

# Collaborative Governance in Tourism Development at the Protected Area Sangiran Indonesia

R.Slamet Santoso<sup>1\*</sup> Titik Djumiarti<sup>2</sup>

<sup>1,2</sup> Faculty of Social and Political Sciences, Diponegoro University, Semarang, 50275, Indonesia

\*Corresponding author. Email: rssantoso@gmail.com; titikdjumiarti@gmail.com

## ABSTRACT

This research aims to analyze the implementation of collaborative governance model in tourism development in the protected area of Sangiran, Sragen, and to find an effective collaborative governance model that can be applied in the area for tourism development. The research used qualitative method with a case study approach. Data are collected through interview, documentation study and observation. Analysis techniques used are data reduction, data presentation and conclusion or verification. The result shows that collaborative governance defines the role of the actors in the protected area of Sangiran tourism. The actors listed are the government (Customary Indigenous Institution), the society (NGO), and the private sector. The position of balance in collaboration of the collaborative governance in the area didn't seem to work properly, it only appears as a compliment that the lack of private sector's role in the collaboration. The relationship between the actors had not been established with goal. Besides that, the cooperation between partners had major differences with specific indigenous leaders who are often attached to the issue of prohibitions involving governance element. collaborative governance explains that the characteristic strength of facilitative leadership model which is played brilliantly by the Wonderful Sangiran mediates the process of collaboration and spearhead conservation of indigenous people and Javanese Cultural. In addition, this collaboration goes along with the laws of indigenous people.

**Keyword :** Collaborative governance, tourism, protected area

## 1. INTRODUCTION

The development which is a consensus between the government (actor state), the private sector (market) and the community (civil society) has to be able to synergize with public needs. This concept shows that governance has several important elements, namely multi-actors, consensus building, accommodation, and synergy [6]. The importance of cooperation among stakeholders in governance must be carried out as an effort and the government's response in handling public issues. The term of cooperation between stakeholders that involves the government, private sector and society is called as the *collaborative governance*.

The concept of collaborative governance as an alternative is considered capable of realizing the acceleration and implementation of rural areas. The collaborative governance is a process in which various stakeholders are involved in carrying out the interests of each institution in achieving common goals [3]. The collaborative governance is also defined as an arrangement that regulates one or more public institutions to directly engage with non-public stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process that aims to create or to implement public policies or to manage public programs or public assets[2].

Indonesia is a country that has abundant tourism potential, such as natural tourism, cultural tourism and artificial tourism. The government has an important role in optimizing tourism potential. In addition, regional autonomy

as regulated in Act No. 23 of 2014 concerning providing the widest possible opportunity for regions by Regional Government to innovate in order to develop their region. Moreover, in this era of globalization, regions has to be able to compete in attracting consumers, tourists, investors, and other stakeholders who can increase the local revenue. One of the important tourism destinations to develop is Sangiran Tourism. Although the Sangiran has great tourism potential, the government has to pay attention to the implementation of tourism development in the Sangiran Conservation Zone.

This study aims to analyze the implementation of a collaborative governance model in tourism development in the protected area of Sangiran, Sragen, and to find an effective collaborative governance model that can be applied in the field of tourism development.

## 2. LITERATURE REVIEW

### 2.1. Collaborative Governance

The government does not only rely on its internal capacity in implementing a policy and implementing a program. Limited capabilities, resources and networks that are supporting factors for the implementation of a program or policy encourage the government to collaborate with various parties, such as fellow government, private and public parties, and civil societies so that collaborative cooperation can be established in achieving program or policy objectives

[7].

In general, Collaborative governance is a process in which it involves various relevant stakeholders to promote the interests of each institution in achieving common goals [3].

Collaborative governance is an arrangement that regulates one or more public institutions that are directly involved with non-public stakeholders in a formal, consensus-oriented and deliberative collective decision-making process that aims to create or to implement public policies or to manage public programs or public assets. This definition can be formulated into several key words that emphasize six characteristics, including:

- 1) The forum is initiated or implemented by public institutions and actors in public institutions.
- 2) Participants in the forum include as non-public actors.
- 3) Participants are directly involved in decision making process and the decision do not have to refer to public actors.
- 4) Forums are formally organized and meetings are held together.
- 5) The forum aims to make decisions based on mutual agreement, in other words, the forum is consensus oriented.
- 6) Collaboration focuses on public policy and public management.

