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## Collaboration Governance in The Development of Natural Based Tourism Destinations

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### ABSTRACT

*This article aims to explain the governance of collaboration between local government, village government, the private sector and the community in the management of Posong Temanggung natural attractions. Lack of mutual trust and commitment is a prominent issue. After going through qualitative research using descriptive techniques, it can be seen that collaboration that has been built among stakeholders is still embryonal; there is no formal collaboration tied to the memorandum of understanding. From the research conducted, it was found that there was an intensive dialogue between stakeholders, mutual trust between stakeholders, a high level of commitment, and a reasonably even sharing of understanding. But, four things that have not been created a formal relationship, so there needs to be a process of transformation towards partnership and sustainability in a formal bond. This study recommends that the government be the main actor in building collaboration with the public and private sectors. The government must provide space for them to contribute in making the tourism village of Posong.*

**Keywords:** Collaboration Governance, Tourism Destinations, Posong, Temanggung

### ABSTRAK

Artikel ini bertujuan untuk menjelaskan tata kelola kolaborasi antara pemerintah daerah, pemerintah desa, swasta dan masyarakat dalam pengelolaan obyek wisata alam Posong Temanggung. Hal ini dikarenakan permasalahan kolaborasi diantara stakeholder tersebut terdapat berbagai kendala. Kurangnya kepercayaan dan komitmen bersama menjadi permasalahan yang mengemuka. Setelah melalui penelitian yang bersifat kualitatif dengan menggunakan teknik deskriptif dapat diketahui bahwa kolaborasi yang terbangun diantara stakeholder masih bersifat embrional, belum ada kerjasama formal yang diikat dengan nota kesepahaman. Dari penelitian yang dilakukan diperoleh temuan bahwa sudah ada dialog yang intensif diantara stakeholder, saling percaya diantara pemangku kepentingan, komitmen yang sudah tinggi, dan terdapat berbagi pemahaman yang cukup merata. Namun dari keempat hal tersebut belum tercipta hubungan yang bersifat formal, sehingga perlu ada proses transformasi menuju kemitraan dan berkelanjutan dalam suatu ikatan yang bersifat formal. Rekomendasi dalam penelitian ini adalah pemerintah harus menjadi aktor utama dalam membangun kolaborasi dengan masyarakat dan swasta. Pemerintah harus memberikan ruang bagi mereka untuk memberikan kontribusi dalam membangun desa wisata Posong.

**Kata Kunci:** Tata Kelola Kolaborasi, Destinasi Wisata, Posong, Temanggung.

## INTRODUCTION

The development of natural attractions as a tourist destination for an area that has exotic natural conditions is a necessity to sustain sustainable tourism. Management of tourism destinations that rely on natural forces is indeed very suitable for regions that have good natural potential (Damanik, 2012). Likewise, if the tourist destination can develop, it certainly gives a trickle-down effect for the welfare of the community around the tourist attraction (Damanik, 2010).

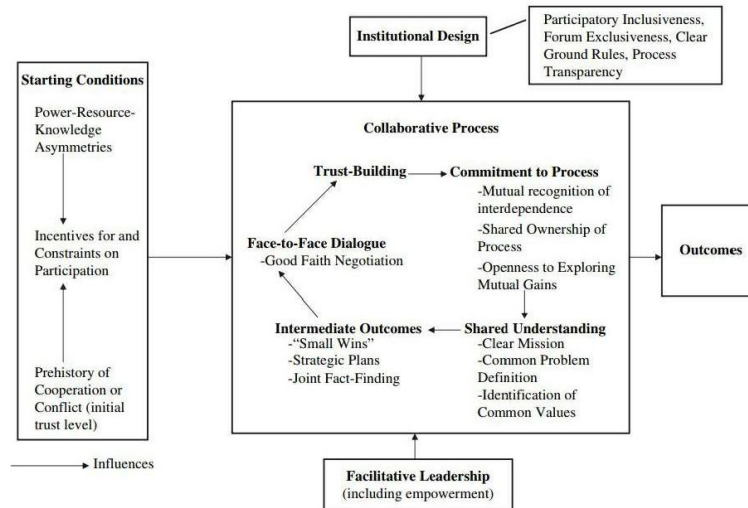
So far, all local governments in Indonesia have taken the right step by preparing a strategic plan that takes into account the strengths, weaknesses, opportunities and threats facing the region (Purwanti, 2009; Zaenuri, 2012). Besides, various efforts have been taken to advance the world of tourism by increasing the management of tourist destinations by involving or inviting parties outside the government (Study et al. 2016), including the community around tourism objects (Adikampana, 2017).

