

Collaborative Governance: As a Conceptual Model of Destination Management in the Besakih Temple Area, Karangasem Regency, Bali Province

I Wayan Wiwin¹, I Wayan Ardika² & I NyomanDarma Putra³,

Abstract

The purpose of this study is to formulate a conceptual model of destination governance based on collaborative governance in the Besakih Temple area. This research is a qualitative research with data collection techniques through observation, in-depth interviews, and documentation. Data analysis in this research is interpretive qualitative analysis, using a systems theory approach and the concept of collaborative governance. The results showed that the Operational Management of Besakih Temple has not been able to provide good services to tourists, this is due to the lack of common vision, participation, networking and partnerships between the stakeholders involved, namely between the government, the private sector and the local community. The cooperative relationship is still hierarchical and there is strong control from the government, stakeholders from the private sector and local communities are not involved in decision making. In fact, in accordance with the concept of collaborative governance put forward by Shergold (2008), the decision-making process should be collective involving all stakeholders. This study recommends that the destination governance model in the Besakih Temple area needs fundamental changes, the change from adaptive governance to collaborative governance so as to create a harmonious relationship between the stakeholders involved.

Keywords: tourism stakeholders, conceptual models, destination management, collaborative governance.

1. Introduction

Bali has a variety of cultural destinations, both living cultural and cultural heritage. Living cultural traditions such as traditional ceremonies, religious rituals, and performance art. Cultural heritage in the form of ancient objects, museums, temples, monuments and temples scattered throughout the island of Bali. Many cultural heritage in the form of temple buildings in Bali are always crowded with tourists, one of which is the area of Besakih Temple which is located in Besakih Village, Rendang District, Karangasem Regency which is the largest temple complex in Bali. The existence of Besakih Temple has been a concern of the foreign tourists since the early development of Bali tourism. The majesty and beauty of the Besakih Temple area makes it one of the selected destinations in Bali, where almost all of Travel Agents in Bali offer optional tour packages to Besakih Temple with the theme "the mother temple of Bali".

However, in the past decade, problems in the governance of destinations in the Besakih area began to emerge, for example the occurrence of extortion and unfriendly attitudes by local tour guides towards tourists visiting Besakih, stopping tourist visits to Besakih by Travel Agents in Bali, as well as debates related to the authority to manage and share the results of the levies between the local government and the local community of Besakih village. The description of these various phenomena, shows that there is no common vision, participation, networking, and partnership between the stakeholders involved, particularly stakeholders who have a direct interest in resources in Besakih, namely between the local community as a travel service provider, the Travel Agent as a party supply tourists, as well as between regional governments that have the power, legitimacy, and urgency to issue regulations in tourism management in Besakih.

In fact, referring to the Government of Indonesia Regulation Number 50 of 2011 concerning the National Tourism Master Development Plan for 2010-2025 on the institutional aspect clearly states that tourism development is carried out by collaborating with government organizations, local governments, the private sector and the community, so that by giving a role equality between the government and the community is expected to accelerate tourism development.

¹ Tourism Doctoral Program, University of Udayana, Bali, Indonesia. Corr. Email: wiwinkayoan@gmail.com

² Tourism Doctoral Program, University of Udayana, Bali, Indonesia. Email: iwayanardika@unud.ac.id

³ Tourism Doctoral Program, University of Udayana, Bali, Indonesia. Email: idarmaputra@yahoo.com

Contemporary public issues that are very diverse and complex for the most part cannot be solved by a single government actor, therefore most people in the world try to manage their public problems collectively to achieve the goal of sustainable tourism development. This shows that there has been a fundamental shift from government to governance, because challenges such as globalization, decentralization, technological development, and the growth of civil society are increasingly prominent (Huxham, 2000).

However, the governance process that provides opportunities for the involvement of non-governmental actors in public affairs is faced with a dilemma, where the government is a strong actor who always dominates that role. To overcome this participation dilemma, new concepts about collaborative governance need to be raised. This paradigm is basically the equality of relations between stakeholders in the public, private and community sectors based on consensus through deliberation (Sullivan & Skelcher, 2002; Huxam, 2000; Innes & Booher, 2004; Anshel & Gash, 2008).

