

Collaborative Governance in Tourism Village Development in Ciamis Regency, West Java Province, Indonesia

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Abstract

Tourism villages are a potential sector in the development of an area with very minimal risk of environmental damage. This makes village tourism a leading sector for all villages, including villages in Ciamis Regency. The development of tourist villages in the normative and empirical process needs to be carried out through collaborative governance because tourist villages have multidimensional characteristics. The development of tourist villages in Ciamis Regency is still not optimal because even though it has great potential and is supported by the Tourism Information Center, it turns out that the development process is still carried out separately between all parties involved. The aim of this research is to analyze collaborative government governance in developing tourist villages and find an ideal collaborative governance model in developing tourist villages in Ciamis Regency. For this purpose, Ansell and Gash's government collaboration theory is used which includes four dimensions, namely initial conditions, facilitative leadership, institutional design, and collaboration processes. The research uses a qualitative approach with descriptive research type. Data analysis was carried out through data reduction and drawing conclusions. The research results show that the ongoing tourism village development process has not fully adopted collaborative governance. This is because trust has not been formed in each of the actors involved. The ideal tourism village development model that adopts collaborative governance is the Tourism Development Model. This model prioritizes building trust and sustainable commitment to each actor in tourism village development.

Keywords: *Collaborative Governance, Tourism Village Development, Regional Government.*



A. INTRODUCTION

Indonesian tourism has many competitive and comparative advantages and is one of the contributors to the country's foreign exchange which increases every year. The impact of foreign exchange generated by tourism is also directly felt by all levels of society. The superiority of Indonesian tourism is proven by the growth in foreign tourist visits to Indonesia compared to the world and ASEAN countries. It is known that in 2018, the growth in foreign tourist visits to Indonesia reached 12.58 percent, while the growth in visits to ASEAN countries was 7.4 percent and the world was 5.6 percent. Even though there is an increase in visits every year, Indonesia's ranking in the tourism competitiveness index is still below several neighboring countries.

The potential of tourist villages in Indonesia has not been able to be optimized properly, which has an impact on the competitiveness of Indonesian tourism at the world level. This illustrates the main problem of tourism, namely low competitiveness, even though Indonesia already has the basic capital of promising natural and cultural potential. Therefore, the spirit of developing the potential of

tourist villages continues to be encouraged, one of which is through regulations in the form of Law Number 10 of 2009 concerning Tourism (Kurniawan, 2012).

The existence of regulations on tourism encourages each region to compete to develop regional nature and culture-based tourism potential through the development of tourist villages. Not to be left behind in this regard is what is being implemented by the Ciamis Regency Government, West Java Province. The objectives to be achieved from developing tourist villages include improving the village economy and increasing local original income (PAD) from the tourism sector. The development of tourist villages carried out by the Ciamis Regency Government is also a strategic step after the formation of a new autonomous region, namely Pangandaran Regency. As is understood, the formation of Pangandaran Regency has had a big impact on the PAD of Ciamis Regency as the parent area, especially from the tourism sector and Building Land Tax (PBB). This condition can be understood considering that the Pangandaran area is the area that contributes the largest PAD. The Pangandaran region is also a leading tourism icon because here there are the natural attractions of Pangandaran Beach and a group of beaches in the southern part of Ciamis whose tourist attractions are well known abroad. The release of Pangandaran has caused Ciamis Regency to lose PAD from the tourism sector, at least up to 25 percent.

After the expansion of the Pangandaran region, the Ciamis Regency Government is trying to explore other potentials as a replacement for lost PAD. In this effort, the Ciamis Regency Government is aggressively developing tourism by adding new tourist destinations, including natural, historical, cultural and other special interest tourism through the development of tourist villages.

The plan to develop potential tourist villages in the Ciamis Regency area is carried out to utilize the potential of tourist villages to encourage tourism development by paying attention to the preservation of cultural values, customs, as well as the quality and beauty of nature to realize sustainable development. The process of developing potential tourist villages will also absorb labor, which can be an indicator of reducing poverty levels and increasing the Human Development Index (HDI) of a region.

