

CHAPTER I

INTRODUCTION

1. Background

Indonesia as an archipelagic country has many tourism assets that are widely known internationally. Indonesia consists of thousands of islands, a wide variety of natural resources, cultures, customs and ethnicity. All of this makes Indonesia's tourism sector has more valuable and unique.

The development of the tourism sector in Indonesia is now intensified, and it is manifested by the establishment of the tourism sector as a development priority set out in the National Medium Term Development Plan (RPJMN) in 2020 - 2024. The increase in economic growth, foreign exchange earnings and employment is the goal that is expected to be achieved through the development of the tourism sector in Indonesia.

Enactment - Law Number 10 the Year 2009 on Tourism is a form of government support for tourism development while mentioning that the existence of tourist attractions in the region will increase local revenue and increase employment opportunities so that the public welfare may increase. (Ward & Bahtarudin, 2003) also argues that the role of tourism in the development of a region includes three components: economic (local revenues), social (increase employment), and culture (introduce Indonesian culture). Therefore, the development of tourism in a very important area, including Central Java as one of

the areas in Indonesia to become a tourist destination for tourists because it has diverse tourism potential.

Central Java Province is a province located in the middle of the island of Java that has very high tourism potential. In 2019, Central Java had a tourist attraction as many as 834 with the details of 284 nature, 153 cultural tourism, 249 artificial tourism, 59 special interest and 89 other tourist attractions (event) and the following year this number increased to 1,024 with the details of 341 nature, 158 cultural tourism, 295 artificial tourism, 66 special interest tourism and 96 other tourist attractions (events). And the number of employees reached 22.767 people. (Disporapar Jateng, 2020).

Meanwhile, the number of tourists visiting Central Java, if calculated based on tourists visiting tourist attractions, actually decreased. The number of tourists in 2019 was 58,592,562 tourists with details of 691,699 foreign tourists and 57,900,863 domestic tourists, while in 2020 there were 8,829,656 tourists with details of 53,399 foreign tourists and 8,776,257 domestic tourists. This significant decrease in the number of tourists is none other than the impact of the Covid-19 that occurred in early 2020 until now (The Central Bureau of Statistics, 2020). However, seen from the growth data, the number of tourist attractions has increased quite large. This proves that tourism actors are still highly enthusiastic about developing tourism potential in Central Java.

Purworejo Regency is a regency within the scope of Central Java Province. Purworejo Regency is known as a district that has the potential for tourism, such as

nature, history, culture, and culinary tourism. Judging from the tourism statistics of Purworejo Regency from 2016 to 2020 the growth in the number of tourist attractions continues to increase.

Table 1.1 Number of tourist attractions by regency/city in Central Java

Regency/City	Number of Tourist Attractions By Regency/City in Central Java				
	2020	2019	2018	2017	2016
Purworejo Regency	55	52	37	34	3

Source: The Central Bureau of Statistics 2020

From these data demonstrate, Purworejo Regency continues to grow in terms of tourism development. 55 tourist attractions exist in Purworejo Regency with the details of 17 nature, 2 cultural tourism, 9 artificial tourism, 4 special interest tourism and 14 other tourist attractions (events). The growth of the tourist attraction not only have an impact on tourism development per se but also have an impact on local income and improving standards of living around the area of the tourist attraction. The number of employees in 2020 reached 810 people. This opportunity should be utilized to the maximum and managed properly to have an impact on improving standards of living and the economy at large.

Nevertheless, the nature of the Purworejo regency is still very wide to be developed in both natural attractions, culture, arts, and culinary. One area that has a very high potential to be developed is the Menoreh hills region that is still less untouched by development.

The Menoreh Hills area stretches from the southwest of Kulonprogo Regency in the Special Region of Yogyakarta to the east side of Purworejo Regency and partly in Magelang Regency. The hilly area which is the natural boundary between the three regencies has enormous tourism potential, both natural attractions and culture that can be developed to improve the economy and the standards of living.

The Central Government, based on Presidential Regulation No. 46 of 2017 about the Borobudur Tourism Area Management Authority, has established an authority zone as a support of the Borobudur Tourism Area which includes the area of the Menoreh Hills. The Borobudur Tourism Area Management Authority, which will subsequently change its name to the Borobudur Authority Board is an Institution formed by the government as a seriousness to develop and manage the Borobudur area and the development and management of the Menoreh hills area.

The area that belongs to the Borobudur Authority Board has a land area of 309 Ha located in Purworejo Regency and borders Magelang Regency and Kulon Progo Regency. From the land area of 309 hectares, the Borobudur Highland tourism area is divided into 50 hectares of HPL and 259 hectares of cooperation between Borobudur Authority Board and Perhutani for 30 years (bob.kemenparekraf.go.id).

The establishment of the authority zone of the Borobudur Tourism Area as part of the Priority Tourism Area was an important momentum for the Local Governments and the community that must be utilized optimally. Following the Government's mandate in Government Regulation Number 50 of 2011 concerning

the National Tourism Development Master Plan (RIPPARNAS), the development and management of national tourism is expected to increase growth, increase employment opportunities, reduce poverty, and preserve the environment.

