



# Policy Collaboration in the Development of Lake Mas Harun Bastari Tourism in Bengkulu

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**Abstract.** The tourism development policy is the prima donna in Rejang Lebong Regency, which is one of the buffers for the tourism industry in Bengkulu Province. The implementation of the Lake Mas Harun Bastari tourism object in Rejang Lebong Regency has been developed in collaboration between the local government, the private sector and the community, supported by various potential natural resources and human resources such as hill views, agro, as well as village, community, and cultural potentials. This study aims to analyze the implementation of policies, as a collaboration between the government, the private sector and the community in the development of Lake Mas tourism objects. This qualitative research uses data collection techniques in the form of interviews, observations and documentation studies. The results of the study found that collaboration had been established between local governments, the private sector and the community but had not been realized in a complete and comprehensive manner. The collaboration has succeeded in developing tourism facilities and infrastructure, growing a variety of tourism businesses and supporting tourism managed by the private sector and the community such as lodging, culinary, fruit and flower gardens and creating a variety of tourism businesses and public services, as well as developing the Karang Jaya tourist village. The embodiment of collaboration is not yet complete, where there are results of the development of tourism facilities that are not utilized optimally and legality is needed in some collaborations between stakeholders. Development collaboration requires strengthening, so that collaboration can be carried out comprehensively and continuously.

**Keywords:** Policy · Collaboration · Tourism Village

## 1 Preliminary

### 1.1 Background

Tourism development provides many benefits for the community and the region, but still faces various challenges. Implementation of tourism development policies often faces obstacles in collaboration between stakeholders, so that the process and results of tourism development are not maximized. Collaborative research on tourism development globally will contribute to addressing the barriers and challenges of tourism development.

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Tourism has a complex nature so that collaboration between the private sector, government and the community is needed so that it is more developed and beneficial. Tourism development is able to stimulate business activities to generate significant social, cultural and economic benefits for a country [1]. Research on collaborative tourism development shows there are challenges, such as intense competition between destinations demanding the best quality and value [2], the implementation of collaboration in development has not heeded important aspects in the collaboration process [3], tourism development collaboration is still dominated by government actors, and the role of community and private actors is not yet optimal [4].

Policy collaboration at the technical level shows dynamics and challenges, both conceptually and technically. Tourism development in Rejang Lebong Regency, Bengkulu Province requires effective and efficient collaboration, so that the Regency, which is known as the main support for tourism in Bengkulu Province, provides optimal benefits for the community and the region. Observations on DMHB tourism development show that it has been carried out with the cooperation and collaboration of several parties. Collaborative development has provided positive benefits and impacts, but it also has dynamics and problems, including tourism facilities that have not been utilized optimally and require cooperation between the government, the private sector and the community. The form of this collaboration still requires further action and development, because the collaboration is not yet optimal, there are continuity problems and the capacity and results of collaboration are limited, such as the facilities on the island in the middle of the lake have not been utilized.

## 1.2 Formulation of Problem

How is policy collaboration (collaboration dynamics, collaborative actions and collaboration impacts) in the development of DMHB tourism in Rejang Lebong Regency?

# 2 Literature Review

## 2.1 Policy Collaboration

Policy collaboration has become a necessity in the modern era. Fendt [5] states that there are three reasons why organizations collaborate, namely: 1) Organizations need to collaborate because they cannot complete certain tasks alone without the help of other parties. 2) By collaborating, the benefits to be gained by the organization can be greater than by working alone. 3) By collaborating, organizations can reduce production costs so that their products can be cheap and have market competitiveness.

**Definition of Collaborative Governance.** Haryono [6] defines collaborative as the style or method chosen by professionals to achieve common goals. There is conformity in the goals of the parties involved in the collaboration. so that it requires a mechanism for planning, implementing evaluation and follow-up together so that the goals can be achieved. Afdal [7] states that in collaborative, planning and implementing are joint efforts, it means that the implementation of effective collaboration requires planning and implementation activities as an integrated effort carried out together.