Based on the explanation above, three problems were formulated in this study, namely: How is stakeholder involvement in destination governance in the Besakih Temple area ?, and What is the conceptual model of destination management based on collaborative governance in the Besakih Temple area ?.

2. Theoretical Review

The theoretical approach used in this research is System Theory which explains the relationship of engagement between stakeholders as a unified system in the management of tourism destinations. Systems theory approach as in this study because the phenomenon of tourism is very complex and is a system in which there are subsystems that are interrelated and related to one another. Hall (2000: 44) describes in general the tourism system contains 3 important parts, namely (1) a set of elements (entities), (2) the set of relationships between the elements, (3) the set of relationships between those elements and the environment. These important parts will produce a system that is interrelated to one another. Mill and Morison (1985: 2) develop a spider web model tourism system, in which there are 4 sub-systems contained in it namely market, travel, marketing, and destination. Each component is related to one another, as shown in Figure 2.1 below:

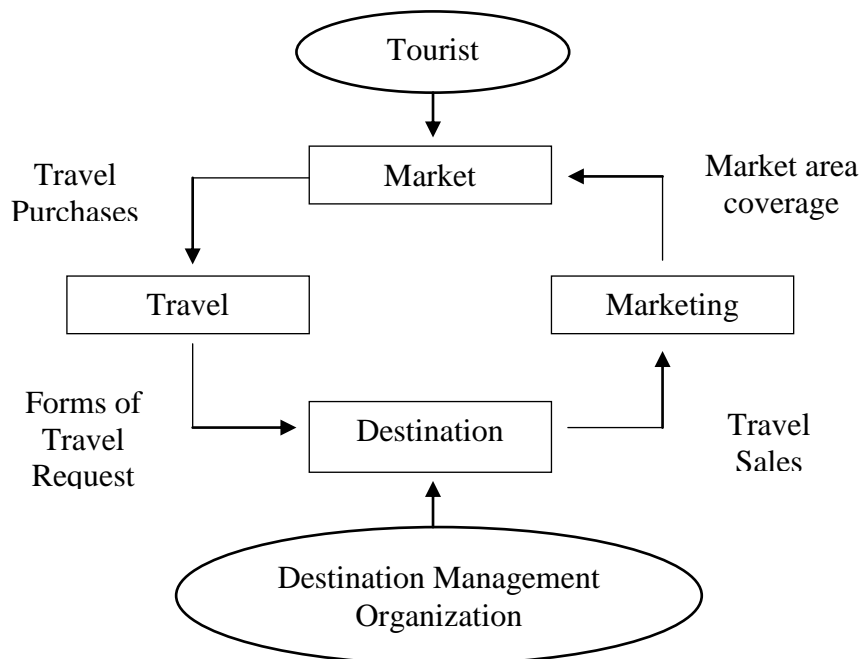
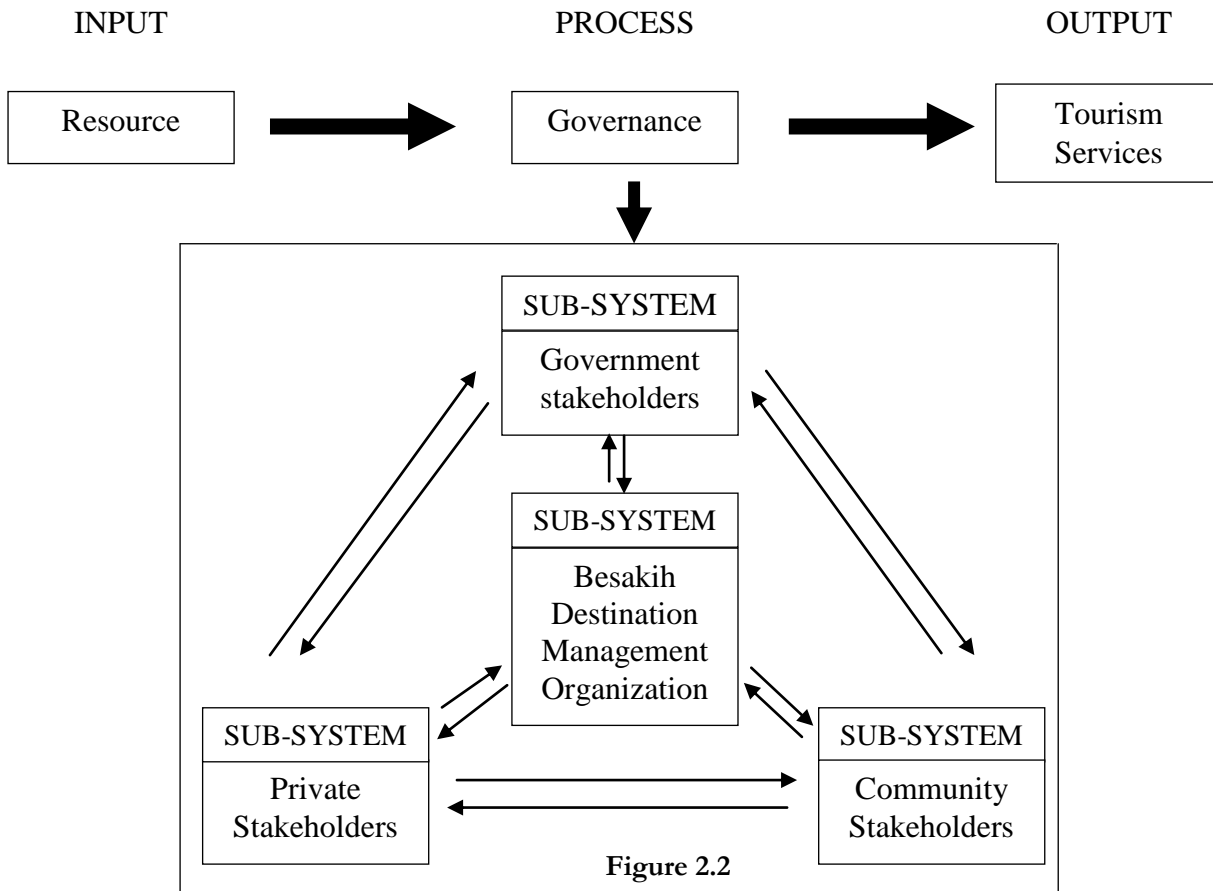


