

PROPOSAL

LOCAL GOVERNANCE REFORM

Reform of Tourism Management
With Collaborative Governance Model:
Learning From the Management of Tourism Affairs
In Sleman

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Abstract

This paper describes the consequences of the decentralization policy in Indonesia as the form of tourism affairs division is implemented by the Government of Sleman regency. The underlying theory of the division's affairs tourism is an area with a deviation of power sharing approach, tourism affairs can not be carried out only by the local governments themselves have a limited capacity of local governments that need co-operation with the private sector and the community, affairs tourism in Sleman formally implemented fairly well but still have some threats, an alternative solution to the constraints of using collaborative governance mode.

Key words : Desentralization, tourism affair, governance, and Slemen Regency

Introduction

Maintenance of a decentralized government becomes an attractive option for all countries. By using political-economic framework, Rondinelli (1989) revealed that with the advent of decentralization will improve the effectiveness and efficiency in national policy-making nature. Specifically Davey (1988) identifies two reasons that demands the need for decentralization, namely: *First*, the increasing demands of community service that can reach all parts of the remote can only be done by the local government, the *Second*, thinking distributing public service as preparation programs need development (basic needs) gaining the attention of the international community. Decentralization policy is a mechanism to improve public services and the welfare of society. With decentralization, the goods and services produced in the nearest distance to the consumer (Smith, 1985). Decentralisation is also needed to make local government more creative, effective and efficient in improving public functions for the welfare of the community in the area (Rondinelli and Cheema, 1983).

There are several advantages that the country adopts decentralization, namely: political giving more space to the community to participate so as to strengthen political skill, accountability and national integration (Oentarto, 2004:20), a tool to accommodate pluralism in a country that is modern and democratic (Loughlin, 1981), reducing the administrative workload of the density of the central government (Rondinelli, 1984), increasing the ability of government officials and obtain information on local circumstances, to formulate regional programs more responsive and anticipate quickly when problems arise in practice (Maddick, 1983). Understanding of the concept of decentralization cannot be separated from the initial concept of the state power through the practice of centralized governance. Governance is centralized all centrally regulated by the government. Along with the demands of society and the democratization of the need for effective governance and efficient then this needs to be corrected centralized to decentralized, even though they both have the potential to succeed and fail (Oentarto, 2004:7). Decentralization does not mean centralization because basically stripped decentralization and centralization are in a continuum line (Rondinelli, 1989). Although there is the notion that decentralization and centralization is a dichotomy (Slater, 1989) but most experts argue that decentralization and centralization are basically not mutually exclusive but complementary as a configuration useful in achieving the objectives of government (Muluk, 2009: 63). Large current management led to the decentralization of government authority because decentralization is widely believed by many countries as a powerful instrument to improve the welfare of the community. There is no single government from a country with a vast territory can effectively determine the policy or to implement programs efficiently through a centralized system (Bowman & Hampton, 1983).

The main issue in the decentralization policy in many countries is usually on the distribution and sharing of power. Since the time of *first* Aristoteles and supported by his followers always stressed the importance of distribution and power sharing in governance, decentralization in the context of the emerging conceptual debate began in the 1950s, particularly in developing countries (Maas, 1959:9). The emergence of a conceptual debate about decentralization as a form of response to the problems that occurred during his era and lasted until now, so the ups and downs of the debate can be explained in some periodicity (Conyers, 1984:188-189; Hidayat, 5-6). The first period began in the 1950s, could be called the "wave" the first decentralized. In this first wave period are the prominent issues regarding the relationship between decentralization and democracy. The concept of decentralization is considered most relevant to strengthen and empower local governments. Democracy in

developing countries can grow and be implemented when local governments are strong and powerful.

The second wave of decentralization movement in developing countries takes place in the late 1970s. It is one of the correction of the weaknesses or even failure of the decentralization concept that applied previously. A wave of decentralization movement has several major characteristics that distinguish it from the first wave. One of them presented the concept of decentralization that looks more varied with a theme of "decentralization for development", and are therefore not surprising that the main emphasis is more on the function of decentralization as a tool for the achievement of national development goals.

