



Original scientific paper

UDC: 338.48:316.02/659.1(594)
<https://doi.org/10.2298/IJGI241230012F>

Received: December 30, 2024

Reviewed: April 23, 2025

Accepted: June 11, 2025



STRENGTHENING COMMUNITY-BASED TOURISM THROUGH THE 4P MODEL: THE SELECTED COASTAL TOURISM CASE IN INDONESIA

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Abstract: Indonesia's coastal tourism offers significant potential for sustainable development. Yet, challenges persist in aligning community-based tourism (CBT) practices with sustainable tourism principles. This study examines partnership practices in the development of CBT at Pantai Panjang (Long Beach), Bengkulu Province, Indonesia, and evaluates its achievements to propose a Public-Private-People Partnership (4P) model. Using a qualitative approach, data were gathered between June and August 2024 through four techniques including focus group discussion (FGD), in-depth interviews, observations, and document analysis. A total of 14 informants participated, comprising representatives from the public sector, informal sector, tourism-awareness groups (Pokdarwis), and local communities. The findings indicate that CBT implementation at Pantai Panjang is hindered by low community participation, the limited role of Pokdarwis in decision-making processes, and the inadequacy of infrastructure and supporting facilities, resulting in suboptimal outcomes. Existing partnerships, particularly between the government and Pokdarwis, tend to prioritize specific economic interests rather than fostering comprehensive community empowerment. To address these challenges, this study recommends adopting a 4P model to enhance community involvement, facilitate stakeholder collaboration, and strengthen tourism sustainability. Strategic actions such as restructuring Pokdarwis, building local capacity, and establishing inclusive regulations are proposed to optimize Pantai Panjang's potential as a sustainable community-based tourism destination.

Keywords: sustainable tourism; public-private-people partnership; Pantai Panjang; Bengkulu Province

1. Introduction

Tourism is one of the key sectors contributing to national revenue, including the one in Indonesia (Arianti, 2014; Kumala et al., 2017; Rosa, 2019; Sukriah, 2014). According to the

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Travel & Tourism Competitiveness Index by the World Economic Forum, Indonesia's tourism sector experienced +3.4% economic growth, ranking 32nd among 117 countries (Soshkin & Calderwood, 2022). To promote sustainable tourism, the Indonesian government has adopted a community-based tourism (CBT) model (Priatmoko et al., 2021), implemented primarily through tourism villages. As of 2024, 6,053 villages have been categorized into pioneering (4,714 villages), developing (992 villages), advanced (313 villages), and independent (34 villages) stages (Kementerian Pariwisata dan Ekonomi Kreatif, 2024), with advanced stages mainly concentrated in Java. In contrast, other islands like Sumatra remain in earlier development stages, despite their rich maritime potential.

One of the pristine tourist destinations on Sumatra Island, Indonesia, is Pantai Panjang, located in the capital of Bengkulu Province. This coastal area is managed using a CBT approach involving tourism-awareness groups (Pokdarwis). However, its management faces various challenges, including limited local community involvement, conflicts between municipal and provincial governments over management authority, and inadequate communal infrastructure—such as waste management facilities, public lighting, and sanitation systems—which are poorly maintained (Pratama, 2023). In tourism areas, the presence of Pokdarwis is a key element in supporting community-oriented tourism development (Dogramadjieva & Tylko, 2023; Pribadi et al., 2021; Rahman & Nugroho, 2016; Ramdani & Karyani, 2020). In this case, the role of Pokdarwis is largely confined to managing land and trade kiosks, with minimal or no involvement in policy formulation. This limited participation undermines efforts to foster sustainable destination management.

