



# Collaborative Governance in Tourism Development to Achieve Village SDGs

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**Abstract.** The government of Tlemang Village, Ngimbang District, Lamongan Regency, has tried to develop local tourism. Still, there is only one religious activity included in the event calendar of the Lamongan Regency Tourism and Culture Office, namely “Mendhak Sanggring”. Limited resources (human, financial, and infrastructures) and access to networks are obstacles of tourism development in Tlemang Village. This study aims to describe the process of collaborative governance in tourism development in Tlemang Village, also to optimize and make process of Collaborative Governance in tourism development effectively in Tlemang Village. This research uses a qualitative method with a descriptive approach, this study will describe and illustrate the Collaborative Governance process in tourism development. This study show that process of collaborative governance is unclear because there is no common purpose and mutuality of tourism development, particularly religious tourism, and social heritage. Also, there is no clarity of the role of each actor. In order to optimize and make process of Collaborative Governance in tourism development effectively in Tlemang Village, village apparatus have to make clear the common purpose, mutuality of tourism development, and stakeholder’s role. It will also assist the village apparatus and local tourism management groups in utilizing religious activity as a tourist attraction in achieving village SDGs.

**Keywords:** Tourism Development, Collaborative Governance, Village SDGs.

## 1 Introduction

In the new normal era after the Covid-19 pandemic, the tourism sector has been the most affected during the pandemic [1]. Based on Law 10 of 2009 concerning Tourism, tourism is a tourist activity supported by various facilities and services provided by multiple communities, entrepreneurs, central governments, and local governments [2]. Because of that, it requires the integration of several stakeholders to collaborate in tourism sector and recovery from the downturn caused by Covid-19. This is in line with the opinion of Anshel & Gash that collaborative governance is a response to the failure of downstream implementation, high cost, and politicization of regulation [3]. Therefore, there needs to be a relationship between stakeholders to find solutions effectively to these various problems [4].

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Tourism development does not only lie in the role of the central or regional government, but all actors in the tourism community play an essential role in developing sustainable tourism [5]. Sustainable tourism development is seen to improve the quality of life of local communities and tourists [6]. Therefore, tourism development that impacts improving the quality of tourism is carried out through collaborative governance efforts [7].

Tourism development is one of the strategies used by the local government, in this case, the village government, to promote its area to improve welfare and the local economy [7]. Tlemang Village is located in the Ngimbang District, Lamongan Regency. Tlemang Village is one of the villages that received an award from the Ministry of Education and Culture as a Warisan Budaya Tak Benda (WBTB) for its cultural tradition, namely the Sanggring ritual, on December 7, 2021 [9]. Tlemang Village also received a Tourism Village Award Charter as an Assisted Tourism Village from the Indonesian Ministry of Tourism and Creative Economy, Anugrah Desa Wisata Indonesia 2023 on January 31, 2023 [10]. This Tourism Village Award symbolizes the revival of the national economy.

Tlemang Village has various tourism potential but only one local cultural activity from Tlemang Village, namely “Mendhak Sanggring”, which is included in the series of activities of the Lamongan Regency Tourism and Culture Office in 2023. The “Mendhak Sanggring” culture will be held on December 2023 [11]. Meanwhile, both social heritage and nature tourism in Tlemang Village has yet to be optimally developed.

There are some obstacles in tourism development in Tlemang Village. Based on the village website, it is also known that no menu or option explains the village's potential that can be used for cultural tourism from the village. This impacts the limited access to information by people outside the village regarding the tourism potential in Tlemang Village. The results of these observations are reinforced by interviews with the Village Head, who revealed that the limited information received by the community still needs to be improved. This is due to limited resources, both human resources and material (financial) resources, causing limitations in the village government network. In addition, villagers' participation in other local cultural activities still needs to improve. Some of these things impact the not optimal development of tourism in Tlemang Village. In response, the Tlemang Village government hopes for effective collaborative governance to sustainably develop village tourism.

Based on the problems faced by the Tlemang Village Government, Ngimbang District, Lamongan Regency, this study is expected to optimize and make the process of Collaborative Governance in tourism development more effective. Therefore, the village apparatus can implement Desa Wisata Binaan by the award received from Ministry of Tourism and Creative Economy Republic of Indonesia by assisting the village apparatus and local tourism management groups to promote the religious activity as a tourist attraction. Also, tourism development of Tlemang Village will achieve village SDGs [12], particularly goal of eighth, seventeenth, and eighteenth. It is hoped that there will be village income and an increase in community welfare of Tlemang Village.

