JRSSEM
JOURNAL RESEARCH OF SOCIAL SCIENCE,
ECONOMICS, AND MANAGEMENT

The Role of Government Public Relations in Stakeholder Collaboration for Sustainable Tourism (Study Case of Ciletuh-Palabuhanratu Geopark)

Siti Choerunnisa[1], Neneng Nurlaela Arief[2]
Institut Teknologi Bandung, Indonesia
e-mail: 29124006@mahasiswa.itb.ac.id, neneng.nurlaelaa@sbm-itb.ac.id

Abstrak
Ciletuh-Palabuhanratu-Geopark (CPUGGP) is a prestigious site as a UNESCO Global Geopark that is challenged by governance practices to convert formal recognition into sustainable stakeholder management. This research seeks to uncover the policy reasons for participation stagnation and the distinctive essence of the governance model. Adopting a qualitative approach with a case study method, this study conducts in-depth interviews with the Pentahelix actors and processes the data through the fusion of the IAP2 Spectrum of Public Participation and the Four Models of Public Relations. The results display an obvious structural imbalance: The government is in the central "Empower" position, while other parties are relegated to the periphery. This disparity maintains a charade of involvement in which participation means being administratively compliant and visibly ceremonious, rather than being equally co-creative. As a result, the ecosystem falls into the term "Participation Regression," whereby initial enthusiasm dissipates as there is no ongoing dialogic engagement. To address these structural gaps, this research suggests a transformative governance model rooted in Pentahelix Orchestration. The framework recommends a paradigm shift for communication from the technical exchange of information to strategic engagement that builds relationships. The objective is to turn stakeholder participation from episodic, one-off involvement in a procedure into relational engagement and empowered partnership, where passive awareness becomes active, sustainable co-creation.
Keywords: IAP2 Framework, Stakeholder Collaboration, Government Public Relations, Four Models of Public Relations, Sustainability Tourism, Geopark Ciletuh.

INTRODUCTION

The tourism industry is seen as a major driver of world economic growth, accounting for a large part of the GDP and job creation, and is also used as an important tool in meeting the Sustainable Development Goals or SDGs (UNWTO, 2018). With the goals of reconciling economic development with the protection of the environment, UNESCO established a holistic management approach called the Global Geoparks Network (GGN), taking into account geodiversity, biodiversity, and cultural diversity. Geoparks, in this context, are not only tourist destinations but are also real models of sustainable development that require multi-stakeholder and active input approaches to be effective (UNESCO, 2016).

West Java Province has actively implemented this approach with Ciletuh-Palabuhanratu UNESCO Global Geopark (CPUGGP) as a good practice. However, simply staying on the UNESCO list demands more than just adherence to administrative norms; it requires a lasting commitment to the sustainability of governance (Ansell & Gash, 2008). Despite the fact that CPUGGP was able to successfully undergo the UNESCO revalidation process in June 2025, the assessors insisted that evolving management from conservation towards substantial community participation and ongoing education is necessary (KNIU, 2025). This recommendation emphasizes one important urgency: that the administrative status is just a waypoint, while the ultimate goal is to establish a sustainable community-based system.

Admittedly, while the "bottom-up" model of governance espoused by UNESCO is laudable on paper, in practice it has not materialized. Field observations and personal communication with officials of the West Java Tourism Office suggest that stakeholders in this area collaborate ineffectively and unevenly. Governance is frequently organized via "webs of influence"; the model entails centralized/one-way communication and instructional rather than dialogic or participatory forms of organization. Stakeholder engagement between the government, private sector, academia, and communities is usually episodic, often when some ceremony is taking place or at revalidation times, rather than ingrained into the daily operational culture.

From previous findings, the will to collaborate is there. However, this could not be realized due to sectoral egos, budget limitations, and a lack of ownership between the sectors (Wondirad et al., 2020). Oftentimes, stakeholders work in different silos and have conflicting objectives, which results in a process where participation remains at the stage of "attendance," but not necessarily "influence" (Sentanu et al., 2021). This would risk establishing a "participation regression" where local communities continue to be passive objects of the development process rather than its active subjects. Furthermore, the role of public relations in closing these gaps is less than ideal, often being communication-centric rather than strategically relational-based (Sawir et al., 2024). Failure to address this governance weakness could undermine not just CPUGGP's UNESCO status, but also, more importantly, its long-term environmental and social sustainability.

This lack of fit engenders a key paradox between the Geopark's global symbolic legitimacy and local operational practice. It is centralized and bureaucratic, focused on compliance rather than cultivation of relationships. Such inflexibility has led to the immobilization of the local tourism system, where there is lower homestay occupancy and unresolved challenges in infrastructure compared with non-geopark destinations. Three basic distortions lead to this stasis: a poor communication architecture where channels are largely one-way, programmatic fragmentation in which stakeholders act without coordination (Erlando & Nam, 2022), and a sustainability gap that sees environmental squabbles erode a holistic Geopark concept.

