

Strategies and Challenges of Capacity Building in Partnership Tourism Development in Indonesia

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ABSTRACT

Tourism is one of the development priorities of the government. This sector is growing into a promising industry. However, tourism should be developed with the readiness of the community to provide welfare for all people. However, people are often unable to participate in tourism development in their area. Therefore, they need to carry out capacity building efforts through non- governmental organizations and partnerships in supporting tourism development. Capacity building is used as capital for the community to part the productive economic development activities in the tourism sector and to survive the continuous environmental changes. This article aims to explore how a community capacity building model can be effectively used for the management of partnership tourism development in Indonesia. This study used a literature review by examining or critically reviewing the knowledge, ideas, or findings contained in an academically oriented body of literature and formulating theoretical and methodological contributions to certain topics. The results showed that community capacity building through partnerships tends to cause conflicts of interest, is not transparent, and local people no longer have the confidence and creativity to develop tourism as they are abandoned by the facilitator. Meanwhile, independent capacity building is more likely to produce sustainable tourism. Capacity building carried out through community initiatives results in high collectivity, which is independent and sustainable, because they carry out planning, implementation, and evaluation in the tourism development process from scratch.

Keywords: *Capacity building, Tourism development, Partnership*

1 INTRODUCTION

The tourism sector continues to develop into a competitive industry [1] and becomes one of the fastest-growing sectors in the world [2][3]. It is undeniable that the tourism sector plays an important role in the development of a country's economy. The rapid development of tourism in Indonesia can be seen from the increasing number of tourist areas or villages [1]. This results in competition among many regions to attract tourists with their local uniqueness such as utilizing natural fortress, social life, customary, cultures, technology, and so on. Apart from community initiatives, the government through its policies has actually been able to encourage the development of regional tourism [4][5]. Given its big effect, the tourism sector has become a development priority announced by the government.

However, in implementing tourism development, the

community often neglects sustainability and is only oriented towards the potential benefits [6][7]. Currently, sustainability is an important issue to be considered in the process of developing tourism around the world. Sustainable tourism development is a continuous process towards a better change in the tourism activities by optimizing natural and cultural resources without neglecting the sustainability of all aspects of life, both economic, socio-cultural, and environmental aspects, to create a prosperous society. This sustainability can be realized with a careful planning strategy, qualified human resources (HR), and stakeholders who can synergize in tourism development [1][6][8].

The dynamics in tourism development are always beneficial on the one hand. On the other hand, the presence of regional tourism development causes environmental pollution [9], climate change [10], and social conflicts between communities [11]. Especially in practice, not all levels of society benefit from tourism development even if

it is indicated to be the cause of development inequality in an area [12][13]. It is the people who can take advantage of the opportunities and are highly competitive who will benefit from the tourism development, while others who have relatively low capacity (managerial, technical, and social) or weak bargaining power, limited access to capital and information, and low levels of education [14] only become the spectators of the tourism development process. The strategy that is expected to minimize these problems is to build the capacity of community [15]. Community capacity in the tourism development system is built to realize sustainable tourism and provide welfare to the community. The concept of building community capacity in tourism development aims to develop and build a conceptual framework for community capacity in developing a tourism development system.

Conceptually, building community capacity is known as partnership capacity building. The concept of partnership capacity building is a capacity building approach by cooperating with other parties (private or government) in the tourism development process from planning to evaluation. This partnership capacity building is carried out by providing the community with training or skills to develop their tourism. In the tourism development partnership model, the government plays a role in making regulations or policies that regulate all activities related to tourism and underlie policies of cooperation carried out by the public and the private sector. The government also plays a role in providing assistance and guidance to local communities to build their capacity. In this case, the private sector serves as a tax contributor to tourist attractions and a provider to assist local community businesses [16]. The success of tourism development can be achieved by building community capacity through the initiatives from the community itself or partnerships (private or government) and, in some cases, the combination of the two. Capacity building is basically carried out to produce quality human resources to create sustainable tourism. Partnership tourism development will contribute to providing facilities for the community to gain access to capital, skills/knowledge, market, infrastructure, and land that they have never gotten [17]. We can find many partnership tourism developments in various regions in Indonesia with a direct impact on the community.

The partnership tourism organized by the culture and tourism office of South Sulawesi with Asita also has a positive effect as seen from an increase in tourist visits in the area [18]. Partnership tourism also increases local revenue [19] felt by the Tasikmalaya Regency, thereby increasing the community's economy and creating jobs [20]. Nevertheless, the application of partnerships in development is still faced with obstacles and negative sides. The obstacle that is often felt in partnership development is that it takes a long time to organize the community and their mindset in developing regional tourism [21].