The contribution of Ciamis Regency in increasing the HDI of West Java Province has so far been felt to be less significant. Because the position of Ciamis Regency which is in the border area with Central Java Province is one of the obstacles. The government's approach to border areas in the past prioritized security aspects rather than welfare, as a result, education, health and other public services have not been a priority. Changes in national policy in viewing border areas as the country's front porch provide a glimmer of hope for border communities to be able to live more prosperously. However, in reality, they are often faced with various limitations in access to be directly involved in the process of implementing development policies at the district, provincial and national levels. There has been no active participation from tourism awareness group actors to participate in the process of developing regional tourism village potential, for example when an area is agreed to develop tourism

village potential but the development is never completed because it is hampered by residents who do not understand the importance of tourism.

The development of potential tourist villages was initially an activity carried out by the government. As the need for tourism services increases and government capacity becomes increasingly limited, private and community involvement becomes a necessity. Considering the complex nature of the tourism-education problem and the government's limitations in managing disasters into tourism, tourism management cannot be carried out only by the government, but must involve the private sector and the community (Pitana & Diarta, 2009).

The involvement of the private sector and the public in tourism management is an application of the new public governance paradigm that is currently developing. This governance model is considered to be an alternative to accelerate and facilitate the growth and development of community participation and partnerships between the three pillars of governance (Purwanti, 2016).

This description suggests that tourism development must pay attention to tourism principles which are implemented by applying the principles of good governance which involves not only the government, but also the private sector and community groups. The role of the private sector and the community in supporting tourism activities cannot be avoided, because in general the government has limitations in providing public goods and services which must be assisted by the private sector, including in providing tourism services. Likewise, communities who receive direct impacts from tourism activities cannot ignore their role as tourism actors in providing tourist attractions.

The need for involvement of non-governmental parties underlies the reason that the development of regional tourism village potential is one of the collaborative governance studies. In this context, the government is not the only party that controls the development of tourism village potential, both at the national and regional levels. The participation of other stakeholders in the development of tourist villages is part of efforts to create conditions that are more measurable and mutually controlled. Awareness of opening up "space for the public" plays a role in developing the potential of tourist villages and has been implemented by developed countries in the world. The importance of communities with a "sense of belonging" to their region will make it easier for all parties.

The problem of developing the potential of regional tourism villages in Indonesia, which is the hegemony of the government, politicians, businessmen, academics (scientists), the community, even conservationists (environmental conservationists) or a combination of them, is whether these actors are in synergy. Or is it still within their respective desires in tourism development policy? Apart from answering these questions, this research will synthesize a model of government collaboration in developing tourism village potential which is based on the objectives of developing tourism village potential (output and outcome).

B. LITERATURE REVIEW

1. Tourism Industry and Regional Development

Tourism is said to be a catalyst for development because of the impact it has on the economic life of the countries visited by tourists. The arrival of foreign tourists in a tourist destination area (DTW) has provided prosperity and prosperity for the population where tourism is developed (Yoeti, 1990).

The economic impact of tourism underlies the government to develop the tourism industry, which is realized, among other things, through developing the potential of tourist villages. Sastrayuda said that the principle of developing potential tourist villages is as an alternative tourism product that can provide encouragement for the principles of sustainable rural development by referring to management principles including: utilizing local community facilities and infrastructure; 2) benefit local communities, small scale to facilitate the establishment of reciprocal relationships with local communities, involving local communities, and implementing the development of village tourism products (Sastrayuda, 2010).

The tourism industry has an important role in efforts to develop a region, in some regions it has even been shown that the tourism industry is able to lift the region from underdevelopment and make it the main source of income. The importance of the tourism industry in the development of a region cannot be separated from the fact that:

- a. Tourism is a service sector that is inherent in the life of modern society. The higher the education and economy of a person or community, the greater the integration of tourism will be.
- b. Tourism has synergetic power because of its close links with various other fields and sectors. Tourism will develop along with developments in transportation, telecommunications, human resources, and the environment.
- c. The foundation of tourism as a competitive force lies in well-managed resources (Yoeti, 1990).