The involvement of non-governmental tourism actors in developing tourist destinations is a necessity (Zaenuri, 2018). The government certainly cannot be a single actor in advancing tourist destinations, along with the increasing participation of the public and private parties in tourism activities. Although the involvement of non-government tourism actors brings excellent benefits, there are still obstacles or problems that need to be sought jointly. The lack of shared vision (Zaenuri, 2015b) is a fundamental problem, most of which are contractual (Dwiyanto, 2012), and are usually short-term, and there is no periodic monitoring and evaluation. Some of these problems become a problem when various stakeholders on tour must work together in the form of a hybrid organization.

The conceptual problem has been answered through a collaborative governance approach which has recently been developed by experts who are included in the new public governance paradigm (Osborne, 2010). Likewise, various research topics using collaborative perspectives have varied widely, including small industry topics (Dewi, 2012), community-based (Sufianty, 2013; Purmada, 2016), networks (Haryono, 2012), and planning (Sopari, 2014, Yuliani, 2017). Collaborative governance is a governance process that involves all stakeholders with different characteristics in work relationships to achieve common goals.

Then Anshell and Gash (2007: 544) define governance collaboration as “governing governance in which one or more public institutions directly involve non-state stakeholders in collective decision-making processes that are formal, consensus-oriented and deliberative and aimed at to create or implement public policies or manage public assets “. From these two understandings, it can be seen that collaborative governance involves various stakeholders who have common interests. Still, their characteristics are different, so there needs to be a transformation process (Zaenuri, 2028), to create conditions where collaboration runs synergistically and harmoniously.

Experts who discuss collaboration transformation in the earliest (embryonal) phenomenon are Anshell and Gash (2007), where the collaborative process consists of various stages to obtain results that are still temporary, there is no permanent institutional agreement. These stages are as follows:



**Figure 1. Model of Collaborative Governance**

Source: Anshell and Gash (2007)

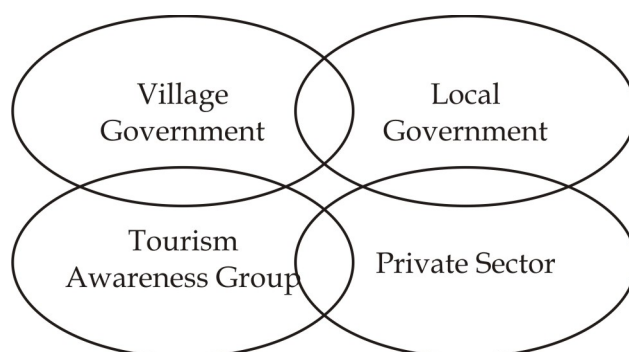
The concept of collaborative governance, in principle, involves various stakeholders in some issues. In the tourism context, collaboration does not have to be bound in a formally regulated institution. The tourism actors who together provide services and provide services to tourists are also included in the category of collaboration. The concept of Anshell and Gash (2007) is very appropriate to be used to explain collaborative governance in tourist destinations. The development of tourist destinations stems from cooperation that has no ties at all developing into activities that have a common goal.

