggang. Taman Bukit Gelanggang is a prominent public space in Dumai City, Riau, with a long history related to urban development policies and the community's need for green open spaces. The park was constructed in the early 2000s as a

realization of the mandate of Law No. 26 of 2007 on Spatial Planning, which requires every city to allocate at least 30% of its total area for green open spaces. According to Dumai Mayor Regulation No. 8 of 2018 concerning the Position, Organizational Structure, Duties and Functions, and Work Procedures of the Technical Implementation Unit of Bukit Gelanggang Tourism Park and Creative Economy Class A under the Dumai City Office of Youth, Sports, and Tourism, the Dumai City Government recognized the rapid urban development primarily driven by the growth of the oil, gas, and trade industries and the need for a public space that could serve as a recreational area, a venue for social activities, and the city's green lung.

Taman Bukit Gelanggang is one of the green open spaces as well as a central recreational hub located strategically in the

heart of Dumai City. The area functions not only as a place for entertainment, sports, and education but also possesses significant potential to be developed into a sustainable tourism destination. Its existence reflects the importance of tourism area governance that considers not only physical or aesthetic aspects but also integrates social, economic, cultural, and environmental dimensions holistically.

As an iconic public space and family-oriented tourism destination in Dumai City, Taman Bukit Gelanggang is not solely managed by the local government; it also involves private-sector stakeholders and community groups through increasingly intensive collaborative mechanisms. This collaboration has emerged from the awareness that sustainable public park management cannot rely solely on government funding but requires multi-actor support capable of mobilizing resources, ideas, and active community participation. Multi-actor collaboration is particularly crucial, involving private companies and community groups that play significant roles in park management, financing, and the implementation of various programs and activities.

In practice, however, multi-actor collaboration in Dumai City still faces several challenges, including inter-agency coordination issues, unclear role

distribution, budget constraints, and suboptimal community participation. In fact, according to participatory and collaborative development theories, local community involvement and the engagement of relevant sectors are essential prerequisites for achieving equitable, inclusive, and sustainable development.

Several real-world phenomena underpin the selection of this research topic, including:

1. Based on initial condition indicators, issues were identified in the form of power and resource imbalances among actors. The Dumai City Government holds regulatory authority, while private companies (PT KLK, PT Sinar Mas, PT Semen Padang, Bank Riau Kepri, Hotel Grand Zuri, The Zuri) possess substantial financial resources. However, their contributions remain sporadic and uncoordinated.
2. Based on institutional design indicators, it is evident that the institutional structure for park management is unclear and overlapping, which complicates coordination efforts. No formal multi-actor forum exists to serve as a coordination platform among government, private sector, and community actors.
3. Based on leadership indicators, there is a lack of collaborative leadership figures

capable of bridging the interests of the various actors involved.

4. Based on collaboration process indicators, interactions among actors are still fragmented and incidental, typically occurring only during major events such as festivals, concerts, or national celebrations held at Taman Bukit Gelanggang.

PROBLEM FORMULATION

Based on the background described earlier, the research problems to be examined in this study are as follows:

1. How does multi-actor collaboration occur in the development of Taman Bukit Gelanggang as a sustainable tourism destination in Dumai City?
2. What factors hinder multi-actor collaboration in the development of Taman Bukit Gelanggang as a sustainable tourism destination in Dumai City?

RESEARCH METHOD

Based on the approach and type of data used, this study employs a qualitative research method, which generates descriptive data in the form of words. The data analyzed are descriptive in nature and are not represented numerically, as is commonly found in quantitative research.

This research was conducted at Taman Bukit Gelanggang, located in

Dumai Kota District, Dumai City, Riau Province. Taman Bukit Gelanggang is one of the city's green open spaces (RTH) and a strategic public area managed by the Dumai City Government.

To obtain relevant data and information, interviews were conducted with informants who possess knowledge of and are directly involved in matters related to multi-actor collaboration in the development of Taman Bukit Gelanggang as a sustainable tourism destination in Dumai City. The data collection techniques used in this research include interviews, observation, and documentation.

Meanwhile, the data analysis technique applied in this study follows the on-site data analysis model developed by Miles and Huberman.

