

TOURISM AFFAIR  
MANAGEMENT WITH  
COLLABORATIVE  
GOVERNANCE APPROACH:  
TOURISM AFFAIRS  
MANAGEMENT STUDIES IN  
SLEMAN REGENCY,  
YOGYAKARTA

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**TOURISM AFFAIR MANAGEMENT WITH COLLABORATIVE GOVERNANCE  
APPROACH: TOURISM AFFAIRS MANAGEMENT STUDIES IN SLEMAN REGENCY,  
YOGYAKARTA**

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**Abstract**

*This paper describes the consequences of the decentralization policy in Indonesia towards the form of tourism affairs which is implemented by the Local Government of Sleman Regency. The fundamental theory of the tourism affairs division is an area with a division of power-sharing approach. Tourism affairs cannot be carried out only by the local governments themselves. They have a limited capacity that need co-operation with the private sector and the community. Formal tourism affairs in Sleman were fairly well implemented. However, it still has some treaties. Thus, they need an alternative solution to the constraints by using collaborative governance model which proposed by the researcher in this paper.*

**Key words:** Decentralization, tourism affairs reform, governance, Sleman Regency

## INTRODUCTION

Decentralized governance becomes an attractive option of governance system for all countries. By using the framework of political economy, Rondinelli *et al.* (1989) revealed that decentralization will improve the effectiveness and efficiency of the national policy-making. Specifically Davey (1988) identified two reasons that demand the need for decentralization. *First*, the increasing demands of social services which capable of reaching all corners of the remote aspects that can only be done by the local government. *Second*, the dissemination of ideas such as community service programs in providing needs (*basic needs*) which received increasing attention from the international community. Decentralization policy is a mechanism to improve public services and the welfare of society. With decentralization, the goods and services produced at a distance would be closer to the consumer (Smith, 1985). Decentralization is also necessary to make local government more creative, effective and efficient in improving public functions for the welfare of the people in the area (Rondinelli and Cheema, 1983).

There are several advantages for adopting decentralized country, e.g. political sector giving greater space to the community to participate and strengthen their political skills, accountability and national integration (Oentarto, 2004). Tools to accommodate pluralism in a country are modern and democratic system (Loughlin, 1981), while the administrative workload reduce the density of the central government (Rondinelli and Cheema, 1984), increasing the capacity of government officials and obtain information about the state of the region, to develop regional programs to be more responsive and anticipate quickly when problems arise in practice (Maddick, 1983). An understanding of decentralization concept cannot be separated from the initial concept of state power through the practice of centralized governance. Centralized governance regulates all aspects, by the central government. Along with the demands and needs in democratization, effective and efficient governance then this needs to be corrected, from centralized to decentralized, even though they both have the potential to succeed and fail (Oentarto, 2004). Decentralization does not mean centralization because basically stripped of decentralization and centralization is in a continuum line (Rondinelli *et al.*, 1989). Although there is the notion that decentralization and centralization is a dichotomy (Slater, 1989) but most experts argue that decentralization and centralization basically not mutually exclusive but complementary as a configuration useful in achieving the objectives of government (Muluk, 2009). Large current management led to the decentralization of government authority as much as decentralization is believed by many countries as a powerful instrument to improve the welfare of the community. There is no single government of a country with a vast territory can effectively determine the policy or can implement its programs efficiently through a centralized system (Bowman and Hampton, 1983).

The main issues in the policy of decentralization in many countries are usually on the distribution and power sharing. Since the time of Aristoteles and supported by his disciple always stressed the importance of distribution and power-sharing in governance. In the context of decentralization, emerged conceptual debate that began in the 1950s, particularly in developing countries (Maas, 1959). The emergence of conceptual debate on decentralization is a form of response to the problems that occurred during the time and last until now, thus the up and down of the debate can be explained in several periodizations (Conyers, 1984; Hidayat, 2010). The first period began in the 1950s, could be called "the wave of decentralization". In this *first wave* period prominent issue is on the relationship between decentralization and democracy (*decentralization for democracy*). The concept of decentralization was considered most relevant to strengthen and empower local governments. Democracy in developing countries can grow and be implemented if a local government has a strong and powerful will.