Over the past decade, researchers have emphasized the importance of partnerships in enhancing CBT (Bagasta et al., 2021; Palimbunga, 2017; Purbasari & Asnawi, 2014; Putri & Frinaldi, 2023; Wahyuningtiyas & Tukiman, 2022). The dominant partnership model employed is the Public-Private Partnership (PPP). The implementation of PPP in Indonesia's tourism sector has focused on various aspects, including tourism strategy development in Bawean Island, East Java Province (Hikmah et al., 2020), tourism destination management in North Toraja, South Sulawesi Province (Djabbari et al., 2021), employment in Sumenep, East Java Province (Kriswibowo et al., 2020), digitalization and financial management in Lamongan, East Java Province (Anggoro et al., 2022), the establishment of a tourism information center in Magetan, East Java Province (Pratiwi & Warsono, 2018), and institutional strengthening in Sukabumi, West Java Province (Apriliani et al., 2018). In general, these studies have explored tourism issues across two main focuses: CBT challenges and partnership dynamics in tourism development. However, a comprehensive study that integrates both CBT and partnership issues into a single research framework remains unexplored.

The management of Pantai Panjang, Bengkulu, faces partnership issues, which weaken the practice of CBT. The implementation of CBT, akin to the empowerment process, requires partnerships among various stakeholders as a stimulus to enable community groups to develop the capacity and capability to manage tourism resources in the area independently (Handoko et al., 2023). However, existing studies have yet to comprehensively address CBT issues focusing on partnership analysis. The development of partnerships through the Public-Private-People Partnership (4P) model in tourism management is a critical issue that requires thorough explanation and analysis in order to address various challenges, such as the involvement of local communities and Pokdarwis in policy formulation. In addition to responding to previous research, this study has several specific objectives. First, it aims to evaluate the achievements of

CBT at Pantai Panjang, Bengkulu. Second, it seeks to analyze the existing partnership practices in managing the site. Third, it strives to formulate partnership development strategies through the 4P model. These three objectives are formulated to respond to the need for a strategic and sustainable partnership model in the governance of CBT.

2. Literature review

2.1. Community-based tourism

CBT is a key approach in sustainable tourism management, aimed at empowering local communities by positioning them as tourism area managers (Dolezal & Novelli, 2022; Gutierrez, 2023; Priatmoko et al., 2021). Communities take the lead in planning, implementing, and benefiting from tourism, fostering inclusivity and mutual relationships with visitors (Arintoko et al., 2020; Dangi & Jamal, 2016; Esichaikul & Chansawang, 2022). CBT outcomes are measured by community participation, economic gains, and environmental conservation (Hamzah & Khalifah, 2009; Phukamchanoada, 2022). Its core principle is local involvement, which enables communities to generate income while protecting environmental quality (Abreu et al., 2024; Andersen et al., 2018; Azwar et al., 2023). This makes CBT a holistic and strategic model for long-term sustainable tourism development.

2.2. Public-private-people partnership

The 4P model builds on the traditional PPP by incorporating communities as key stakeholders and applying a bottom-up, participatory approach (Hikmah et al., 2020; Seddighi et al., 2021). By involving communities in all the stages—from planning to evaluation—4P ensures local needs are understood and reflected in policymaking, addressing failures often caused by limited community involvement (Boniotti, 2023; Ng et al., 2013).

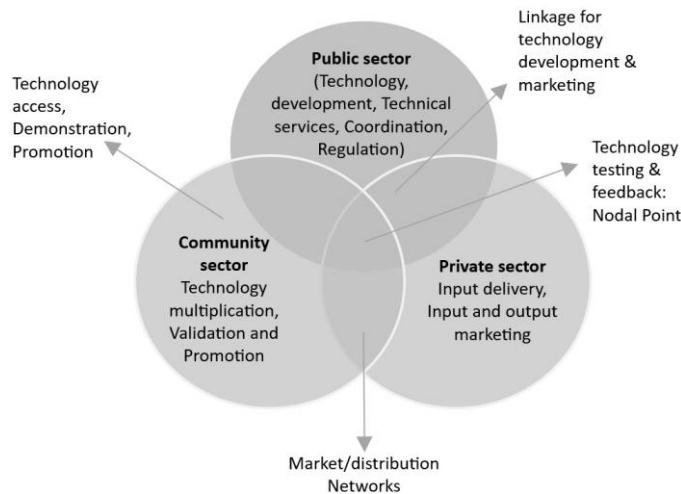


Figure 1. The 4P Model.