RESEARCH FINDINGS AND DISCUSSION

Research Findings on Multi-Actor Collaboration in the Development of Taman Bukit Gelanggang as a Sustainable Tourism Destination in Dumai City

Multi-actor collaboration in the development of Taman Bukit Gelanggang as a sustainable tourism destination in Dumai City is an essential strategy in establishing a tourism area that is not only aesthetically appealing but also capable of generating long-term economic, social, and environmental benefits. Taman Bukit

Gelanggang possesses significant potential as a green public space and an iconic city attraction that can draw both local residents and visitors from outside the region. Achieving this vision requires synergy among diverse stakeholders—each with distinct roles, interests, and contributions—including local government, the community, private sector actors, civil society groups, academics, and the media.

The local government plays a central role as the coordinator, regulator, and facilitator. Through relevant agencies such as the Tourism Office, Environmental Agency, and Public Works Office, the government is responsible for spatial planning, provision of basic infrastructure, enforcement of environmental conservation regulations, and formulation of strategic policies for destination development. The government must also establish a collaborative framework that enables all actors to participate actively. Furthermore, the government must ensure that the development of Taman Bukit Gelanggang aligns with sustainable development principles, including waste management, urban greening, energy efficiency, and community engagement.

The local community, on the other hand, serves as a primary actor in the development and management process. Community involvement may take the form of participation in planning discussions,

monitoring the implementation of development initiatives, and engagement in creative economic activities such as culinary businesses, handicrafts, or tourism services. Community participation is also vital in maintaining cleanliness, safety, and environmental preservation. When the community develops a sense of ownership over the park, long-term sustainability becomes more secure as collective responsibility emerges.

Through this multi-actor collaboration, the development of Taman Bukit Gelanggang not only emphasizes physical and economic aspects but also integrates social, cultural, and ecological dimensions. Each actor's role complements the others, creating strong synergy to realize a modern, sustainable, and socially beneficial urban park.

1. *Starting Condition*

The starting condition in the multi-actor collaboration for the development of Taman Bukit Gelanggang as a sustainable tourism destination reflects the initial situation and context that underscore the necessity for cross-sector collaboration. These conditions encompass spatial planning aspects, park infrastructure, stakeholder roles, government policies, community participation, and awareness of environmental sustainability and tourism principles.

Initially, Taman Bukit Gelanggang served as one of the strategic green open spaces located in the center of Dumai City. The park was designed as a multifunctional public space for recreation, sports activities, art performances, and government events. Geographically, the park is highly advantageous due to its accessibility and position within a strategic urban zone, making it suitable for development into an attractive urban tourism destination. However, prior to a structured multi-actor collaboration, the park's utilization and management remained partial, sectoral, and not yet optimally integrated.

The research findings provide a comprehensive overview of the starting condition of multi-actor collaboration in the development of Taman Bukit Gelanggang. Generally, MSMEs and the community have demonstrated economic potential and social participation, but lack sufficient facilitation. Visitors appreciate the park but perceive basic facilities as inadequate. Private companies, banks, and hotels express strong interest in collaboration but await clear policy direction. Government agencies acknowledge the park's significance, yet planning and coordination remain fragmented. Financial and environmental aspects continue to face resource limitations and low public awareness. Given these conditions, the next

step involves establishing a formal collaborative framework through an integrated master plan, formation of a multi-actor forum, strengthening regulations, and implementing community empowerment and private partnership programs. These components will form a strong foundation for positioning Taman Bukit Gelanggang as a sustainable tourism destination and a key public space in Dumai City.

The starting-condition indicators serve as a strategic foundation for determining the development direction of the park. By mapping institutional, social, economic, environmental, infrastructure, and technological aspects, stakeholders can clearly identify opportunities and challenges. The government can formulate appropriate policies, communities can be empowered according to their capacities, the private sector can identify investment prospects, civil society groups can support social engagement, academics can provide research-based solutions, and the media can assist in promotion and public education. A comprehensive understanding of starting conditions allows multi-actor collaboration to operate more effectively, strategically, and sustainably, thereby contributing to an inclusive and long-term tourism development model for Dumai City.

Based on field observations conducted by the researcher, the initial

condition of Taman Bukit Gelanggang indicates that this public open space has considerable potential to be developed into a sustainable tourism destination but still faces multiple challenges. At this stage, it was found that the park is not yet fully managed optimally in terms of infrastructure, institutional governance, or collaborative support among actors.