Building on this governance paradox and the participation setback mentioned above, this article seeks to unpack the hindrances that confront active collaboration. The main aim of this study is to explore stakeholders and their involvement in the development of CPUGGP by applying the participation spectrum. It also assesses the capability of the above-mentioned communication policy strategy as practiced by Government Public Relations in advancing geopark sustainability. The ultimate aim of this study is to identify the structural weaknesses and barriers in stakeholder engagement and propose a better orchestration model. To approach these dynamics systematically, this paper develops an analytical framework depicted in Figure 1.
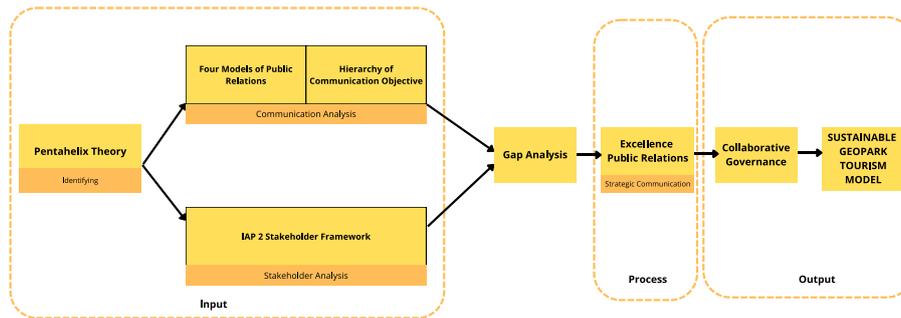
Figure 1. Conceptual Framework of The Study
Source: Author

This line of research works under an Input-Process-Output model, as graphically illustrated in Figure 1. The input phase identifies stakeholders using Pentahelix Theory and measures their engagement level with the IAP2 Public Participation Spectrum. At the same time, public communication is diagnosed by the Four Models of Public Relations (Grunig & Hunt, 1984) and the Hierarchy of Communication Objectives for government by Ronald D. Smith, to assess the degree to which plans have moved from awareness (cognitive) to action (behavior).

These inputs are then subject to a Gap Analysis (Process), where actual field performance is measured against the desired normative governance ideal. The final output of this research is a Sustainable Geopark Tourism Model Collaborative Governance and Excellence Public Relations, through which the communication can include more than covering, to emphasize sustainable-led collaboration.

Building on this governance paradox, the novelty of this study lies in its integrative analytical approach, which uniquely combines the IAP2 Public Participation Spectrum with Grunig and Hunt's Four Models of Public Relations to diagnose and address the structural and communicative roots of participation stagnation in a UNESCO Global Geopark context. This research aims to explore the dynamics of stakeholder involvement in CPUGGP development, assess the effectiveness of current government communication strategies, and identify structural barriers to collaborative governance. Ultimately, the study intends to propose a transformative orchestration model to enhance sustainable co-creation. The findings are expected to provide practical benefits for CPUGGP management by offering a clear roadmap for improving stakeholder engagement and communication efficacy, while also contributing to the broader academic and practical discourse on sustainable tourism governance by presenting a tested framework applicable to similar multi-stakeholder conservation areas globally.

RESEARCH METHODS
Research Design & Context

The design of this research is that of a qualitative-descriptive-explanatory case study. The case study was the Ciletuh-Palabuhanratu United Nations Educational, Scientific and Cultural Organization (UNESCO) Global Geopark (CPUGGP) situated in Sukabumi Regency, West Java which was chosen due to its strategic role as a site developed sustainably that involves multidimensional coordination with multiple stakeholders. For the purposes of this

research, however, our interest is more narrowly defined in relation to governance and strategic communication's role as a relational logic that influences the engagement of Pentahelix actors (Hammerberg et al., 2016) when it comes to GPR.

The governance in this locus concerns two main actors, the Sukabumi Regency Tourism Office which acts as a government and policymaker for regional tourism development, and the CPUGGP Management Body (Badan Pengelola CPUGGP), an ad-hoc body authorised by regent to coordinate conservation, education and sustainable economic development. The Tourism Office takes care of bureaucracy and budget, while the Management Body is responsible to manage multi-sectorial interests.

Data Collection

Data were obtained from semi-structured interviews and field notes. The informants were chosen by means of a purposive sampling approach, focusing on important stakeholders playing an active role in, or being affected by. Geopark governance. The respondents encompassed the full Pentahelix spectrum, including senior officials from Tourism Office and Management Body (Government), Private sector (Business), community leaders and local champions (Community), academic experts (Academia) and a local journalist (Media). Interviews aimed to elicit information about the level of participation, style of communication, and behavioral response. In addition to the interviews, the author was involved in a direct observation exercise and participated in exchange with stakeholders by attending coordination meetings and tourist events, thus comparing stakeholder stories with actual developments on the field. In addition, digital observations in social media and news websites helped examine public narratives and the distribution of Geopark information. Secondary data collection included an analysis of official reports, Governor's decrees, revalidation files and relevant literature in order to support the archives with contextual and historical depth.

Data Analysis

The gathered data were analyzed by means of a deductive thematic analysis method. The present study stands in contrast with inductive approaches where themes are freely emerging from the data as it used pre-specified theoretical frameworks to classify study results. The analysis drew upon the interactive model by Miles, Huberman and Saldana (2014) which involved data condensation, data display and conclusion drawing. To support systematic interpretation, a qualitative codebook was developed based on three theoretical perspectives; the IAP2 Spectrum (level of participation), Four Models of Public Relations (Communication strategy) and Hierarchy of Communication Objectives (behavioural influence). The specific coding scheme litigators used to code stakeholders' responses is represented in **Table 1.**

Table 1. Codebook for Qualitative Data Analysis (Source : Author)

Theme	Main Code	Open Code	Definition	Keywords
IAP2 Spectrum (Participaton Level)	Inform	One-Way / Broadcast Communication	Stakeholders only receive information without any meaningful dialogue or response mechanism.	"Information", "Media social" "Website"
		Administrative-Driven / Formal Notice	Information is delivered mainly for administrative or ceremonial purposes only rather than collaboration.	