Community empowerment can be seen as a bridge between macro and micro development concepts. Within this framework, various inputs such as funds, infrastructure and facilities allocated to the community through various development programs must be placed as stimuli to spur the acceleration of community socio-economic activities. This process is directed at increasing community capacity (capacity building) through the cultivation of capital sourced from the surplus generated and in turn can create income that is enjoyed by the community. Thus, the transformation process must be driven by the community itself. According to Yoeti (1990), seen from a macroeconomic perspective, it is clear that tourism has a positive impact, because as an industry:

- a. Can create business opportunities. With the arrival of tourists, services are needed to provide the needs, desires and expectations of tourists consisting of various nationalities and their behavior.
- b. Can increase employment opportunities. Just imagine, if a hotel was built with 400 rooms, at least 600 employees would be needed with a ratio of 1:1.5.

- c. It can increase income while accelerating the distribution of community income, as a result of the multiplier effect that occurs from relatively large tourist spending.
- d. Can increase government tax revenues and regional levies. As we know, every tourist shopping is always subject to a tax of 10 percent according to applicable government regulations.
- e. Can increase national income or Gross Domestic Product (GDP).
- f. Can encourage increased investment from the tourism industry sector and other economic sectors.

2. Collaborative Governance for Tourism Industry Development

Collaboration is the key to government success now and in the future. The potential development of tourist villages is the result of collaborative governance or an operational form of the good governance concept which explains how the process of stakeholder involvement in government administration works. Collaboration is directed at achieving goals that are mutually desired by each individual, group and organization in the form of a result that is meaningful and sustainable (Emerson, Nabatchi & Balogh, 2012).

The collaborative governance paradigm in tourism development explains how government works jointly between actors in the concept of good governance in an effort to understand the needs of tourists which always change according to generations. Modern tourism management considers efforts to understand generational differences to be very important, this is in line with the views of Benckendorff et al. (2010) who said that: "The tourism industry has recently demonstrated a commitment to better understand generational differences to ensure both a strong workforce and a strong tourism market".

The emergence of collaborative governance can be attributed to many factors, but two long-standing trends stand out. The first is "wicked problems," a term coined by Rittel and Weber, which refers to problems that are difficult or impossible to solve because of incomplete or contradictory information, a rapidly changing environment, and increasingly complex interdependencies.

The second is related to resources for creating collaboration. In this case, the concept of Collaborative Governance Regimes (CGR) puts forward the aspects of sponsors (i.e. those who fund all or part of the collaborative effort) and supervisors (i.e. those who lead the collaborative effort) (Fendt, 2010). General sponsors include elected officials, public managers, planners, and other administrative officials; private business or corporate executives; directors of community groups or informal stakeholder networks; and leaders of bridging institutions such as foundations, non-profit organizations, and colleges and universities.

Apart from the two aspects above, collaborative governance is also needed because the process of developing tourist village potential is not well understood, especially regarding the importance of identifying priorities for developing tourist village potential in very large areas with small budgets or limited financial capacity.

These limitations mean that the development of tourism village potential must be carried out efficiently and effectively. The indifference of academics to the process of developing potential tourist villages is also a matter of concern because this makes it very difficult to obtain the results of research, service and education in the context of the process of developing potential regional tourist villages.

The main approach to tourism in the concept of collaborative governance is that the community is not the object of various development projects, but is the subject of its own development efforts. Based on this concept, collaborative governance must follow the following approach:

- a. Efforts must be targeted. This is what is popularly called partiality. This effort is open directly to all stakeholders who need it, so that programs are designed to overcome problems and suit their needs.
- b. The program must directly involve or even be implemented by all targeted stakeholders. Including stakeholders who will be involved has several goals, namely so that the program will be effective because it is in accordance with their wishes and recognizes their abilities and needs. Apart from that, it also increases the capabilities of stakeholders, especially the community, with experience in designing, implementing, managing and being accountable for efforts to improve themselves and their economy.