From an infrastructure perspective, the park is equipped with basic facilities such as jogging tracks, green open spaces, seating areas, and an open stage. However, observations reveal limitations in facility maintenance, cleanliness, and supporting tourist amenities such as MSME kiosks, adequate restrooms, and child-friendly facilities. Consequently, the park predominantly functions as a simple recreational area for local residents rather than a fully developed tourism destination capable of attracting visitors from outside the region.

2. Institutional Design

Institutional design is one of the key aspects in establishing effective and sustainable multi-actor collaboration. In the context of developing Taman Bukit Gelanggang as a sustainable tourism destination in Dumai City, institutional design refers to how organizational structures, rules of engagement, coordination mechanisms, and the roles of each actor are arranged to create synergy

and alignment of objectives in the development of the area.

A well-formulated institutional structure ensures clarity of roles and responsibilities among all parties, including the government, private sector, community, and local groups. In the context of Taman Bukit Gelanggang, an ideal institutional arrangement should be able to integrate the functions of technical agencies such as the Office of Youth, Sports, and Tourism; the Public Works and Spatial Planning Office; the Regional Development Planning Agency (Bappeda); and the Environmental Agency. It must also incorporate private sector actors such as PT KLK, PT Sinarmas, Semen Padang, Bank Riau, and Hotel Grand Zuri, while providing space for the participation of MSME actors and the surrounding community.

The institutional design indicator plays a crucial role in the success of multi-actor collaboration for the development of Taman Bukit Gelanggang. A clear, transparent, adaptive, and legally grounded institutional system fosters synergy among the government, private sector, community, and local economic actors in realizing the park as a sustainable tourism destination.

The findings of this study reveal that institutional design is a key determinant of successful multi-actor collaboration. MSME actors and local communities want to be formally included

within the institutional structure. Visitors expect responsive and well-defined governance. Private companies, banks, and hotels require a professional, transparent, and legally legitimate system as the basis for cooperation. Government agencies acknowledge the need to establish an integrated management body or multi-actor forum supported by strong legal frameworks. Financial and environmental aspects must also be integrated into the institutional design.

Thus, an ideal institutional design for the development of Taman Bukit Gelanggang as a sustainable tourism destination should:

1. Possess a legal foundation and cross-sector coordination authority.
2. Involve government, private sector, community, academia, and media.
3. Include a clear organizational structure encompassing divisions for environmental management, creative economy, promotion, and facility management.
4. Allow flexible financial mechanisms (e.g., BLUD schemes or private partnerships).
5. Encourage active community participation and public transparency.

A well-established institutional design will serve as a critical foundation for the successful management of the park as a sustainable tourism icon in Dumai City.

Based on field observations conducted by the researcher, institutional design in the multi-actor collaboration for developing Taman Bukit Gelanggang is beginning to show signs of forming a more systematic structure, although it remains in the early stages of development. Observations were carried out on the roles, working relationships, and coordination mechanisms among government agencies, private sector actors, MSMEs, the community, and financial institutions.

3. *Facilitative Leadership*

Leadership is a key factor in determining the success of multi-actor collaboration. In the context of developing Taman Bukit Gelanggang in Dumai City, leadership is not merely understood as the presence of an individual leader, but rather as a **collective capacity** capable of guiding various actors government, private sector, community members, local groups, and economic actors to work together harmoniously and systematically toward a shared vision: establishing the park as a sustainable, inclusive, and productive urban tourism destination.

Within collaborative settings, leadership functions as **visionary leadership**, in which leaders must be able to unify the diverse interests of multiple actors into a common strategic direction. In this regard, the Dumai City Government

through the Mayor and the Office of Youth, Sports, and Tourism plays a pivotal role in initiating the vision for developing Taman Bukit Gelanggang into a city tourism destination that serves not only as a recreational space but also as a driver of the local economy and environmental preservation.