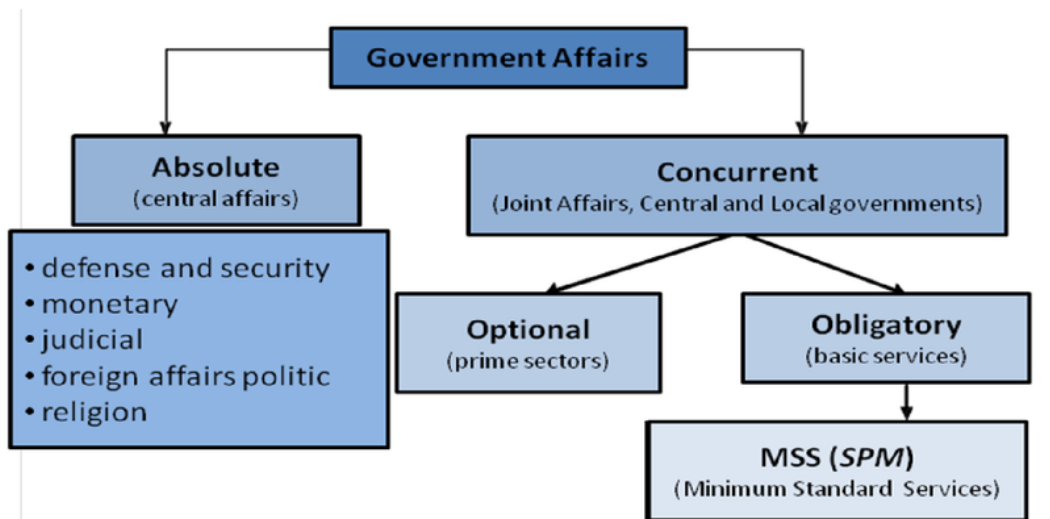
*The second wave* of decentralization movement in developing countries took place in the late 1970s. It is one of the correction of the weaknesses or even failure of the decentralization concept applied previously. Wave of decentralization movement has several key characteristics that distinguish it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

*The third wave* of decentralization movement in developing countries takes place in the first half of the 1990s. The main themes raised are "decentralization for development and good governance". In line with that 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 the policy options (pluralism in policy choices) (Oyugi, 2000).

The periodization can be known that the conceptual debate decentralization has been going since the 1950s and continuing to the present. The last issue in the 1990s related to the development and governance were very closely related to the recent developments in public administration paradigm. Government in the 1990s had begun to develop new public management (NPM) in which one of the creed of the NPM is a need for decentralized government (Osborne and Gaebler, 1995), and then continued until the beginning of 2003 in which the public administration paradigm has begun to shift to the New Public Service (NPS) (Denhardt and Denhardt, 2003) and the New Public Governance (NPG) (Osborne, 2010). At NPS paradigm, the concept of decentralization is very relevant to explain that the community is considered as a citizen and government closest to the citizen is the local government as the implementer of the policy of decentralization. Otherwise, the paradigm of NPG sees that the concept of decentralization facilitates the operation of the three pillars of governance which includes public, private and civil society to establish cooperation in governance and public services.

Decentralization policies are characterized by division of power, tool, or instrument to achieve the values or goals of society (Muluk, 2009); wherein the values and goals of society in terms of economy lead to prosperity while politically means the process of democratization which materialized their liberty and equality (Smith, 1985; Muluk, 2002). In Indonesia's decentralization policy discourse and the division of power distribution known as the division of authority and stipulated in Law No. 32 of 2004 on Local Government and Government Regulation No. 38 of 2007, standardized into division of affairs.

Decentralization policies were determined in the legislation, on the principle autonomy of the system and principles in Republic of Indonesia (Sjamsuddin, 2008). The law clearly stated that the implementation of decentralization requires the government affairs division between the central government (Government) with the autonomous regional government (Provincial Government and Regency/City). Government affairs divisions are based on the premise that there is always a variety of government affairs which remain a government authority (absolute) and there are matters that are concurrent (Fig 1). It means that the handling of government affairs in particular areas can be implemented jointly by the central government and local governments. Affairs under the authority of local government include the obligatory functions and options. Obligatory function is a government affairs related to basic services such as primary education, health, minimum livelihood, basic environmental infrastructure. Otherwise, the options affairs are closely related to the choice of superior potency and regional particularities, such as tourism.



