



# Collaborative Governance in Tourism Development at Batu City with Sustainable Development Perspective

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**Abstract.** In Indonesia, there is a lot of tourism potential that attracts both domestic and foreign tourists. One of the cities in Indonesia that is developing its tourism is Batu City. Batu is known as one of the leading tourist cities in Indonesia because of the potential for extraordinary natural beauty. The development and development of tourism in Batu City which is very fast indeed has a positive impact on economic growth, but on the other hand there is massive exploitation of nature which has an impact on environmental sustainability. This can be seen from the flash flood disaster that occurred in Batu City in November 2021. This research uses a descriptive method. And this research used a qualitative approach. Data analysis in this study uses an interactive data analysis model from Miles and Hubberman, namely: data collection, data reduction, data presentation, and conclusion drawing/verification. The results of this study are, in an effort to reduce the impact of environmental degradation due to tourism development in Batu City, collaboration between stakeholders is needed. The success of a Collaborative Governance according to Goldsmith & Kettl can be measured through several indicators, namely: tipe networked structure; commitment to a common purpose; trust among the participants; governance; access to authority; distributive accountability; information sharing; and access to resources.

**Keywords:** Collaborative Governance · Tourism Development · Sustainable Development

## 1 Introduction

Tourism is one sector that has an important role in developing the level of economic welfare of the nations of the world, which has improved and advanced in the last two decades. Welfare and progress that are getting higher make tourism a trend of people's needs or lifestyles to get to know nature and culture to various regions. The current tourism trend is like a link that drives the wheels of the economy which has a common thread to become a service industry that contributes to the world economy.

In Indonesia, there is a lot of tourism potential that attracts both domestic and foreign tourists. One of the cities in Indonesia that is developing its tourism is Batu City. Batu town is a town in East Java Province. Batu metropolis became previously a part of

Malang Regency, which became later exact as an administrative town on March 6, 1993. On October 17, 2001, Batu became distinct as a self-sustaining city break away Malang Regency [1].

Batu is known as one of the leading traveler cities in Indonesia because of the capability for incredible natural beauty. The admiration of the Dutch for the beauty and herbal splendor of Batu made the Batu vicinity aligned with a rustic in Europe, particularly Switzerland and changed into dubbed as *De Kleine Zwitserland* or *Little Switzerland* on the Island of Java [2]. The potential for natural beauty and all forms of development has brought Batu city as a Tourism City, which later became one of the largest in Indonesia. The number of tourist visits to Batu city is also one of the largest along with Bali and Yogyakarta [3, 4]. In 2017, data from the Batu City Tourism Office, for 12 months, the number of tourists visiting Batu City exceeded 4.7 million people from the target of 4.2 million people. In the previous year 2016, the number of tourists visiting Batu City was recorded to reach 3.95 million from the target of 3.4 million.

Since its establishment as an autonomous region in 2001, Batu City has established and strengthened its area as a Tourism and Agropolitan Center, especially in East Java Province [5]. This is stated in the Master Plan for Regional Tourism Development (RIP-PDA) 2014–2029 and Batu City Regional Regulation Number 7 of 2011 concerning Spatial Planning for Batu City 2010–2030, which is to increase the position and role of Batu City from a tourist city to a tourist center that is taken into account in regional or even national level, by adding a variety of tourist objects and attractions, which are supported by adequate facilities and infrastructure as well as tourism supporting elements with a relatively even distribution throughout the Batu City area in order to expand employment opportunities in order to overcome unemployment and increase the income of residents and PAD Batu City.

The development especially development of tourism in Batu City which is very fast indeed has a positive impact on economic growth, but on the other hand there is massive exploitation of nature which has an impact on environmental sustainability.

This can be seen from the flash flood disaster that occurred in Batu City in November 2021. Many environmentalists say that the flood is a result of the decreasing green open space (RTH) in Batu City.

**BATU CITY** – Various notes from practitioners and environmentalists emerged after the flash flood incident that occurred in Batu City last Thursday (4/11). In addition to the minimal percentage of green open space (RTH), the Batu City government is also reminded of the damaged condition of rainwater catchment upstream. Some of the primary forest areas have now been turned into agricultural fields. Research results from the East Java Forum for the Environment (Walhi) show that Batu City's green open space is currently only in the range of 12–15%. This number is very far when compared to the city of Surabaya, which now has 21.99% of green open space. It is alleged that land conversion is the main reason for the lack of green open space in Batu City. WALHI noted that most land use change occurred in primary forest. Over the past 20 years, the area of primary forest has decreased by 384 hectares. The land is usually turned into agricultural land, especially vegetables. "This land conversion has an impact on the water absorption capacity and the gripping capacity of the soil. The roots of plants in

the agricultural sector are less strong than trees in general,” explained the Head of the East Java Environment Agency (DLH), Ardo Sahak.