Another essential aspect is collaborative leadership. The development of the park involves numerous actors with different roles and interests. Therefore, a leader or institution is needed to act as a “bridge” among stakeholders, connecting local government with business entities (such as PT KLK, PT Sinarmas, Semen Padang, Bank Riau, and Hotel Grand Zuri), MSME actors, community groups, and visitors. In this context, the roles of the Head of the Tourism Office and the Head of Bappeda are strategically significant as coordinators across government departments and external sectors. Their leadership influences the intensity and effectiveness of interactions among actors.

The results of the interviews indicate that leadership is a central element in multi-actor collaboration for the development of Taman Bukit Gelanggang. All parties MSME actors, visitors, private sector stakeholders, community members, and the local government expect a strong, visionary, inclusive, and well-coordinated leadership figure or institution. Ideal

leadership not only performs administrative functions, but also acts as a communication bridge, driver of innovation, guardian of transparency, and guarantor of program sustainability.

The expected leadership model is collaborative in nature, meaning that it does not rely solely on one department or individual leader, but reflects a form of shared leadership integrating the public sector, private sector, community groups, and local stakeholders. Such a leadership model is believed to foster effective governance, attract investment, enhance community involvement, protect the environment, and ultimately position Taman Bukit Gelanggang as a sustainable tourism destination that brings pride to Dumai City.

Based on field observations conducted by the researcher, leadership in the multi-actor collaboration for the development of Taman Bukit Gelanggang plays a crucial role, yet still faces several practical challenges. Leadership in this context is viewed not only as an individual role but also as an **institutional function** that directs, coordinates, and motivates various actors government, private sector, community, and local groups to achieve the collective goal of developing the park as a sustainable tourism destination.

The observations reveal that current leadership remains dominated by a top-

down governmental approach, characterized by strong bureaucratic coordination but limited capacity to actively mobilize non-government actors. Heads of relevant technical units and departments play significant technical and administrative roles, yet have not fully developed collaborative leadership functions that can connect different stakeholders on an equal basis. Private sector actors and community members demonstrate readiness to participate, but continue to wait for the emergence of a leadership figure or institution capable of facilitating and guiding collaboration. Meanwhile, community leadership has not yet emerged significantly, causing community participation to remain informal and individual rather than organized.

Therefore, to advance the development of Taman Bukit Gelanggang as a sustainable tourism destination, a **strong and inclusive collaborative leadership model** is required whether in the form of an individual leader or a management institution capable of bridging stakeholder interests, constructing a shared vision, and ensuring that all actors play active roles in planning, implementation, and evaluation processes. Open, communicative, and participatory leadership will be essential in ensuring the success of multi-actor collaboration and in

positioning the park as Dumai City's flagship sustainable tourism icon.

4. Collaborative Process

The collaborative process in the development of Taman Bukit Gelanggang in Dumai City is a journey that involves multiple actors with diverse backgrounds, interests, and roles, yet united by a common objective: to establish the park as a sustainable urban tourism icon. This process does not occur instantly; rather, it progresses through structured and gradual stages of interaction among the government, private sector, local communities, civil society groups, academics, and financial institutions.

The collaborative process in developing Taman Bukit Gelanggang consists of a sequence of interactions among various actors whose roles differ but complement one another. It begins with planning initiatives by the government, followed by partnership exploration with the private sector, community involvement, the formation of collaborative working mechanisms, joint program implementation, and periodic evaluation. This process reflects the principles of coordination, open communication, active participation, and clear division of roles among stakeholders.

Despite several challenges such as aligning interests, budget limitations, and

suboptimal public participation the ongoing collaborative process indicates positive progress toward sustainable park development. With strengthened multi-actor forums, solid collaborative leadership, and long-term commitment from all stakeholders, Taman Bukit Gelanggang holds strong potential to develop into one of Dumai City's leading tourism destinations, offering not only aesthetic value but also economic, social, and environmental benefits for the wider community.

Based on the research findings regarding the indicators of the collaborative process, it can be concluded that collaboration in the development of Taman Bukit Gelanggang is still at an early stage and has not yet been fully structured. The involvement of different actors already exists but remains sporadic, informal, and predominantly top-down. Micro, small, and medium enterprises (MSMEs) and community members feel that they have not been included since the planning stage, while private sector actors demand clear procedures, formal agreements, and long-term planning. The local government recognizes the need to establish a formal cross-sectoral collaborative structure to ensure more effective coordination.