The third wave of decentralization movement in developing countries takes place in the first half of the 1990s. The main theme raised was "decentralization for development and good governance". In line with the theme, both the concept and the decentralization policy gives special emphasis on the four dimensions of political rights, civil liberties, institutional pluralism and pluralism in policy choices (Oyugi, 2000).

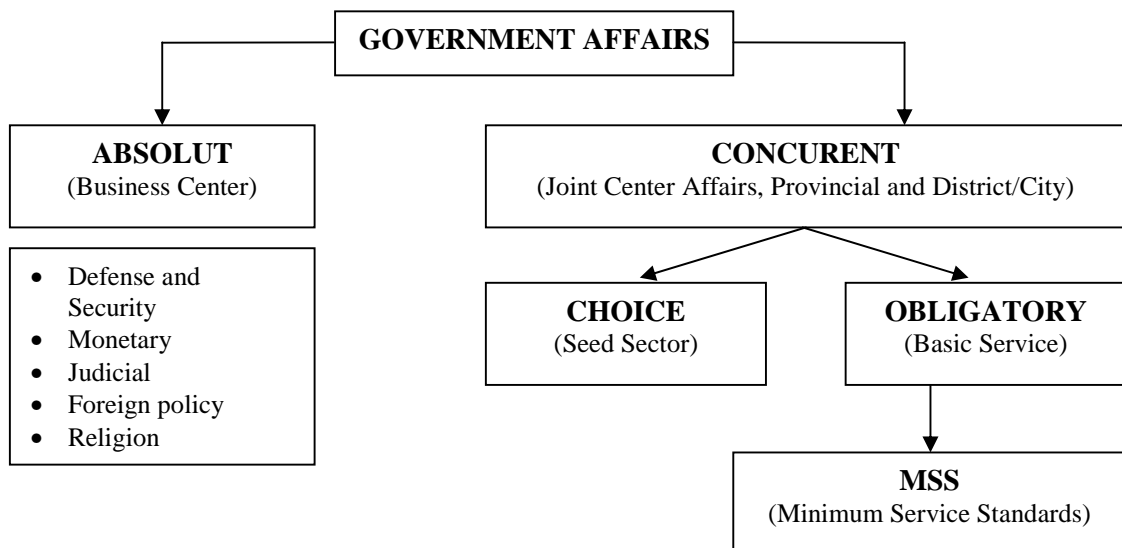
From the periodicity can be seen that decentralization conceptual debate has been going on since the 1950s and continuing to the present. The final issue in the 1990s relating to the development and governance of course very closely related to recent developments in public administration paradigm. In the late 1990s had begun to develop new public management (NPM) where one credo of NPM is the need for decentralization of government (Osborne & Gaebler, 1995:281-310), and then continue until the beginning of 2003 in which the public administration paradigm has begun to shift to the new public Service (NPS) (Denhardt & Denhardt, 2003) and new public governance (NPG) (Osborne, 2010). At NPS paradigm, the concept of decentralization is very relevant to explain that society is regarded as a citizen and the government closest to the citizen is the local government as the implementer of the policy of decentralization, while the paradigm NPG see that the concept of decentralization facilitates the operation of the three pillars of governance which include public, private and civil society to establish cooperation in governance and public services.

The decentralization policy is characterized by power sharing is a tool or instrument to achieve the values or goals of society (Muluk, 2009:32), where the values and goals of society in terms of economic well-being while leading to political means to materialize the process of democratization freedom and equality (Smith, 1985:4-5; Muluk, 2002:32). In Indonesia's decentralization policy discourse and the sharing of power distribution known as the division of authority and now as stipulated in Act No. 32 of 2004 on Regional

Government and Government Regulation No. 38 of 2007, standardized into "business division".