Based on the background, it is interesting to discuss

strategies for building community capacity in developing partnership tourism in Indonesia. In this article, we explore how the community capacity building model can be used effectively for the management of Indonesia's tourism development. The current paradigm in the community is that they still consider tourism development as physical development regardless of human resource development, which is the key and capital for the success of tourism sustainability. This is because the partnership pattern is applied without providing opportunities for the community to develop adequate human resource capacity in the tourism development process. Thus, it is important to set strategies for building community capacity in developing Indonesian partnership tourism.

2 LITERATURE REVIEW

2.1 Capacity Building

Goodman et al. define capacity building as a process as well as an outcome, including supportive organizational structures and processes; it is multi-dimensional and ecological in operating at the individual, group, organizational, community, and policy levels; and it is context specific [22]. Generally, capacity building is defined as the process of increasing or changing the behavior of individuals, organizations, and community systems in achieving predetermined goals effectively and efficiently. Furthermore, Merilee S. Grindle, a researcher who conducted a study on capacity building, classifies it into three dimensions: (1) human resource development, (2) organization reinforcement, and (3) reformation of institutions [23]. Morison explained that capacity building has a goal as learning that starts from the need to experience something to reduce ignorance in life and to develop the ability to adapt to changes always occurring [24]. Thus, the capacity building strategy provides an overview of developing human resource potential to contribute to the development of the collective capacity of groups that expect better performance. Goodman et al. describe three levels of capacity that should be the focus of analysis of an individual and an organization: (a) individual level, (b) organizational/institutional level, and (c) community/system level [22].

2.2 Tourism development

Tourism development can be described as a business or activity carried out to increase the quality and quantity of tourist attractions. Oka A. Yoeti [25] explained that several aspects to be considered in tourism development are tourists, transportation, interactivity or tourist objects, service facilities, information, and promotions. In Indonesia's tourism development, regions often refer to seven development wisdoms by the government in the form of *sapta pesona* (seven enchantments). Law No. 10

of 2009 concerning tourism explaining that tourism is defined as various kinds of tourism activities with various facilities and services provided by the community, businessmen, government, and local governments.

2.3 Partnership

Partnership is said to be a relationship between the government, the private sector, and society to achieve a common goal. In the concept of partnership, according to Adisasmita (2010), there are requirements and bases, namely the principle of mutual benefit (win-win solution) where each partnering party must gain mutual benefits in a partnership. There are 3 key important points in building a partnership by each partnering party (Kuswidanti, 2008): equity, openness, and mutual benefit principles. The essence of partnership is known as cooperation from various parties, both individually and in groups, in tourism management. Sulistiyani divides the partnership model based on the biological phenomena of living organisms into pseudo, mutual, and conjugation partnerships. Based on the principle of organizational life in general, Sulistiyani divides it into subordinate joint partnership, linear combination, and linear collaboration models [26].

3 METHODS

Literature review method was applied in this study with articles from national and international journals being the main source of data. In choosing the main source, the author considered the relevance of the article to the research topic. In addition, these articles have been published in journals so that the level of validity can be accountable for. As a supporting source, reviews are also carried out on books and several news and writings relevant to the development of tourism partnerships and capacity building. Literature review is a study examining or critically reviews the knowledge, ideas, or findings contained in an academically oriented body of literature and formulates theoretical and methodological contributions to a particular topic [27].

4 RESULTS AND DISCUSSIONS

With the diversity of cultures and natural resources, it is not difficult to develop the tourism sector in Indonesia [6]. Tourism is the sector with the most rapid development and the most promising contribution to state revenue [11][28]. Tourism activities can actually create many job opportunities [6][10][29], turn the wheels of economy, improve community welfare [2], and be an alternative to overcome regional poverty [12][17]. Thus, the government disburses investment funds to support Indonesia's tourism development. Despite the rapid development of Indonesian tourism, there is a trend that this development is not based on careful planning but due to following the success of

other regions. Considering the successes of some regions in developing their tourism, others have tried to build tourist attractions by adopting the existing tourism concept but not accompanied by the resources in its management. Apart from tourism failures caused by inadequate planning, tourism actors are lacking in not only economic factors but also knowledge and skills in developing local tourism [2][6][14][30][31][32][33]. The conception that investment in community capacity is a prerequisite for the success of sustainable tourism development [34] should be assumed by every stakeholder in designing tourism development.