Theme	Main Code	Open Code	Definition	Keywords
	Consult	Episodic Consultation	Stakeholders are asked for opinions occasionally, usually only when needed.	"Invited", "Consulted", "Asked"
		Non-Binding Input	Stakeholder input is collected, but does not necessarily influence final decisions.	
	Involve	Operational Involvement	Stakeholders are actively involved in programme implementation on a regular basis, but do not influence policy direction.	"Involved"
	Collaborate	Joint Planning / Co-Creation	Stakeholders act as equal partners in designing and planning programmes and decisions.	"Collaboration", "MoU", "Teamwork"
	Empower	Delegated Authority	Stakeholders are granted real authority to make decisions or manage specific aspects of the programme.	"Authority", "Power"
Four Models of Public Relations (Communication Strategy)	Press Agentry	Ceremonial Publicity	Communication is mainly aimed at image-building and publicity rather than education or dialogue.	"Content", "Publication", "Event-based", "Episodic", "Ceremonial", "Formality"
	Public Information	One-Way Informing	Information is delivered in a one-directional manner to inform the public.	"Website", "Broadcast"
	Two-Way Asymmetric	Consultation without Power Shift	Dialogue occurs, but decision-making power remains largely with the government.	"Unheard", "Unimplemented", "One-sided"
	Two-Way Symmetric	Negotiated Mutual Dialogue	Balanced dialogue where decisions are formulated jointly between parties.	"Implemented", "Empowered"
Hierarchy of Communication Objective (Impact)	Awareness	Knowing The Geopark status	Stakeholders are aware of and recognise the UNESCO Global Geopark status.	"Knowing", "Understand"
	Acceptance	Positive Attitude	Stakeholders show a positive attitude and support toward conservation and sustainability goals.	"Excited", "Proud"
	Action	Behaviourly Participated	Stakeholders are actively involved in supporting Geopark programmes and activities.	"Initiative", "Active", "Action"

Source: Author

RESULTS AND DISCUSSION

Level of Stakeholder Participation according to IAP2 Spectrum

Sustainability of CPUGGP relies heavily on the active engagement of its stakeholders. To measure the depth of this engagement, this study analyzes the participation mechanisms, intensity, and direction of communication among the Pentahelix actors. The findings are categorized using the qualitative codebook presented in Table 1.

Empirical data reveals that stakeholder participation in CPUGGP tends to be procedural and episodic. In terms of mechanisms, forums are predominantly exclusive to government agencies, while academics and communities lack dedicated routine channels. As noted by an academic informant, interactions are often reactive occurring mainly during "crisis reporting" rather than proactive planning. Similarly, the media functions primarily as a dissemination tool rather than a partner in agenda-setting.

This condition is mirrored in the intensity of participation, which exhibits a "burst engagement" pattern. Stakeholder involvement peaks sharply prior to UNESCO revalidation to fulfill administrative data requirements, only to regress into stagnation afterward. A community representative stated, "It only becomes busy when revalidation is approaching… after that, it goes quiet again." This indicates that participation has not been institutionalized as a daily culture but remains dependent on administrative momentum. Furthermore, the direction of communication remains heavily top-down, where stakeholders are typically involved only at the implementation stage after policies have been determined. Based on these dynamics, this study maps the maturity level of each actor using the IAP2 Public Participation Spectrum. The specific position of each stakeholder is summarized in Figure 2.

Actor	Are they Informed?	Are they asked for input?	Are they involved for planning?	Are they positioned as co-creator?	Do they have decision power?	Level
Government	✅ Information circulated through official letters, internal meetings, and bureaucratic channels	✅ Inter-agency discussions and coordination meetings	✅ Consulted mainly for funding/resources	✅ Involved in all program designs	✅ Holds final authority in policy and program decisions	**Empower** Exercises full structural control over governance
Academician	✅ Informed through research invitations and formal channels	✅ Asked for technical input	❌ Rarely involved in program design	❌ Not integrated into governance processes	❌ No decision-making authority	**Consult** Functions mainly as a knowledge and data provider
Community	✅ Informed through research invitations and formal channels	✅ They sometimes invited to forum and asked for technical input and also aspiration	❌ Not involved in planning processe	❌ Not positioned as co-designers	❌ No access to formal decision-making	**Consult** Participation remains tokenistic
Media	✅ Receives information through press releases and event coverage	❌ Rarely Consulted	❌ Not involved in agenda-setting	❌ Not engaged as strategic partners	❌ No policy influence	**Inform** Functions primarily as an information amplifier
Business	✅ Receives information through MoUs and coordination meetings	✅ Consulted mainly for funding/resources	✅ Actively involved in project implementation and yearly consult	❌ Collaboration remains project-based and CSR	❌ No authority over long-term governance	**Involve** Engagement is pragmatic and resource-driven

Figure 2. **Participation Level of Stakeholder**
Source: Author

Figure 2 confirms a significant gap in participation levels. The Government dominates at the 'Empower' level, holding exclusive authority over regulation and budgeting. However, this power is centralized rather than distributed. Business actors are situated between 'Involve' and 'Collaborate', but their engagement is largely transactional through CSR projects. Meanwhile, Academics and Communities—who are critical for conservation and education—are trapped at the 'Consult' level. Their input is solicited through forums, but it is not binding and often fails to influence final decisions. Finally, the Media occupies the lowest position at the 'Inform' level, limiting their role to mere information transmitters.