The ideal collaborative process envisioned by all stakeholders is one that is participatory, well-planned, well-

coordinated, supported by regular communication mechanisms, open forums, and transparent financial systems. Collaboration should not stop at ceremonial activities but must form a long-term working pattern that involves all parties: the government as facilitator and regulator, the private sector as a development partner, the community as key actors and social overseers, and local groups as drivers of creative activities. Through such an approach, Taman Bukit Gelanggang can develop as a truly sustainable tourism destination managed through effective, inclusive, and long-term multi-actor collaboration.

Based on direct field observations, the collaborative process in the development of Taman Bukit Gelanggang demonstrates interesting and complex dynamics. Observations were conducted periodically at various times—morning, afternoon, and evening—and during several activities involving the government, community members, the private sector, and local groups. The findings indicate that collaborative processes have begun to take place, although they remain in a developmental stage and require strengthening in several key aspects.

From the observations, it can be concluded that the collaborative process in developing Taman Bukit Gelanggang in Dumai City has shown positive momentum

despite still being in its early phase. The government plays a dominant role as the primary driver, the private sector is beginning to engage through CSR initiatives, community members and MSMEs actively participate informally, and community groups serve as key initiators of social and cultural activities. However, the process is not yet fully structured or institutionalized. Coordination mechanisms among actors need to be strengthened through the establishment of a permanent multi-actor forum, clear allocation of roles, as well as improved communication and routine evaluation.

With strengthened collaborative mechanisms, Taman Bukit Gelanggang has great potential to evolve into a sustainable urban tourism destination that provides economic benefits to the community, fosters an inclusive public space, and promotes environmental conservation. A mature collaborative process will serve as a crucial foundation in realizing the park as a proud landmark of Dumai City.

Faktor – Faktor yang menghambat dalam Kolaborasi Multi Aktor dalam Pengembangan Taman Bukit Gelanggang Sebagai Destinasi Wisata Berkelanjutan di Kota Dumai

1. Kelemahan dalam Struktur dan Desain Kelembagaan. Belum ada badan pengelola bersama, forum multi pihak,

atau kelembagaan khusus yang mengatur secara jelas peran dan tanggung jawab berbagai aktor seperti dinas-dinas terkait, sektor swasta, UMKM, masyarakat lokal, dan lembaga keuangan. Akibatnya, komunikasi dan koordinasi antar aktor menjadi terbatas.

2. Kepemimpinan yang Masih Bersifat Top-Down. Pemerintah daerah, khususnya melalui dinas-dinas terkait, memegang peran dominan dalam pengambilan keputusan, sementara partisipasi masyarakat, sektor swasta, dan komunitas masih terbatas pada ruang yang kecil. Ketiadaan figur atau institusi kepemimpinan yang mampu menjembatani kepentingan berbagai aktor secara setara menghambat proses dialog dan penciptaan visi bersama.
3. Kurangnya Sumber Daya dan Kapasitas SDM. Keterbatasan sumber daya, baik dalam bentuk keuangan maupun kapasitas SDM, menjadi penghambat serius. Dari sisi pemerintah, dana pengelolaan taman masih terbatas dan sebagian besar dialokasikan untuk pemeliharaan rutin, bukan untuk pengembangan destinasi wisata yang inovatif.
4. Minimnya Regulasi dan Payung Hukum Kolaborasi. aktor penghambat berikutnya adalah tidak adanya regulasi atau dasar hukum yang jelas yang mengatur kerja sama multi aktor dalam

pengelolaan Taman Bukit Gelanggang. Hingga kini belum ada peraturan daerah, peraturan wali kota, atau nota kesepahaman multi pihak yang secara spesifik mengatur pembagian peran, tanggung jawab, dan hak-hak para pihak yang terlibat.