Note. From "Socioeconomic and Institutional Context of Governance of Agricultural Research in Nepal" by D. Gauchan, 2014, *Socioeconomics and Agricultural Research Policy Division, Nepal Agricultural Research Council*, p. 14 (https://opac.narc.gov.np/opac_css/index.php?lvl=notice_display&id=16380). Copyright 2014 by Nepal Agricultural Research Council.

The 4P model plays a critical role in sustainable development by facilitating communication, establishing clear divisions of responsibility, and fostering commitment among stakeholders (Bonioti, 2023; Liu et al., 2024). This approach is essential to minimizing potential conflicts, strengthening inter-stakeholder relationships, and ensuring that outcomes are equitable and sustainable for all the parties involved. Figure 1 illustrates the structure of the 4P model, which emphasizes collaboration among public, private, and community actors to support sustainable development.

2.3. Coastal tourism development

Coastal tourism involves activities that leverage the natural and cultural potential of coastal and marine areas, making them attractive destinations due to their scenic beaches, marine biodiversity, and unique local traditions such as culinary culture and beach festivals (Hailuddin et al., 2022; Nugroho et al., 2022; Tien et al., 2021). As a vital component of sustainable development programs, coastal tourism emphasizes balancing economic growth, cultural preservation, and environmental conservation by involving local communities and managing natural resources responsibly (Musaddun et al., 2013; Tien et al., 2021). However, its development must consider environmental carrying capacity and proper waste management to avoid ecosystem degradation, as tourism has been linked to issues such as coral reef damage, plastic pollution, seawater intrusion, and declining land cover quality (Burak et al., 2004; Komalasari & Herwangi, 2023).

3. Methodology

3.1. Unit analysis

This study identifies the partnership between the government and Pokdarwis at Pantai Panjang as the unit of analysis. The primary focus is on how the partnership, as realized through the management of this coastal area, impacts CBT. Additionally, the study evaluates the success of CBT practices. Thus, this research explores a clearly defined unit of analysis concerning the partnership between the government and Pokdarwis in developing CBT, aiming to formulate a 4P model.

3.2. Research design

This study employs a qualitative method to explore the experiences and perceptions of the government and Pokdarwis. While the approach used is a single instrumental case study, focusing on a specific issue: the partnership in developing CBT in the coastal tourism area of Pantai Panjang, Bengkulu, Indonesia. The qualitative approach enables the researcher to gain in-depth insights into the management of this area through partnerships framework.

3.3. Data collection

Data for this study consisted of both secondary and primary data, collected through four methods: focus group discussion (FGD), in-depth interviews, observation, and document analysis. Secondary data includes documents related to the governance policies of the Pantai Panjang area, management reports, and partnership agreements between the government and Pokdarwis. Primary data comprised FGD and in-depth interview data with informants directly involved in the management of the site, as well as observational data on the conditions and activities occurring in the beach area.

In the data analysis process, each interview and FGD transcript was initially coded at the individual level to capture personal perspectives. Subsequently, codes were grouped according to informant categories—government representatives, informal sector members, Pokdarwis members, and local community members—to identify patterns both within and across groups.

To develop the in-depth interview questions, the researchers conducted a comprehensive literature review on CBT practices and partnership models, referencing key works such as Skietrys et al. (2008), McQuaid (2000), Giampiccoli and Saayman (2018), Dangi and Jamal (2016), and Gutierrez (2023). The interview guide was organized around major themes identified from the literature, including community participation, stakeholder collaboration, economic impacts, and environmental conservation.

Two FGDs were conducted involving a total of 14 informants selected through purposive sampling. These informants were categorized into four groups: the Bengkulu Provincial Government, the informal sector, Pokdarwis, and the local community. The research was carried out between June and August 2024. The first FGD was held with representatives from the Bengkulu Provincial Government on August 17, 2024, while the second FGD, conducted on August 19, 2024, involved participants from the informal sector, Pokdarwis, and the local community. The in-depth interviews were conducted concurrently with the FGDs, involving the same group of informants to ensure consistency and depth of understanding. Each combined FGD and in-depth interview session lasted approximately 90 to 120 minutes and took place face-to-face at designated public meeting spaces in Bengkulu City, providing a comfortable environment for participants. All sessions were audio-recorded with prior consent and subsequently transcribed for analysis. A detailed composition of the informants can be found in Table 1.