This definition can be interpreted that the forum exists in a formal relationship, thus it is mentioned only around cooperation between public institutions, public actors, and non-public actors. Unlike the definition of Collaborative governance by Agrawal and Lemos (2007) [4], the collaborative governance is not only limited to stakeholders consisting of government and non-government, but also formed by the existence of "multipartner governance" which includes the private sector, society, and civil society and is built by the synergy of stakeholder roles and the hybrid planning formulation, such as public-private and private-social cooperation.

A similar definition is conveyed by [4] that collaborative governance is a process and structure in the management and formulation of public policy decisions that involve actors who constructively come from various levels.

Collaborative governance is based on the objective in solving mutual problems or certain issues from the relevant parties. These parties are not only limited to government and non-government institutions, because in the principles of good governance, because in the principles of good governance, civil society is involved in the formulation and decision-making. Cooperation is initiated due to the limited capacity, resources, and networks of each party, so that cooperation can unite and complement various components that encourage the success of achieving common goals. In the formulation of goal, vision-mission, common norms and values in cooperation, the position of each party is equal, that having the authority to make decisions independently even though it is bound by mutual agreement. [7]

According to Stephan Balogh, collaborative governance has three dimensions, namely system context, drivers, and collaboration dynamics.

1. The first dimension is represented by the outer-box which is the scope / system context that covers it. It has 7 elements:
  - a. Resource Condition
  - b. Policy and Legal Framework,
  - c. Level of Conflict / Trust,

- d. Socioeconomics; health; culture; and diversity,
- e. Prior failure to Address Issues,
- f. Political dynamics / power relations, and
- g. Network connectedness.

2. The second dimension is part of the concept of collaborative governance which consists of the collaboration dynamics and the collaborative action. Current conditions at the start of collaboration can either facilitate or prevent the collaboration among stakeholders and between institutions and stakeholders, as many frameworks tend to confuse context and system conditions with specific drivers of collaboration. Conversely, a framework that separates contextual variables from important drivers without encouragement to collaborate will not be successful. It has 4 components:

- a. Leadership, refers to a leader who can take the initiative to start and help to prepare resources.
- b. Consequential incentives, refers to both internal (resource, interest, or opportunity issues), and external (crises, threats, situational / institutional opportunities).
- c. Interdependence, a condition when individuals and organizations cannot achieve something with the efforts and capacity of one party.
- d. Uncertainty, the main challenge in managing public problems.

3. The third dimension is the collaboration dynamic which consists of three components, namely: Principled Engagement, Shared Motivation, Capacity for Joint Action [7].

The collaborative governance dimension introduced by Stephan Balogh [4] is used as an analytical tool in implementing a collaborative governance model for tourism development in the protected area of Sangiran, Sragen, and identifying an effective collaborative governance model that can be applied in the field of tourism development.

## **2.2. Tourism Destinations**

The understanding of tourism destinations according to Cooper, at all (in Bambang Sunaryo, 2013: 159), in essence contains the same objective that the framework for developing Tourism Destinations must at least include the main components as follows:

1. Objects and Attractions, which include attractions that are primarily based on natural, cultural, and artificial object, such as events or things referred to as special interests.
2. Accessibility, which includes supporting transportation system, such as routes of transportation, terminal facilities, airports, ports and other modes of transportation.
3. Amenities, which include supporting facilities and tourism, such as accommodation, restaurants (food and beverage), retail, souvenir shops, currency exchange, travel agencies, tourist information centers, and other convenience facilities.
4. Supporting Facilities (Ancillary Services), namely the availability of supporting facilities used by tourists, such as banks, telecommunications, postal services,

hospitals, and so on.

5. Institutions, namely related to the existence and roles of each element in supporting the implementation of tourism activities, including the local community as the host.

### 3.3. METHOD

This study uses a qualitative method with a case study approach. Collecting data by means of in-depth interviews, descriptions, analysis and in-depth exploration related to collaborative management in tourism development in the Sangiran Archaeological Site conservation zone. The analysis technique used is counting data, data presentation and levers or levers.

The main focus of Collaborative Governance research analysis in tourism development in protected areas of Sangiran with case studies on Sangiran development related to the context of the system, drivers, and dynamics of collaboration.