## **2 Theoretical Study**

### **2.1 Previous Research**

Implementing this research requires some literature review, such as previous research on collaborative governance in tourism development. Previous research plays a role in determining the initial picture of the study to be carried out and can be used as a foothold in researching in the field.

Many previous studies related to collaborative governance process in tourism development [13] both of tourism urban [14], [15] and tourism village [8] such as nature tourism [16]–[18] as well as indigenous tourism [19]. Several articles also discuss how the process of collaborative governance in tourism development post-pandemic era [20], [21].

However, there is a research gap about collaborative governance in tourism development, especially religious tourism, and social heritage from Robert's theory of collaborative governance scope. Therefore, this study will examine the practice of collaborative governance in tourism development in terms of religious tourism and social heritage to achieve village SDGs in the perspective of Roberts's collaborative governance.

### **2.2 Collaborative Governance**

Collaborative governance is a government that is structured by involving various agencies in a formal, consensus-oriented decision-making process, and there is a division of roles to implement public policies or manage public programs and public assets [8]. This opinion is in line with Emerson's opinion that collaborative governance is the process and structures of public policy decision-making and management that engage people constructively across the boundaries of public agencies, levels of government, and the public, private, and civic spheres to carry out a public purpose that could not otherwise be accomplished [22]. Based on this definition, collaborative governance is an effort made by the government to address public problems by working with other stakeholders from both government organizations and non-government organizations.

There are six essential criteria for the completion of collaborative governance including government-initiated forums, involvement of non-government actors in the discussion, involvement of all actors in decision-making, formal deliberation forums and joint meetings, fairness of consensus-based decision-making, collaboration focus on public policy and management [3]. In collaboration, some components are essential indicators of the success of the collaboration itself. These components complement each other, so collaboration will be successful if it fulfils all components. The following will explain the components of collaborative governance from several experts as follows.

#### **Chris Ansell and Alison Gash**

There are some components of collaborative governance to make up the cycle and influence each other [3], among others:

*Face-to-face dialogue.* Direct communication is an attempt to reduce stereotypes (i.e., actors' perceptions of the wrong side of other actors) and increase respect between actors. With straightforward communication, actors involved in collaboration become more objective in their interactions.

*Building trust.* Building trust is a necessary condition for building solid collaboration. In collaboration, intensive (continuous) communication and adjustment to current situations are needed from the re-emergence of past conflicts (prehistory antagonism). Policymakers or stakeholders must allocate time to remedial trust building effectively. If not, then collaboration should not take place.

*Commitment to the collaboration process.* Commitment is closely related to the original motivation of the actors in the collaboration. Commitment is influenced by several factors, namely (1) mutual recognition, which is related to mutual recognition; (2) joint appreciation, namely the joint appreciation of the actors; (3) trust between actors; (4) ownership of the process, this relates to the influence of each actor in decision making but has a dilemma, because of the complexity in collaboration; (5) interdependence, namely interdependence between actors. The different capacities of the actors give rise to a sense of dependence that can foster and strengthen commitment.

*Shared understanding.* Shared understanding can be defined as a common mission, common purpose, common objectives, and shared vision. The understanding in question is the unification of thought and equality of purpose, thus minimizing the occurrence of misunderstandings between actors.

*Temporary impact.* Temporary impacts produce feedback. The expected feedback is positive feedback, called "small wins". These small wins will raise the expectations of each actor in the collaboration, thus increasing trust and commitment.

### **Debbie Roberts, Rene van Wyk, and Nalesh Dhanpat**

Robert suggested five keys to make effective collaboration [23] in achieving public goals, namely:

*Common purpose.* A shared vision is a critical factor of collaboration that will bring actors together to achieve the goal. Together to achieve that goal.

*Mutuality.* Mutuality occurs when each party contributes resources so that the other party benefits, such as by exchanging information. Resources so that the other party benefits, such as exchanging information. The similarity of mission, culture, and commitment to the goals of the collaboration helps to facilitate the exchange of resources.

*Enabling the environment.* The collaborative environment consists of the collaboration leader's work environment and leadership style. Leadership plays a vital role in creating and sustaining a collaborative environment by connecting actors' skills and knowledge.

*Trust.* Trust is one of the most underlying factors for successful collaboration. Trust is based on the belief that actors will be honest in their agreements, abide by their commitments, and not exploit others. Excessive formal control can reduce trust between actors because control is perceived as a sign of distrust about the abilities and character of the actors.