Table 1. Characteristics of research informants

Informant code	Group	Research informants	Number of informants
P1	Bengkulu Provincial Government	1. Dinas Pariwisata Provinsi Bengkulu (Bengkulu Provincial Tourism Office)	5
		2. Dinas Lingkungan Hidup Provinsi Bengkulu (Bengkulu Provincial Environment Agency)	
		3. Satuan Polisi Pamong Praja Provinsi Bengkulu (Bengkulu Provincial Civil Service Police)	
		4. Dinas Koperasi, Usaha Kecil, dan Menengah Provinsi Bengkulu (Bengkulu Provincial Cooperatives, Small and Medium Enterprises Office)	
		5. Badan Perencanaan Pembangunan Daerah Provinsi Bengkulu (Bengkulu Provincial Development Planning Agency)	
P2	Informal sector	1. Parking attendants	3
		2. Permanent vendors	
		3. Semi-permanent vendors	
P3	Pokdarwis	1. Pokdarwis Pasir Putih (zone 1)	3
		2. Pokdarwis Cemara Laut (zone 2)	
		3. Pokdarwis Pantai Besamo (zone 3)	

Table 1. Characteristics of research informants (*continued*)

Informant code	Group	Research informants		Number of informants
P4	Local communities	1.	Local community leaders	3
		2.	Tourism-aware community members	
		3.	Visitors	
Total				14

Note. Coding was initially performed at the individual level for each informant. Subsequently, data were grouped and analyzed based on the informant categories presented in this table to identify thematic patterns across different stakeholder groups.

3.4. Data analysis

Data analysis in this study employed an interpretative approach through open coding, axial coding, and selective coding to identify key patterns and themes (Orbawati et al., 2024). Open coding involved identifying core concepts from relevant data, such as the roles of government, private sector, and Pokdarwis, as well as CBT development challenges (Mohajan & Mohajan, 2022). Axial coding then grouped these concepts into broader categories—program planning, stakeholder participation, and socio-economic, cultural, and environmental impacts. Finally, selective coding distilled these categories into key themes, emphasizing how partnerships among stakeholders can enhance CBT in Pantai Panjang, Bengkulu. This process produced structured insights into partnership dynamics, challenges, and opportunities in strengthening CBT.

4. Results

4.1. Evaluation of CBT at Pantai Panjang

Although Pantai Panjang is one of Bengkulu Province's main tourist destinations, the implementation of CBT has not fully adhered to its core principles, particularly in empowering local communities. Local groups have been largely excluded from planning and management roles, with the government and Pokdarwis maintaining dominant control. Rather than acting as promoters of tourism awareness, Pokdarwis primarily function as merchant coordinators tasked with managing security and trade spaces, limiting their contribution to true community empowerment.

"Our duty is to manage land and security at Pantai Panjang. It is clearly stated in the Pokdarwis Decree that these are our only responsibilities. Pokdarwis serves as a platform for merchants; for instance, if someone wants to rent land or faces issues, we assist in resolving them with the government" (P3, interview conducted on August 19, 2024).

The majority of Pokdarwis members are not local residents, but rather merchants with an economic orientation. As a result, the management of the Pantai Panjang area does not reflect the principles of CBT. This has led to minimal involvement from local communities who are not part of Pokdarwis, despite the area being within their vicinity.

"You probably know better that Pokdarwis is supposed to consist of local residents, such as members of youth organizations like Karang Taruna. But take a look—there isn't a single local resident in Pokdarwis; all its members are merchants. This setup was indeed directed by the government, where those wanting to trade are required to join Pokdarwis for easier

management. I actually understand the reasoning, but what can we do? This has been the way things are since the beginning" (P3, interview conducted on August 19, 2024).

In addition, limited infrastructure and supporting facilities pose significant challenges to the implementation of CBT. Lighting, waste management, and other essential facilities are inadequate, particularly after the management of this area was transferred from the Bengkulu City Government to the Bengkulu Provincial Government.