Considering the huge potential for natural attraction in the Menoreh hills, the management and development of regional tourism potential to improve the economy and living standards of the surrounding community are not impossible. Supported by Law number 23 of 2014 about Local Government. Where the Local Government is fully given the authority to regulate and develop its resources for the welfare of the people. Therefore, the Local Governments in the Menoreh hills area have the authority to develop and manage Menoreh's tourism potential on their own.

As an additional point, the construction of the New Yogyakarta International Airport (NYIA) in the Temon District of Kulon Progo Regency had initiated the construction of the Jalur Bedah Moreh. This new route is expected to create new tourist destinations by increasing road connectivity between NYIA and the Borobudur National Strategic Area (KSN) in Magelang (KR, 15-10). The connectivity of the road that cuts through the Menoreh hills will be improved, the community is more empowered and not driven out of their living spaces and the conducive investment climate is well realized. It is expected that the new generation will become productive, just and sustainable (Sutaryono, 2016). The connectivity of the road that passed the Menoreh hills area will increase the accessibility to the tourism destination in the Menoreh.

Over the years the Menoreh hills area has been a source of income and home for many. Flora and fauna live and reside in the area. Residents earn a living by collecting wood and plants from the forest. Therefore, the development and management of this area has to be done sustainably and involved the locals in order to preserve nature and could support the welfare of the locals.

The government of Purworejo Regency had carried out development efforts in the Menoreh hills area. The development of the hills area is expected to improve the welfares and develop tourism in the Menoreh hills area. Purworejo Regency has been developing in the Kunir Hills Area and Benowo Village, Bener District (purworejokab.go.id), as well as the neighbouring regency such as Magelang Regency, has developed and established the Ngargoretno Tourism village which is located in Salaman District, Magelang Regency with the principle of Community Based Tourism (magelangkab.go.id), Kulon Progo Regency in the Special Region of Yogyakarta is developing the Menoreh Hills Area by developing several tourism villages such as; Nglinggo Tourism village, Banjaroyo Tourism village, Banjarasri Tourism village and Jatimulyo Tourism village (kulonprogokab.go.id).

The development and management of the Menoreh hills area into a tourism area had not only been done by the government yet the local tourism villages also have flourished. Sedayu and Benner tourism village are two tourism villages that are located in Menoreh hills area and also located in the same area as the authority zone. However, due to the number of the tourism village and the lack of communication and collaboration among them, the process did not run properly. Eric Soekamti (2021) stated that there was often competition and differences

between tourism villages managing the Menoreh hills area. The area that stretches across three regencies was built and developed by the government and tourism villages in their respective regencies. This gives rise to development competition to attract more tourists to their respective regions. Eric Soekamti (2021) considered this to be not sustainable. Competition and disputes could harm regional tourism development.

To reduce disputes and to facilitate the construction and development of the Menoreh hills area, Eric Soekamti initiated the establishment of the Gelang Projo community (Magelang, Kulon Progo and Purworejo). Gelang Projo community is a community formed from the merger of members of the tourism village management and tourism industry in the Menoreh hills area. It is hoped that with this communication with and between community, tourism village managers and business activists in the area will be better. In the future, the goals of development and management can be achieved optimally (Eric Soekamti, 2021).

The presence of the Borobudur Authority Board and the establishment of the Authority Zone have given an impact on changes to the system, processing and development of the Menoreh hills area. Although the Borobudur Authority Board has its area, it cannot be denied, the presence of the Borobudur Authority Board have an impact on the stakeholders in the Menoreh hills area. For more complete information about the stakeholder that involves in the Menoreh hills area can be seen in the table below:

Table 1.2 Typology of the stakeholders in the Menoreh hills area.

Type	Scale	Description
Borobudur Authority Board	national	Government bodies with authority over resources or geographic territories
Sedayu Village	local	Government bodies with interest over resources or geographic territories
Gelang Projo Community/tourism villages	local	Organizations within communities are defined by shared experience or concerns
Tourism industries	local	Private businesses or operators associated with the tourism industry
Locals	local	Family or geographically-defined individual who live and reside in the area

Sources: Developed by researcher, 2021

The imbalance of power between the Borobudur Authority Board and the stakeholders has become a challenge for the development and sustainability of the tourism area. Partially, the Borobudur Authority Board has more advantages in term of resources, political advantages, and expertise compared to the other stakeholder that involves. The village office, for example, has no authority in the matter of authority zone since the policy was decided at the national level. The tourism villages and tourism industry on the other hand have been worrying about the future and the sustainability of their programs.

Although, the stakeholders had welcome the presence of the Borobudur Authority Board as another player in the Menoreh hills area. The presents of the central government were expected to quicken the contraction of road, facilities and other supporting tourism infrastructure in the area which also will benefit the development of the other stakeholders. Increasing the number of tourists visiting

the area, income and prospect of the job will be benefiting from the authority zone development.