Temanggung Regency is one of the regencies in Indonesia with its strategic location and excellent natural conditions, has also practised collaboration. Temanggung Regency has a unique geographical location because it is flanked by leading national tourist attractions (Borobudur Temple) and preminent Central Java provinces (Dieng Plateau), so as a transit of domestic and foreign tourists (Kompasiana, 2018).

The study of tourism potential for the region is essential (Rusita, 2016) because if it is realized, it can improve the regional economy (Nurmansah, 2014). The leading tourism potential of Temanggung Regency is nature-based tourism. The tourism potentials include the Umbul Jumprit Tourism Area, Liyangan Site, Kledung Rest Area, and Posong Nature Tourism Object.

Lately, one of the leading tourist destinations that are much in demand by tourists is the Nature Tourism Posong (Laman Temanggung, 2017). The attraction of this natural tourist destination is the beauty of the typical natural scenery of the mountains if in the morning can see the sunrise from a height and when the afternoon with sunny weather can see the golden sunset with a beam of light that divides Mount Sumbing and Sindoro (Bernas, 2019, and Bonvoyage , 2019). The beautiful scenery is seen when tourists are on a wide and green expanse of Kledung savanna.

The management of Posong Nature Tourism destinations was initially managed independently by the surrounding community and the local village government. The increasing number of visitors or tourists to Posong makes this tourist destination attract the interest of other tourism actors to participate in the development of tourist destinations, including the private sector. From the interviews, it can be seen that Posong natural tourism destinations are institutionally managed jointly between the surrounding communities who are members of the Tourism Awareness Group (POKDARWIS), the village government represented by BUMDES as working partners of the community, and the District Culture and Tourism Office (Disbudpar) Temanggung which is the implementing elements of the Regional Government in the field of culture and tourism as a facilitator and regulator remain essential. As illustrated in the following picture:



**Figure 2. Posong Tourism Object Stakeholders**  
**Sources: Siakwah, Musavengane & Leonard (2020)**

The problems faced by the four stakeholders cannot be separated from problems as commonly faced by hybrid organizations. Lack of trust among stakeholders and a lack of shared commitment to advance tourism objects are specific problems in Posong natural tourism objects (Widyasti, 2013). In this connection, it is worth asking the question of the level of trust among stakeholders and the extent to which mutual commitment has been established. Both of these can be used to arrange collaborative governance in developing Posong tourism objects.

Besides, through the analysis of existing information sources, the fundamental research problem is because the Posong tourism village has not developed well. After all, it is not included in the criteria for being an independent tourism village or developing institutions, products, services (facilities & infrastructure), and management. There is still a lack of value, and it needs improvement and quality improvement (Novandaya&Wijaya, 2020). It is also facing problems such as the problem of cooperation between stakeholders that is still not optimal.

## **RESEARCH METHOD**

This research uses a descriptive qualitative approach. The researcher also describes matters related to study in detail, while this research is a research conducted to describe Collaboration Governance in The Development Of Natural Based Tourism Destinations. To determine the subject in this study, a purposive sampling technique was used. This study emphasizes the quality of informants and not the quantity or number of informants.

The unit of analysis in this study institutionally includes the Office of Culture and Tourism of Temanggung Regency, the Government of Tlahab Village, Kledung Subdistrict, Temanggung Regency, Posong nature tourism actors and tourism-aware community groups. The research locations of this unit of analysis are the Head of the Temanggung Regency Culture and Tourism Office at the Temanggung Regency Office of Culture and Tourism, the Tlahap Village Head, the Hamlet Head, Posong Nature Tourism Park Owners, BUMDES Representative, Pokdarwis Representative, Representative from the Tlahap Village Community in Tlahap Village Kledung District, Temanggung Regency.

Data collection techniques were carried out through interviews with informants who have been determined in this study. Another way is by documentation, which is used for data collection by collecting various kinds of documents or notes that can explain following the concept being studied. Observations were also made by direct observation at the study site.