Figure 2.1
Adopted from the Tourism System According by Mill and Morison (1985: 2)

From Figure 2.1 above shows that the tourism system has subsystems in it, where each subsystem has components that are interrelated inside and outside, where each component is also a separate system. To predict the success or failure of a system that is to be applied or made a model is needed. The model is a simple description of a system to understand, predict and control the nature of the system. A system is a network of interrelated procedures, gathered together to carry out an activity or complete a certain goal (Hall, 2000: 44).

More specifically, related to the subject in this study, namely the application of system theory in destination governance in the Besakih Temple area, can be seen in Figure 2.2 below:



Application of System Theory in Destination Governance in the Besakih Temple Area

Furthermore, to study the destination governance model in the Besakih Temple area, it was analyzed using the concept of Collaborative Governance. In managing destinations in the Besakih Temple area, various problems arise from differences in interests and competition over resources among the stakeholders involved, therefore the ideal form of conflict resolution to use is a form of collaboration so that it can accommodate all interests and encourage collaboration between stakeholders.

The term collaborative governance is a way of managing government that directly involves stakeholders outside the country, consensus-oriented, and deliberations in collective decision making processes, which aim to make or implement public policies and public programs (Ansell & Gash, 2007). Shergold (2008) states that the concept of collaborative governance is a process that is transformative starting from a relationship that is commanding to interactions characterized by collaboration. As seen in table 2.1 below:

Table 2.1 Collaboration Transform Process

<i>Command</i>	<i>The process of centralized control-with clear lines of hierarchical authority.</i>
<i>Coordination</i>	<i>The process of collective decision making – imposed on participating institutions.</i>
<i>Cooperation</i>	<i>The process of sharing ideas and resources – for mutual benefit.</i>
<i>Collaboration</i>	<i>The process of shared creation – brokered between autonomous institutions.</i>

Source: Shergold (2008).