This configuration highlights that while the "Pentahelix" structure exists formally, the actual governance practice is still marked by structural asymmetry. The dominance of the government and the passive positioning of other actors explain why community ownership remains low and why the Geopark faces challenges in maintaining continuous engagement beyond the revalidation cycle

Stakeholder Participation Structure Matrix in CPUGGP Governance

Matrix of stakeholder participation created to complete the visualization. While the previous section analyzed individual participation maturity, this section visualizes the overall relational architecture of CPUGGP governance. Figure 3 maps the Pentahelix actors based on two analytical dimensions derived from the IAP2 spectrum: Participation Intensity (X-Axis), which measures the depth of involvement from surface-level to institutionalized engagement,

and Decision-Making Influence (Y-Axis), which measures the power to determine strategic policy directions.
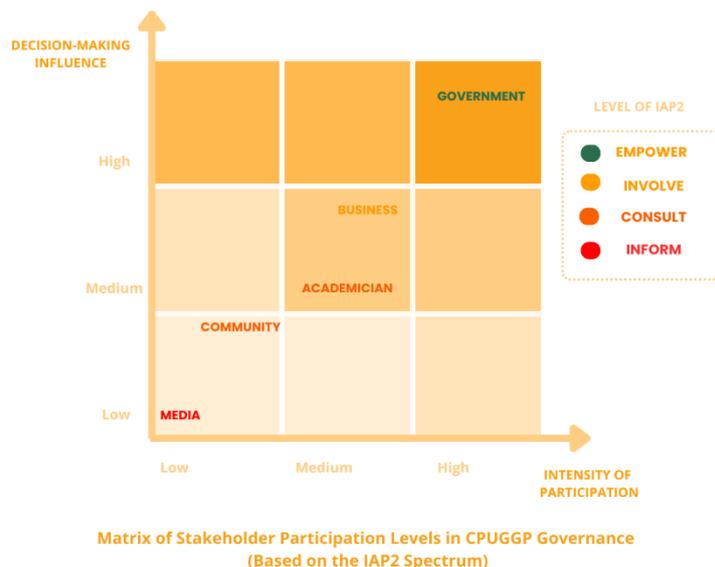

Matrix of Stakeholder Participation Levels in CPUGGP Governance
(Based on the IAP2 Spectrum)

Figure 3. Stakeholder Participation Matrix in CPUGGP Governance
Source: Author

As illustrated in Figure 3, the matrix reveals a dispersed distribution of power that confirms the structural asymmetry discussed earlier:

1. High Intensity – High Influence (Government): The Government occupies the dominant quadrant. They control all stages of governance, holding final authority over policy, budgeting, and institutional legitimacy. However, this position reflects a "centralized empowerment," where authority accumulates at the top rather than being distributed, limiting the space for genuine co-creation.
2. Moderate Intensity – Moderate Influence (Business & Academics): Business actors are active in implementation but largely transactional; their engagement is driven by CSR projects rather than shared governance. Similarly, Academics function as "knowledge providers" rather than strategic partners. Their scientific input is solicited but rarely institutionalized into binding policies, positioning them in the middle ground where functional influence exists but strategic power is lacking.
3. Low/Moderate Intensity – Low Influence (Community & Media): A critical paradox emerges in the lower quadrants. Communities, despite being the core subject of the Geopark, possess low structural influence. Their participation is often symbolic—limited to implementation rather than planning. Media actors occupy the weakest position, restricted to a dissemination role without involvement in agenda-setting.

Government Communication Models and Patterns

Analysis using Four Models of Public relations is conducted to understand the underlying causes of the stagnant participation identified in the previous section, this study evaluates the communication strategies employed by the CPUGGP Management Body using Grunig and Hunt's Four Models of Public Relations. The analysis reveals that despite the mandate for collaborative governance, communication practices in the field are heavily

dominated by the Public Information and Two-Way Asymmetrical models, preventing the realization of genuine symmetrical dialogue required for a UNESCO Global Geopark.

Field findings indicate that the government primarily positions itself as the sole information source, employing a one-way Public Information model. Messages are disseminated unilaterally through official websites and social media largely to fulfill administrative obligations, placing stakeholders as passive recipients. This reactive approach was confirmed by an academic from P2PAR ITB, who noted the absence of dedicated collaborative forums, stating that academics are usually only contacted when specific problems arise rather than for regular strategic updates. Consequently, digital interaction remains "upward-looking"oriented toward reporting activities to superiors rather than "downward-looking" to educate and engage the public.