Figure 2. Environmental and facilities conditions in Pantai Panjang area:

A) coconut shell waste at one of the food stalls; B) unmaintained public facilities.

Note. Adapted from “Kumuh, Lingkungan Pantai Panjang Bengkulu di Penuhi Sampah” [Slum, Pantai Panjang Environment Filled with Garbage] by M. Anggraini, 2024, *Siberzone.id* (<https://siberzone.id/kumuh-lingkungan-pantai-panjang-bengkulu-di-penuhi-sampah>). In the public domain; and “Banyak Fasilitas Wisata Pantai Panjang Rusak Parah” [Many Pantai Panjang Tourist Facilities Severely Damaged] by R. Aribowo, 2024, *Radio Republik Indonesia* (<https://www.rri.co.id/daerah/1032494/banyak-fasilitas-wisata-pantai-panjang-rusak-parah>). In the public domain.

The government's lack of preparedness in providing and maintaining tourism facilities has led to a decline in service quality, affecting the tourist experience. This limits Pantai Panjang's potential as a community-based destination. The evaluation of CBT implementation at Pantai Panjang shows limited success. Economically, local income has not improved significantly, as benefits mainly go to merchant groups linked to Pokdarwis. Socially, community participation in policy-making and management remains minimal. Environmentally, waste management and ecosystem maintenance remain major challenges—issues that should be central to CBT development.

“Trash management is the responsibility of each individual. So, if any Pokdarwis members fail to manage their trash, it's their responsibility” (P2, interview conducted on August 19, 2024).

“Our main challenges in managing this environment are numerous, but the most significant are the lack of manpower and budget. We only have five members, while the budget is limited for managing Pantai Panjang, which spans up to 7 kilometers” (P1, interview conducted on August 17, 2024).

Overall, the implementation of CBT at Pantai Panjang has yet to achieve its primary objectives of empowering local communities and ensuring sustainable area management. The lack of local community involvement, the weak role of Pokdarwis, and inadequate infrastructure are key challenges that need to be addressed urgently. Improving CBT efforts will require redefining Pokdarwis' responsibilities, upgrading facilities, and fostering more inclusive cooperation between the government, private sector, local residents, and other stakeholders. Without these strategic measures, realizing Pantai Panjang's significant potential as a community-based tourism destination will remain a challenge.

4.2. Existing partnership conditions in developing CBT

The management of Pantai Panjang involves multiple actors with varying interests, including the Bengkulu Provincial Government (territorial authority), the Sumatra River Basin Agency VII (Balai Wilayah Sungai Sumatera VII), PT. Impian Bengkulu Indah, and Pokdarwis. However, only the government and Pokdarwis are actively engaged in a partnership related to CBT, which is currently limited to coordinating trade areas and economic activities. This narrow collaboration excludes broader community participation and does not address the more comprehensive goals of CBT.

Table 2. Factors Influencing CBT development in the context of partnerships between the government and Pokdarwis

Aspect	Field data findings	Impact
Needs aspect	Shared vision to strengthen MSMEs and increase local tax revenue; training provided by government agencies.	Supports partnership continuity
	Pokdarwis' economic focus excludes broader community; lack of evidence-based policy to guide engagement.	Hinders community empowerment
Environmental, political, legal, and administrative aspects	Joint clean-up programs by Pokdarwis, government, and public; existing environmental regulations in place.	Supports ecosystem preservation
	Limited involvement of Pokdarwis and local residents in decision-making; merchant resistance to relocation.	Hinders policy enforcement
Communication Aspect	Pokdarwis acts as field coordinator between government and vendors.	Facilitates coordination
	Communication is limited to government and Pokdarwis, excluding the wider community.	Hinders inclusive participation

Skietrys et al. (2008) and McQuaid (2000) proposed three important aspects for identifying the factors influencing partnerships, namely the aspects of needs, environment, politics, legal and administrative frameworks, and communication. The supporting factors in this partnership include the shared vision between the government and Pokdarwis to boost the economy through tourism activities. The government also periodically organizes training and empowerment programs for Pokdarwis through relevant Regional Government Organizations. However, these training sessions are often focused on enhancing the capacity of merchants as business operators rather than as drivers of community-based tourism management. This indicates that the empowerment dimension within the partnership remains very limited.