Several studies reveal that, due to the lack of knowledge and skills related to tourism, the community is only used as a tool to make profits by not providing training and development of abilities and skills, giving improper wages, and conducting ad hoc recruitment [31][35]. Knowledge and skills should be the main capital for people to participate in tourism development [1][6][36]. With the skills, at least, the community will have the opportunity to be maximized to improve their living standard [5][10][37]. Skills and knowledge are part of the capacity building to develop tourism. Capacity building will affect the planning and decision-making process [5][7] in all aspects of life, one of which is tourism development. The capacity of tourism actors (the community) needs to be developed by providing information stimulus, transfer of knowledge, and skills to build their potential. The ideal community capacity building must be carried out by adjusting the characteristics of the community and local capabilities because the capacity of the community in the process of acceptance will vary widely even though the capacity building process is carried out with the same approach and at the same time [37][38]. One way to gain capacity to develop tourism is through partnerships.

Partnerships in tourism development are defined as formal and informal arrangements that facilitate the integration of tourism with the economy, socio- culture, nature, and resources of local communities where tourism development occurs. Greer views that partnerships can be maintained in the long term for the benefit of tourism development due to the formulation of an inclusive and integrated tourism strategy, building balanced partnerships, understanding political sensitivity, and developing a participatory partnership approach at the local level [39]. In line with Greer, Mendon and Edward view that a partnership can be realized if it is followed by expert preparation, right underlying objectives, the developmental structure of the partnership, and effective and efficient actions of the partnership [17].

In general, the partnership approach is applied not only to tourism development but also to almost all sectors, especially those related to economic development. A partnership can be established based on mutual needs for non-existing abilities, in addition to the interests of each party to be achieved. In their study, Prakoso et al. exposed

the success of the fishing village of the South Coast region in developing their tourism using partnership approach in integrated manner from the lower level the higher to. The success is indicated with the prioritization of the components of interactivity, accessibility, sensibility, amenities, ancillary services, and institutions in the tourism development process [40]. In the tourism development aforementioned, efforts are made to strengthen institutional capacity through training and provision of skills by prioritizing the 3L concept, namely locally organize, local resource, and local benefit. The involvement of stakeholders such as non- governmental organizations (NGOs), government organizations, and the private sector needs to be done as an agenda to facilitate capacity building. Initiatives among community members are the essence of partnership tourism development.

Another form of partnership tourism development can be seen from Citra's study that developed the ecotourism of Tanah Lot. She explained that the form of partnership carried out by the community in developing Tanah Lot ecotourism was based on land ownership status. It is further explained that there are 3 land ownership statuses in Tanah Lot tourism: namely private land (used for entrepreneurship by the community), land owned by Pakraman Village (used to build kiosks for rent), land owned by local governments (used for visitor parking) [41]. The partnership is realized based on common goals and mutual needs to increase the capacity and capability of ecotourism development in Tanah Lot or the welfare of the surrounding community. Partnership is defined as a set of forms or plans (activities) that are structured and continuous between two or more parties who identify, support, and meet each other's needs [42].

Darwis and Junaid reveal that partnerships by stakeholders (higher education institutions in tourism and hospitality with non-governmental organizations) in the tourism development process were carried out by organizing workshops and seminars in tourism to develop science and knowledge about tourism and the experience of teaching staff that will produce the human resources (HR) that can create the next generations who are expected to be the pioneers in the development of Indonesian tourism [42]. The capacity building strategies taken by the Bendosari Village government in tourism development include conducting socialization for the community, education, formation of tour guides, and empowering local communities [6]. With these activities, people can actively participate in the tourism development process. In practice, the partnership in the tourism development approach does not always work as expected and does not have a positive impact due to many different interests, making tourism development unable to accommodate all the goals to be achieved.

The most common challenges encountered in building capacity in tourism development through partnerships are conflicts of interest. The partnership approach in tourism development is inseparable from

political interference so that it is often used as a tool for political negotiations to legitimize power and the benefits [9]. A conducive climate and atmosphere with a sense of security and political, social, and strategic stability will greatly influence the growth and development of the tourism industry [43][44]. The implementation of the partnership approach encounters challenges in the process of cooperation between stakeholders in which they view each other as a threat or they perceive that working together will cause fragmentation in the organization resulting in the loss of their authority and stability. There are political interests in the development of tourism in Wakatobi, which is carried out through manipulation of partnerships by community leaders who stand in two interests with two different community institutions, namely Wakatobi National Park and Wakatobi Tourism Office [45]. As a result, local communities, who should be the main actors in tourism management and only focus on efforts to expand their power over local tourism development, are neglected.