From this, a collaborative governance is needed in tourism development in Batu City in order to be able to realize sustainable development. The purpose of this study is to identify and analyze Collaborative Governance in Tourism Development in Batu City with a Sustainable Development perspective; To find out the supporting and inhibiting factors of the Supporting and Inhibiting factors of Collaborative Governance in Tourism Development in Batu City with the perspective of Sustainable Development.

## **2 Methodology**

This research is performed on impartial variables that is without making comparisons or connecting with other variables and using a qualitative technique. Qualitative studies is used to supply descriptive records in the form of written or oral statistics from people and observable conduct [6, 7]. The research location is in Batu City. The types and resources of facts used in this look at are number one records and secondary information. Primary records is acquired immediately from the principle supply within the shape of interviews and observations. Secondary facts received from documents, archives and reviews. Amassing information in this take a look at the usage of three kinds of strategies, specifically interview, commentary, and documentation. The tool used on this examine changed into the researcher himself, and a assisting device including an interview guide, a recording device, a cellphone, and a small pocket book. Records analysis in this observe uses an interactive records analysis version data collection, statistics reduction, information presentation, and conclusion drawing/verification [8].

## **3 Result and Discussion**

### **3.1 Collaborative Governance in Tourism Development at Batu City Based on Sustainable Development**

Tourism is one sector that has an important role in developing the level of economic welfare of the nations of the world, which has improved and advanced in the last two decades. Welfare and progress that are getting higher make tourism a trend of people’s needs or lifestyles to get to know nature and culture to various regions. The current tourism trend is like a link that drives the wheels of the economy which has a common thread to become a service industry that contributes to the world economy.

The country wide tourism area is now a new trend for countrywide development. Foreign exchange contributions and employment in this quarter are very sizeable for the united states of America’s foreign exchange. In fact, it’s far estimated that in 2019 it will beat forex earnings from the palm oil (CPO) industry. Foreign exchange from the tourism zone in 2016 folks \$ thirteen. 568 billion become in 2nd vicinity after CPO of us \$ 15.965 billion. In 2015, forex from the tourism sector amounted to US\$ 12.225 billion or changed into in fourth position below Oil and fuel at US\$ 18.574 billion, CPO at US\$ 16,427 billion, and coal at US\$ 14.717 billion [9].

The role of Batu City from a tourist city to a tourist center that is taken into account at the regional or even national level, by adding a variety of tourist objects and attractions, supported by adequate facilities and infrastructure as well as tourism supporting elements with a relatively even distribution throughout the Batu City area. Expand employment opportunities in order to overcome unemployment and increase the income of the residents and PAD of Batu City based on Tourism. This is in line with the vision of Batu City, namely “Batu City as a City of Tourism and Agropolitan in East Java”. Batu City has great tourism potential, both natural, artificial and cultural tourism, which is supported by supporting facilities in the form of hotels and trade in souvenirs or souvenirs.

Regional Original Revenue (PAD) of Batu City from 2008 to 2017, experienced a rapid increase. In 2008, Batu City’s PAD was 14.2 M. In 2009, Batu City’s PAD was 17.3 M. In 2010, Batu City’s PAD was 17.7 M. In 2011, Batu City’s PAD was 30, 2 M. In 2012, Batu City’s PAD was 38.7 M. In 2013, Batu City’s PAD was 59.6 M. In 2014, Batu City’s PAD was 78 M. In 2015, Batu City’s PAD was 104 M. In 2016, Batu City’s PAD was 109 M. And in 2017, Batu City’s PAD was 124 M.

The development of tourism in Batu City which is very fast indeed has a positive impact on economic growth, but on the other hand there is massive exploitation of nature which has an impact on environmental sustainability. The following are some cases of environmental degradation due to tourism development activities in Batu City:

a. Rising Air Temperature in Batu City

There has been environmental degradation or environmental damage in Batu City which has caused the temperature to rise in Batu City in recent years. This is in accordance with data obtained by researchers in one of the mass media which states:

“The air temperature in Batu City in recent years has increased quite significantly. If in 2009 the air temperature was still around 21 °C, at the end of 2011 yesterday it was 23 °C. In addition to the climate change factor or also often referred to as global warming, environmental damage in the Batu City area is suspected of accelerating the change in air temperature. Data from the Meteorology, Climatology and Geophysics Agency (BMKG) of the Karangploso Climatology Station said that in December 2009 the air temperature in Batu City reached 21.9 °C. Air temperature rose again in December 2010 to 22.6 °C and reached 23.8 °C and reached 23.8 °C in December 2011. BMKG Karangploso Analytical and Observation Staff, Rahmatullah Aji said, to find out the main cause of the change, it must be done in-depth study. Indeed, in general there is climate change in various parts of the world. But in the theory, environmental damage also has an effect on accelerating that change,” said Aji, yesterday. He added that the destruction of forests or the conversion of productive forests into plantations also contributed to the change in the air.” [1].

b. Reduced water sources in Batu City

A total of 60 springs owned by Batu City, East Java, were disturbed. This is due to the actions of investors who invest in the hotel and villa sector as well as other tourist objects that are mushrooming in Batu City. In 2012, the damage to the environment and water sources in Batu City was already visible and it was marked by the discovery of the number of existing springs. Of the 115 springs, in 2012 there were only 55 springs. So, 60 points of springs are disturbed or dry up [10].

c. Reduced Green Open Space (RTH)

The massive land use change in Batu City in recent years has threatened the existence of the Green Open Space (RTH) area. This function shift is feared to trigger natural disasters. "Ecology in Batu is on the verge of being critical, due to environmental destruction and looting," said the Regional Council for the Forum for the Environment (Walhi) East Java, Purnawan Dwikora Negara, Friday (10/05/2012). According to him, the policy of the Batu City Government is to provide opportunities for the establishment of hotels and tourist areas easily, without any restrictions. (detiknews.com, 2012)

d. The occurrence of Flash Floods in Batu City

Based on WALHI's analysis, the occurrence of flash floods in Batu City in September 2021, was due to the decreasing Green Open Space (RTH) in Batu City. The percentage of green open space (RTH) is minimal, the Batu City government is also reminded of the damaged condition of rainwater catchment upstream. Some of the primary forest areas have now been turned into agricultural fields.

The existence of these cases shows that tourism development in Batu City does not use the principle of sustainable development. Soemarwoto in Sutisna [11], explained that there are 4 signs that may be used as simple benchmarks for sustainable improvement that can be used both for critical and regional governments to evaluate the achievement of a Head of government in imposing the sustainable development procedure. The four signs include:

a. Pro Welfare Economics

Pro Welfare financial system is that financial growth is aimed at the welfare of all members of society, which may be completed through innovative technology that have a minimal impact on environmental harm.

b. Pro Sustainable Environment

The explanation from the pro-Sustainable surroundings issues non-anthropocentric environmental ethics that are the tips for human's lives, so they always attempt for environmental sustainability and balance, conservation of important herbal resources, and prioritizing the improvement of non-cloth first-class of life.

c. Pro Social Justice

The rationale of seasoned Social Justice is justice and equality of get admission to to natural sources and public offerings, respecting cultural diversity and gender equality.

d. Pro Environment

The rationale of the environmental execs is ready numerous signs that may be used to degree it. One of them is the suitability index, which includes the ratio of wooded area region to region (lowering or not), the ratio of river water discharge within the rainy season to the dry season, air nice, and so forth.

From that, a collaborative governance is needed in tourism development in Batu City based on sustainable development. According to DeSeve [12] cited by Goldsmith & Kettl [13] there are several important items that are used as indicators to measure the success

of Collaborative Governance. The following is an analysis of collaborative governance in tourism development in Batu City based on sustainable development in Batu City:

a. Tipe Networked Structure

This kind describes the conceptual description of a dating between one detail with every other element that unites collectively which reflects the physical factors of the network being dealt with. There are many types of networked structures, along with relationships and spokes, stars, and clusters that may be used. The opinion of Milward and Provan (2007) in Sudarmo [14] categorizes the shape of network structure into three paperwork, namely self governance, lead business enterprise and network administrative organization (NAO).

From the 2 forms of categorization, the connection and spoke version may be equated with the lead agency, the latitude form may be equated with self governance, even as the cluster model is in the direction of the network administrative company version because actually this model is a combination of self governance and lead enterprise. The self-governance version is characterised through a shape in which there's no administrative entity, however, each stakeholder participates within the community, and control is done thru all individuals (stakeholders involved).

The lead organization model is characterized by the presence of an administrative entity (as well as a network manager) as a member of the network/or service provider. This model is more centralized than the self-governance model. The network administrative organization model is characterized by the existence of an expressly administrative entity, which is formed to manage the network, not as a "service provider" and whose managers are paid. This model is a mixture of self-governance model and lead organization model.