Decentralization policies set forth in the law embraces the principle of the widest possible autonomy within the system and principles of the Unitary State of the Republic of Indonesia (Sjamsuddin, 2008:50). Clearly defined in the legislation stated that the implementation of decentralization requires governmental affairs division between the central (government) with the autonomous regional government (Provincial Government and Regency/City). Government affairs division is based on the premise that there is always a variety of government affairs wholly / remains a government authority (absolute) and there are matters that are concurrent, meaning that government affairs are handled in part or particular areas can be implemented jointly by the Government and local government. Affairs under the authority of the area include the obligatory functions and options. Mandatory government affairs is a government affairs relating to basic services such as primary education, health, subsistence minimum, basic environmental infrastructure, while government affairs that are closely related to the choice of superior potency and distinctiveness of the area , for example tourism. More detail can be seen in the following figure:

**ANATOMY GOVERNMENT AFFAIRS
ACCORDING TO LAW NUMBER 32 OF 2004**



Source: Tim Sosialisasi UU No.32 Tahun 2004

Problems arise because until now Act No. 32 of 2004 and Government Regulation No. 38 of 2007 as a code of conduct in the affairs division of the region, has not succeeded in formulating a clear division of governmental functions between the central, provincial and district / city. Source of the problem lies in the use of terms such national, provincial scale and the scale of the district / city to determine the distribution of government affairs. The term scale in PP 38/2007 is not applicable and in many respects very confusing (Dwiyanto, 2011:269-270). Another problem of the application of the PP is a lot of government affairs and regulatory management performed by all the governmental structure so as to make the implementation of government affairs become very complex and fragmented. In fact, this business division clarity is needed in the areas of democratic governance and the welfare of society.

One affair that becomes problematic area is the business of tourism, where tourism is a very important matter for the community, even in Sleman this affair a matter of choice (seed). In the context of governance in Indonesia, the tourism business is also a matter for the central government, provincial and district/city governments. In accordance with Government Regulation Number 38 of 2007 on the coordination between the Government, Provincial Governments and Local Government District/City Tourism that the affair was originally only a matter for central government affairs are divided into provinces and districts / cities. According to the Head of Development Disbudpar Sleman Tourism (Interview, 19 April 2013) the problems faced in the field of tourism in relation to the affairs of the division with the central government over the follow-up of the affairs administration. The central government has handed over the affairs but is not matched with the fulfillment facilities such as guidelines, instructions, standards, human resources training and supervision. While the frictions that arise in conjunction with the provincial government related to the concept of relationships and benchmark matter regency / municipality and hierarchy, because the district / city is not a subordinate of the province. Besides, the main issue is also related to the type of tourism matters submitted, that tourism is not obligatory choice matters, thus resulting in erroneous perception that tourism was considered as an important area when compared to other fields such as education, health, public work and so on.

As a result of the division of the unfinished business in the management of objects and tourist attraction (ODTW) in Sleman also still occur obscurity responsibilities in the provision of tourist services. One example ODTW Ground run by many parties, including the Sleman Regency, Yogyakarta Province, *Perusda*, Mount Merapi National Park, and the

community around ODTW. Among the party was also not clear powers, duties and functions even impress their own way (Interview, May 20, 2013). Not to mention less concerned for the tourism industry to jointly promote tourism in Sleman, more impressed tourism industry to respond to market demand alone (market driven).

If it refers to the last paradigm of public administration in particular the NPG tourism affairs that are not only carried out by governments, but also needs the support of the private and the public, need to be made designs are synergistic collaboration between the three actors. Given that this is now clearly and explicitly that tourism is one affair that divided the provincial and district/city, and one of the districts of Sleman Regency is still difficult to implement, it should be questioned about a few things: 1) what is the underlying theoretical division affairs so that still leaves the problem, 2) why tourism matters should be managed with governance approach, 3) how to manage the affairs of the Government of Sleman district of tourism, and 4) whether collaborative governance capable as an alternative mode to improve the performance of tourism affairs in Sleman.

The concept of Affairs Division, Local Governance and Collaborative Governance

As a concrete manifestation of the policy of decentralization hence the need for the division of power (power sharing), which is the division or distribution of authority by the central government to local governments. Power sharing is discussed in depth in the book very monumental works of BC Smith titled *Area and Power: The theory of local government* (1959) where reconstructed in 2009 by MR Khairul Muluk on Concept Maps books Decentralization and Local Government in particular in Chapter 3 with the title "Power Distribution to Region (Areal Division of Power)". In the book clearly described that power sharing can be done in three ways: 1) the division of power at the same level in the central and national level, officials or institutions established as a result of division of powers equally the equivalent national institution with the kind of power that the same or different, such as the president or the executive government executive, the legislature and the House of Representatives as a Supreme Court run judicial authority, power sharing is known as the Capital deviation of Power (Cdp) or horizontal division of power, 2) the division of power between the center and do regional or national government to government territory , the division is called Areal division of Power (Adp) or vertical division of power ie power sharing at different levels of government, there are higher levels of government (national) and

there are lower levels of government (local), and 3) the division of power between the government and non-government known as the Non -Government division of Power (Ndp).