The absence of an implementing regulatory policy framework that specifically regulates partnership policies in the tourism development sector in several regions [20] has led partnerships often to result in transparency in their management. This is what we can then find in tourism development in one of the regions in southern Bali, where weak policy regulations are used by tourism developers to leave their responsibility behind for the initial agreement that has been mutually agreed with the community [46]. The absence of a legal umbrella (policy regulation) also made the Gunungkidul government find limitation in making decisions when there was a conflict in tourism development so that the conflict that occurring in the tourism development of Goa Pindul involving many stakeholders was not resolved to reach an agreement. This resulted in unresolved conflicts [47]. The cooperation carried out by the stakeholders in the development of the Karang Jahe beach tourism object is not accompanied by a binding agreement for the community partners to terminate the agreement at any time without clarity, resulting in losses for the local community. Besides, the absence of regulations has resulted in the emergence of many illegal business places in the Karang Jahe beach [48]. This incident reaffirms the importance of policy regulations governing tourism so that tourism development can truly benefit the surrounding community.

In some cases, partnership tourism is also seen as providing little benefit to local communities like the tourism development carried out in Linggarjati. Low business competence and limited capital lead Linggarjati people to be unable to compete with large capital owners who generally come from outside the village, which lead most of the business outcome not to be distributed at the local level but to flow out of the village [33]. The gap of income and welfare among the people is getting bigger so that, in the end, local people remain to be in a marginal position in business, which actually occurs in their own place, and it is the migrants who benefit the most from the

tourism development. On the other hand, the partnership approach also can make the community depend on external support to remain to exist in the tourism development process. Another common thing found in almost every tourism development process in each region is the low capacity of the community related to tourism knowledge, making them only passive participants in the decision-making process. They only come to listen to the discussion without being involved in providing comments or suggestions [33][49][50].

The capacity building process in partnership tourism development is also faced with a weak commitment from the government and local communities [7][45]. Weak commitment is caused by the programs and activities that are not in line with the culture, customs, and beliefs of the local community and with their characteristics and capacities, making capacity building and tourism development not carried out wholeheartedly [7][35]. In the tourism development in Linggarjati Tourism Village Kuningan and Pampang Tourism Village Samarinda City, the local community felt marginalized because the government is too dominant in planning and managing tourism resources [33]. The role of the government is more dominant in managerial activities and the community is placed in operational activities only like welcoming tourists and willingness to hand over their land to be built for tourist facilities without any feedback (provision of skills and training) from the government [33][20].

Although the partnership tourism approach, in general, has had an impact on the economic balance for the community in tourism development, this approach does not always increase the capacity of the community. The capacity of the community will certainly influence the emergence of innovations that are formed from within the community to develop its tourism. Through partnerships in tourism development, people tend not to be given opportunities to develop human resources and there is a lack of community organization [40][46]. The partnerships in Indonesia are more profit-oriented and tend to leave behind the responsibility for the empowerment of local communities to adapt themselves to their abilities to take part in tourism development. There should be transformative steps in tourism development that can increase the capacity of local communities to be the future main actors in tourism development.

As a development subject, the community can develop the potential of the region to its full potential. Even though they do not have sufficient economic capital in tourism development, through capacity building initiatives, the communities tend to have strong ties. The desire to promote tourism and a sense of belonging are the advantages of capacity building carried out independently. In addition, capacity building that is carried out independently will greatly affect the quality of leadership in the community. Good leadership qualities will produce quality tourism. The reflection of capacity building through an independent approach can at least be seen in

tourism development with the concept of community-based tourism. This model places the community not as an object of development but the subject that is actively involved in tourism development, both in the planning, development, and management or management processes. Some areas that adopt community-based tourism in Indonesia are said to be successful and become the center for their management, such as Bali [51], Ngelarangan Yogyakarta [52], and Dieng Banjarnegara [53]. By referring to the concept of community-based tourism, the process of tourism development, especially the management, runs fairly and responsibly through a more equitable distribution of community welfare, which is not found in the development of partnership tourism. Even though the capacity building activities are not all carried out by the community who collaborates with several partners (government and private), the capacity of outsiders is limited, so that the community can obtain more optimal opportunities for development.

5 CONCLUSIONS

Community capacity will greatly affect the sustainability of tourism development. The strategy of community capacity building that is deemed most effective in partnership tourism can be carried out in stages. Capacity building in tourism development can be carried out by the local community to tourism actors (community) and by collaborating with other parties to assist in the activities which are carried out continuously. This is important for the community and the partner to get the same vision and mission. In the capacity building based on local initiatives, other parties are then involved, which will produce more quality resources in the tourism management process. On the other hand, capacity building that is enforced with programs from tourism development partners not based on the characteristics of the local community is more likely to produce less innovative tourism. Tourism development carried out through a partnership approach in Indonesia tends to emphasize on pseudo partnerships. This has an impact on tourism development where the community gets an economic impact but is not accompanied by a process of empowering human resources. Therefore, the community does not have sufficient capacity to innovate and participate more in developing sustainable tourism.

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