Source: Socialization Team for Law No. 32 of 2004

Figure 1. Government Affairs according to Law No. 32 of 2004

Problems arise because until recently, the Law No. 32 of 2004 and Government Regulation No. 38 of 2007 as the implementation of the rules in the affairs of the regional division, has not succeeded in formulating a clear division of governmental functions between central, provincial and regency/city government. Source of the question lies in the use of national, provincial and regency/city level to determine the distribution of government affairs. The term scale in Government Regulation of 38/2007 is not applicable and very confusing in many ways (Dwiyanto, 2011). Another problem on the application of the Regulation is a lot of government affairs and management arrangements made by all government levels thus the implementation of government affairs become very complex and fragmented, whereas a clear division of affairs is strongly needs in a democratic local governance and public welfare.

One affair that becomes problematic area is the business of tourism, where tourism is a very important matter for the people. In the context of governance in Indonesia, tourism affairs are also matter for the central, provincial and regency/city governments. In accordance with Government Regulation No. 38 of 2007 on the coordination between the Central, Provincial and Local Government of regency/city, the affairs of tourism which was originally only a matter for the central government is divided into the affairs of the provincial government and regency/city. According to the Head of Tourism Development in Sleman Regency (Interview, April 19, 2013), the problems faced in tourism was related to the distribution of affairs with the central government over the follow-up of the administration affairs. The central government has handed the assignment but not balanced with the fulfill facilities such as guidance, instructions, standards, human resource training and supervision. While the frictions that arise in conjunction with the provincial government regarding the concept of relationship and benchmarks about cross regency/city and hierarchy, because the regency/city is not a subordinate of the province. Besides, the main issue concerns the type of business tourism was also submitted, that tourism is a matter of choice, not obligatory, thus there is a miss perception that makes tourism is not considered as an important area compared to other fields such as education, health, public works, etc.

As a result of unclear division in the management of objects and tourist attraction (*ODTW*) in Sleman, it is also still occurring obscurity of responsibility in the provision of travel services. One example of Kaliurang *ODTW* managed by many parties, i.e. Sleman Regency, Yogyakarta Province, Local Government Corporate, Mount Merapi National Park, and the community around *ODTW*. Powers, duties and functions in managing the area among these parties were also unclear, even seems to run separately (Interview, May 20, 2013). Not to mention less concerns for the tourism industry to jointly promote tourism in Sleman, to impressed tourism industry more in responding to any market demand (market driven).

Referring to the recent paradigm of public administration in particular NPG, tourism affair is not only carried out by the local government but also requires the support of the private and the public. It needs to be made synergistic collaboration among the three actors. It is clearly that tourism is matters that divided to the province and regency/city, and the District of Sleman is still having difficulties in doing so, our research was aimed to: 1) theoretically assess the division of affairs that related to the problems, 2) collect the supported facts and aspects on tourism affairs which managed with governance approach, 3) evaluate the Local Government of Sleman management on tourism affairs; and 4) estimate the capability of collaborative governance as an alternative mode to improve the performance of tourism affairs in Sleman.

#### **CONCEPT OF AFFAIRS DIVISION, LOCAL GOVERNANCE AND COLLABORATIVE GOVERNANCE**

Concrete manifestation of the decentralization policy needs for the division of power (*power sharing*), namely the division or distribution of authority made by the central government to local governments. This power sharing is depth discussed in Maas (1959), and reconstructed by Muluk (2009) on Division of Powers to the Regional (Area Division of Power). It clearly described that power-sharing can be done in three ways.

*First*, the division of power at the same level at the central level and national; official or institution established as a result of power division on both national institutions, equal to the type of same or different power, such as the president of the executive government or executive, the legislature and the House of Representatives as the Supreme Court who execute judicial authority. The power-sharing is known as the Capital Division of Power (CDP) or horizontal division of power. *Second*, the division of powers is between the central and regional or national government to government territory. This division is called Area Division of Power (ADP) or vertical division of power. The division of power at different levels of government, there are

higher levels of government (national) and there are lower levels of government (local). Third, the division of power is between the government and non-government known as the Non-Government Division of Power (NDP).

In the discussion of the decentralization theory, the basic concept of power sharing perspective adopted in Smith (1985) is the nature area of division of power. Muttalib (1982) referred to the distribution of power, which in this way should be no restrictions on the area and the delegation of authority including bureaucratic authority. Furthermore Hoessein in 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 related to this autonomous region is the problem of determining the limits and the number of autonomous area, boundary and the amount of economic efficiency and effectiveness on democracy (Norton, 1994).