Collaborative governance policies have experienced a long development. Dwiyanto [8] argues that governance has four basic elements, namely: 1) the domination of the network, in formal policies, 2) the state's declining capacity for direct control. 3) combining public and private resources (the blending of public and private resources). Actors work together to obtain resources that cannot be obtained independently.

The existence of governance theory is now increasingly significant in the implementation of public affairs. The problem of the appropriate participation model so as not to undermine the power of the state also requires a deeper study. Networks that should be built to provide collaboration still require ongoing efforts. The end of the collaboration between the three pillars of governance requires a long-term oriented partnership pattern and obtains mutually beneficial results [6].

Ansell and Gash [9] explain collaborative governance as a governance arrangement in which one or more public institutions directly involve nongovernmental stakeholders in a formal, consensus-oriented, deliberative collective decision-making process that aims to make and implement public policy. And manage programs or public assets.

The essence of collaboration is basically a form of interaction, working together, compromise between interrelated elements both organizational, personal and the parties participating in the activity. Collaboration is very difficult to describe in terms of describing the nature of what is in this activity [10].

Collaboration means working together or in collaboration with others, which implies the cooperation of individual actors, groups or organizations. Collaboration is important as the means and practices involved, from the motivation of the actors, the desired results and the goals involved [11]. Collaborative governance is a way of managing government that directly involves stakeholders outside the state, consensus-oriented and deliberative in a collective decision-making process that aims to implement public policies and public programs quickly [12].

The essence of collaboration is collaboration between individuals, groups or between agencies in order to achieve goals that cannot be achieved if done independently. The terms collaboration and cooperation are still used interchangeably and there is no visible difference and depth of meaning in the two and there is no further agreement or understanding of the pattern that should be used.

**Reasons for Implementing Collaborative Governance.** Organizations have various reasons for collaborating, among the main factors are: social change, where in the current era of information society and the information phase that results in a structure that can spread throughout the scope and function of the organization. Very high diversity, very high individual freedom led to the era of networking and collaboration.

The problems faced by the government today cannot be managed by the government efficiently if it only relies on one organization. The government requires a different mechanism in dealing with these problems and must be more flexible. Collaboration between sectors is needed to overcome this problem [11].

According to Fendt [5] there are three reasons why organizations collaborate, namely: 1) Organizations collaborate because they cannot complete certain tasks alone without the help of other parties. 2) The benefits to be gained by the organization by collaborating are greater than by working alone. 3) By collaborating, organizations can reduce production costs so that their products can be cheap and have market competitiveness.

## 2.2 Collaboration Theory

The theory in this study uses Emerson's Collaboration Theory [13] which describes the collaboration process as a linear stage that occurs from time to time starting from defining the problem to setting the agenda to implementation. Collaboration is dynamic and cyclical, producing transient actions and impacts, which ultimately lead to the collaboration's ultimate impact. Emerson's theory has the following components [13]:

**Collaborative Dynamics.** Emerson [13] sees the dynamics of the collaboration process as an iterative cycle of interaction. Emerson focuses on three interaction components of collaboration dynamics, namely:

*Movement of Shared Principles.* Movement of shared principles in collaboration occurs continuously, such as face-to-face dialogue activities, or using technology that has developed rapidly.

*Shared Motivation.* Shared motivation emphasizes the interpersonal and relational elements of collaborative dynamics which is sometimes referred to as social capital. Emerson et al. [13] define shared motivation as a self-reinforcing cycle consisting of four mutually beneficial elements including: shared trust, shared understanding, internal legitimacy, and commitment.

*Capacity for Collective Action.* Collaboration has the goal of producing the desired outcome together which cannot be achieved individually or by one actor alone. This is because, collaboration involves cooperative activities to increase the capacity of oneself and others in achieving common goals. Thus, CGR must produce a new capacity for each actor to act together within a certain period of time.

**Actions in Collaboration.** Actions in collaboration are at the heart of the Collaborative Governance framework. Innes and Booher in Emerson et al. [13] state that collaborative actions are the main result of a linear collaborative process which is sometimes associated with impact; where basically the process and results cannot be separated from the impact itself.