*Specific personal characteristics.* Actors must be open and able to understand the motives and interests of other actors. Understanding the characteristics of collaborating actors can foster compromise because of joint decision-making where there are specific personal characteristics. Because of collective decision-making, where actors' interests are not answered in the decision. This research uses the five key components of collaboration according to Roberts et al., which include. These include shared goals, mutual-ity, enabling environment, trust, and specific personal characteristics.

### 2.3 Tourism Development

Article 1 on Tourism Law [2] states that tourism is an overall activity related to tourism and is multidimensional and multidisciplinary that arises as a form of the needs of every person and country as well as interactions between tourists and local communities, fellow tourists, governments, local governments, and entrepreneurs. Based on this definition, it is known that tourism is an agent of change that has great and mighty power, but the study of the socio-cultural aspects of tourism needs to catch up.

Tourism development is one of the processes of understanding physical changes caused by increased tourist interest in the area, and this expression of interest impacts rising traffic in the area [19]. Tourism development must be balanced with proper and sustainable tourism management to make tourism an attraction for tourists and can have a positive impact [24]. Sustainable tourism development is an integrated and organized effort to develop the quality of life by sustainably regulating the provision, development, utilization, and maintenance of natural and cultural resources [25].

Tourism management must pay attention to the principles [26] as follows: (a) The development and development of tourism should be based on local wisdom and a unique local sense that reflects the uniqueness of cultural heritage and the environment; (b) Preservation, protection, and improvement of the quality of resources are the basis for the development of tourism areas; (c) Development of additional tourist attractions is rooted in local cultural treasures; (d) Services for tourists based on the uniqueness of local culture and environment; (e) Provide support and legitimacy to the development and development of tourism if proven to provide positive benefits, and conversely, control/stop tourism activities if they exceed the threshold of the natural environment or social acceptability despite being able to increase community income.

## 3 Methods

This research was conducted in the community of Tlemang Village, Ngimbang District, Lamongan Regency, using a descriptive method with a qualitative approach that utilizes

descriptive data in the form of written or spoken words from people who can be observed in this study [27]. The qualitative studies include information about each case's unique features and environment [28]. The qualitative approach is used to research natural object conditions where the researcher is the key instrument, data collection techniques are triangulated (combined), and data analysis is inductive [29]. In this study, we will focus on the Collaborative Governance in tourism development in Tlemang Village, Ngimbang District, Lamongan Regency.

There are five keys to collaboration in tourism development in Tlemang Village, namely common goals, mutuality, enabling environment, trust, and specific characteristics [23], which are: (a) Common purpose, a shared vision in developing tourism in Tlemang Village between village apparatus, local tourism management group (Pokdarwis), and villagers; (b) Mutuality, there are resource contributions from various parties related to tourism development in Tlemang Village; (c) Enabling environment, the collaborative environment consists of the work environment and leadership style of the collaboration leader in Tlemang Village; (d) Trust is based on the belief that stakeholders will be honest in agreements, comply with their commitments, and not exploit other parties when collaborating; (e) Specific personal characteristics, understanding the characteristics of village apparatus, local tourism management group, and collaborating villagers can foster compromise because of joint decision-making.

Researchers will describe phenomena, events, social activities, and people's attitudes individually and in groups obtained from interviews and documentation related to tourism development through village apparatus, local tourism management group, and villagers in Tlemang Village, Ngimbang District, Lamongan Regency. After that, the data is reduced to a theme through the process of organizing, and the data is arranged in a relationship pattern so that it will make it easier for researchers to describe data about collaborative governance, with the final process being the presentation of data in the form of discussions [30].

## 4 Result and Discussion

The main livelihood of the population in Tlemang Village is agriculture, especially corn and rice farming. There is only a small group who focus on tourism and social heritage in Tlemang Village, whereas there are many tourism potentials in that village such as nature tourism, culture tourism, and religious tourism.