In line with efforts to develop the potential of tourist villages, this is closely related to the study of government science which explains the relationship between the government and those governed. This relationship in the current paradigm has developed into a partnership relationship. The development of partnership relations between the government and the governed has developed into many actors based on their interests and resources and this can be explained through the concept of collaborative governance. The existence of collaborative governance which also includes tourism components (attraction, access, amenities and ancillary services) is expected to result in the potential development of tourist villages which will improve the welfare of the community, thus leading to the community's economic independence.

C. METHOD

The study of collaborative governance for tourism village development in Ciamis Regency was carried out using qualitative descriptive methods. The advantage of this method is its ability to reveal phenomena in detail so that it provides enlightenment (Alwasilah, 2003). Qualitative research characterizes the meaning of quality as referring to natural aspects as opposed to quantum or quantity. Based on these considerations, qualitative research seems to be defined as research that does not carry out calculations, but research that produces descriptive data in the form of written or spoken words from people and observable behavior (Moleong, 2007). In the data collection process, researchers conducted interviews with informants who included related parties, including the Regent of Ciamis, the Head of the Ciamis Regency Bappeda, the Head of the Tourism Service and his staff as well as the media,

academics, community, tourism business actors, and traditional/community leaders. The collected data was then analyzed qualitatively.

D. RESULTS AND DISCUSSION

1. Collaborative Governance in the Development of Tourism Villages in Ciamis Regency

The development of tourist villages in Ciamis Regency, West Java Province cannot be carried out by one party alone, but must be carried out together or in collaboration because it will accelerate the achievement of tourist village development and have a good impact on infrastructure and society. The development of tourist villages in Ciamis Regency has enormous opportunities for community economic development and is closely related to cultural preservation. This strategic role is cross-sectoral in nature and will have comprehensive implications for the social, political, government, defense and security, economic development and cultural sectors. The actors involved in developing tourist villages in Ciamis Regency consist of five, namely the government (especially the Tourism Office), academics, business actors, communities and mass media.

a. Starting Condition

The first dimension in Ansell and Gash's theory is the initial conditions that map all forms of power and influence, resources, and knowledge and insight needed in the context of developing a tourist village in accordance with its locus.

1). Power-resource-knowledge-asymmetries

Various literature reveals that many collaboration processes fail due to differences in views between stakeholders. Tourism villages as a link between economic and social aspects in their development are a series of activities that are centered on tourist activities who enjoy the charm of tourist attractions, both natural, artificial and historical and cultural. As a tourism village service industry, it is very dependent on attractions to be enjoyed by visitors. traveler. Socially, interactions between humans occur and cultural learning processes also occur as a consequence of interactions between individuals. In particular, sustainable rural tourism can have an important positive impact on the quality of life of poor people in developing countries, offering the possibility for poverty reduction as well as social and human development. The collaboration process as intended by Ansell & Gash (2007) requires a balance of resources between each actor and also the object of collaboration. This is very important to create dependency between stakeholders in order to maintain collaborative relationships. Therefore, the government's role in facilitating ancillary services for developing tourist villages must involve various stakeholders. The government's influence is still dominant because the government has the authority to make binding regulations and also regulate their implementation.

2). Incentives for and constraints on participation

Incentive support to encourage stakeholder participation can be seen from the realization of local tourist visits of up to 94.78 percent of the set target. This figure shows that the potential for tourism villages in Ciamis Regency is very potential. This figure can also be a benchmark that increasingly diverse tourist attractions have triggered an increase in visits. To introduce tourist villages, the Ciamis Regency Tourism Service often carries out promotions both at home and abroad involving tourism village actors, the community and the media.