**Impact and Adaptation of Action Results.** The impact in CGR here is in the form of temporary impacts that arise during the collaboration process, in the form of expected, unexpected and unexpected impacts. The expected impact is "smallwins", namely positive results that continue to direct the enthusiasm of the actors. While unexpected impacts such as obstacles in the implementation of collaboration.

Various collaboration impacts generate feedback, which is then adapted by collaboration. The adaptation in question is how collaboration responds to feedback from each existing actor. A good adaptation is one that can be carried out by all collaborative actors, meaning that there is no influence of organizational interests on collaboration, thus causing efforts to take advantage of collaboration more for the benefit of the organization itself.

### **2.3 Tourism Development**

Meanwhile, development is a process of change that occurs naturally as a result of development [14]. Yoeti [15] stated that development is an attempt or a way to advance and develop something that already exists.

Effective development of tourism objects in an area will benefit the surrounding community. In this way the development of tourism objects must be in accordance with careful planning so that they are beneficial to the community, both in terms of economic, social and cultural tourism development is essentially an effort to develop or advance tourist objects so that these tourist objects are better and more attractive in terms of location, as well as the objects in it to be able to attract tourists to visit it.

Tourism facilities and infrastructure should ideally be provided before promoting a tourist destination. The basis for tourism development is the potential for cultural, artistic and natural diversity resources (natural charm). The development of these resources is managed through an approach to increase the added value of resources in an integrated manner between the development of tourism products and the development of tourism marketing through the approach of empowering local communities.

## **3 Methodology**

This research is a qualitative research, in which the researcher intends to obtain an overview of the research focus, by uncovering the conditions that simultaneously form one of the phenomena in the science of public administration, especially policy collaboration in the development of natural tourism with all the resources at Mas Harun Bastari Lake.

Data collection was carried out on a primary and secondary basis, where primary data was obtained from interviews with three government, private and community components, namely the Tourism Office, Village Head, community leaders, Pokdarwis, people in Kampung Bunga, Bumdes in 3 stages according to conditions and needs. Secondary data collection was carried out based on documentation, literature, literature at the location and other competent sources.

## **4 Result and Discussion**

### **4.1 Development of Mas Harun Bastari Lake Tourism**

The Danau Mas Must Bastari (DMHB) tourist attraction is located in DMHB Village, Selupu Rejang District, Rejang Lebong Regency, Bengkulu Province. This lake was originally named Lake Kasnah which means Mirror. Its shape, which is in a valley surrounded by hills and has clear water, is usually used by teenagers to reflect on the past. In early 1960 this lake was managed by a high ranking military officer named Harun Sohar. Since then, access roads have been opened and arranged to become a tourist attraction. The name of Mas Harun Bastari Lake (DMHB) was determined based on the Decree of the Rejang Lebong Regent, namely Iqbal Bastari, Number 461 of 2002.

The beautiful DMHB surrounded by green hills has an area of 75 hectares, located on the edge of the Curup-Lubuk Linggau causeway. (Digides Karang Jaya Village).

Tourist attractions at the DMHB include children's playgrounds, traveling around the lake by boat, fishing and outbound.

The construction of various facilities and infrastructure was carried out by the Rejang Lebong Regency Tourism Office, in collaboration with various related parties.

## 4.2 Collaboration in DMHB Tourism Development

Tourism development will run optimally if it is managed collaboratively. Cooperation needs to be developed in tourism management, involving various parties such as government agencies, private institutions and support from the community.

This section describes the collaboration in the development of DMHB patterned on the three collaborative processes of Emerson's theory [13], namely the dynamics of collaboration, collaborative actions, impacts and adaptations to the collaboration process.

**Collaborative Dynamics.** The dynamics of collaboration is an important driver of collaboration, where the implementation of dynamic collaboration includes the movement of shared principles, shared motivation and capacity to act together.

*The Movement of Common Principles.* The movement of shared principles in this collaboration process takes place on an ongoing basis based on a common goal so that activities are carried out in synergy together.

*Disclosure.* The collaboration process at research locations shows that in tourism development the parties involved have realized that there is a shared interest in collaborating and an interest in joining in collaboration for mutual progress and increasing regional competitiveness. In tourism development, DMHB involves the community, in this case tourism awareness groups and also the private sector, but is not institutionally active. (interview with institutional head).