The religious tourism and social heritage in Tlemang Village is the Nyanggring or "*Mendhak Sanggring*" ceremony procession. It received an award from the Ministry of Education and Culture as an *Warisan Budaya Tak Benda* (WBTB), has five stages, including; (a) Dhuduk Sendang (Dhuduk Spring Pool), which has two main activities, namely community service to clean the woman spring pool (*wedok sendang*) and man spring pool (*lanang sendang*), after the community service is completed, followed by a Thanksgiving Ritual of Dhuduk Spring Pool (*Selamatan* ceremony); (b) Ritual of cleaning the Tomb of Ki Buyut Terik is held the day after first ritual; (c) Thanksgiving of lamb consists of several stages, which are: *Selamatan Cethik Geni*, First-Wayang Kru-cil Performance, Goat Slaughtering, Pilgrimage to the Tomb of Ki Buyut Terik,

Kenduri/Salvation, Second-Wayang Krucil Performance; (d) Nyanggring, is the culmination of the *Mendhak* or *Nyanggring* Ceremony.

Stakeholders should collaborate to implement the ceremonial arrangements and to educate the people who need to learn about their religious and cultural heritage. So that is why collaboration between stakeholders is required to achieve public goals. The collaboration component as an analytical tool in this study as follows:

#### 4.1 Common Purpose

Shared vision is the key collaboration factor to unite the actors to achieve the goal. The village apparatus, local tourism management group, and community are united in tourism development of Tlemang Village, especially in religious tourism and social heritage. However, many challenges must be faced by stakeholders in Tlemang Village, including (a) the lack of public awareness about the importance of tourism development, (b) the low of socialization, awareness, and villagers' education. Socialization should be implemented so it will foster villagers' participation in tourism development as the village tourism. On the contrary, the initial steps of developing village tourism have yet to be taken. This is also an obstacle to why socialization of tourism villages in Tlemang Village has not been carried out; (c) the village apparatus has provided no capital; (d) a limited network of village apparatus; (e) the local tourism management group that has been formed is still new, local tourism management group in Tlemang Village pioneered one year ago, to be precise December 22, 2022, with a total of 25 members. The legality of the local tourism management group in Tlemang Village is unclear and the Village Head has not ratified the legal basis underlying it, so the division of tasks between its members is not yet clear; (f) Even though their vision or goal in tourism development is the same, there are differences of opinion between the elder and younger groups. The elder group believe tourism should package classically. On the contrary, young groups believe it to be package modernly without leaving the existing traditions. The elder group in Tlemang Village is very focused on religious tourism, including desiring infrastructure development for the Tomb of Ki Buyut Terik to be held immediately, the construction of access or roads to the two springs, and a place to collect water when there are pilgrims. The younger groups tend to be more realistic; the tourism potential in Tlemang Village does not have to be religious tourism; the younger groups have ideas for making night tours such as cafes, night markets, cooperating with local Small and Medium Enterprises (SMEs), traditional music (called *karawitan*) and modern music. However, these require significant funds and many resources; (g) there is no strong evidence, or the origin of the Tomb of Ki Buyut Terik is unclear; (h) there is no concept or master plan to collaborate with external parties. Therefore, common purposes as the key to collaborate all stakeholder in Tlemang Village are not clear because stakeholders face many obstacles in achieving the vision of Tlemang Village, namely tourism development to achieve village SDGs.

## 4.2 Mutuality

Mutuality is a mutually beneficial relationship between individuals. Mutuality can be influenced by trust between actors and affects actors' commitment to collaboration. In this study, mutuality relates to reciprocal relationships and resource contributions from various parties related to tourism development in Tlemang Village. The similarity of mission, culture, and commitment in achieving tourism development and village SDGs will facilitate the resources in the development of tourism village. The relationship between actors or stakeholders is good. Where they have succeeded in working together to coordinate to discuss tourism development. However, there needs to be more clarity on the role of each stakeholder. The resources in Tlemang Village have been obtained from some stakeholders, so there are limitations on resources (human, material, and information) in Tlemang Village. Although the relationship between stakeholders is well established, the mutuality component in Tlemang Village is not optimal because there is no clarity about the division of the roles of each stakeholder.

## 4.3 Enabling Environment

The collaborative environment consists of the work environment and leadership style of the collaboration leader. The work environment and leadership style have a strong influence on the performance of the actors in carrying out collaboration. The current work environment is quite collaborative. The stakeholders (village apparatus, local tourism management group, and villagers) are very enthusiastic about developing the tourism village and have conducted clear communication and coordination to avoid misunderstandings so that a collaborative work environment can be created. Conflicts that occur among stakeholders have also never occurred, possibly only differences of opinion between the older and younger groups. Stakeholders have also tried to overcome differences of opinion in the development of tourist villages.