To overcome the challenges of managing the Menoreh hills area in a good manner, innovative initiatives can help to identify practical ways in which to move forward. Innovative initiatives can consist of varying forms, and in several destinations have enabled the progression of sustainability through the principles of long-term planning, collaboration, education, the conception of dialogue and creating a cohesive vision for the destination. To move toward sustainability, the destinations require the participation of the local people, the definition of long-term strategies, a carefully designed tourism plan, intensive capacity building and training of both national public officials and management in the destination and infrastructure support (Hashimoto 2002; Fennell 2003; UNWTO 2006; Grace & Dodd's 2010).

From the previous description, it means those elements and the involvement of relevant stakeholders are important factors to achieve successful and sustainable tourism. This research will describe further the relevant stakeholders in the formation of the tourism system in the Menoreh hills area. Grumble and Willard (1997) refers to stakeholders as any organized group of people who share common interests or systems, meanwhile, (Freeman, 2010) defines stakeholders as any individuals or groups who affect and are affected by the objectives of an organization.

This definition has led to the issue of stakeholder collaboration in developing and managing the Menoreh hills area. According to (Grey, 1989), collaboration means a process of involving key stakeholders to produce joint decision making for the future of the domain, (Jamal & Getz, 1995) added that in community-based tourism planning, collaboration is defined as the process of involving the autonomous, main stakeholders from the inter-organizational, and community tourism to provide an agreed decision on resolving planning problems as well as managing issues on planning and development of the domain. Relevant factors in collaboration include the interest of stakeholders of the organization in the outcome and its perceived interdependence with other groups in coping with the problem of the domain. All parties involved in the process should ensure that they will obtain the benefits of the collaboration process.

It is through partnerships that government, organizations, and communities are able to collectively address concerns and determine mutually agreed-upon objectives that will benefit all stakeholders involved, thus embarking on a more sustainable approach to tourism development. The purpose of a partnership is to eventually produce consensus and harmony that will lead to new opportunities and innovative solutions. Partnerships must include the views of all stakeholders within a destination and identify various roles and responsibilities for each stakeholder so that they can contribute to the overarching goal of moving the destination toward more sustainable management of tourism.

The presence of Borobudur Authority has been running for about three years, but still, some problems arise and have not been resolved in Menoreh, such as:

1. *There is no vertical communication.* There is no vertical communication between the Borobudur Authority Board to the private sector, community and the Gelang Projo community regarding the development in their area. Hard conversations, constructive self-assertion, asking and answering challenging questions, and expressing honest disagreements are part and parcel of effective communication across boundaries (Emerson, Natabachi, and Balogh, 2012). Vertical communication from top to bottom and vice versa is of key importance in achieving common goals.
2. *Lack of socialization and limited information.* Tourism industry entities, tourism village groups and communities in the Gelang Projo area have not received proper and comprehensive socialization and information regarding the direction of development that will be carried by the Borobudur Authority Board in the Authority Zone. The Borobudur Authority Board has indeed carried out socialization during the determination of the Authority Zone, but so far this state agency has not socialized to the local community or the Gelang Projo community regarding what the next steps will be taken (Eric, 2021). Shared control, on the other hand, involves partners' willingness to share information, not only about their own organizations' operations but also about what they can and cannot offer the collaboration. This willingness to share information for the good of partners (even at the risk of compromising a particular organization's autonomy) is the distinguishing

characteristic of collaboration for Himmelman (1996). For Gray (1989) and Wood and Gray (1991), sharing information in collaboration needs to be seen in terms of increasing partners' understanding of the problem they are jointly seeking to address.

3. *Lack of consensus in decision making.* So far, the decision-making process by the Borobudur Authority Board has tended to be top-down. Stakeholders are less involved in this process. Decisions in collaborative forums are consensus-oriented (Connick & Innes, 2003); (Seidenfeld, 2000)). Although public agencies may have the ultimate authority to make a decision, the goal of the collaboration is typically to achieve some degree of consensus among stakeholders (Ansell & Gash, 2008). With a consensus-oriented, stakeholders can understand each other limitations and problems therefore together, jointly in addressing problems.

Judging from the existing problems and the importance of the success of this project for the welfare of the community, the author will research the collaborations and interactions between these stakeholders. If viewed from the number of stakeholders; the Borobudur Authority Board as a hand of the central government, the tourism industry in the form of private enterprise and investment, tourism villages groups and community around Menoreh hills area then the right concept to use is collaborative governance.

Collaborative Governance is defined as a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective

decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets (Ansell & Gash, 2008). From this definition, collaboration occurs formally, meaning that there is a formal engagement between stakeholders. The conditions are becoming less relevant to the conditions of Menoreh Hills. In form, public sector collaboration with tourism village groups and communities is not formally bound.

Following up on the idea of Ansell and Gash then appears Emmerson, Natabachi and Balogh writing (2012). Their writing slightly expands and enhances previous thoughts, including the Ansell and Gash ideas. The concept which is understood by Emerson, Natabachi and Balogh on collaborative governance is not much different from the previous writers. It is just the constructed framework is more integrative so that there is a new outlook on some items. Some items that are emphasized are 1). The definition is not limited to the formal scope and government initiation, 2). Collaborative governance is understood as multi-partner governance includes public-private partnerships, private-social partnerships, rule-based management and coordination of community-based collaboration. In short, collaborative governance is defined as the processes and structures that engage people across organizational boundaries.