The division of powers is also known by the process, function and constituency (Muttalib, 1982; Muluk, 2009) that can be applied to the concept of CDP, ADP or NDP division. If using a vertical power-sharing (ADP), the legislative process of the law can be assigned to the central government, while the administration of law enforcement can be assigned to the provincial government or lower. Meanwhile, based on government functions or activities, there are central and local governments; as well as constituents based assignment to different government units with responsibilities representing different constituencies.

Division of power can also be done exclusively and shared. *Exclusive* means that the division of power over the process, function or certain constituents into the absolute power of a particular government agency or levels that are not owned by a particular agency or level of government that is not owned by the agency or other government levels. *Sharing* means that power over the process, function, or constituency to certain institutions or levels of government are shared or run alongside other agencies or levels of government (Muluk, 2009). In general, the description can be illustrated in the following matrix form (Table 1).

**Table 1.** Division of Powers Matrix

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

Source: Muttalib (1982); Muluk (2009).

Area Division of Power (ADP) popularly known as the division which based on the function that is often referred to the *division of affairs*. 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 the consequence of CDP especially executive function, with consideration of the effectiveness and efficiency of tourism should be shared with the government of the autonomous regions (ADP). In the context of the division of powers, the tourism business was constituted result of the division divided by *function* and *shared* not exclusive. Tourism concept which was originally explain the phenomenon of a person traveling to a specific place for recreation purposes (Muljadi, 2009; Pitana, 2009) developed into a system of tourism that involves a lot of both central and local government, industry (private) and public (Suwena, 2010; Zaenuri, 2012), thus it is relevant to the concept of power sharing. System in the development of tourism can also refer to the concept of NDP and once using NPG paradigm for tourism affairs which is not only pure matters of government but also involve industry and the public domain (Damanik, 2005). Indeed, if the affairs of tourism in the area managed by the local government, it certainly does not have enough capacity to manage it.

The affairs of governance-based tourism would need clarification on the roles of each domain to be implemented. When the government's role is more dominant, it gradually need transfer of authority and responsibility to the institutions outside the government, because local community is more autonomous rather than the district (Mawhood, 1983). In the implementation of the decentralization policy, local communities have a significant force. As proposed by Supriyono (2010), decentralization can only be implemented by considering the balance of diversity dimensions and the dimension of unity. For areas of potential conflict, e.g. vertical, the government should be able to manage government management on public services based on the effective and efficient achievement. If areas of potential conflict are horizontal, then the government should pay attention to the 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). At the local government level, the concept is referred as local governance. The interaction between these three domains must be synergic and lead to the same goal. The concept of governance emphasize most on the principles of cooperation in the implementation of government affairs and services developed by some experts with the terms collaborative governance (Sink, 1998; Fosler, 2002; Ansell and Gash, 2007) and partnerships governance (Bovaird, 2004; Munro, 2008; Dwiyanto, 2012).

Sink (1998) explained the collaborative partnership as a process where organizations that have an interest in a particular issue trying to find a solution that is determined jointly in order to achieve goals which they cannot achieve it solely. Fosler (2002) explained in more detail that collaborative partnership involved 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 have a different purpose build a shared vision and trying to make it happen together. Bovaird (2004) defined a partnership as setting work by reciprocal commitments, over and above that set in each contract, between the organizations in the public sector with organizations outside the public sector. Both approaches (collaborative and partnership) in practice is very difficult to distinguish so generally Cooper (2006) called it citizens-based government organization.

#### **IMPLEMENTATION OF TOURISM AFFAIRS IN SLEMAN REGENCY**

Implementation of tourism affairs will normatively distribute between the central government, provincial and regency/city. Government Regulation No. 38 of 2007, especially in the appendix is clearly regulates the affairs division. In general, the central government carries out the affairs of culture and tourism in the sub-sector including cultural policy, the cultural implementation, tourism policy, tourism implementation, and culture and tourism policies. Autonomous local governments carry out the functions as implementing national policies and the establishment of policies scales provincial and regency/city.

Sleman Regency Government as one of the autonomous regions that receive affairs division of the central government in the sector of tourism. In accordance with the scale, affairs are generally divided into policy and implementation (Table 2).