In the discussion of the basic concepts of the theory of decentralized power sharing perspective adopted in BC Smith is the areal division of power is, that according Muttalib (1982:93) called the distribution of power, which in this way should be no restrictions on the area and the delegation of authority including bureaucratic authority. Further Hoessein (2001) as cited by Muluk (2009) revealed that decentralization includes two main elements, namely the formation of autonomous regions and delivery of government affairs for the autonomous region. The most crucial thing with regard to the autonomous regions according to Norton (1994: 46-47) is the problem of determining the limit and the amount of blood autonomous, and the boundary is related to the amount of economic efficiency and effectiveness of democracy.

Besides, the division of powers is also known by the process, function or constituency (Muttalib, 1982:99-101; Muluk, 2009:35) which can be applied to the concept of Cdp division, Adp and Ndp. If using a power-sharing vertically (Adp) then the law legislative process can be assigned to the central government, was the administrative implementation of the legislation can be assigned to provincial governments or below. Meanwhile, according to the functions or activities of government shall be the function of the central government, and there were to be a function of local government; constituents as well as by assignment to a different administrative unit with responsibility for representing the different constituencies.

Power sharing can also be done exclusively and shared. Exclusive means sharing power over the process, function or specific constituents into the absolute power of a particular agency or level of government that is not owned by a particular agency or level of government that is not owned by the agency or other government levels. Sharing means that the power over the process, function, or constituency to agencies or levels of government or run certain shared with other agencies or levels of government (Muluk, 2009:38). In general, the description can be illustrated in the following matrix form:

Matrix 1. Power Distribution

(1) Process	(2) Function	(3) Constituency	
			(a) Exclusive
			(b) Shared

Source: Muttalib, 1982:100; Muluk, 2009:35

For the territorial division of power (Adp) popularly known as division by a function that is often referred to as "business division". The central government as an organizer in the field of tourism is also faced with the issue of decentralization. Governance in the field of tourism is a consequence of the Cdp in particular executive function, with consideration of the effectiveness and efficiency of tourism should be shared with the autonomous regional government (Adp). In the context of the division of powers is tourism affairs division based on the results of the function and shared rather than exclusive. The concept of tourism in the beginning to explain the phenomenon of a person traveling to a particular place for recreation purposes (Muljadi, 2009:9; Pitana, 2009:36) developed into a system of tourism that involve both central and local government, industry (private) and public (Suwena, 2010: 30-32; Zaenuri, 2012:17-35) so it is relevant to the concept of power sharing. Development of tourism in the system could also refer to the concept of the Ndp and once using NPG paradigm for tourism affairs is not only purely matters of government, but also involving industry and public domain (Damanik, 2005). Indeed, if the affairs of tourism in the area managed by the local government of course the local government does not have enough capacity to manage it.

To organize the affairs of governance based tourism course required a clear division of roles of each of these domains, where the government has been more dominant role needs to be done gradually transfer authority and responsibility to institutions outside the government , because according Mawhood (1983:8-10) is an autonomous local communities instead of local governments. In the implementation of the decentralization policy, local communities have significant strength , as expressed by Supriyono (2010) on Inauguration Speech at UB that decentralization can only be implemented by considering the balance of diversity dimensions and unitary dimension. For areas of potential conflict, for example vertical, the government should be able to manage compliance-based government management of public services effectively and efficiently. If it occurs in the area for potential horizontal conflict, then the government should pay attention to socio-cultural diversity of each layer of the society.

The concept of governance is applicable to all levels of government, both at central and local levels (Wasistiono, 2005:62), at the local government level is referred to as the concept of local governance. The interaction between these three domains should be synergistic and lead to the same goal. The concept of governance most the principle of cooperation in the administration of government affairs and services developed by several

experts with term collaborative (collaborative governance) (Sink, 1998; Peter, 1998; Fosler, 2002; Ansell and Gash, 2007;) and partnership (partnership governance) (Bovaird, 2004; Munro, 2008; Dwiyanto, 2012).