Furthermore, rooted in the concept of governance, the core of the concept of governance is a change of government into governance. Where the traditional concept of government has limited abilities to the analysis of social problems, the government should move away from dependence on the state internal capacity for

a policy-making system more decentralized, flexible and inclusive (Fischer, 2006; Hall, 1993).

Specifically, collaborative governance involves a process in which diverse stakeholders are engaged to bring together their inputs for collective goals (Cordery, 2004; Hartman et al., 2002). The essential features of collaborative governance include the engagement of a broader spectrum of interdependent actors beyond national government (i.e., including local governments and non-state actors such as business organizations and local communities) (Ansell & Gash, 2008; Cordery, 2004; Cuthill, 2002; Eweje, 2007), a strong emphasis on information sharing, respect for dissenting views and a commitment to a long-term interacting process (Thomson & Perry, 2006), and the achievement of not only individual ends but also additional, shared benefits (Thomson & Perry, 2006).

What encourages or drives people, organizations or governments to enter into collaboration? The literature suggests that, as individual efforts have limits in addressing problems, collaboration allows opportunities for actors from various sectors to combine their complementary resources and expertise (Widdus, 2001). The main benefits of collaboration include creating trusting relationships that are needed to address complex societal problems, achieving efficiency by coordination and sharing costs or risks (Huxham, Vangen, Huxham, & Eden, 2000)

Collaborative efforts, however, can be jeopardized by different forms of inertia. Institutional inertia and disciplinary inertia, for example, can inhibit cross-sectoral or transdisciplinary collaboration (Rickson, Estren, & Burdge, 1990).

Power imbalances or information asymmetry may also undermine the effectiveness of collaborative efforts during the bargaining process (Vange & Huxham, 2008); Koontz et al., 2004; Yoder, 1999). Furthermore, consensus decision practices that are central to collaboration can limit opportunities to make bold, innovative policy recommendations. An incremental approach, which may not be sufficiently decisive to meet the needs of the sustainability transition, may instead drive the decision-making process (Koontz et al., 2004; Shirk, 1993; Wright, 2000; Yan, 2001; Yoder, 1999).

Collaborative governance is nothing new in the science of governance. Various studies involving collaborative have existed for a long time as well as collaborative governance in the tourism sector. Diani & Simbolon (2017) wrote about "Analysis of the Application of Collaborative Governance in Lava Tour Disaster Tourism Management" in Sleman district. In his explanation, collaborative governance is important to ensure the continuity and security of tourism services in the face of dangers that exist in tourist objects. The role of stakeholders is clearly described and the part where these roles intersect with each other to form interactions and needs for each other.

In his article (Eckerberg, Bjarstig, & Zachrisson, 2021) on "Incentives for Collaborative Governance: Top-Down and Bottom-Up Initiatives in the Swedish Mountain Region", he stated that an important factor supporting bottom-up collaboration is funding from the central government. And strong support from the central government provides a major function in the direction of regional development and management. Collaborative also resolves the overlapping area

between stakeholders through communications and shared motivations. While Manaf, Purbasari, Damayanti, Aprilia, & Astuti (2018) explain in “Community-Based Rural Tourism in Inter-Organizational Collaboration: How Does It Work Sustainably? Lessons Learned from Nglanggeran Tourism Village, Gunungkidul Regency, Yogyakarta, Indonesia” found that the involvement of local communities in collaboration is a major determinant of the sustainability of tourism development and management. Local communities who understand the problem, potential, resources, and the right strategy are the main keys to participating in collaboration.

The form of collaboration can be formed from conditions that exist in the field as well as stakeholders who depend on each other on these conditions. In “Collaborative governance in tourism: lessons from Etorikizuna Eraikiz in the Basque Country, Spain” written by Barandiarán, Restrepo, & Luna (2018) concluded that one of the success factors was the condition offered by the region to establish cooperative relations. Gipuzkoa is characterized by promoting the cooperative culture in business management and social policies. This condition facilitates the process of collaboration between the stakeholders in different economic and social sectors. These practices might not exist in other tourist destinations. In this sense, the socio-economic and political context of each destination can be a challenge when trying to disseminate and expand this type of practice. The same opinion was offered by Keyim (2015) To increase the socio-economic contribution of tourism to the local community of the Grape Valley, the various levels of government of Turpan could shift their hierarchical bureaucracy-based governmental 'steering function' towards a governance 'support function' by

promoting governmental and non-governmental collaboration and encouraging 'bottom-up' development processes in order to effectively mobilize the local human, cultural, and natural resources.

Based on some previous literature in collaborative governance, especially in the tourism sector, there are many things that can be a liaison and initiator in the formation of collaboration. Collaboration in the tourism sector, especially in terms of rural tourism, is a supporting factor for success and achieving goals. Collaboration is also found to be able to analyze more deeply the problems and potentials that exist between stakeholders and in the field to be used to support collaboration.