From table 2.1 above it can be seen that in the beginning the collaboration between the government and other stakeholders was in the form of command, where at this stage it was still hierarchical and there was strong control from the government, stakeholders were not involved in decision making. In the next stage, it is coordinating, in which between the government and other stakeholders a collective decision-making process has taken place. Then from the collective relationship increased to a cooperative relationship, where in this cooperative relationship there has been sharing ideas and resources to obtain mutual benefits.

And finally in the final stages of the relationship are collaborative, in this final stage there has been a relationship to the stage of shared creation which is realized in the form of institutions that are permanent and autonomous (Shergold, 2008: 13-22). The collaborative governance process has undergone a transformation, starting from the formulation of ideas and shared hopes to end with the existence of partnership activities. Therefore, the stage of collaborative governance starts from the stage of building shared ideas (shared vision), then encourages participation (participative) of all stakeholders in the form of a wide network among tourism actors to produce ongoing partnerships. - continuously in a long period of time (Shergold, 2008: 13-22).

3. Research Methods

This research is a qualitative research with an interpretive approach. The interpretive approach departs from efforts to seek an explanation of social or cultural events based on the perspectives and experiences of the people under study. Data collection in this study uses observation techniques, in-depth interviews with selected informants with purposive sampling techniques, and documentation techniques. The data obtained were analyzed using interpretive descriptive analysis techniques, which are carried out by the process of organizing, sorting, grouping, coding, categorizing, and interpreting data obtained during the study.

4. Results and Discussion

Based on the results of data analysis found in the field, the findings of this study indicate that destination governance in the Besakih Temple area is currently managed by Operational Management which consists of local Besakih community leaders whose roles are to carry out management starting from planning, organizing, implementing and evaluation of all operational tourism activities in the Besakih Temple area, which includes the scope of *Pawongan* (human resource development) and *Palemahan* (including the development of tourism facilities and environmental management). There are several weaknesses in the management of tourism by Operational Management in Besakih, namely the lack of quality human resources in the field of tourism, and do not have a vision and mission of management that is directed and measured so that it has not been able to produce optimal quality of service to tourists, there are still many complaints and complications. from tourists related to poor service by the local community in Besakih.