Matters which should be implemented in the sector of tourism by the Government through the Office of Culture and Tourism (*Disbudpar*) concerned policies of government accordance with the duties and functions of the agency. The whole affair of the national policy has been implemented with variety on different levels of achievement. Regional Tourism Development Master Plan (*RIPARDA*) was completed in 2010 with a validity period up to 2015. The document has been assigned various strategic area developments (*KSP*) and the right strategy as a guide for preparing the activities for the next 5 years.

**Table 2.** Policies of Tourism Sector Affairs in Sleman Regency

NO.	POLICIES
1.	The implementation of national, provincial and district/city policy <ol style="list-style-type: none"> <li>a. Preparation of Regional Tourism Development Master Plan</li> <li>b. Implementation of national, provincial and district policy; policy determination in the development of tourism information system</li> <li>c. Implementation of national and provincial policies and the determination of the district policy in the application of standardization in tourism</li> <li>d. Implementation of national and provincial policies and establishing guidelines for the development of district-scale tourism destination</li> <li>e. Implementation of national and provincial policies and the establishment of policies in the development and operation of tourism enterprises business district scale</li> <li>f. Determination and implementation of district-scale marketing planning guidelines</li> <li>g. Determination and implementation guidelines and participation in exhibitions/events culture and tourism district scale</li> <li>h. The establishment and implementation of the guidelines and the implementation of district-scale tourist</li> <li>i. Determination and implementation of guidelines on district scale marketing cooperation</li> </ol>
2.	The provision permits the district scale tourism enterprises
3.	Implementation of international cooperation in district scale tourism destination development
4.	Implementation of joint development in district scale tourism destination
5.	Monitoring and evaluation of district-scale tourism development

Development of information systems has been carried out but not in the form of electronic data yet. Data about the potential tourism has been arranged in the form of written documents and some are already electronic. Tourism sector has been standardized, e.g. tourist guides must have a license for language skills, and entire tour guide as much as 161 persons enlisted in Disbudpar. The development of tourist destinations conducted by referring to the existing master plan and through the mechanism of budget revenues and expenditures (budget). Business development and operation of tourism enterprises carried out in accordance with the levels. Disbudpar routinely guide the travel community through ASITA, IHRA, PPI, etc. Tourism marketing is done either through independent activities or cooperation with the provincial government and other stakeholders. Specifically Sleman Regency already has *Java Promo* with joint marketing partnership in three districts, i.e. Sleman, Klaten and Boyolali. Tourism development provides direction for community participation and has defined guidelines and exhibit participation/cultural events and tourism, tourist guidance and implementation, and marketing cooperation guidelines.

Disbudpar provide district-scale tourism business license, which includes the permit for travel agents, tour guides, etc. Implementation of international cooperation is in coordination with the provincial and central governments. Development of district-scale tourism destination conducted by relying on local revenues and their assistance is not binding on the parties who are committed to the development of destination. Disbudpar also perform the functions of monitoring and evaluation of the 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 ability management of the human resources. According to the Head of the Department of Culture and Tourism (Interview 18 April 2013) almost 80% of employees in Disbudpar did not have background in tourism education. The budget allocated for the development of tourism destinations is very small for the year 2012 (Disbudpar 2012); it was only Rp 1 billion, less for the ideal budget for tourism development. Local generated revenue (*PAD*) is not enough to finance the development of tourism. Constraints matters submitted for the policy that is most pronounced in the area of institutional and official, in accordance with Regulation No. 41 of 2007 on new Organizational Structure and Work Procedure (*SOTK*) but the duties and functions are not appropriate and less supported by adequate personnel. Besides, with the natural disasters such as the eruption of Merapi cause various regulatory issues that cannot be fully overcome by the legal organization of



tourism after the eruption. These are difficulties that should be organized by Disbudpar Sleman. Matters concerning the implementation of the tourism promotion conducted by information systems.

Promotion in the district level is done by creating a cheap and effective design through media promotion in Yogyakarta (Table 3). The promotion was conducted by involved all stakeholders. Establishment of a representative office for tourism promotion in collaboration with the Department of Trade and Industry is mainly associated with the original product of society. Tourist information center provided by the provincial tourism and the information services center established on the district scale. Promotional events implemented abroad with government and provincial coordination. Development of information systems at the district scale tourism marketing has been done by making several information centers in various destinations and major centers. Disbudpar implement national tourism branding and establish district-scale tourism tagline; tagline was taken through long discussions with various parties in focus group discussion (FGD) intensively and formulated "You would not see Sleman Yogyakarta if you do not stop".