This passive communication pattern is largely attributed to a critical structural deficiency: the absence of a specialized Public Relations unit. Mr. Adje, a manager at the Sukabumi Regency Tourism Office, confirmed that PR functions are currently fragmented across various technical divisions such as marketing and destination development. This lack of a dedicated orchestrator results in a loss of strategic focus, where communication is treated as a secondary technical task. Mr. Aat Suwanto, Chairman of the Management Body, acknowledged that this human resource gap requires urgent improvement, as the current team lacks the specific competency to package high-value information into calls to action.

Furthermore, even when dialogue is initiated through forums or development meetings (Musrenbang), the interaction reflects a Two-Way Asymmetrical model. In this model, stakeholders are invited to speak, but the power dynamic remains unequal, and their input rarely alters pre-determined government decisions. A prime example of this asymmetry is the conflict regarding tourism development in local villages. Community informants expressed disappointment over the sudden construction of a modern resort that disrupted the local economic balance, contradicting prior agreements to protect local homestays. This incident illustrates that while consultation took place, the decision-making power remained concentrated in the government's hands. Without a shift toward a Two-Way Symmetrical model where stakeholder feedback genuinely influences policy, collaboration within CPUGGP will remain symbolic rather than substantive.

The Impact of Communication on Stakeholders

The combination of top-down participation structures and one-way communication patterns identified in the previous sections generates specific behavioral impacts on stakeholders. By analyzing these impacts through the Hierarchy of Communication Objectives, this study identifies a critical "bottleneck" in the governance of CPUGGP: the government has successfully built Awareness and Acceptance, but has failed to trigger Action.

Fundamentally, effective strategic communication in a Geopark should not merely inform, but resonate with the audience's instincts to encourage behavioral change. This standard was reinforced by an academic respondent from Padjadjaran University, who stated that sustainable tourism communication must go beyond promotion; it must ensure that

"Visiting groups will bring about positive changes... specifically a deeper understanding of the importance of environmental conservation."

However, current GPR practices which focus heavily on ceremonial reports and technical updates have only succeeded in fulfilling the Cognitive (knowledge) and Affective (emotional) stages. Most residents, business actors, and media representatives are aware of the UNESCO Global Geopark status and express pride in this international recognition. Yet, this psychological support remains dormant because communication messages fail to translate these sentiments into clear, actionable roles.

This failure is evidenced by the significant gap between "knowing" and "doing." Stakeholders admit to being confused about specific steps they should take to support sustainability, as government messages rarely contain clear calls to action. Empirical proof of this stagnation is found in the lack of independent community innovation; local MSMEs remain underdeveloped, and the Geopark Youth Forum lacks integration with broader government programs. Most critically, field data reveals that zero Geopark community members have joined the Community Information Groups (KIM), a strategic initiative by the Ministry of Communication and Digital Affairs designed to facilitate grassroots participation. The absence of stakeholders in this state-facilitated forum confirms that the communication strategy has failed to mobilize the community into the Conative (behavioral) stage.

Consequently, CPUGGP is experiencing a phenomenon of "Participation Regression." Stakeholders who were previously enthusiastic have become passive, repositioning themselves as spectators rather than subjects of development. This regression is driven by the episodic nature of engagement peaking only during revalidation periods and exacerbated by the absence of Standard Operating Procedures (SOPs) for long-term strategic communication. Without a consistent two-way dialogue, the community feels their aspirations are unheard, leading to fatigue and withdrawal.

In conclusion, this study identifies a "Failure of Participation Transformation Model." The low level of stakeholder participation (IAP2) is not due to a lack of willingness, but because the Government Public Relations unit operates solely at the Public Information level. This approach is sufficient to create awareness but insufficient to build ownership. To exit this regression zone, a paradigm shift is required: moving from a PR approach that merely "produces content" to one that "manages relationships" (Two-Way Symmetrical), thereby empowering stakeholders to transition from passive observation to active, sustainable stewardship. To summarize the complex dynamics discussed in Chapter 3, Table 2 presents a grand synthesis of the correlation between engagement mechanisms, interaction intensity, PR models, and the final maturity level of each stakeholder.

Table 2. Grand Synthesis of Stakeholder Participation Level

Actor	Mechanism of Engagement	Intensity of Interaction	Direction & PR Model	Final IAP2 Level (Maturity Pattern)
Government	Routine forums, inter-agency coordination, bureaucratic meetings, MoUs	High, continuous, and structurally embedded	Two-Way Asymmetrical. Inputs are collected, but final decisions remain centralized	EMPOWER (Centralised Empowerment)
Academics	Focus group discussions, research	Incidental, need-based	Two-Way Asymmetrical expert input is requested but	CONSULT (Technical Legitimacy)

Actor	Mechanism of Engagement	Intensity of Interaction	Direction & PR Model	Final IAP2 Level (Maturity Pattern)
	collaboration, technical consultations		not always institutionalised into policy	
Community/ Local Groups	Socialisation events, limited meetings, program-based involvement	Episodic, momentum-driven	Two-Way Assymetrical. Being heard but not positioned as equal decision-makers	CONSULT (Social Legitimacy)
Media	Press releases, ceremonial coverage, social media dissemination	Event-based, irregular	Public Information / Press Agentry	INFORM (One-way engagement)
Business	Funding partnerships, MoUs, program co-financing, coordination meetings	Moderate to high, program-driven	Two-Way Asymmetrical. Because its only happen episodical	INVOLVE → COLLABORATE (Instrumental Partnership)

Source: Author

Gaps Finding in Governance Based on the grand synthesis of stakeholder participation

Presented in the previous chapter, this study reveals a critical anomaly that occurs in. long time. Although CPUGGP formally involves multiple actors across the Pentahelix, interactions remain asymmetrical and procedurally driven. Participation exists, but it is unevenly distributed, weakly institutionalized, and largely symbolic. This section diagnoses why a formally collaborative system produces such unequal outcomes by identifying the structural gaps embedded in CPUGGP's governance architecture.