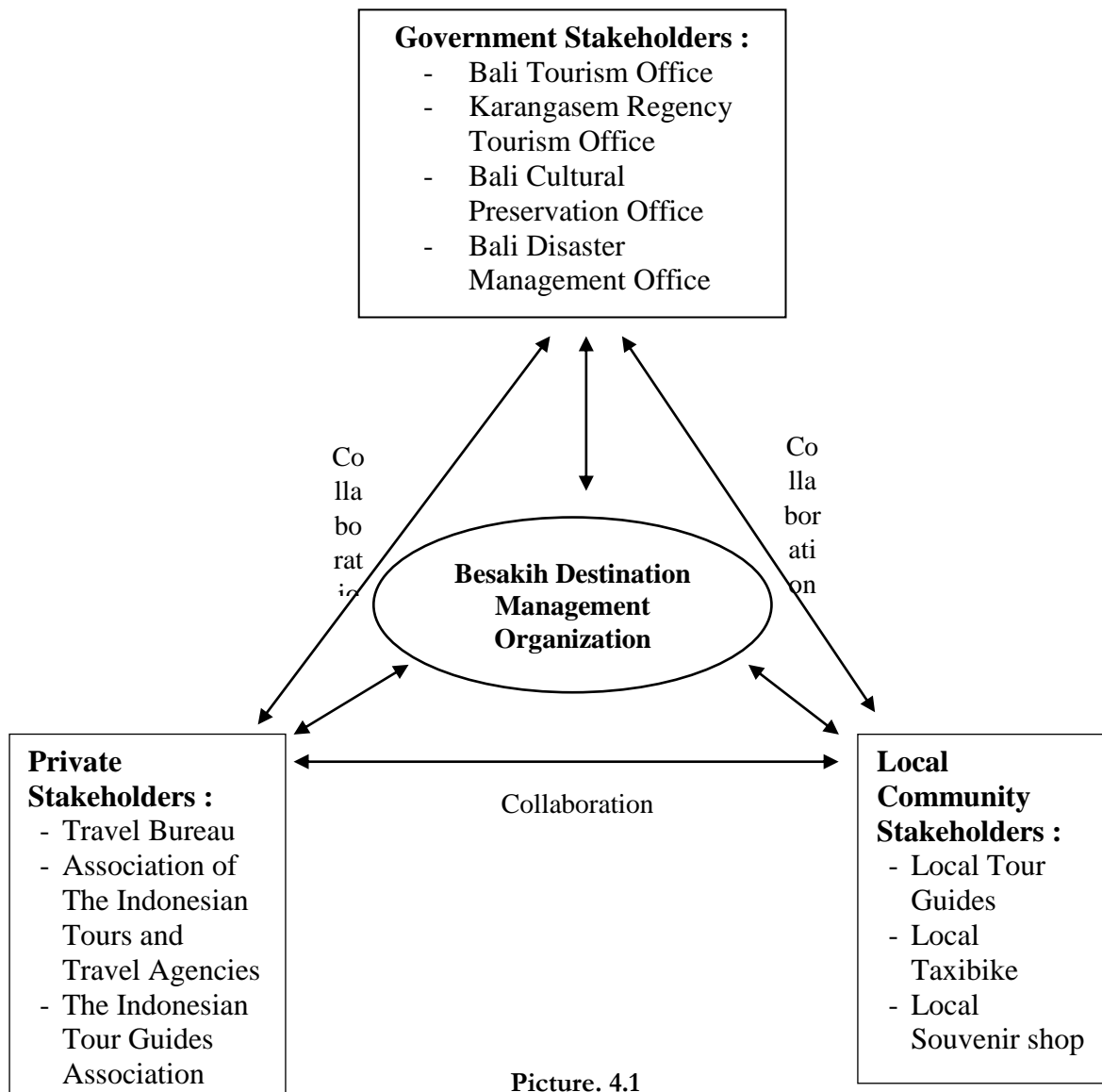
The involvement of primary stakeholders, namely the government, the private sector and the community in destination governance in the Besakih Temple area is still in command, where the relationship is still hierarchical and there is strong control from the provincial government, other stakeholders are not involved in decision making. Yet in accordance with the concept of collaborative governance put forward by Shergold (2008), that the decision making process must be collective. Likewise, the involvement of secondary stakeholders such as the Bali Cultural Preservation Office, the Bali Disaster Management Office, the Association of Indonesian Tours and Travel Agencies (ASITA), and The Indonesian Tour Guides Association are currently limited to the coordination stage.

The pattern of collaborative relationships between government, private and community stakeholders in destination governance in the Besakih Temple area in shared vision is still dominated by the government. In participation, the role of the community has begun to appear, but not so dominant, the role of the government is still dominant to drive the collaboration process in participation.

In networking, the most dominant in implementing networks is the private sector, the private sector carries out promotional efforts as well as implementing various image recovery programs to restore the positive image of Besakih. The community is more passive and only supports the implementation of the program of activities organized by the government. Whereas in partnership, which shows the dominant role in the implementation of partnerships is the government and the community, where the government as the regulator issues policies related to the formation of Operational Management and regulates the agreement on the distribution of the results of levies with local communities. While the private sector only acts as a seller of tourism products and brings tourists to Besakih in order to gain economic benefits.

The destination governance model in the Besakih Temple area needs fundamental changes, changes involving adaptive governance to collaborative governance. The destination governance model in the Besakih Temple area must be arranged in such a way that it involves several changes in terms of: (1) developing destination governance that is not merely adapting to environmental changes but is more accelerative in nature, (2) the formulation of mutual needs that are mutually beneficial among stakeholders,

(3) the need for formal institutions that can move and harmonize the interests of all stakeholders, and (4) direct all forms of collaboration towards partnership for a long period of time so that it is expected to realize a shared vision towards sustainable tourism development. The destination governance model recommendations in the Besakih Temple area as shown in Figure 4.1 below:



Picture. 4.1

Conceptual Model of Collaborative Governance in the Besakih Temple Area

5. Conclusion and Recommendation

5.1 Conclusion

The conclusion from this study shows that the destination governance policy in the Besakih Temple area is currently not appropriate so that fundamental changes are needed, changes involving governance that is adaptive to collaborative governance. The involvement of relevant stakeholders, namely between the government, the private sector and the local community is still limited to the coordination phase and has not yet reached the collaborative stage so more intensive collaboration is needed. The destination governance model offered is a collaborative governance model that is able to synergize the interests of all stakeholders involved so as to create a harmonious relationship to be sustainable tourism development in the future.