**Table 3.** Operation of Tourism Sector Affairs in Sleman

NO.	OPERATION
1	To promote a district scale tourism <ol style="list-style-type: none"> <li>a. Implementation of district scale tour and receive group participants travel</li> <li>b. Participants/organizers of the exhibition/event, road show in collaboration with government/province.</li> <li>c. Procurement of district-scale marketing.</li> <li>d. Establishment of a representative office in the country's tourism promotion in district scale</li> <li>e. Provision of tourist information center to the provincial tourism information services and the establishment of the center of the district scale tourism information services.</li> <li>f. Implementation of promotional events abroad with government and provincial coordination.</li> </ol>
2	Development of information systems at the district scale tourism marketing
3	Implementation of national tourism branding and determination of the district scale tourism tagline

Constraint for the promotion and development of information systems is in the perspective of preparing the submission of matters relating to the inability of abroad promotion independently. By reason of coordination and to secure national interests, Disbudpar must coordinate to align the content and substance of promotion material. Development of information systems and available budget were affected to make reliable information system (Interview, April 12, 2013).

In general, the performance of tourism in the perspective of affairs implementation considered well enough for the business. However, from another point of view, tourism performance still encountered many obstacles. In accordance with Government Agencies Accountability Reports (LAKIP) in 2012, all programs and activities already carried out and on target, and judging from indicators such as the number of tourists, length of stay and the contribution of tourism to the revenue from year to year experience, the performance is increase. Further exploration showed that tourism actually needs to be questioned because the increase was due to the contribution of domestic travelers and tourists' MICE (meeting, incentive, convention and exhibition), which uses funds from the state budget and the budgets of other areas.

#### **APPLICATION OF COLLABORATIVE GOVERNANCE IN MANAGING TOURISM AFFAIRS IN SLEMAN**

Refer to the business conducted by Disbudpar, tourism business is already running and meets the target, but from the constraints and problems, tourism system is more complex thus it is still far from the expectation of society. Regulation on tourism sector is still not optimal, lack of community's participation and it still characterized by bureaucratic rigidity. From interviews with tourism stakeholders (May 27, 2013), it is known that the bureaucracy is still limited to provide regulation, thus less in encouraging and empowering the community and tourism stakeholders. Enforcement of rules which are not accompanied by an explanation and socialization still occur in various tourist areas. Collected fees tend to be more important than providing facilities and empowerment.

Sleman regency government actually has been working with various parties, but built cooperation is still conventional (non-partnership), which is limited to cooperation between the government as the owner of

the work with private institutions as a vendor or contractor. This cooperation is nothing more than buying and selling goods and services between government and the private sector as the agent. Position between the two are not equal, the government as the principal has the authority to choose the appropriate agency with its criteria for carrying out the work. Cooperation tends to be short term with limited intensity of the relationship, as stipulated in the contract. The usefulness of cooperation is calculated as compensation or performance and risks borne by each party. Cooperation that is built does not involve resources from the agency; there is no merging of resources. Parties worked by terms of reference (TOR) as determined by the local government. It seems that the cooperation partnerships already existing between government and non-government, but in fact there is no partnership (Dwiyanto, 2012).

For tourism reform not only implemented contractual cooperation, Sleman Local Government has made the communication among tourism stakeholders. One of the programs is to meet regularly every three (3) months to coordinate and simultaneously monitoring multiple activities or programs that have been implemented. Any possible work program on tourism affairs will always be communicated in the forum. During this time, the meeting already running routinely, but the initiation and progress always comes from the local government. Local industry and society are always only waiting for programs and activities that initiated by the local government.

Looking at these conditions, Sleman Regency Government should try harder to reform the understanding of cooperation as a partnership between local governments and the private and the public. Each party tries to form an alliance, equal vision, unification of goals, strategies and activities in order to achieve common goal. Even so, each retains the authority to make decisions independently. Relationships built with collaborative community, the principal agent relationship is not applicable because the cooperation that occurs is the cooperation between the principal to principal. The collaborating parties are the principal and also act as an agent for themselves. Partnership involves both parties to share resources, risks, responsibilities and benefits. The nature of this kind of cooperation that makes the partnership oriented to the long-term interests because it requires endurance and interaction are quite high on both sides (Dwiyanto, 2012). The difference can be seen in the following Table 4.