The diagnosis identifies that the core failure lies in the treatment of participation as an administrative requirement rather than a strategic governance infrastructure. This is manifested in the Tokenism Gap, where stakeholders are trapped at the Inform and Consult levels. While legally compliant, this form of engagement offers a "false sense of inclusion"—stakeholders are heard, but their inputs rarely shape strategic directions. This symbolic involvement is exacerbated by a Communication Paradigm Gap, where GPR functions are restricted to technical dissemination (Public Information) rather than serving as an architecture for risk management and social coordination (Two-Way Symmetrical).

Furthermore, the system suffers from an Intensity Gap characterized by "burst engagement." Participation is not continuous but peaks only during UNESCO revalidation cycles or ceremonial events, preventing the formation of long-term trust. This discontinuity creates a Behavioral Gap (Hierarchy of Effects), where the community possesses high awareness of the Geopark status but lacks the specific knowledge to translate that awareness into concrete actions. These gaps collectively explain the "participation regression," where early enthusiasm erodes into passive compliance. To systematically visualize these disconnects, **Table 3** contrasts the current empirical reality against the ideal theoretical configuration required for a sustainable Geopark.

Table 3. Gaps Finding on Stakeholder Collaboration in CPUGGP (source : author)

Gap Type	Current State (Findings)	Ideal State (Target/Theory)	Problem Description
Gap 1: Procedural vs. Substantive Participation	Participation is reduced to a *"compliance ritual"* (attendance lists, ceremonial photos, and formal meetings).	Meaningful participation that exerts real influence on agenda-setting and final decisions.	Engagement is treated as an administrative formality rather than as a strategic infrastructure for risk management, collective learning, and co-creation.
Gap 2: Communication Model	Dominated by Public Information and Two-Way Asymmetrical models.	Transition toward a Two-Way Symmetrical (dialogic) communication model.	Communication focuses primarily on technical dissemination and reporting, without creating spaces for shared meaning-making, assumption alignment, and deliberative dialogue.
Gap 3: Influence (Tokenism Gap)	Most actors remain stuck at the *Inform* and *Consult* levels of the IAP2 Spectrum.	Progression toward Collaborate and Empower levels, in line with UNESCO's participatory governance principles.	A *tokenism gap. Tokenism* is term for symbolic relationship. stakeholders are invited and listened to, but their inputs do not translate into real decision-making power.
Gap 4: Participation Intensity	Participation occurs as *"burst engagement"* or sudden event concentrated around UNESCO revalidation and ceremonial moments.	Continuous, structured, and sustained dialogue.	Participation is episodic; relationships fade once administrative obligations are fulfilled, undermining long-term trust and sustainability.
Gap 5: Hierarchy of Effects	Communication impact is largely limited to the Awareness stage (knowing the UNESCO status).	Progression toward the Action stage (consistent, tangible involvement).	Stakeholders are aware of the Geopark status but remain uncertain about their concrete roles, as communication does not clearly translate values into actionable pathways.
Gap 6: Government Public Relations Role Paradigm	Communication is viewed as a technical and reporting function.	Communication as the architecture of governance, risk management, and social coordination.	The absence of relational SOPs keeps engagement with Media and Business fragmented and transactional.

Source: Author

This diagnostic synthesis confirms that the challenges faced by CPUGGP are structural, not merely cosmetic. Consequently, "adding more promotional content" is not the solution. The remedy requires a fundamental redesign of how participation is orchestrated. Based on these findings, the following section proposes a strategic intervention framework to bridging gaps.

Strategic and Managerial Implications

Participation regression identified in this study is not merely a technical issue resolvable by increasing event frequency or promotional volume. Rather, it is a systemic failure that demands a fundamental transformation at both strategic and managerial levels.

Strategic Implications

Strategically, this study serves as a critical warning that a governance model relying solely on the "voluntarism" of Pentahelix actors is arguably obsolete. Without a robust structural framework, CPUGGP faces the risk of systemic failure, where the UNESCO Global Geopark status becomes a mere administrative label devoid of sustainable community impact.

1. **Paradigm Shift to Hexahelix Logic**: Governance must shift from organic collaboration to regulated integration. The regulatory function (Regulation) must be positioned as the primary foundation to "enforce" compliance and cross-sectoral integration. Instruments such as a Regent Regulation (Peraturan Bupati) are required to bind stakeholders legally, preventing the ecosystem from collapsing when leadership changes.

2. **Binding Institutionalization**: Future strategies must focus on building a resilient system rather than relying on key figures. Collaboration must be formalized into binding agreements, ensuring that the partnership ecosystem remains stable regardless of political transitions.