5.2 Recommendation

The recommendations in this study are as follows:

1. A political will from the governments is needed to improve the coordination system so that the implementation of destination governance can take place while maintaining the principle of regional autonomy that is in line with the vision of national tourism development, but still adhering to local wisdom in its governance.
2. Destination management in the Besakih Temple area must fully start from planning, implementation and supervision must involve all stakeholders, namely the government, the private sector, and the local community.
3. It is hoped that further research will be focused on tourism management strategies in the Besakih Temple area as a sacred area, as a cultural heritage and as a tourist destination.

References

- Ansell, Chris & Alison Gash. (2007). Collaborative Governance in Theory and Practice. *Journal of Public Administration Research and Theory*, Vol. 18 No. 4, pp. 543-571.
- Cohen, E. (1984). The Sociology of Tourism: Approaches, Issues, and Findings. *Annals of Tourism Research*, Vol. 30, pp. 236-266.
- Fox, David J. Stuart. (2002). *Pura Besakih: Temple, Religion and Society in Bali*. Leiden: KITLV.
- Freeman, R. Edward. (2010). *Strategic Management: A Stakeholder Approach*. Cambridge: Cambridge University Press.
- Friedman, Andrew L. and Samantha Miles. (2006). *Stakeholders : Theory and Practice*. New York: Oxford University Press.
- Greenberg, J. And Robert A. Baron. (2003). *Behavior in Organization International Edition*. New Jersey: Prentice Hall.
- Hanna, Willard A. (1972). Bali in The Seventies Cultural Tourism, American Universities Field Staff Report, Southeast Asia Series, Vol. 20 No. 2, pp. 1-7.
- Heizer, Jay and Render, Barry. (2004). *Operations Management*. (7th ed.). New Jersey: Pearson Education Inc.
- Huxham, Chris, and Siv Vangen. (2005). *Managing to Collaborate: The Theory and Practice of Collaborative Advantage*. New York: Routledge.
- Innes, J.E. and Booher, D.E. (2004). Reframing Public Participation: Strategie for the 21th Century, *Planning Theory and Practices*, 5(4), pp. 419-436.
- Leiper, N. (1990). *Tourism Systems: An Interdisciplinary Perspective*. New Zealand: Departement of Management Systems, Business Studies Faculty, Massey University.
- Ludwig, Von Bertalanffy. (1968). *General System Theory: Foundations, Development, Application*. New York: George Braziller, Inc.
- Mill, R.C., Morrison, A.M. (1985). *The Tourism System an Introductory Text*. New Jersey: Prentice-Hall Inc.
- Pearson, Michael and Sullivan, Sharon. (1995). *Looking after Heritage Place: The Basics of Heritage Planning for Managers, Landowners and Administrators*. Australia: Melbourne University Press.
- Richards, Greg. (1996). Production and Consumption of European Cultural Tourism, *Annals of Tourism Research*, Vol. 23 No. 2., pp. 261-283.
- Richardson, John I and Martin Fluker. (2004). *Understanding and Managing Tourism*. Australia: Pearson Education Australia.
- Shergold, Peter. (2008). Governing Trough Collaboration: Collaborative Governance a New Era Of Public Policy in Australia. In O'Flynn, Janine and Wanna (Eds.). Canberra: ANU E Press.
- Stuart-Fox, David J. (2002). *Pura Besakih : Temple, Religion and Society in Bali*. Leiden: KITLV Press.
- Sullivan, H. and Skelcher, C. (2002). *Working across Boundaries: Collaboration in Public Services*. Hampshire: Palgrave MacMilan.
- Zaenuri, Muchamad, et al. (2018). The Need of Shared Vision in Tourism Sustainable Development. *Journal of Administrative Sciences and Policy Studies*, Vol.3 No.2, pp.1-26.