Sink (1998) explained that the collaborative partnership as "a process whereby organizations that have an interest in a particular issue trying to find a solution that determined jointly in order to achieve the goals they cannot achieve alone". Peter (1998) says that in a collaborative partnership principal-agent relationship is not valid because it occurred cooperation is cooperation between the principal with the principal. Fosler (2002) explains in more detail that is collaborative partnership involving intensive cooperation among the parties , including the existence of a conscious effort to do alignment in goals, strategies , agendas , resources and activities . Both institutions that basically has a different purpose to build a shared vision and trying to make it happen together. Bovaird (2004) defines a partnership as an employment arrangement based on mutual commitment, over and above that stipulated in each contract, between organizations in the public sector with organizations outside the public sector. Of both approaches (collaborative and partnership) in practice it is very difficult to distinguish in general that Cooper (2006) called it a government organization based citizens (citizens centered).

Managing Affair of Tourism in Sleman Regency

The implementation of the tourism business will normatively distribute between central, provincial and district/city. According to Government Regulation No. 38 of 2007, especially in the appendix explicitly regulate the affairs of the division. In general, the central government will accomplish the fields of culture and tourism with other sub-areas of the field of cultural policy, the implementation of the cultural field , most tourism policy areas, the implementation of the field most tourism, cultural and tourism policies. Autonomous regional government undertakes the function of implementing national policy and policy-setting scale provincial and district/city.

Sleman regency as one autonomous district that receives distribution business from the central government in tourism according to the scale, both in general be divided into "policy" and "operation". Can be seen in the following matrix:

Matrix 2. Affairs of Tourism Sleman Regency (Policy)

NO	POLICY	
1	Implementation of national policies, provincial and scaling district / city	a. Preparation of Master Plan for Development of Tourism Regions
		b. The implementation of national policies, provincial and district policy determination within the development of tourism information systems
		c. Implementation of national and provincial policies and the determination of the district in the implementation of policy standardization of tourism
		d. Implementation of national and provincial policies and guidelines for the determination of the scale of tourism destination development district.
		e. Implementation of national and provincial policies and policy-setting in business development and implementation of district-scale tourism enterprises.
		f. Setup and implementation of district scale marketing planning guidelines
		g. Determination and implementation of participation and maintenance guidelines exhibition/event culture and tourism district scale
		h. Setup and implementation of guidelines and maintenance widya tourist district scale.
		i. Setup and implementation of district scale marketing partnership guidelines.
2	Grant permission to scale the business tourism district	
3.	Implementation of international cooperation scale tourism destination development district	
4	Implementation of development cooperation district scale tourism destination	
5	Monitoring and evaluation of the development of tourism in the county scale	

Matters that must be implemented by the Government in Tourism Sleman District through the Department of Culture and Tourism (Disbudpar) concerning the policy of the government on it as much as possible carried out in accordance with the duties and functions of the agency. The whole affair is in the form of implementation of the national policy has been implemented with varying levels of different achievements. Master Plan of Tourism Regional Development (RIPARDA) has been completed in 2010 with validity until 2015, in the document has been assigned various strategic area development (KSP) and the right strategy as a guide for preparing the activities for the next 5 years. The development of information systems has been performed but not yet in the form of electronic data, data on tourism potential has been arranged in the form of written documents and some are electronic. To standardize the tourism sector has been carried out on tour players, especially the tour guides must have a license to language skills, the entire tour guides totaling 161 people registered in Disbudpar everything is away. The development of tourist destinations is done by referring to the existing master plan and through the mechanism of budget revenue and expenditure (budget). Business development and operation of tourism enterprises carried out in accordance with the levels, Disbudpar routinely to guide the community through ASITA tour, IHRA, PPI, and so on. Attraction marketing is done either through the activities independently or in cooperation with other provincial and stakeholders, specifically for Sleman already molded containers "Java Promo", which work closely with marketing in three districts of Sleman, Klaten and Boyolali. To provide direction for community participation in tourism development and participation guidelines already established exhibition/event culture and tourism, tourist widya guidelines and implementation, and marketing cooperation guidelines.