From this background review, research on the application of collaborative governance in the Menoreh hills area becomes very important to do because this problem concerns the main goal of National Tourism Development which has a major influence on the lives of many people and the success of the tourist area. Moreover, in the implementation, there are many actors involved, both on Central Government through the Borobudur Authority Board, enterprises, tourism villages and communities. It is hoped that the existence of Collaborative Governance in the process of development and management of the Menoreh Hills area can be maximized.

2. Research Questions

As the background of this research has been described above, this study will be guided by the main question below:

- How is the collaborative governance in the Menoreh hills area, Sedayu Village, Loano District, and Purworejo Regency?

3. Research Objectives

The objectives of this research are:

- Understanding the collaborative governance in the Menoreh hills area, Sedayu Village, Loano District, and Purworejo Regency.

4. Research Benefits

4.1. Theoretical Benefits

Theoretically, the results of this study are expected to be reading, reference or input for the development of governmental science and add to the study of the governmental science on collaborative governance especially in the field of tourism.

4.2. Practical Benefits

In practical terms, the results of this study are expected to be input for the government, central government, local governments, private sector and community groups to develop tourism, especially in the Menoreh hills with the concept of collaborative governance. As well, expected to be a reference for local governments, enterprises, and other community groups in developing tourism in their respective regions.

5. Theoretical Framework

5.1. Governance

Neo & Chen, 2007 explain that governance is the relationship between government and society so that it can create public policy formulations after that, it is implemented and evaluated. In its broadest sense, governance will discuss regulations, institutions, and networks that explain how an organization functions.

In the use of the theory of governance, there is a three-dimensional variable (Dwiyanto, Noerhaeni 2010: 25-26). The first dimension of the institutional describes governance as a system involving many stakeholders, from government and private sectors for the implementation of various activities to respond to the problems and needs of the public. The second dimension is the value that is used as the basis for decision making. The value of public administration as the basis of decision making as an example of efficiency and effectiveness has turned into a social value, freedom and humanity. The third dimension describes the process of how government elements and institutions respond to various public problems that exist in their environment.

Thus, governance is a way to manage the economy of a country and the existing social resources by regulating the relationship between the government and the community which will later create policies to be implemented and evaluated, so that there is a harmonious interaction between the government, the private sector and the community. The

concept of governance is emphasized and reflects the characteristics of the concept, this gives rise to new variants in the concept of governance, including good governance (LAN, 2004) which emphasizes the application of good governance principles, collaborative governance (Ansell & Gash, 2008) which highlight the characteristics of the cooperative process among the stakeholder, network governance (Provan, Fish, & Sydo, 2007)) which emphasizes the network that must be established for the realization of governance, partnership governance (Munro, 2008) which requires long-term partnerships, new public governance (Osborne, 2010) which emphasizes criticism of NPM, and sound governance (Farazmand, 2004) which criticizes and even denies the concept of good governance.

The emphasis is that there is a fundamental difference between collaborative governance and good governance because the concept of good governance is more often used in studies and scientific meetings to discuss good governance. But actually, these two concepts have fundamental differences, good governance emphasizes more on the output aspect, while collaborative governance emphasizes the process strategy of the stakeholders in it.

5.2. Collaborative Governance

In the process of implementation of policies and the implementation of the program, the government may not run properly and optimally if only rely on its internal capabilities. Limited

capabilities, resources, and networks are factors that affect the implementation of a policy or program. These factors prompted the government to collaborate with various parties, among government institutions, private, public, and community. A strong collaboration can be built in achieving the objectives of policies or programs (Purwanti, 2016).

In general, collaborative governance is a process involving multiple stakeholders concerned to promote the interests of each party in achieving a common goal. Collaborative Governance is a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets (Ansell & Gash, 2008). The definition can be formulated with several keywords that emphasize six characteristics, including:

- a. The forum is initiated by public agencies or institutions,
- b. Participants in the forum include non-state actors,
- c. Participants engage directly in decision making and are not merely “consulted” by public agencies,
- d. The forum is formally organized and meets collectively,
- e. The forum aims to make decisions by consensus (even if consensus is not achieved in practice),

- f. The focus of the collaboration is on public policy or public management.

From this definition, it can be illustrated that the forum runs in the form of a formal relationship, thus, the cooperation that occurs only exists between public institutions, public actors and non-public actors. This is different from the definition of collaborative governance described by Agrawal & Lemos (2007) in Raharja (2008), explaining that the definition of collaborative governance is not only limited to stakeholders consisting of government and non-government but is also formed on the existence of "multi-partner governance" which includes the private sector, society and community and built on the synergy of stakeholder roles and hybrid planning, such as public-private and private-social cooperation.

A nearly similar definition that comprehensively describes the collaborative governance process which involves multi-actor is conveyed by Emerson, Natabachi, & Balogh (2011), namely:

“The processes and structure of public policy decision making and management that engage people constructively across the boundaries of public agencies, level of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished”.