There are still many encountered obstacles that can be attributed to the absence of a reliable collaborative management and still in the form of non cooperation partnership. Governance practices still conducting conventional affair although the instruments used is modern. Institutional usage still clearly shades rigid Weberian bureaucracy, hierarchy, and rely on a mere formality. This result cannot be optimally mobilizing the community participation. Besides, the implementation of tourism affairs still using the perspective of a single organizational arrangements, not plural, whereas the challenges of governance today is complex and multi-dimensional.

**Table 4.** Differences of Partnership Agreements and Non Partnership

Characteristics	Type of Public-Private/Community Partnership	
	Partnership	Non-Partnership
The nature of collaboration	Collaborative	Privatization, Outsourcing
Intensity	High	Low
Duration	Long	Short
The position of the parties	Equivalent and autonomous	Unequal and bound by contract
Benefits and risks	sharing of the benefits and risks	Benefits are calculated as compensation for achievement, and the risk borne by each party
Resources for the implementation of activities	merging resource	No merger of resources

Source: Dwiyanto (2012)

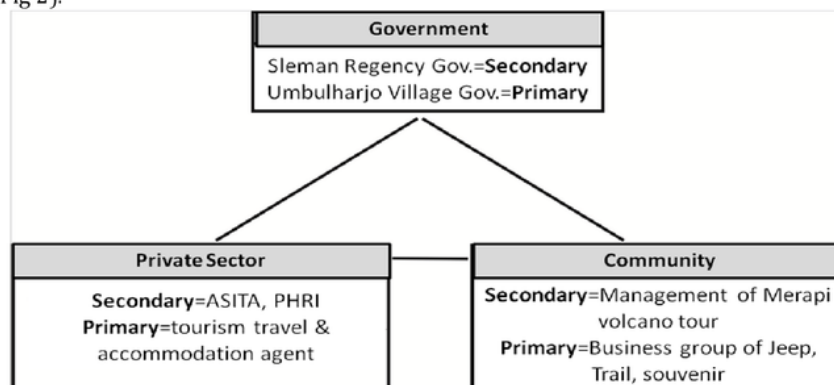
Collaborative management is a management practice that respects the diversity of values, tradition, and culture of the organization. It works a loose relatively structure and based on the network, controlled by the values and common goals, and have the capacity to manage conflict (Dwiyanto, 2012). This collaborative management is indispensable to manage the partnership between government, private institutions and communities in managing tourism. As noted by Bovaird and Loffler (2009), the three pillars of governance

can work together if there is a mutual interaction among stakeholders with the same goals and mission. The interaction will enhance regional capacity in conducting the affairs of tourism. Implementation of government affairs can be accelerated more, as stated by Vigoda (2002) that the responsiveness is not enough, it needs to change the orientation of responsiveness to collaboration, it is thought as the next generation of public administration.

### COLLABORATION WITH COMMUNITY

Tourism management based on collaboration with the community give a stronger role to the community to provide tourism services to visitors. Tourism management especially at Merapi volcano tourism should be used as a case in conducting the affairs of tourism that involves the community.

From the results it can be seen that the implementation of tourism affairs can not be done by the government itself, certainly need the help of community participation and involvement of the private sector in supporting the tourism industry. Sleman is one of the districts that responsible on tourism cannot be separated from problematical obstacles. By taking the case in the area of Merapi volcano tour there that indicated how the public and private sector participation cannot be ignored. Models that happened so far in conducting the affairs of tourism in Sleman by taking the case of Merapi volcano tour as in the following illustration (Fig 2).



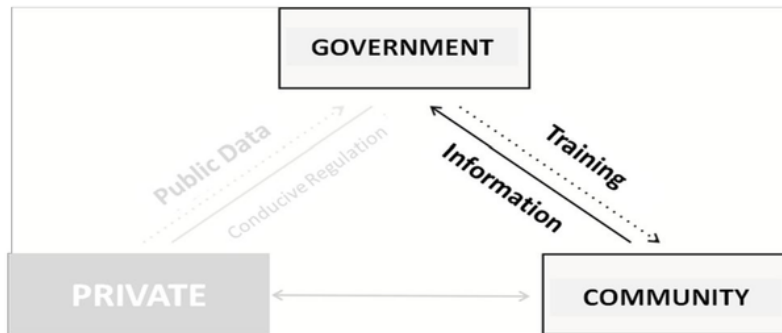
**Figure 2.** Affairs Tourism in Three Pillars of Governance

Communities are actively involved in the provision of tourism services in the area of the volcano tourism. The findings showed that people still provide less professional services and thus, the tourist was not impressed. It is noteworthy that they are mostly the victims of the eruption of Mount Merapi, thus to provide travel services to some extent there is an element of compulsion. Training provided by the local government may be sufficient but the internalization process still takes time.