Managerial Implications

Managerially, the findings demand a total transformation in how the Management Body executes its daily functions. If the current bureaucratic rigidity and siloed mentality persist, CPUGGP will remain trapped in stagnation. The following managerial transformations are imperative:

1. **Redefining PR as "Communication Orchestrator":** The Public Relations unit must evolve from a technical distributor of press releases into a strategic orchestrator. Competencies in conflict management, partnership negotiation, and dialogue facilitation are mandatory to ensure the government is perceived as responsive rather than indifferent.

2. **From "Broadcast" to "Digital Dialogue":** Management must abandon the "one-way" broadcast approach. Digital platforms should be utilized not just for reporting, but as real-time feedback mechanisms to foster high-quality two-way dialogue.

3. **Value-Based Collaboration:** Implementation must shift from transactional approaches (proposal/funding-based) to value-based collaboration. Programs like the Storynomics Living Lab must be sustained as innovation laboratories that continuously produce solutions for local problems, rather than serving as mere ceremonial events.

Ultimately, this study concludes that the cost of inaction is far greater than the risks of transformation. If CPUGGP fails to implement this strategic and managerial orchestration, the vision of "Celebrating Earth, Prospering Communities" will remain mere jargon, never touching the lived reality of stakeholders. Furthermore, this failure will critically jeopardize the revalidation phase, as UNESCO assessors explicitly evaluate effective Pentahelix collaboration as a key criterion for Global Geopark status.

CONCLUSION

This study examines the challenges of strategic governance and communication in the management of the Ciletuh–Palabuhanratu UNESCO Global Geopark (CPUGGP), with a particular focus on the stagnation of stakeholder participation, by integrating the IAP2 Public Participation Spectrum and the Four Models of Public Relations to empirically analyze stakeholder dynamics and relational gaps. The findings reveal that stakeholder participation remains uneven and asymmetrical, with government actors dominating the "Empower" level while communities, academics, and media are largely confined to the "Inform" or "Consult" levels, resulting in a phenomenon of participation regression marked by passive engagement and weak shared ownership. Furthermore, Government Public Relations practices are still characterized by administrative, one-way communication aligned with the Public Information and Two-Way Asymmetrical models, positioning communication merely as a reporting function rather than a strategic governance tool capable of fostering trust and long-term engagement. In addition, multi-stakeholder collaboration remains largely transactional, as business involvement is limited to short-term CSR initiatives, media participation focuses on publicity, and community engagement is often symbolic, with the absence of institutionalized mechanisms and integrated digital systems hindering sustainable co-creation.

To address these gaps, the study proposes the Pentahelix Orchestration Framework as an operational standard to transform CPUGGP governance from a procedural model into a sustainable, stakeholder-driven ecosystem, accompanied by strategic recommendations that include repositioning government public relations as a strategic orchestration unit supported by capacity building, eliminating sectoral egos through shared cross-agency KPIs, prioritizing the continuity and integration of digital engagement platforms, strengthening long-term collaborative roles for academics in policy design, empowering communities through local leadership and formal planning representation, developing strategic media partnerships through joint narrative construction, and shifting business engagement from short-term CSR to long-term value co-creation partnerships. Finally, future research is encouraged to quantitatively measure the impact of this framework through a Geopark Participation Index, conduct longitudinal studies on the effects of strategic narratives on community behavior, and undertake comparative analyses with other UNESCO Global Geoparks to test the adaptability of this governance model across different cultural and bureaucratic contexts.

REFERENCES

Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, *18*(4), 543–571.

Arief, N.N., Famiola, M., Roestan, M.R., & Zakaria, Z.Y. (2019). Evaluating implementation of a CSR program for Sustainable Tourism Development in Indonesia: A case study of Global Geopark Ciletuh.

Arrasyid, Riko & Urfan, F & Darsiharjo, Darsiharjo & Ruhimat, M & Setiawan, Iwan & Logayah, Dina. (2021). Edutourism development model in unesco global geopark ciletuh palabuhanratu sukabumi district. IOP Conference Series: Earth and Environmental Science. 683. 012120. 10.1088/1755-1315/683/1/012120.

Fajriasanti, R. (2023). Pelibatan Pemangku Kepentingan Lokal Dalam Pengembangan Dan Pengelolaan Interpretasi Geowisata Di Kawasan Geopark Dunia Rinjani-Lombok.

Journal of Innovation Research and Knowledge, 3(2), 307-318.

Gandhiwati, Haililah & Rahmanita, Myrza & Ingkadijaya, Rahmat & Alifahmi, Hifni. (2024). Stakeholder Collaboration Model in Building Jakarta's Reputation as a Smart Tourism City Destination. European Modern Studies Journal. 8. 19-31. 10.59573/emsj.8(5).2024.3.

Grunig, James & Hunt, Todd. (1984). Managing Public Relations.

Hammarberg, Karin & Kirkman, Maggie & de Lacey, Sheryl. (2016). Qualitative research methods: When to use them and how to judge them. Human reproduction (Oxford, England). 31. 10.1093/humrep/dev334.

International Association for Public Participation. (2018). *IAP2 spectrum of public participation.* https://iap2.org/resources/spectrum

Indriati Kastuti, Teti & Sulistyadi, Budiono. (2021). The Implementation of Adaptive Co-Management Towards Revalidation Program: A Case Study in Ciletuh-Palabuhanratu UNESCO Global Geopark. International Journal of Business, Humanities, Education and Social Sciences (IJBHES). 3. 10.46923/ijbhes.v3i2.111.