3). Prehistory of cooperation or conflict (initial trust level)

In Ciamis Regency, a massive Tourism Awareness Group (Pokdarwis) has not yet been formed. The existing Pokdarwis is still centralized in Ciamis, causing unrest and a gap between the management and members of the Pokdarwis, whose members are cross-generational. In carrying out collaboration, it is necessary to ensure that disputes have been resolved properly so that it is hoped that collaboration can take place without problems.

b. Facilitative Leadership (Including Empowerment)

It has been agreed that the planning and development of tourism and tourism villages in Ciamis Regency is based on the National Tourism Master Plan (Riparnas) and Riparda of Ciamis Regency. There are four main pillars in developing tourist villages that must be considered, namely tourism destination development, tourism marketing, tourism industry and tourism institutions.

c. Institutional Design

Institutional design as the first step in implementing collaborative governance is a joint decision that is conscious and deliberate by all interested actors. This institutional design takes place flexibly in the development of tourist villages in Ciamis Regency, where this is reflected in the response of the Tourism Office by revitalizing the Kuta traditional village as a cultural heritage site in 2023.

d. Collaboration Process

The collaborative governance process is always described as an agreement development stage that explains how the phases of the collaboration program are implemented starting from the pre-negotiation phase, negotiation phase, to program implementation, so that the success of collaboration depends on how the collaboration cycle rotates starting from communication, building trust, commitment, share understanding to arrive at the expected results. Growing awareness in a collaborative process is a process in which there is a dialogue that requires the participation of stakeholders, which ultimately results in a mutually agreed upon decision.

1). Face-to-face dialogue

All collaborative governance is built on face-to-face dialogue between stakeholders as a consensus-oriented process to identify opportunities for mutual benefit. Strategic planning in the development of tourist villages will depend heavily on the synergy of planning documents consisting of:

Regional Medium Term Development Plan (RPJMD), Regional Spatial Planning (RTRW) and Regional Tourism Development Master Plan (RIPPDA). Comprehensively, these three documents should be closely related to be able to support each other in the administration of government and regional development as a whole. It was found that in terms of mindset and culture, the Ciamis Regency Government still limits the government administration process, especially tourism development, to the spectrum of time, term of office and vision and mission of regional leaders. This is very different from the goal of sustainable development which synergizes the government administration process in one rhythm and one common goal.

2). Trust-building

Building trust and commitment greatly influences the level of success of tourism development collaboration. This is related to repeated proof of the commitment of each actor involved. In terms of building trust, it is very necessary to avoid the arrogance of the actors involved, because arrogance shown over the authority or potential that is built will hinder the collaborative governance process.

3). Commitment to process

The involvement of all actors in the collaborative process of developing tourist villages should be the same. In the collaborative governance process, it is really needed as initial data in developing discussions to determine the results that will be achieved together. The shared goals that are built become a common motivation to carry out the collaborative governance process. In the framework of this research, tourism development should start with pride in the tourism potential of Ciamis Regency.

4). Share understanding

At some point in the collaborative process, stakeholders must develop a shared understanding of what they can achieve together. The development of shared understanding can be seen as part of a larger "collaborative learning process."

In relation to the Ciamis Regency Government's desire to develop tourism village potential in its area, in collaborative governance the government needs to make the following efforts:

- 1). Improving the quality and capacity of human resources that support sustainable tourism development and the welfare of the people.
- 2). Implementing the mandate of Law Number 10 of 2009 concerning Tourism and Regulation of the Minister of Culture and Tourism Number PM.69/HK.001/MKP/2010 concerning Work Procedures, Requirements, and Procedures for Appointment and Dismissal of Policy Determining Elements of the Indonesian Tourism Promotion Agency as stated in amended by Minister of Culture and Tourism Regulation Number PM.2/HK.001/MKP/2011.

- 3). Facilitate the formation of an inclusive collaborative forum so that community components can join together to convey ideas and participation in the development of tourist villages.
- 4). Optimizing communication strategies and empowering tourism stakeholders to build trust in implementing tourism development collaboration starting from planning, collaboration processes and making policy products.
- 5). Together with tourism stakeholders, strengthen networks to support holistic and sustainable tourism development.