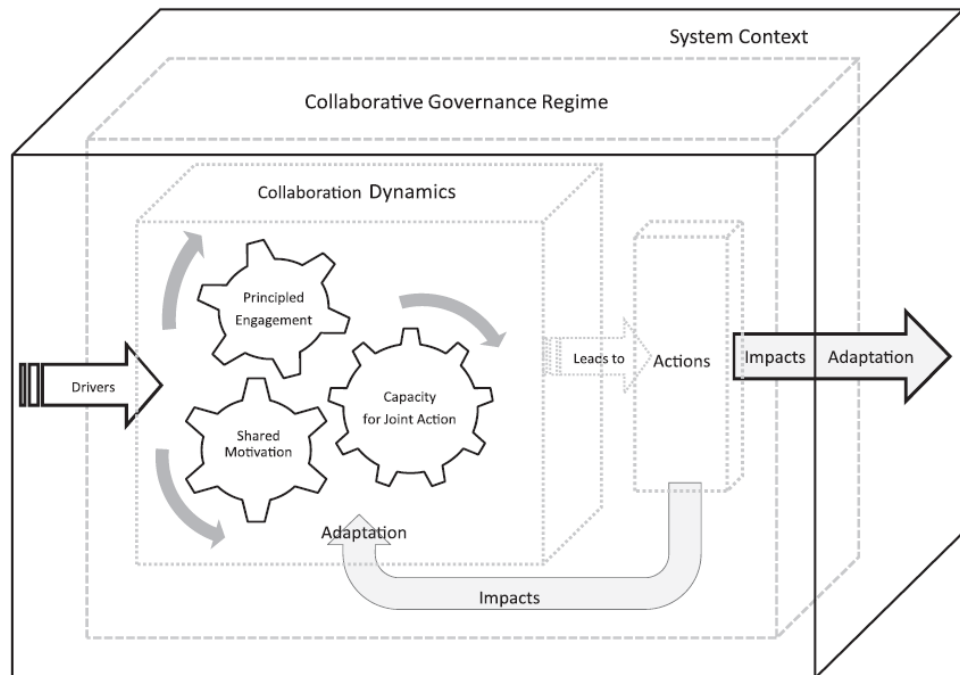
They explained that Collaborative Governance is a process and structure in the management and formulation of public policy decisions that involve actors who constructively come from various levels, both at the government level and/or public agencies, private institutions and

civil society to achieve public goals that are not can be achieved if carried out by only one party. The substance of collaborative governance is not only an arrangement that several institutions have an interest in but rather a process that is transformative and valid in the long term.

The model developed by Emerson, Natabachi, & Balogh (2011) is considered comprehensive enough to see the collaboration process starting from input to drivers to impacts collaboration. Overall views of forms of collaborative governance framework by Emerson et al. (2011) has three dimensions: the system context, drivers, and the dynamics of collaboration. These dimensions are considered by researchers to be used as analytical tools to test, complement, or strengthen the concept of collaborative governance and fill in the gaps in other dimensions that have not been revealed in previous models. The dimensions of collaborative governance according to Emerson et al. (2011) are described as follows:

Figure 1.1 The Integrative Network for Collaborative Governance

The Integrative Framework for Collaborative Governance



Source: (Emerson et al, 2011:6)

Description:

a. System Context

The first dimension is described by the outermost box which is the scope/system context that houses the other dimensions. A system that must be in the context of collaborative governance will run when there are components that answer why there is a needs for collaborative governance in the implementation of a program or public policy. These components

will encourage the process and development of collaborative governance. (Purwanti, 2016). System context elements that can distinguish or influence collaborative governance that is formed include:

- 1) Resource Condition. Explains the available resources are to be improving, increasing, or limiting.
- 2) Policy and Legal Framework. including the administrative, regulatory or judicial.
- 3) Level of Conflict/Trust. History and the conflict between the interests of each party to work together and how the conflict is affecting the level of trust so that the impact on employment.
- 4) Socioeconomic & Cultural, Health & Diversity. That is a portrait of social, economic, health, cultural and diversity conditions that are formed in an environment that shelters them.
- 5) Prior failure to Address Issues. Failures encountered in the beginning, can be used as a reference in determining policy strategies in collaborative work.
- 6) Political dynamics/power relations. The political dynamics in collaborative governance affects the position of each of the parties and determine the direction of policies to be implemented together.

- 7) Network connectedness. The existing network and bound with collaborative work.

b. Drivers

It is generally recognized that a condition at the start of the collaboration can facilitate or prevent cooperation between stakeholders and between agencies and stakeholders, many frameworks tend to incorporate the system context and conditions in collaboration with certain drivers. However, in this framework, a variable system context is separated from drivers, without drivers then the impetus for collaboration become stunted and undeveloped. The components included in the drivers are as follows:

- 1) Leadership refers to a leader who can take the initiative to start and help prepare resources to support the collaborative governance with all the capacities he has.
- 2) Consequential incentives refer to a part of both internal (resource issues, interests or opportunity), or external (crises, threats, opportunities situational/institutional) drivers for collaborative action. Consequential incentives are not always

negative, with incentives that will encourage the leaders and members to work together.