The type or model of the network structure in sustainable development-based tourism development in Batu City is still a lead organization or is still hierarchical. Public openness to take an active role in planning and implementation is still lacking.

b. Commitment to a common purpose

Commitment to not unusual cause refers back to the purpose why a network or community should exist. The motive why a network ought to exist is because of the attention and commitment to accomplishing positive desires. These dreams are usually articulated inside the preferred task of a central authority company. The commitment of the Batu City Government and the Batu City Community is very strong in an effort to build tourism based on sustainable development. This is because the Batu City Government and Batu City Community want the Batu City environment to be maintained. However, in reality, there are still many investors or private parties who do not comply with environmental sustainability.

c. Trust among the participants

Believe many of the individuals is based totally on professional or social relationships, the belief that individuals depend upon information or the efforts of other stakeholders in a network to acquire common goals. For government establishments, this detail may be very crucial due to the fact they ought to make sure that they fulfill legislative or regulatory mandates and that they can believe other partners (coworkers in the network) within a government (departments, agencies, offices). -offices,

agencies within one local government) and partners outside the government to carry out mutually agreed upon activities.

The degree of trust in the implementation of tourism development in Batu City actually already exists, but after the disaster, there has been a decrease in the number of green open spaces in Batu City. The people of Batu City began to experience a decline in the Batu City Government and Investors in Batu City. This is seen from:

The felling of trees on Jalan Soekarno, Beji, Kota Batu, was protested by residents. An open letter was addressed to the Batu City Government, the East Java Provincial Government and the developer of Dino Park Tourism (Jatim Park 3). "Cutting trees has changed the environment and ecological benefits along the way and will accelerate the rate of reduction of the environmental carrying capacity of Batu City," said Forum Coordinator of the Forum for Rembug Wong Batu Gandhi, Aryo Kusumo, as written in an open letter, Wednesday (25/10/2017). Association "Rembug Wong Batu", said Gandhi, worried that the environment would be damaged by reducing the population of roadside trees. This condition contradicts the Batu City Regional Regulation No. 7 of 2011 concerning Spatial and Regional Planning for 2010-2030, Law No. 32 of 2009 concerning Environmental Protection and Management, and the Regulation of the Minister of Tourism of the Republic of Indonesia No. 14 of 2016 concerning Guidelines for Sustainable Tourism Destinations.

#### d. Governance

In governance, it includes (1) mutual agree with among actors (2) there are limits on who can be involved and who can't be worried (3) clean regulations of the sport which are at the same time agreed upon (4) freedom to decide how collaboration is achieved. The existence of governance actuality or clarity in governance consisting of barriers and exclusivity, which confirms who's a member and who isn't always a member; this means that if a collaboration is to be completed, there ought to be clarity on who is inside the community and who's out of doors the network.

Rules that affirm a number of restrictions on the behavior of community members with threats that they will be expelled if their behavior deviates (not in accordance with or contrary to the mutually agreed agreement) so that there are clear rules about what should be done, what should not be done, there is firmness about what is considered deviant and what is seen as still within the limits of the agreement. This confirms that in collaboration there are rules of the game that are mutually agreed upon by all stakeholders who are members of the network. What things should be done and what things should not be done according to the agreed rules of the game. Self-determination is the freedom to determine how the network will be run and who is allowed to run it. This means that the collaboration model that is formed will determine how this collaboration works. In other words, how a collaboration works is also determined by the collaboration model adopted.

Network management is concerned with the resolution of rejection/challenges, resource allocation, quality control, and organizational maintenance. This is to emphasize that the characteristics of an effective collaboration are if the collaboration is fully supported by all network members without conflicts and conflicts in achieving goals, the availability of resources human beings who have competencies that meet the necessary requirements and the availability of adequate and sustainable financial resources/financial conditions, there is a performance assessment of

each member who collaborates, and still maintains the existence of each member of the organization to remain adaptive and run continuously in accordance with their respective visions and missions without interfering with the collaboration itself.

In collaborative governance in sustainable development-based tourism development in Batu City, it involves the government, the private sector, and the community. The private sector in this case acts as an investor in tourism development in Batu City. The community must also be involved in tourism development. Batu City Government has established “POKDARWIS” and “Tourism Village”. However, in supervising the implementation of tourism development, the community has not been actively involved by the Batu City Government. Especially after the cases of environmental degradation that arose as a result of this tourism development. People began to distrust the Batu City Government.

e. Access to authority

Access to authority is the availability of standards (measures) provisions for clear procedures that are widely accepted. For most networks it has to impress one member of the network to give it authority to implement decisions or carry out its work.