## **RESULTS AND DISSUCSION**

According to Ansell and Gash (2007), collaborative governance is a new way of organizing government that involves stakeholders uniting in the same forum to reach a mutual agreement. Then Ansell and Gash further stated that Collaborative Governance is a concept of adjustment in government administration. More than one public institution and non-government actors carry out a formal public policy formulation process that focuses on mutual agreement, following the policy public's implementation and management. In the above statement, Ansell and Gash emphasize six basic Collaborative Governance assessments, the first official forum initiated by public institutions. Second, the parties that take part in forum must include non-government actors. Third, participants



must be directly involved in policy formulation. Fourth, the forum must be formal and meet regularly held. Fifth, the decisions taken must be based on mutual agreement. Sixth, this collaboration must be oriented towards the public interest (Lestari & Farahnisa, 2020).

The process of collaborative governance according to Ansell and Gash (2007), namely face-to-face dialogists, building trust, building commitment to the process, sharing understanding (and then the formation of interim results (intermediate outcome)). To understand Posong Nature Tourism management in a Collaborative Governance perspective, this perspective needs to be further elaborated and understood so that later the results can be developed into an applicable model for the management of Nature Tourism Objects. The translation of perspective is obtained through observation, interviews and documentation from various respondents or informants. This section presents an elaboration of the results of the research in the field, regarding collaboration in the management of Posong Nature Tourism Objects in Tlahap Village, Kledung Subdistrict, Temanggung Regency, in a collaboration perspective.

### **Face to Face Dialogue**

Face-to-face dialogue between stakeholders is fundamental and important in building collaborative governance. Because in this face-to-face dialogue stage, it is needed by the stakeholders to reach a mutual agreement or consensus and identify opportunities for mutual benefit in collaboration. According to Anshell and Gash, the face-to-face dialogue is a joint forum so that the relevant stakeholders can convey the activities and obstacles encountered in collaboration. This face-to-face dialogue is a place or means of trust in uniting a program that is determined jointly between stakeholders. In this research, The collaboration between the government, private sector and community in the management of Posong Nature Tourism Objects, that in the face-to-face dialogue that is conducted between stakeholders in the form of an FGD (Forum Discussion Group).

The initial development of Posong Nature Tourism Object was the result of a discussion forum that involved many parties. Starting from the people who are members of Jogorekso nature lovers group, as the party who first discovered Posong, then Culture and Tourism Office by accepting proposals from the Jogorekso nature lovers group and forwarding it to the leadership, and of course the Tlahab Village Government who was then a community partner in expressing aspirations to the Temanggung Regency Government.

There was a discussion about the initial formation of Posong, departing from the same view among members of the discussion at that time, namely from the leadership of the Temanggung Regency Culture and Tourism Office who wanted a new Tourism Object and at the same time there was a proposal from the Jogorekso Tlahap Nature Lover Group. Regarding the existence of an exciting place to be developed, namely Posong, and from the discussion process, the Posong Natural Tourism Object was formed.

After the Nature Tourism Object Posong stands or is built and opened commercially to the public, over time, many complaints from visitors and even the surrounding community regarding the Posong Nature Tourism Object, the forms of complaints from the people around Posong include their complaining that Posong is quite well known in the world of tourism. Still, it is very small inland and only 1000 m in the area and the facilities are also inadequate. Because of the many complaints felt by visitors and the community, then at 2017, an initiative from the private sector arose for permission to expand from Posong Nature Tourism Objects.

Expansion of the Posong Nature Tourism Park, beginning with a face-to-face process or face-to-face dialogue between Mr H. Hariyanto as the private sector and the village government. The face-to-face process was carried out to obtain permission to expand Posong Nature Tourism Object from the Tlahap Village Government. Not only that, but the process of face-to-face dialogue also took place between Mr. H. Hariyanto and Mr. H. Hasyim as the Regent of Temanggung Regency who at the time gave support to Mr. H. Hariyanto to expand the Posong Nature Tourism Object.