Information from the results of the interviews above shows that the DMHB development process is quite good because it achieves joint actions. There is good faith and there are actions, which are based on a sense of belonging and a spirit of mutual cooperation hand in hand to build and develop tourism.

Deliberation is in the form of joint discussions with actors involved in tourism development carried out in DMHB tourism development by the relevant parties.

**Collaborative Actions.** Collaborative actions that occurred at the research location took various forms, both in the form of outreach activities and technical guidance, development of ideas such as discussions for diversifying varieties in flower villages, meetings to realize cooperation between employers and the community, and so on. This action is carried out both formally and informally.

*Facilitate.* Facilitating the collaboration process is a way to simplify and expedite the implementation of collaboration. Facilitating is an activity that can explain an understanding, decision and action that is carried out individually or together with other people with the aim of facilitating the task being carried out.

Socialization regarding the roles and contributions given to the community based on interviews in the field shows that their awareness of tourism can grow, as well as providing technical guidance to POKDARWIS so that its members can be competent.

But this is rarely done especially now that the Tourism Awareness Group in DMHB Village is less active or just participates when there are activities, and there are limited creativity.

The results of the interviews show that in facilitating collaborative DMHB tourism development, this is done by donating personnel and sending members to take part in training to improve their abilities. However, the majority are not yet focused, because they have their own activities.

The role in facilitating collaborative DMHB tourism development to expedite and facilitate the collaboration process is carried out by way of outreach to the community regarding the role and contribution to tourism and providing technical guidance or training to the Tourism Awareness Group to improve capabilities in terms of tourism management but this has not been maximized because it is rare conducted. The theory from [13] has not fully worked because facilitating the collaboration process is a way to simplify and expedite the implementation of collaboration.

Efforts to ideally advance the collaboration process are carried out by embracing all parties who play a role in the development of DMHB tourism. As stated by one of the informants, namely AH, it can be seen that efforts to advance collaborative processes such as embracing and maintaining cooperation in DMHB tourism development have not been effective because communication has not gone well, where DMHB development meetings are rarely held.

The results of interviews and observations in the field show that in advancing the collaboration process, the efforts made are trying to be open with one another, such as telling the plans to be carried out and to be achieved. Communication has not been well established so collaboration efforts are still limited. There are facilities built from collaboration that cannot be continued due to limited funds and the absence of a technical solution to overcome them, including a fountain on the island in the middle of the lake.

Observations that have been made regarding advancing the collaboration process can be concluded that the efforts made by the collaborating parties to advance collaboration by trying to be open to each other such as informing plans to be carried out and to be achieved and holding meetings. However, it is not yet effective because the communication between the collaborating parties is not well established and meetings are rarely held so that efforts to promote collaboration in DMHB tourism development have not been effective.

**Impact and Adaptation of the Collaborative process.** In the process of research conducted will eventually have an impact. Of the various impacts, it will certainly generate feedback or feedback, and will be adapted by collaboration. The adaptation in question, how collaboration responds to feedback from each party involved. The things that were revealed from the results of interviews with one of the informants from the Head of Tourism Development at the BS Tourism Office were as follows:

“Managing tourism is difficult when we do it alone because basically there are many things to do and with less resources we have to collaborate. The impact of public awareness began to grow somewhat. However, this collaboration has not run efficiently because some parties have not been active in participating....” (FZ Interview).

The collaboration process in the development of DMHB tourism has had an impact such as the knowledge of the community that they are aware that tourism already exists,

seen from the habit of keeping the environment clean and being friendly to tourists and maintaining security.

This information shows that the collaboration process carried out in the development of DMHB tourism has had an impact, namely starting to grow public awareness regarding tourism awareness and opening up employment opportunities and income opportunities for the community.

Based on this description, collaboration in the development of DMHB tourism has shown collaboration between the government, the private sector and the community. The impact of collaboration is quite good although not evenly distributed. There has been limited collaboration dynamics, action and impact. Continuity of collaboration has not been fully realized. There are problems in the maintenance and utilization of some of the facilities, which require further collaboration so that they can be optimally utilized for the public interest.

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