Several obstacles limit the partnership's effectiveness, notably poor communication between the government and the broader community, as interactions are focused mainly on Pokdarwis as merchant coordinators. This excludes wider community input in tourism management. Additionally, merchant resistance to relocation and area restructuring often triggers conflict and hampers policy implementation.

"There are certain individuals who incite other merchants to protest against relocation. This makes it challenging for us to relocate vendors whose stalls do not comply with the

regulations. However, we always strive to approach the situation in a humane manner" (P1, interview conducted on August 17, 2024).

The legal and administrative aspects of the partnership remain weak. Although regulations like Bengkulu Governor Regulation No. 38 of 2023 (Peraturan Gubernur Bengkulu, 2023) exist, their implementation has failed to support community empowerment and sustainable tourism management. The government–Pokdarwis partnership centers on trade management contracts, lacking a clear focus on CBT, while local community rights often go unfulfilled due to poor communication and coordination.

To improve CBT at Pantai Panjang, this study recommends the 4P model, involving government, private sector, and local communities. This approach addresses budget, empowerment, and coordination challenges, and is expected to enhance collaboration and promote sustainable, community-based tourism.

5. Discussion

5.1. Designing 4P model at Pantai Panjang

This study reveals three significant findings regarding the weaknesses of CBT practices. First, Pokdarwis primarily functions as a group of traders focused on economic interests. This contradicts the fundamental principles of CBT, which emphasize the role of local communities as the primary stakeholders in tourism management (Arintoko et al., 2020; Azwar et al., 2023; Giampiccoli & Saayman, 2018; Priatmoko et al., 2021). The economic orientation of Pokdarwis neglects the main goal of CBT, which is to sustainably improve the welfare of local communities (Dangi & Jamal, 2016). Second, the management of the Pantai Panjang area does not align with CBT implementation. Both the government and Pokdarwis prioritize the economic aspects of the area, while the empowerment and involvement of local communities remain secondary concerns. A study by Giampiccoli and Saayman (2018) emphasizes that CBT requires active community involvement in the planning, implementation, and evaluation of tourism policies. This highlights a significant gap in the implementation of CBT principles. Third, there is a lack of strong collaboration among stakeholders. Partnerships involving various stakeholders, including local communities and the private sector, are crucial for enhancing the competitiveness of tourism destinations (Armenski et al., 2018; Graci, 2016). To contextualize the findings of this study within the broader body of literature, a comparison with previous research on CBT and partnership models was conducted. The detailed comparison is presented in Table 3.

Based on these comparisons, this study proposes the 4P model as an extension of the traditional PPP framework to address key limitations in the implementation of CBT. While PPP generally involves long-term contracts between governments and private entities to deliver public services (Barbat et al., 2017) and has been effective in addressing infrastructure and budget constraints (Malik & Kaur, 2020), recent literature suggests that including a broader range of stakeholders—such as local communities—can enhance its effectiveness (Gauchan, 2014; Hikmah et al., 2020; Utama, 2010). At Pantai Panjang, the current partnership lacks private sector involvement and suffers from limited community empowerment, largely due to ongoing financial constraints faced by the government. In contrast, successful community empowerment in nearby areas like Pantai Jakat is driven by organized groups such as fisher associations. Therefore, CBT development at Pantai Panjang

should prioritize capacity-building for both local communities and Pokdarwis. A restructured partnership involving government, the private sector, and community actors—aligned with the 4P strategy—offers greater policy transparency and stronger local participation compared to the conventional PPP model.