- 3) Interdependence, a condition when individuals and organizations cannot achieve anything with the effort and capacity of one party only, therefore why collaborative action can be developed and implemented.
- 4) Uncertainty, uncertainty is the main challenge in managing public problems. Collective uncertainty about how groups collaborate to solve the problem, in other words, the share-for reducing the risk. Collective uncertainty about how to manage social problems is also related to another driver, namely interdependence.

c. Collaborative Dynamic

The third dimension is the collaborative dynamics which consists of three components, namely: Principled Engagement, Shared Motivation, and Capacity for Join action. (Emerson et al, 2012)

- 1) Principled Engagement, the thing that appears over time among different stakeholders in different settings. With the engagement principle, the parties are incorporated in the content, relationships and

different goals can work together to solve problems, reduce conflicts, and create value. Principal engagement arises through the repeated interaction of the following four elements:

- a) Discovery, Focuses on the identification of values, personal and shared interests.
- b) Definition, This process is characterized by the presence of the sustainability of efforts to clarify the intent and purpose, approval of the concept will be used to achieve these objectives, as well as clarifying the rights and obligations back each participant.
- c) Deliberation, in defining and following an assessment of issues that need to be done wisely, consider the perspectives of others and the public interest-oriented, thus, does not lead to the unification of the interests of the parties involved.
- d) Determination, procedural decisions and substantive provisions are a combination of two processes in every policy making in principled engagement.

- 2) Shared Motivation, emphasis on the elements that exist on the aspects that do not appear in any personal, often called social capital, consisting of four elements:
- a) Mutual trust, mutual trust will emerge as the parties work together, understand each other and show each other that they deserve, predictable, and reliable.
 - b) Mutual understanding, specifically refers to the ability to understand and respect the position and interests of each other, even when one of the parties disagree. In other words, it is how each member has sympathy towards something which confronted the other party.
 - c) Internal Legitimacy, with their mutual understanding and respect for the role and condition of every party it will generate a sense of trust (interpersonal validation and cognitive legitimacy). Each individual feels that participation is trustworthy and credible as a co-worker.
 - d) Share Commitment, allows participants to blur the boundaries of sectoral, organizational and

or jurisdiction of each person or group, and are committed to sharing.

3) Capacity for Joint action, with collaboration in implementing a policy or agenda, can increase the capacity of both sides to achieve a common goal

Capacity for action, include:

- a) Procedural/Institutional Arrangements includes manual processes and organizational structures needed to manage relationships within the system.
- b) Leadership, collaborative governance requires and strengthen the leadership role so that the system and process run in accordance with the policy framework or agreement.
- c) Knowledge, social capital, knowledge and work ethic are integrated with the values of all the parties involved.
- d) Resources, the collaboration will benefit all stakeholders in terms of resources, because it raises the potential of sharing and utilizing the limited resources they have. With the integration of both human resources, physical and financial collaboration it can run by itself.

Dimensions of collaborative governance proposed by Emerson, Nabachi, and Balogh are considered more comprehensive than the dimensions proposed by Ansell and Gash. Thus, the model proposed by Stephan Balogh will be used as a measuring tool to measure the application of collaborative governance in the Menoreh hills area.

5.3. Tourist Destination

To understand more about travel destinations by Cooper in Bambang Sunaryo (2013), at the core of tourism destination development framework should contain the following components:

a. Attraction

Attractions are the main products of a destination. According to Karyono (1997), attractions or tourist attractions are related to what to see and what to do. What tourists can see and do at the destination. Attractions can be in the form of natural beauty and uniqueness, local community culture, historical building heritage, and artificial attractions such as games and entertainment facilities. Supposedly an attraction must have a high differentiation value. Unique and different from any other area or region.

b. Accessibility

Accessibility is the means and infrastructure to get to a destination. Access roads, availability of transport and signs pointing an important aspect for a destination. For the individual tourist, public transport is crucial because most of them set up their way without the help of a travel agent, so it is very dependent on infrastructure and public facilities.

c. Amenities

According to Sugiyama (2011) amenity is all supporting facilities used to meet the needs of tourists when carrying out tourist activities in tourist destinations. The needs among other means of accommodation, providing food and drinks, entertainment and shopping areas.

d. Ancillary Services

The availability of support facilities used by tourists such as banks, telecommunications, postal services, hospitals, and so forth.

e. Institutions

Sugiyama (2011) explains that institutions or supporting facilities include the existence of various organizations that facilitate and encourage the development and marketing of a tourist destination. Organizations involved in this case include the government (e.g. Department of tourism), tourism associations

(e.g. business association's hospitality, travel agents, tour guides).

6. Operational Definition

The operational definition is a variable or indicator that will be used to analyze this study. Using this indicator that presented by Emerson et al. (2012) the writer will carry out further exploration to answer the problem formulation in this research:

Table 1.3 Research indicators

NO	Variable	Indicator
1	System Context	<ul style="list-style-type: none"> • resource conditions • policy and legal frameworks • prior failure • political dynamics and power relations • degree of connectedness • historic levels of conflict • socioeconomic and cultural health and diversity
2	Drivers	<ul style="list-style-type: none"> • leadership • consequential incentives • interdependence • uncertainty
3	Collaborative Dynamics	<ul style="list-style-type: none"> • principled engagement • shared motivation • capacity for joint action.