5. Kurangnya Partisipasi dan Keterlibatan Aktif Masyarakat. Meskipun masyarakat dan pelaku UMKM lokal banyak beraktivitas di sekitar taman, partisipasi mereka dalam proses perencanaan, pengambilan keputusan, dan pengawasan pengelolaan taman masih sangat minim. Belum terbentuk forum masyarakat atau kelompok komunitas yang terorganisir dengan baik.
6. Keterbatasan Koordinasi Lintas Sektor. Kolaborasi multi aktor menuntut koordinasi lintas sektor yang kuat. Namun, dalam kenyataannya, koordinasi antar dinas pemerintah maupun antara pemerintah dengan sektor lain masih lemah. Setiap dinas memiliki program kerja sendiri yang sering kali berjalan secara paralel tanpa integrasi yang baik.
7. Kendala Budaya Kolaborasi dan Komunikasi. Secara kultural, budaya kolaborasi di Kota Dumai masih dalam tahap berkembang. Pemerintah terbiasa bekerja secara birokratis, sektor swasta menunggu arahan formal, sementara

masyarakat belum terbiasa dilibatkan secara aktif dalam perencanaan pembangunan.

8. Faktor Teknis dan Infrastruktur Pendukung yang Belum Memadai. Fasilitas dan infrastruktur taman masih terbatas untuk mendukung kegiatan wisata skala besar, seperti area parkir yang terbatas, kurangnya fasilitas pendukung wisata (toilet umum representatif, signage, area UMKM yang tertata), dan belum adanya sistem pengelolaan pengunjung yang profesional.

Factors Inhibiting Multi-Actor Collaboration in the Development of Taman Bukit Gelanggang as a Sustainable Tourism Destination in Dumai City

1. Weaknesses in Institutional Structure and Design. There is no joint management body, multi-stakeholder forum, or dedicated institutional mechanism that clearly regulates the roles and responsibilities of various actors, including relevant government agencies, the private sector, MSMEs, local communities, and financial institutions. As a result, communication and coordination among actors remain limited.
2. Top-Down Leadership Practices. Local government agencies hold a dominant role in decision-making, while the participation of communities, the private

- sector, and civil society groups is still confined to a minimal space. The absence of a leadership figure or institution capable of bridging the interests of multiple actors on an equal footing hinders constructive dialogue and the formation of a shared vision.
3. **Limited Resources and Human Capacity.** Constraints in financial resources and human capital represent significant barriers. From the government's side, the budget allocated for park management remains limited and is largely used for routine maintenance rather than for the development of innovative tourism initiatives.
 4. **Lack of Regulations and Legal Frameworks for Collaboration.** Another inhibiting factor is the absence of clear regulations or legal bases governing multi-actor cooperation in the management of Taman Bukit Gelanggang. To date, there are no regional regulations, mayoral decrees, or multi-party memoranda of understanding that specifically stipulate the division of roles, responsibilities, and rights of involved stakeholders.
 5. **Low Community Participation and Engagement.** Although local communities and MSME actors are actively present around the park area, their involvement in planning, decision-making, and monitoring processes remains minimal. No well-organized community forums or collective groups have been established to channel community participation effectively.
 6. **Limited Cross-Sector Coordination.** Multi-actor collaboration requires strong cross-sector coordination. In practice, however, coordination among government departments and between government and other sectors remains weak. Each department tends to implement its own work program, often operating in parallel without adequate integration.
 7. **Cultural Barriers to Collaboration and Communication.** Culturally, collaborative practices in Dumai City are still developing. Government institutions tend to operate using bureaucratic routines, the private sector typically waits for formal directives, and local communities are not yet accustomed to being actively involved in development planning.
 8. **Technical Constraints and Inadequate Supporting Infrastructure.** Existing park facilities and infrastructure remain insufficient to support large-scale tourism activities. These include limited parking areas, inadequate visitor facilities (such as representative public toilets and signage), poorly organized MSME zones, and the absence of a

professional visitor management system.

CONCLUSION

Based on the findings of this study on Multi-Actor Collaboration in the Development of Taman Bukit Gelanggang as a Sustainable Tourism Destination in Dumai City, it can be concluded that multi-actor collaboration is a crucial strategy for realizing an inclusive, participatory, and sustainable tourism governance framework.

Drawing from field observations, interviews, and an analysis of the ongoing processes, it is evident that this collaboration involves various stakeholders, including the Dumai City Government, relevant technical agencies (such as the Department of Tourism, the Environmental Agency, and the Public Works and Spatial Planning Office), community groups, local business actors, and youth and social organizations. Each actor holds distinct roles, interests, and contributions that complement one another in supporting the development of a tourism destination oriented toward environmental, economic, and social sustainability.

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