The Batu City Government has collaborated with investors and given the authority to develop tourism in Batu City. So is society. In several areas in Batu City, the villagers have started to develop their Tourism Villages. This proves that the distribution of access to authority in tourism development in Batu City has been carried out by the Batu City Government.

f. Distributive accountability/responsibility

Sharing duty/obligation) i.e. sharing governance (company, control, control collectively with other stakeholders) and sharing a number of choice making to all community individuals and thereby sharing responsibility for achieving the desired results. If members are not involved in setting the goals of the network and are not willing to bring resources and authority into the network, it is likely that the network will fail to achieve its goals. The Batu City Government has actually carried out programs that collaborate with the Batu City community to develop their tourism, this can be seen from the “POKDARWIS” (Tourism Awareness Group) and Tourism Village programs. The people of Batu City are also very enthusiastic about these programs because they will increase people’s income. However, the people of Batu City are not involved in controlling the environmental impact of this tourism development activity.

g. Information sharing

Information sharing is the ease of access for members, protection of privacy (confidentiality of one’s personal identity), and limited access for non-members as long as it can be accepted by all parties. Ease of access can include systems, software and procedures that are easy and secure to access information. Information about tourism development in Batu City has been published through the Batu City Government website, so that all stakeholders can access the information. However, the public is still unable to access information about data on environmental damage that has occurred due to tourism development in Batu City, so that the supervision element of the Batu City community is still not optimal.

## h. Access to resources

Access to sources is the supply of monetary, technical, human and other assets had to attain community goals. There have to be readability and availability of assets for every stakeholder worried. The limited financial resources of the Batu City Government in tourism development, so the Batu City government cooperates with investors for tourism development. The Batu City Government also involves the community in tourism development. So if from financial resources and human resources, collaborative governance has been going well.

### **3.2 Supporting Factors and Inhibiting Factors in Collaborative Governance in Sustainable Development-Based Tourism Development in Batu City**

The supporting and inhibiting factors in Collaborative Governance in sustainable development-based tourism development in Batu City are as follows:

## a. Supporting factors, consisting of:

## 1) Resources

The supporting factor in Collaborative Governance is the existence of human resources and financial resources as well as facilities in the implementation of sustainable development-based tourism development in Batu City which is an important factor in each of these collaborative activities. The human resources that play a role in this collaboration already have competence in their respective fields so that they are what they should be doing and in accordance with their respective roles while financial resources are provided in the budget and facilities to support activities.

## 2) Authority

It is a factor that supports collaboration with the authority given by the Batu City Government. With this authority, other Stakeholders can carry out their duties according to their respective roles, either through procedures/granting freedom to innovate.

## b. Inhibiting factors, consisting of:

Inhibiting factors can make the activities that have been carried out cannot run well. As for the inhibiting factors for collaboration, among others:

## 1) Lack of commitment

It is an important factor in collaboration, without the commitment of each stakeholder. Collaboration will not be able to run and achieve what is the goal of collaboration. The commitment of each stakeholder in sustainable development-based tourism development in Batu City is still lacking so that collaboration cannot run well. This is mainly the commitment of investors who are less concerned about environmental sustainability in Batu City. There are still many rogue investors in Batu City who contribute to environmental damage in Batu City. And there is still no firm sanction from the Batu City Government against this.

## 2) Lack of trust

Collaboration requires trust between stakeholders. Lack of trust causes collaboration to not work well and can even bring each other down. The level of trust of the people of Batu City has decreased after the flood disaster occurred in Batu City, and the people of Batu City are increasingly aware that green open space in Batu City is decreasing.

## 3) Lack of coordination

In this collaboration, the lack of good coordination between stakeholders, and no regular meetings have been held, it will be difficult to resolve existing problems so that they will run independently. The lack of coordination, especially the coordination of the Batu City government, investors, and the Batu City community regarding environmental damage due to tourism development activities is very lacking. So that finally the people of Batu City began to have less confidence in the Batu City Government.

## 4) Network Structure

In this collaboration, the structure of the collaborative network in sustainable development-based tourism development in Batu City still looks hierarchical. The government tends to apply a hierarchical structure and is more dominating compared to other institutions that are involved in this collaboration so that other institutional stakeholders are less involved in decision making.

## 4 Conclusion

The results of this study are, in an effort to reduce the impact of environmental degradation due to tourism development in Batu City, collaboration between stakeholders is needed. The success of a Collaborative Governance according to Goldsmith & Kettl can be measured through several indicators, namely: tipe networked structure; commitment to a common purpose; trust among the participants; governance; access to authority; distributive accountability; information sharing; and acces to resources.

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