## 4. RESULTS AND DISCUSSIONS

The results of the research that have been conducted can be explained through 3 dimensions of collaborative governance which include the system context, drivers, and collaboration dynamics that are described as follows.

### 4.1. System Context

Collaborative governance begins and develops in a multi-layered context of political, legal, socio-economic, environmental, and other influences. The context of this external system creates opportunities and constraints from the influences of the implementation collaborative governance. Not only does the context form the whole collaborative governance system, but the regime itself can also influence the context of the system through the impact of collaborative action.

Several researchers have recognized some of the main elements in the systems context that might differentiate or influence the nature and prospects of Collaborative governance, including resource conditions that 1) require improvement, enhancement, or limitation; 2) policy and legal frameworks, including administrative, regulatory, or judiciary; 3) prior failures to address issues through conventional channels and authorities; 4) political dynamics and power relations in society and between / at government levels; 5) the level of connectedness within and throughout the existing network; 6) the historic level of conflict between recognized interests and the degree that results from trust and impact on relationships; and 7) socioeconomic, culture, health, and diversity.

The System Context represented in this framework is not as a set of initial conditions but as a three-dimensional space as external conditions (e.g., elections, economic downturns, or the new enacted regulations) can influence the dynamics and performance of the collaboration not only at the beginning but at any time during the collaborative governance process, thus it opens up new possibilities or posing unexpected challenges. From the above concept in

relation to the development of tourism in the Sangiran protected area, a portrait of village conditions from time to time becomes an element of the system context. The concept of tourism development planning has progressed with the issuance of Regulation of the Minister of Tourism of the Republic of Indonesia No. 10 of 2016 concerning Guidelines for the Preparation of a Master Plan for Provincial and District / City Tourism Development, there has to be an action plan in the development and management of regional tourism areas.

Carrying out this mandate, the Sragen Regency Government has prepared a tourism development master plan through the Sragen Regency Regional Regulation No.

13 of 2018 concerning the Sragen Regency Tourism Development Master Plan for 2018-2033. In the Regency Tourism Development Plan, it has been stated that there is a Sragen Tourism Strategic Area (KSP Sragen). KSP Sragen is an area that has the main function of tourism or has the potential for tourism development which has an important influence in one or more aspects, such as economic, social and cultural growth, empowerment of natural resources, environmental support capacity, and defense and security. KSP Sragen covers a) Mount Kemukus and its surroundings; b) Sangiran and its surroundings; c) Mojo Sugar Factory and its surroundings; d) Bayanan Thermal Bath and its surroundings; and e) Kliwonan Batik Center and its surroundings.

In the Sragen Regency Regional Regulation No. 13 of 2018 concerning the Master Plan for Tourism Development in Sragen Regency 2018-2033, the Sangiran area has been called a strategic tourism area, which means the Sangiran Protected Area has been designed by the Regional Government of Sragen Regency to be a tourist area that is able to encourage economic, social, and cultural growth, empowerment of natural resources, environmental support capacity, and defense and security. Sragen Regency Regional Regulation No. 13 of 2018 has provided guidelines regarding government collaboration with related stakeholders, specifically in the development of the Sangiran tourism area. The potential for government collaboration in a built consensus will accelerate the development of tourism areas in the Sangiran conservation zone as well as an effort to accelerate and improve the quality of services, development and community empowerment in the Sangiran Conservation Zone. Actors play a role in collaborative governance in the Sangiran tourism protected area. The registered actors are the government (Customary Institutions), communities (NGOs), and the private sector.

### 4.2. Drivers

In the context of drivers as a dimension of collaborative governance, the most influential element is leadership. The development of the Sangiran tourism protected area has to include the use and utilization of the Sangiran Conservation Zone area in the framework of determining the development area in accordance with the Regency / City spatial layout. The service factor is carried out to improve community welfare, infrastructure development, the rural economic growth, and appropriate technology development. Community empowerment factors increase the access to services and economic activities. All of these are in the development plan of a Conservation Zone Area which is

discussed jointly by the Regional Government of Sragen Regency. The tourism area development plan which includes the Sangiran conservation zone has been prepared by the Regent in accordance with the Regional Long-Term Development Plan (RPJPD) and the Regional Medium-Term Development Plan (RPJMD) of Sragen Regency.