Disbudpar provide district-scale tourism business licenses, permits covering travel agents, tour guides, and so on. Implementation of international cooperation is carried out through coordination with the provincial and central governments. Scale tourism destination development district is done by relying on local revenue along with untied aid from various parties who are committed to the development of destinations. Disbudpar perform the function of monitoring and evaluation of district -scale tourism development.

Constraints faced in implementing these policies, especially concerning the costs and human resources. Matters that have been submitted are not matched with a variety of facilities and capacity of the management of human resources. According to the Head of Department of Culture and Tourism (Interview 18 April 2013) is almost 80 % of employees

in Disbudpar not have the educational background of tourism and the budget allocated for the development of tourism destinations is very small, for the year 2012 yesterday allocated budget of Rp 1 billion, far short of the ideal for tourism development, the PAD is not enough to finance the development of tourism. In terms of matters submitted obstacles encountered at the level of policy is most pronounced in the area of institutional and device , pursuant to Regulation No. 41 of 2007 has been compiled Structure Organization and Work (SOTK) new but basic tasks and functions (duties) is not appropriate and poorly supported by adequate personnel. Besides, with the natural disasters such as the eruption caused various regulatory issues that cannot fully be legal umbrella organization of tourism after the eruption, it is difficult to organize Disbudpar Sleman the region.

For matters concerning the implementation of most of the tourism promotion and information systems. More can be seen in the following matrix:

Matrix 3. Affairs of Tourism Sleman Regency (Operation)

NO	OPERATION	
1	Maintenance promotional scale district	Implementation widya scale tourist district and receive group participants travel widya
		Participant / organizer of exhibitions / events, roadshows in collaboration with government / province.
		Providing a means of marketing the district scale.
		Establishment of a representative office of tourism promotion in the country districts scale
		Provision of tourism information to the service center and the establishment of provincial tourism information center tourist information service district scale.
		Implementation of promotional events abroad with coordination and provincial governments.
2	Development of information systems, marketing of tourism-scale district	
3	Branding implementation of national tourism and tourism tagline Wallace-scale district	

To promote the district level is done by creating a design that is cheap and effective promotion through the media in Yogyakarta. Widya organizing tours and received a tour widya group participants , organizers of exhibitions/events, road shows in collaboration with

government / provincial , and district -scale procurement and marketing , done by involving all stakeholders. Establishment of a representative office of tourism promotion in collaboration with the Department of Trade and Industry is mainly related to the original product of society. Provision of tourism information to the service center and the establishment of provincial tourism information center tourist information service district scale. Implementation of promotional events abroad with coordination and provincial governments. Tourism marketing information systems development has been done with district scale made several information centers at various destinations and community centers. Disbudpar implement national tourism branding and the establishment of district-scale tourism tagline, tagline has been taken through lengthy discussions with various stakeholders through focus group discussions (FGD) intensively and formulated "seemed not to Yogyakarta if not stopping in Sleman".

Obstacles faced for the promotion and development of information systems in the preparation of matters relating to the delivery perspective not usually promotion abroad independently. By reason of coordination and to secure the national interest, Disbudpar must coordinate to align the content and substance of the promotional material. Being exposed to information systems development constraints along with the lack of available financing for making the data reliable information system (Interview, 12 April 2013).

In general, the performance of tourism in the conduct of the affairs perspective it can be said enough because what is his business has been carried out, but judging from the other perspective certainly still encountered many obstacles. In accordance with Government Agencies Accountability Reports (performance reports) in 2012 all programs and activities have been carried out and on target, and judging from indicators such as the number of travelers, length of stay and the contribution of tourism to the year-over-year revenue increase of megalami. This is when the real need to be explored further is questionable due to an increase in the bulk of the actual contribution of domestic travelers and a large part is also still around tourist MICE (meetings, incentive, convention and exhibition) using funds from the state budget and the budgets of other areas.

Application of Collaborative Governance on managing Tourism in Sleman regency

When viewed from the transactions by Disbudpar , all business is already running and meet the target, but when seen from the constraints faced and the problems are complex

systems which most tourism so far from the expected community. A regulation on the field of tourism is still a lot that has not been optimal in community participation and evocative stiffness characterizes bureaucracy. From interviews with the actors tour (May 27, 2013) it is known that the bureaucracy still limited to providing signposts to order less able to motivate and empower the community and tour performer. Enforcement of rules that are not accompanied by an explanation and socialization persists in many tourist areas, the impact of the levy collected more prominent than on providing facilities and empowerment.