Initiatives to make the impact of Merapi disaster area as a tourist area are derived from the government but because of its location in the populated area, the community involvement is inevitable. Until now there has been no clear regulation on the area management of Merapi volcano tourism. The relationship that is built between the public and the government limited on the coaching relationship in the provision of tourism services. The government cannot provide maximum guidance because the Merapi volcano tourism is included in disaster-risked areas. As a consequence, to construct permanent buildings that increase tourism facilities in the area is impossible.

Refer to the objective conditions encountered in the survey, it is inevitable that the impact of Merapi disaster area is still an attraction for tourists who visit and they still need travel services although in disaster-risked areas. The elements of society involved directly (*primary stakeholders*) in the provision of travel services which include community groups. The groups joined in the community area management of Merapi volcano tourism which was formed through Umbulharjo Village Regulation. While the general public as a provider of services such as jeep tours, trail, souvenirs, food and beverages (*secondary stakeholders*) conduct their activities in several regional of ODTW Merapi volcano tour. From interviews and observations, it can be made a model for the relationship between society and government (Fig 3).

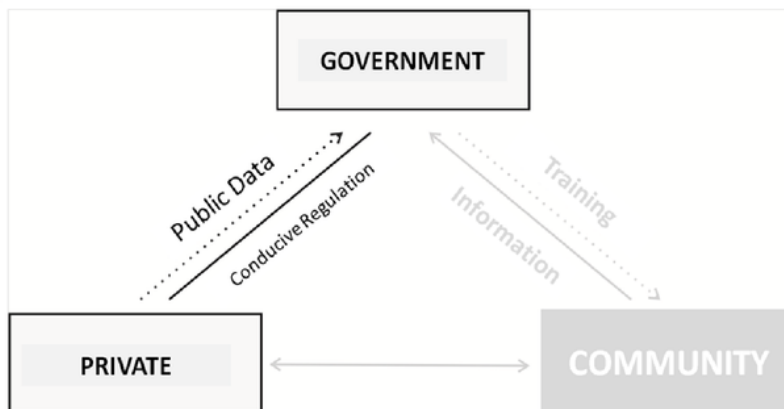
Figure 3 showed that the relationship between government and society in the form of training because people still need to be guided and directed to provide maximum service. Otherwise, the relationship between the public to the government was to provide the latest information on the existing problems in providing services and to make corrections on the Merapi volcano management of the upcoming tour.



**Figure 3.** Relationship between Government and Society

#### COLLABORATION WITH PRIVATE SECTORS

The private sector's role in the provision of tourism services is primarily performed by travel agents and accommodation (*primary stakeholders*) which was perceived to be more professional. Whereas marketing activities carried out by the utilization of the latest information technology and supported by sufficient data. Travel services conducted in a transparent manner by making tour packages with clear prices. The association of travel agents supports all activities and provides better guidance to improve the quality of service. From the results, we made illustration model of the relationship between government and the private sector as Fig. 4.



**Figure 3.** Relationship Between Government and Private

The relations between the government and the private sector are more likely to provide motivation and the provision of favorable business climate. It can be reached by making regulations that are not burdensome and inhibiting private sector to develop. While the relationship between the private sector, the government is providing accurate data for the next policy decision or to make regulations that protect the interests of tourism entrepreneurs services.

The relationship between public and private seemed not to have any association. Both are equally as travel service providers but to the shape of different services. From interviews and observations, this relation did not bring any problems or the need for synergy between the private and the public. Because the real situation shows that the role of the government is still quite dominant despite the involvement of the

community and the private sector can not be avoided. The roles of both parties still rely on government regulation.

#### **CONCLUSION**

The fundamental theory on the division of affairs in an area of tourism to regional division of power was conducted by sharing approach. Tourism affairs cannot be carried out only by the local government itself because of limited local capacity. Thus the tourism affairs in Sleman need the cooperation with the private and the public sector. Tourism affairs in Sleman already performed pretty well, but it is still encountered many obstacles. However, these obstacles can be overcome with a model of collaborative governance.

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