The Regional Medium Term Development Plan is an elaboration of the vision and mission of the Regional Head that reflects the political goals for the next five years. The commitment and consistency of the regional government of Sragen Regency in carrying out the development of the tourism area in Sangiran has been designed through the Sragen Tourism Development Master Plan. With the existence of the Tourism Development Master Plan in Sragen Regency, the tourism development agenda has been designed and collaborated on the implementation of spatial planning and conservation zone areas.

An important note in tourism development in the Sangiran Conservation Zone area must be aligned with the tourism development plan of the central government and the Central Java provincial government. Therefore, the role of the Regional Head as leadership will greatly affect the development of the tourism area in the Sangiran Conservation Zone. In addition, the Regional Head must be able to identify and map the potential of the region and maximize the potential for existing regulations. The current problem is that there are still a minimum of technical guidelines and instructions for the development of tourism areas. It has caused the regions to be hesitant to develop tourism areas in conservation zones.

The drivers dimension in the context of leadership elements that describe leadership in the regional government of Sragen regency, must be able to map in the midst of the diversity of interests and identities of each actor as well as sectoral egos between governments that can be an obstacle to the development of tourism areas in the Sangiran conservation zone.

### **4.3. Collaboration Dynamics**

In principle, collaboration will benefit all parties in terms of resources, because it raises the potential to share and utilize limited resources, this is what is called capacity for joint action as one of the elements of collaborative dynamics.

In the regulatory context, the dynamics have occurred in its implementation. The Regulation of the Minister of Tourism of the Republic of Indonesia No. 10 of 2016 concerning Guidelines for the Formulation of Provincial and Regency / City Tourism Development Master Plans has explicitly given the mandate to plan tourism area development.

Furthermore, the problems in the development of tourism areas in the Sangiran Conservation Zone are the large dominance of the government in implementing the development of the tourism area. The balance position in collaborative governance in the regions has not been able to work well, due to the lack of the role of the private sector in the collaboration.

The large potential of the private sector in the development of the Sangiran area is still not well optimized by the Sragen Regency government. Policies in the development of the Sangiran area tend to be top-down and fits into local government projections.

Although there has been a Master Plan for Tourism

Development in Sragen Regency, the relationship between the actors has not been determined with a clear objective. The division of duties and roles of each actor in their involvement in the development of the Sangiran tourism area is very unclear. In addition, the demand for regional development has to continue to involve local governments which causes the collaboration process tend not to go well. Another collaborative problem is that the focus of tourism development in the Sangiran area should be based on local culture because the characteristic of Sangiran is the heritage of ancestral culture. However, currently the conservation zone management has not been able to encourage the optimization of cultural empowerment of the local community. Good collaborative governance should be able to encourage the optimization of local culture carried out by Wonderful Sangiran, as one of the Tourism Awareness Group. Wonderful Sangiran in the collaboration and conservation process should be able to spearhead the preservation of Javanese customs and culture, means that the collaboration in the development of the Sangiran area must be based on customary community law, considering that the legal basis for the community is derived from customary law.

## **5. CONCLUSION**

The system context for tourism development in the Sangiran conservation zone has been started by the Sragen Regency government which has compiled a tourism development master plan through the Sragen Regency Regional Regulation No. 13 of 2018 concerning the Sragen Regency Tourism Development Master Plan for 2018-2033. Through this regional regulation, the Sangiran area has been called a strategic tourism area. This regulation raises the potential for collaboration between local governments in a consensus that registered actors are the government (Indigenous Peoples Organization), the community (NGOs), and the private sector. The Drivers Dimension in the context of leadership elements has been manifested by the government's role in developing tourism in the Sangiran Conservation Zone. As the drivers for the regional government of Sragen Regency, they must be able to map amidst the diversity of interests and identities of each actor, as well as sectoral egos between stakeholders which can be an obstacle to the development of tourism areas in the Sangiran conservation zone. The problem of collaborative relations between actors has not been determined with a clear objective even though a Master Plan for Tourism Development in Sragen Regency has been prepared. The duties and roles of each actor in their involvement in the development of the Sangiran tourism area are very unclear. Another collaborative problem is that the focus of tourism development in the Sangiran area should be based on local culture because the characteristic of Sangiran is the heritage of ancestral culture. Good collaborative governance should be able to encourage the optimization of local culture and should also be able to spearhead the preservation of Javanese customs and culture.

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