The one responsible for maintaining relationships between stakeholders is the Head of Tlemang Village. The leadership style greatly influences the performance of stakeholders. Based on observation, the leadership style is good because he brings many ideas and innovations related to the development of tourism villages. He learned from several villages that were successful in implement tourism village, so that the best concept can be adopted and developed in Tlemang Village. It can be concluded that the enabling environment in Tlemang Village is good as seen from the working environment and the collaborative leadership style of the Village Head.

## 4.4 Trust

Trust is one of the most underlying factors for successful collaboration. Trust is based on the belief that actors will be honest in their agreements, abide by their commitments, and not exploit the other party. Trust in this study relates to the actors' belief in themselves and other actors to carry out their roles and responsibilities. All stakeholders (village apparatus, local tourism management group, and villagers) uphold each other's commitment to advancing the development of Tlemang Village tourism. One of the



Tlemang village apparatus also added that anyone who loves their village must want to cooperate and be committed to developing a tourist village. None of the stakeholders intends to exploit each other or other parties when collaborating on tourism development in Tlemang Village. In brief, the trust component in Tlemang Village is good. The actors or stakeholders want to explore and improve the existing tourism potential jointly.

#### **4.5 Specific Personal Characteristics**

In a collaboration, actors or stakeholders must be open and able to understand the motives and interests of other actors. Understanding the characteristics of village apparatus, local tourism management group, and collaborating villagers can foster compromise due to joint decision-making. From the interviews, it was found that stakeholders have compromised through *istighosah* held twice a month. So far, decision-making has also been carried out through *istighosah* events, and as previously explained, the obstacle is the differences of opinion between the old and young groups. The younger group tends to give in when things need to be decided. In short, the components of certain specific personal characteristics in Tlemang Village are not optimal enough, even though the stakeholders understand each other when compromising. If some groups are not satisfied in making decisions so that the stakeholders are not open and have not been able to understand the motives of other actors' interests.

## **5 Conclusion**

### **5.1 Summary**

Collaboration between stakeholders in Tlemang Village could be better. This is indicated by the components of collaboration, which also need to improve. The benefits of religious tourism in Tlemang Village have yet to be felt by all parties, including the government and the surrounding community. Community participation is also relatively low, so the goal of developing the potential of a tourist village has yet to be achieved. Meanwhile, stakeholders try many things to accomplish this. This is due to the common goals of the stakeholders and the awareness of interdependence on each other in carrying out their roles and fulfilling their respective responsibilities.

There are different interests from the common purpose component consisting of a shared vision that is the key to collaboration. Still, all stakeholders have the same goal of developing the potential of tourism villages. However, there are many obstacles in achieving this vision, including a lack of public awareness about the importance of developing the potential of tourist villages, no capital provided by the village government, the newly formed local tourism management group, differences of opinion between the old and young groups, no firm evidence of the origin of the Tomb of Ki Buyut Terik, and no concept or master plan to collaborate with external parties.

From the mutuality component, there is a good relationship between stakeholders. Where they have succeeded in working together to coordinate to discuss tourism development, it can be concluded that although the relationship between stakeholders is well

established, if there is no clarity about the division of the role of each stakeholder, the mutuality component in Tlemang Village is not optimal.

From the enabling environment component, which consists of the working environment and the leadership style of the collaborative leader, there is a reasonably collaborative working environment where the stakeholders (village apparatus, local tourism management group, and villagers) are enthusiastic about developing the tourism village. In addition, the leadership style of the Tlemang Village Head is good because he brings many ideas and innovations related to the development of tourist villages.

From the trust component, stakeholders (village apparatus, local tourism management group, and villagers) uphold each other's commitment to advancing tourism development. In addition, the stakeholders intend to refrain from exploiting each other or other parties when collaborating on tourism development in Tlemang Village.

From the specific personal characteristic component, the typical personal characteristic component in Tlemang Village is not optimal enough, even though the stakeholders understand each other when compromising. Still, if some groups are unsatisfied in decision-making, the stakeholders are not open and cannot understand the motives of other actors' interests.

## 5.2 Suggestion

The collaboration process of tourism development in Tlemang Village is not clear, whereas the collaboration between actors is key to the success of tourism village development. It needs the common purpose and mutuality of tourism development clearly, particularly religious tourism and social heritage. It also needs clarity of the role of each actor, as well as periodic evaluation of programs implemented internally and externally to design sustainable tourism development in Tlemang Village. The commitment of the actors that have been established is expected to continue to develop the potential of the tourist village in Tlemang Village so the village SDGs can achieve as soon as possible.

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