According to research that has been done, face-to-face dialogue is an important thing, so that each stakeholder can express their aspirations, to reach a mutual agreement. Like Posong Nature Tourism Object and Posong Nature Tourism Park, both of these Tourism Objects are the result of face-to-face dialogue process between stakeholders. Then the initial stage of collaboration in management of the Posong Nature Tourism Object has gone well.

### **Trust Building**

According to Anshel and Gash, the emergence of collaborative governance innovation is one of them caused by a lack of trust among stakeholders. The principle in building trust, among others, fosters mutual trust based on professionalism or social relations and the belief that actors rely on the information or the efforts of other actors in a network, to achieve common goals.

So in this study, the government entrusted information or the efforts of other actors, namely the private sector and the community in achieving common goals. Therefore to preserve trust, continuous communication and coordination are needed.

The relationship that occurs between the government and the private sector in building trust is coordinating, that is seen when the Temanggung Regency Culture and Tourism Office participates in solving problems that have occurred in Posong Nature Tourism Objects and also contributes to promoting Posong Nature Tourism Objects. This can also be seen by the Village Government issuing policy regarding the rules of developing Posong Nature Tourism, that the developer must be a native of Tlahap Village, and it is proven that the developer of Posong Nature Tourism Park is Mr H. Hariyanto who is a native Tlahap Village community. Not only that, in building trust among stakeholders in the

management of the Posong Park Tourism Object, but there is also a transactional phenomenon that involves the owner of the Posong Nature Tourism Park with the Tlahab Village Government, namely the provision of profit-sharing from the private party to the Village Government amounting to 25 million rupiahs and it is still done today.

The collaborative process that occurs in the management of Posong Nature Tourism Objects, that every actor is good enough in carrying out their duties and obligations in the management of Posong Nature Tourism Objects. It can be concluded that the collaborative process in building trust is that there is already sufficient coordination between stakeholders. Each actor has carried out their duties based on their functions and portions, the actors have carried out the agreement at the beginning.

### **Commitment to The Process**

According to Anshel and Gash, commitment to the process (commitment to the process) is a determinant of the success of the collaborative governance process. With commitment, it raises the belief that the collaboration process can create benefits for each party and the public interest.

The collaborative process in the management of Posong Nature Tourism Objects in terms of commitment to the process carried out by the government, private sector and the community has the same goal, namely the welfare of the Tlahap Villagers by empowering them, by including them in the management of Posong Nature Tourism Objects. The collaboration between stakeholders has been going quite well, this is evidenced by the clarity of the procedures set forth by Temanggung Regency Culture and Tourism Office, that they did not interfere in management of the Posong Nature Tourism Object.

This was also stated by Tlahap Village Government; they were very empowering to community; some started selling, motorcycle taxi drivers and homestay service providers. The community also said that they felt tremendously benefited financially because they felt they were involved in the management of this Posong Nature Tourism Object. They, the community there is a guide, motorcycle taxi drivers, food vendors providing homestay, coffee farmers, and almost all elements of the Tlahap Village community feel the positive impact of this collaboration. So with this clear procedure, then in the commitment stage towards the process regarding the management of Posong Nature Tourism Objects, it can already be said to be going well and avoiding overlapping interests.

### **Shared Understanding**

According to Anshel and Gash, sharing understanding (shared understanding) is the collaboration of stakeholders in uniting the understanding or perception of the goals that they can achieve together. Shared understanding is a common perception of knowledge or understanding needed to overcome problems.

The process of mutual understanding in the management of Posong Nature Tourism Object has been running quite optimal. This can be seen from the training held by the Temanggung Regency Culture and Tourism Office and was followed by the people of Tlahap Village, the crew of the Taman Posong Nature Tourism regarding natural tourism guides. By holding such training, the community will increase their knowledge in the field of tourism. Did not rule out the possibility of the coaching event; there was a transfer of knowledge between the participants and the performers.