Table 3. Comparison of key findings with previous studies

Aspect	Previous studies	Findings of this study
Community involvement	Active participation is essential (Giampiccoli & Saayman, 2018; Handoko et al., 2023)	Community participation is minimal.
Partnership models in tourism development	Djabbari et al. (2021) proposed integrating community groups into the PPP framework.	Proposes a practical 4P model specifically for coastal CBT development.
Role of the private sector	The private sector plays a crucial role in supporting sustainable tourism (Graci, 2016)	Private sector engagement is largely absent, hindering tourism development.
Organizational restructuring	Stakeholder empowerment requires organizational changes (Azwar et al., 2023)	Recommends restructuring Pokdarwis with broader community representation and legal support.
Sustainable tourism governance	Equitable benefit-sharing is essential for sustainability (Goodwin & Santilli, 2009)	Economic benefits are concentrated among Pokdarwis traders, marginalizing local communities.

The partnership involving three key actors plays a critical role in facilitating technology transfer and enhancing the capacities of local communities, particularly Pokdarwis (Gauchan, 2014). Improved capabilities among Pokdarwis enable more effective implementation of CBT, leading to empowerment that contributes to poverty reduction and improvements in the quality of life for local communities (Goodwin & Santilli, 2009). To enhance CBT in this context, several key steps can be taken, as shown in Figure 3.

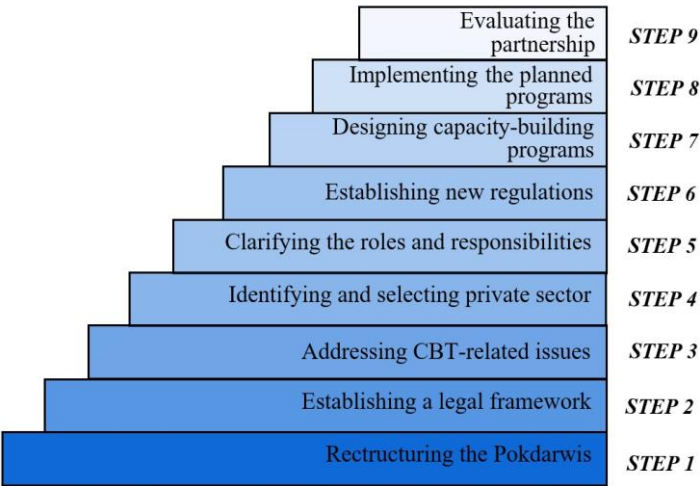


Figure 3. Steps for implementing the 4P partnership model in order to strengthen CBT.

The first step involves restructuring the Pokdarwis by incorporating local community members into its organizational structure. Organizational restructuring aims to enhance the effectiveness of CBT (Romero-Medina et al., 2024). Based on field findings, Pokdarwis consists predominantly of traders focused on increasing personal income, which has minimal impact on the broader local community. This restructuring process should involve various deliberations and discussions, engaging community leaders, youth groups (Karang Taruna), and local authorities (neighborhood and administrative leaders). Decision-making should be entirely community-driven, with the government taking on a non-dominant role as a facilitator.

The second step is to establish a legal framework for the newly structured Pokdarwis through official decrees at both local (sub-district) and regional (provincial) levels. A clear legal foundation ensures accountability and delineates the rights and responsibilities of an organization (Arrsa et al., 2021).

The third step focuses on addressing various issues related to CBT development. Pokdarwis members should be equipped with a comprehensive understanding and knowledge of CBT principles. The government can facilitate this through integrated learning approaches. At this stage, local potential must be identified and aligned with the community's readiness to manage tourism resources (Toubes et al., 2021). To achieve this, foundational research—largely overlooked by the government so far—is necessary.

The fourth step involves identifying and selecting private sector entities as potential investors. Private sector participation is essential to compensate for the government's limitations. The government can also establish the partnership frameworks required for developing CBT. The selection of private sector partners must comply with applicable regulations and consider the capabilities of the private entities. Negotiations between the government and private stakeholders may occur during this phase.

The fifth step involves clarifying the roles and responsibilities of each actor in the partnership to prevent overlapping activities. This stage requires intensive discussions among the actors. Each actor's role must be distinct yet equitable (Wang et al., 2018). The government should act as a regulator and provider of necessary technologies, the private sector as an investor and developer, and Pokdarwis as the field manager. Successful cases of CBT implementation often position Pokdarwis as the primary field manager.