2. Collaborative Governance Model for Development of Tourism Villages in Ciamis Regency

The results of the study and in-depth study and based on empirical findings supported by interviews show that the concept of collaborative governance, if implemented in the development of tourist villages in Ciamis Regency, requires the development of a theoretical model. This development model shows that each dimension is interconnected in an unbroken cycle. The development model dimension in question is the starting condition dimension where additions lie in the relationship of each dimension. Starting conditions in the development model are dimensions that provide support for the support dimensions. Meanwhile, the starting condition dimension received support from the collaboration carried out.

The second dimension is the support dimension which is a development dimension of Ansell and Gash's theory. The support dimension arises due to the character of local culture which requires a specific approach or culturally specific approach in fostering stakeholder trust so that it can accelerate collaboration. Local character and local culture are strategic approaches supported by communication and institutions designed as a forum for stakeholder engagement.

The third dimension is the collaboration process. In this dimension it is almost the same as Ansell and Gash's theory, but there are several phases that have been reduced because many things have been completed from the support dimension to the development dimension, but in the collaboration dimension this process will appear to have taken joint action by the stakeholders who will carry out it. collaboration.

The fourth dimension is collaboration output. The collaboration output dimension will again become the initial condition that will support and will be used in the first dimension, namely the starting condition. Thus, these four dimensions then become one interconnected plot. On the other hand, it can be seen that facilitative leadership provides strong support for three dimensions, namely the starting condition dimension, the support dimension and the collaboration process dimension.

Tourist villages with their multidimensional characteristics require networks. Collaborative governance for tourism village development really requires a strong support system to ensure the collaboration process runs well and smoothly. It is known that the collaborative governance model from Ansell and Gash has weaknesses

when applied in the tourism sector because this model runs in one direction with the end being the outcome dimension. Meanwhile, tourism development today is a continuous and ongoing process.

All relationships in the support dimension in the model developed are intended to build strong institutions in the collaboration process considering that institutions will be a forum for establishing relationships between each actor with complete arrangements and culture that have been mutually agreed upon. The process of building institutions equipped with trust building, communication and commitment from all collaborating actors is expected to become a strength for the agreed values and norms to continue the collaboration process which is the core of collaborative governance.

The collaborative governance model in developing tourist villages in Ciamis Regency includes at least the following four things:

- a. The regional government facilitates the formation of an inclusive collaboration forum so that all tourism and culture stakeholders can collaborate by mainstreaming local traditional values, nature conservation and sustainable collaboration.
- b. The local government collaborates with stakeholders by prioritizing a local cultural approach in developing tourist villages.
- c. The regional government ensures its presence from the beginning of the collaboration until the implementation of the collaboration and the achievements of the collaboration.
- d. The local government optimizes networking and communication by involving community and cultural leaders and other stakeholders to build trust in collaborative development of tourist villages.

E. CONCLUSION

The results of the study show the dominant role of government in collaborative development of tourist villages in Ciamis Regency. The magnitude of the government's role is closely related to the authority it has to create and establish regulations on tourism as well as being the implementer of these regulations. On the other hand, the involvement of non-government parties in collaborative development of tourist villages is still less than optimal. This can be seen from the small number of community-based tourism service communities, namely Tourism Awareness Groups (Pokdarwis), that have been formed. This condition is contrary to the inclusive nature of the collaborative governance concept where all parties have the same opportunity as equal partners to participate in the development of tourist villages. Apart from that, there is a communication gap between the management and members of Pokdarwis due to its cross-generational membership. If left unchecked, conditions like this can disrupt or even damage the trust building process between stakeholders involved in developing tourist villages.

It is also known that the collaborative governance concept from Ansell & Gash cannot be fully accommodated to be implemented in collaborative tourism village

development in Ciamis Regency. The concept of collaborative governance from Ansell & Gash, which tends to be in the same direction as the final result in the form of an outcome, still needs to be perfected to be applied in the collaborative governance of tourism village development. On that basis, it is necessary to propose a model that ensures that collaboration can run sustainably and continuously, synergizing the tourism village development process in one rhythm and one common goal.

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