Khasanah, Uswatun & Martono, Dwi & Supriatna, Supriatna. (2023). Role and Effectiveness of the Ciletuh-Palabuhanratu Geopark in Acceleration Achievement of Sustainable Development Goals Pillars of Economic Development. Jurnal Penelitian Pendidikan IPA. 9. 8034-8039. 10.29303/jppipa.v9i10.5403.

Lee, Yujin & Ramasamy, Jayakumar. (2021). Economic impact of UNESCO global geoparks on local communities in Asia: Comparative analysis of three UNESCO global geoparks in Asia. International Journal of Geoheritage and Parks. 9. 10.1016/j.ijgeop.2021.02.002.

Mammadova, Aida & May, Susan & Tomita, Yoko & Harada, Seira. (2025). Synergies and Conflicts in Dual-Designated UNESCO Sites: Managing Governance, Conservation, Tourism, and Community Engagement at Mount Hakusan Global Geopark and Biosphere Reserve, Japan. Land. 14. 488. 10.3390/land14030488.

Miles, Matthew & Huberman, Michael & Saldaña, Johnny. (2013). Qualitative Data Analysis: A Methods Sourcebook.

N. Nurlaela Arief, Aurik Gustomo, M. Rahman Roestan, Aghnia Nadhira Aliya Putri, Muthya Islamiaty, Pharma 4.0: analysis on core competence and digital levelling implementation in pharmaceutical industry in Indonesia, Heliyon, Volume 8, Issue 8, 2022, e10347, ISSN 2405-8440, https://doi.org/10.1016/j.heliyon.2022.e10347.

Octavianti, M., Suryana, A., Bajari, A., & Ismail, N. (2023). Stakeholders collaboration management of Rinjani Lombok UNESCO Global Geopark: social capital perspectives. PRofesi Humas, 8(1), 23-41. doi:https://doi.org/10.24198/prh.v8i1.48134

Oktaviani, Femi & Kurniawan, Kunkun. (2025). Ciletuh Geopark Storytelling Strategy to Strengthen Geotourism Destination Branding. Jurnal Mutakallimin : Jurnal Ilmu Komunikasi. 8. 10.31602/jm.v8i2.20567.

Raharjo, Santoso & Apsari, Nurliana & Humaedi, Sahadi & Santoso, Meilanny. (2020). IDENTIFICATION OF STAKEHOLDER IN THE MANAGEMENT OF GEOPARK CILETUH IN SUKABUMI, WEST JAVA INDONESIA. Geological Behavior. 4. 89-92. 10.26480/gbr.02.2020.89.92.

Salsiah, S., Saizen, I., Soetarto, E., & Pravitasari, A. E. (2025). Spatial Distribution of Local Sustainability Index in the Ciletuh-Palabuhanratu UNESCO Global Geopark Using

Spatial Autocorrelation. Jurnal Pengelolaan Sumberdaya Alam Dan Lingkungan (Journal of Natural Resources and Environmental Management), 15(2), 234. https://doi.org/10.29244/jpsl.15.2.234

Sawir, M., Mastika, I. K., Prayitno, H., Lestari, A., Nur'aini, A., & Hi. Arsyad, D. (2024). Public relations strategies and sustainable tourism in Tolitoli Regency: a case study in the Indonesian context. Cogent Social Sciences, 10(1). https://doi.org/10.1080/23311886.2024.2376163

Sentanu, I Gede Eko Putra Sri, Ardian Prabowo, Klara Kumalasari, Aulia Puspaning Galih, and Rendra Eko Wismanu. 2021. "Stakeholder Collaboration Model for Ecotourism Development in Indonesia: Case Study from Batu City East Java Province." Journal of Government and Civil Society 5(2): 214-36.

Smith, Ronald. (2017). Strategic planning for public relations: Fifth edition. 10.4324/9781315270876.

SULISTIA, Erlando & NAM, Kwang. (2022). Public, Private, People Partnership Framework For Developing Indonesian Smart City Infrastructure. International Journal of Environmental, Sustainability, and Social Science. 3. 267-275. 10.38142/ijesss.v3i2.211.

Tlabela, K. & Douglas, A. (2022). Visitor Information Centres' Contribution Towards Creating Memorable Visitor Experiences. African Journal of Hospitality, Tourism and Leisure, 11(SE 2):1787- 1803. DOI: https://doi.org/10.46222/ajhtl.19770720.325

UNESCO. (n.d.). *UNESCO Global Geoparks*. https://www.unesco.org/en/iggp/geoparks/about

Wondirad, A., Tolkach, D., & King, B. (2020). Stakeholder collaboration as a major factor for sustainable ecotourism development in developing countries. Tourism Management, 78(November 2018), 104024. https://doi.org/10.1016/j.tourman.2019.104024

World Tourism Organization, & United Nations Development Programme. (2017). Tourism and the sustainable development goals: Journey to 2030. UNWTO. https://doi.org/10.18111/9789284419401

Yani, Ahmad & Mulyadi, Asep & Rosita, Rosita. (2021). Profile and competency of tourist guide on ciletuh-palabuhanratu unesco global geopark. IOP Conference Series: Earth and Environmental Science. 683. 012118. 10.1088/1755-1315/683/1/012118.