Source: Emerson et. al. 2012

7. Research Method

7.1. Research Type

Based on the study, this research is field research or case study, which is research conducted in the field or on respondents. This research includes qualitative descriptive research, which intends to understand the phenomenon experienced by research subjects such as behaviour, perception, motivation, action, and others holistically and employing descriptions in words, languages, and various natural methods (Moleong, 2005). Qualitative descriptive research is defined as research where the findings are not obtained through statistical procedures or other calculation forms. This qualitative research is expected to produce descriptions of data collection received utilizing observation and interviews, in-depth about a particular behaviour experienced and observed in a context that is studied from a complete and comprehensive point of view.

The main focus of research analysis is the collaborative governance in the Menoreh hills area related to the context of the system context, drivers, and dynamics of collaboration.

7.2. Type of Data

Based on the source, the data is divided into two, namely primary data and secondary data.

a. Primary Data

Primary data is the source of research data obtained directly from the source (not through intermediary media) in interviews,

opinions of individuals or groups, or the results of observations of an object. Primary data will be obtained from interviews with Borobudur Authority Board, tourism industry, tourism villages and locals.

Table 1.4 Primary data

Resource of Data	Respondent	Data Collection Technique
Borobudur Authority Board	Director of Tourism Agus Peranginangin	Interview
Sedayu Village	Village Chief Ahmad Said	Interview
Tourism Village	Coordinator of Tourism Village Rama	Interview
Tourism Industry	Coordinator of Jeep Road Melkey	Interview
Locals	Coordinator of Sedyo Rahayu Gito Tourism Activist Eric Soekamti	Interview

Source: Primary data 2021

b. Secondary Data

Secondary data is indirectly the source of research data obtained by researchers through intermediary media (obtained and recorded by another party). Secondary data are generally in the form of historical evidence, records, or reports arranged in an archive (documentary data) published and unpublished.

Therefore, secondary data can be obtained from the internet, archives and documentation about the Authority Zone and the Menoreh hills area which can be obtained from the Borobudur Authority Board, business entities, tourism village groups and the community.

7.3. Data Collection Technique

According to Morse in (Denzin & Lincon, 2005) a productive data collection is the most exciting phase in qualitative research; at this stage, regularity and understanding appear, otherwise, confusion is gone. However, the emergence of such understanding does not just happen without effort. The emergence of an understanding of relationship patterns is more due to the continuous observation and frameworks by researchers. According to Creswell (2014), data collection is a series of interrelated activities aimed at collecting information to answer research questions that arise.

The data collection techniques in this study using data collection procedures in qualitative research involving four types of strategies cites the opinion of Creswell (2014) as follows:

- a. Qualitative Observation, observation in which researchers directly down to the field to observe the behaviour and activities of individuals in the study site. In this observation, the researchers will note/record both the structured and

semi-structured (for example, by asking several questions that want to be known by researchers).

- b. Qualitative Interviews, Researchers can conduct face to face interviews with participants, interview by telephone, or engage in focus group interviews consisting of six to eight participants per group. Such interviews, of course, require generally unstructured and open-ended questions designed to elicit the views and opinions of the participants.
- c. Qualitative documents. During the research process, researchers can also collect qualitative documents. These documents can be public documents such as newspapers, papers, official reports, or private documents such as diaries, letters, and e-mails.

7.4. Data Analysis Technique

Denzin and Lincoln (2009: 291) said data analysis can be directly started from the beginning, middle or end of the data collection process. The process of collecting and analyzing existing data that will facilitate the analysis stage to direct the data collection in a theoretical sampling process, so that the remaining data and unimportant does not need to be collected.

As previously noted, this study was classified as a qualitative descriptive study, thus the data analysis using qualitative analysis techniques. The analytical technique used in this study refers to the

opinion of Patton (2009: 250) which states that the process of qualitative data analysis requires a disciplined study, creative insight, and careful attention to the research objectives. Analysis of a process leading to how the data is organized, organize what is in a pattern, category, and description of the basic unit. In the process of data collection, the idea of the analysis will occur and form the beginning of the analysis in the study. This study focused on collecting additional data to reinforce the idea starters, researchers should be sensitive in the search for alternative explanations and other patterns are formed.

Patton (2009) explains that in organizing qualitative data for analysis, the first thing to do is to make sure everything is there, such as research notes complete, parts missing, lack of striking that they can be filled with additional data, transcript of the full interview, the content of the data content and quality of data collected. Then review the data by making two complete copies of the primary data, one for work and one of the original as a reference to maintain security. This stage calls for creative cutting and pasting of data while keeping a master copy as the key source for locating material and maintaining context for the raw data. Qualitative data analysis is a creative process, it demands intellectual violence, hard work, and never give up.

The procedure of data analysis in this study consists of several stages: (1) mapping and identification of actors (individuals or organizations) are involved in collaborative governance, (2) develop

the category and classification of the roles of actors (individuals or organizations) who collaborate, (3) identify linkage relationships between actors (individuals or organizations) collaboration, (4) to interpret and explain the dynamics of relations actors (individuals or organizations) in collaboration and other dimensions are formed, (5) draw conclusions based on the results of the previous stage.