Sleman regency administration has actually done in collaboration with various stakeholders, but still be developed in collaboration conventional (non-partnership), that is the extent of cooperation between governments on the job as the owner of the private institutions as a vendor or contractor. Collaboration is nothing more than the transaction of goods and services between government and the private sector as the principal as an agent. Position between the two are not equivalent, the government as the principal has the authority to choose the right agent who owns criteria to carry out the work. Cooperation tends to short-term relationships with a limited intensity, as stipulated in the contract. Usefulness of cooperation or compensation is calculated as the performance and risks borne by each party. Developed in collaboration does not involve resources from agents, there is no merger of resources. The work for the work on the frame of reference (TOR) that have been set by the local government. If viewed from the collaboration patterns appear to already have a partnership between government and non-government , but in fact no partnership (Dwiyanto, 2012:251).

For reform in order not only contractual cooperation , Sleman regency government has made a communication forum between tourism stakeholders which the program is held one regular meeting every three (3) months to coordinate and simultaneously monitoring some activities or programs that have been implemented. As far as possible the work program on tourism affairs always communicated in the forum. During this happens has been running regularly but the initiation and progress always comes from the local government. Industry and society more waiting for the arrival of programs and activities for the initiation of local government.

By looking at conditions like this in Sleman district government should try harder to reform the understanding of cooperation as a partnership between local government and the private and the public, each party trying to form an alliance, equating the vision, the unification of objectives, strategies and activities in order to achieve a common goal. Yet

each retains the authority to take decisions independently. Established relationship with the community is collaborative, principal agent relationship is not valid because cooperation is the cooperation that occurs between the principal with the principal. The collaborating parties are principals and also act as agents for them. The partnership involves both parties to share resources, risks, responsibilities and benefits. The nature of this kind of cooperation that makes a partnership -oriented long-term interests because it requires endurance and high enough interaction from both sides (Dwiyanto, 2012:256). The difference can be seen in the following matrix:

Matrix 4. Differences Partnership and Non-Partnership Cooperation

The characteristics	Type Public Private Partnership / Public	
	partnership	Non- partnership
nature of cooperation	collaborative	Privatizations, Outsourcing
Intensity	high	Low
Duration	long	Short
The position of the party	Equal and autonomous	Not on par and tied with a contract
Benefits and risks	Sharing of benefits and risks	Benefits are calculated as compensation for achievement, and the risks borne by each party
Resources for the implementation of activities	Merging resource	There is no merging of resources

Source: Dwiyanto,2012

Still faced many obstacles to the management of collaborative ditengarai not reliable and still tinged non cooperative partnership. Training course maintenance done though still conventional instruments used are modern, institutional feel of the application of rigid Weberian bureaucracy, hierarchy, and rely on mere formality, still clearly felt. This result cannot be mobilizing community participation optimally. In addition to the maintenance of tourism business still impressed using no single organization perspective complex arrangements, but the challenge is the maintenance of the current government are complex and multi-dimensional.

Collaborative management is a management practice that values the diversity of values, Traditions , and culture of the organization , working in relative structures give out from under and based on the network , run by the values and shared goals , and have the capacity to manage conflict (Dwiyanto, 2012:292) . Such collaborative management is needed to manage the partnership between government and private institutions and communities to manage tourism. As presented by Bovaird & Löffler (2009) that the third pillar of governance can work together when there is a mutual interaction between the stakeholders with a common purpose and mission. With the interaction is of course will increase the capacity of the district in maintaining the business of tourism. Some maintenance can govern more accelerative more then Vigoda (2002) says that responsifitas alone is not enough, there is a need to change the orientation of responsifitas collaboration, this according to him as the next generation of public administration.

Conclusion

Of the exposure can be concluded that the underlying theory of tourism affairs division of the area is an area with a devision of power sharing approach (shared), tourism affairs cannot be carried out only by local government itself because of the limited capacity of the area that needs cooperation with private and public, tourism affairs in Sleman has been implemented fairly well but still encountered many obstacles, obstacles can be overcome by collaborative governance mode.

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