The sixth step is to establish new regulations and formal recognition for the redefined partnership, based on the discussions about the roles and positions of the actors (Keers & van Fenema, 2018). Existing regulations should be revoked and replaced with new ones to ensure that each party can perform its designated role effectively. Based on field findings, previously, Pokdarwis was tasked with managing trade areas, often resulting in land trading practices. The introduction of new regulations and partnerships aims to minimize such practices, thereby reducing potential conflicts among traders.

The seventh step involves designing programs to enhance the soft skills of Pokdarwis. As the area's tourism managers, Pokdarwis members must be equipped with the necessary skills to deliver excellent service to visitors. These programs should align with Pokdarwis' needs and adhere to the *Sapta Pesona* principles set forth by the central government. Program funding can be allocated to the private sector based on mutual agreements among the actors.

The eighth step is implementing the planned programs for managing the Pantai Panjang area, including soft skill enhancement for Pokdarwis. This stage requires periodic monitoring by each actor to assess the effectiveness of the implemented programs (Hudson et al., 2019). Evaluating program effectiveness is essential for deciding whether to continue or revise programs in the future.

The ninth step focuses on evaluating the partnership. Regular evaluation is crucial to identify and mitigate obstacles. The government, as the authority, should assess the performance of private partners and make decisions regarding future collaborations. Additionally, the government should evaluate the outcomes of CBT implementation for Pokdarwis. Engaging academic institutions to conduct comprehensive assessments can provide valuable insights for further improvement.

The partnership at Pantai Panjang highlights the need for a more inclusive and strategic approach to achieving CBT goals. The proposed 4P model—engaging government, private sector, and local communities—offers a collaborative solution to address funding gaps, boost empowerment, and improve coordination (Hikmah et al., 2020). It emphasizes restructuring Pokdarwis, establishing supportive regulations, and building community capacity. With proper implementation and regular evaluation, this model can optimize the area's economic, social, and environmental potential while enhancing local quality of life.

6. Conclusion

This study investigated the achievements of CBT at Pantai Panjang, analyzed the existing partnership practices, and developed a 4P model to enhance CBT implementation. First, the study found that CBT in the area remains underdeveloped, evidenced by minimal local community involvement, the dominance of merchant-oriented Pokdarwis, and inadequate infrastructure and supporting facilities. Second, current partnership practices between the government and Pokdarwis are primarily economically driven, failing to foster inclusive community empowerment as intended by CBT principles. Third, to address these limitations, this study proposes the 4P model, which incorporates government, private sector, and community collaboration to restructure Pokdarwis, enhance community participation, and establish a sustainable governance framework for coastal tourism development.

Theoretically, this study contributes to the existing body of literature on CBT and sustainable tourism governance by offering an integrated model that addresses the shortcomings of traditional PPP through the inclusion of community actors. Practically, the findings provide actionable insights for policymakers and practitioners seeking to strengthen community involvement and ensure more equitable and sustainable tourism outcomes, particularly in coastal destinations with complex governance dynamics. Despite its contributions, this study has several limitations. It focuses exclusively on a single case study at Pantai Panjang, limiting the generalizability of its findings to other contexts. Furthermore, the qualitative approach adopted in this research, while offering in-depth insights, does not quantitatively measure the socio-economic and environmental impacts of CBT practices. Future research incorporating mixed-method approaches and comparative analyses across multiple coastal regions would offer a more comprehensive understanding of CBT implementation and partnership dynamics in diverse settings.

Future research is encouraged to empirically test the proposed 4P model through pilot initiatives across different types of tourism destinations. Longitudinal studies examining the

long-term effects of the 4P approach on community welfare, environmental sustainability, and tourism resilience would be particularly valuable. Additionally, future investigations could explore the integration of digital technologies to enhance stakeholder collaboration and community engagement in CBT governance frameworks.

Acknowledgements

The authors express their gratitude to Direktorat Jenderal Pendidikan Tinggi, Riset, dan Teknologi for funding this research (contract No. 099/E5/PG.02.00/PL.2024), and the Bengkulu Government, Pokdarwis, and related informants who have assisted in data collection.

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