Not only that the Village Government also often holds meetings, deliberations with residents, and from the forum, the people's aspirations can be accommodated and can be implemented immediately. The private sector, which is a community of Tlahap Village, also often holds meetings with BUMDES which are held once a month.

The joint understanding effort undertaken by the private sector with the Temanggung Regency Government is a visit from the department to evaluate the lack of Posong Nature Tourism Park. So from the facts above, the stakeholders in the management of Posong Nature Tourism Object, in the process of mutual understanding have been well developed.

### **Intermediate Outcomes**

According to Anshel and Gash, the intermediate outcomes phase means that collaboration is very likely to occur when the goals and benefits of the collaboration process show results. The results of the collaboration process are interpreted to be able to build momentum that can lead to successful collaboration. This success provides feedback into the collaborative process, encouraging an excellent cycle to build trust and commitment

In the management of this Posong Nature Tourism Object, that the purpose of this collaboration is the existence of benefits obtained from stakeholders with the method of empowering the primary human resources of Tlahap Village as one of its stakeholders. From the explanation of several sources above, the provisional results are that the income of the Tlahab, Private and Community Villages experienced a significant increase. There were also village regulations produced, namely regarding only the original Human Resources of the Tlahap Village alone, who could be involved in the management of Posong natural tourism objects. Not only that, after the collaboration between stakeholders in the management of Posong Nature Tourism Objects, but the most recent physical result was also the initiation of the construction of a TIC (Tourism Information Center) for tourism in Tlahap Village, especially Posong.

The availability of these facilities and infrastructure is expected to be able to increase the effectiveness of Posong Nature Tourism management activities, while also being able to reduce or minimize the technical problems that exist in the Posong Natural Tourism Object area. Human Resources involved in the management of Posong Nature Tourism Objects have now been incorporated in several forums, such as the Natural Tourism

Management Communication Forum and the Indonesian Tour Guide Association. The two forums were formed or the result of the involvement of the Teamanggung District Office of Culture and Tourism in the context of the management of Posong Nature Tourism Objects.

From the facts above, it can be seen that each stakeholder has its primary duty or role. So that for the interim results of the collaborative process in the management of Posong Nature Tourism Objects, it has been going well to encourage the creation of cycles, a commitment to better collaboration.

All of these processes have been going well, but there is no formal partnership with sharing resources or risks so that the bond is still weak and allows it to change formations.

## CONCLUSION

From the research conducted, it was found that there was an intensive dialogue between stakeholders, mutual trust between stakeholders, a high level of commitment, and a reasonably even sharing of understanding. But of the four things not shown the existence of partnerships, so there needs to be a process of transformation towards partnership and sustainability with facilitation from the local government.

Research that focuses on collaborative governance processes that include face-to-face dialogue, trust-building, commitment to the process, shared understanding) and intermediate outcomes, concludes as follows: (1) Face to face dialogue in the management of the natural attractions of Posong has been going well. This face-to-face dialogue process is a prerequisite for collaboration, and almost every other element indirectly takes place face-to-face; (2) trust-building in the management of Posong Nature Tourism Objects already looks good with the coordination between stakeholders. In this stage, the actors have carried out their duties following their portion, based on the cooperation agreement; (3) Commitment to the process in the management of Posong Nature Tourism Objects has also been going very well. This can be seen from the commitment shown by the stakeholders, namely the commitment to lift the local economy through the empowerment of local communities; (4) Shared understanding in the management of Posong Nature Tourism Objects is also very well addressed by the stakeholders. This can be seen from the training, socialization and deliberations conducted routinely by stakeholders; (5) Intermediate outcomes in the management of Posong Natural Tourism Objects have also been seen; namely, a forum that houses the community on tourism increased income of the community and stakeholders and the presence of infrastructure and infrastructure that supports the management of Posong Natural Tourism Objects.

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