

Governance Collaboration in Local Tourism Management Opportunities and Barriers to the Sustainability of Tourism Development in Indonesia

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GOVERNANCE COLLABORATION IN LOCAL TOURISM MANAGEMENT: OPPORTUNITIES AND BARRIERS TO THE SUSTAINABILITY OF TOURISM DEVELOPMENT IN INDONESIA

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Abstract

Problems that arise in tourism management by local governments are: 1). There are limited regional resources in developing tourism even though tourism is a priority to increase foreign exchange; 2). Lack of role of local government in utilizing potential elements owned by the local. This article aims to analyze governance collaboration in supporting the sustainability of development in the tourism sector in the local. This article is the result of qualitative research. The research location is in Toba Samosir Regency, North Sumatra Province. Primary data includes several informants determined by the snowball technique. Secondary data consists of government policy documents, related research results, literature studies and other relevant data. The findings of this study are: 1). Pillars that play a role in managing tourism in the local are a local governments, "sadarwi" communities, and indigenous groups. 2). overlapping interests between local government units in tourism development which caused confusion in community groups. 3). The Local government does not carry out monitoring and motivating functions in tourism management in the local. The implication of this finding is the importance of developing a pilot project that develops the concept of government collaboration in the tourism sector in regions that have the potential of tourism in Indonesia to support the sustainability of tourism development in Indonesia.

Keywords: *governance collaboration, tourism, local government*



INTRODUCTION

Article 12 paragraph (3) of the Republic of Indonesia Law Number 23 of 2014 concerning Regional Governments regulates optional government affairs. Optional government affairs are carried out to determine the regions that have optional affairs based on potential, projections, employment, and land use. One area that has tourism potential is Toba Samosir Regency, North Sumatra Province. Toba Samosir is proliferation of administration from North Tapanuli district which was ratified by Republic of Indonesia Law Number 12 of 1998 concerning the Establishment of Toba Samosir District. One of the missions of Toba Samosir Regency is to develop national tourism destinations. Toba Samosir Regency is one of 10 national tourism priority distortions launched by the Government since 2016 (Liputan6.com).

Tourism is one of the affairs set by Toba Samosir Regency, to support the mission of Toba Samosir Regency. Wasistiono (2018) illustrates the optional of government affairs in the Cafeteria Theory. According to Cafeteria theory, the central government provides a number of matters of government choice, local governments are welcome to choose several affairs which are deemed in accordance with the development of their respective regional potential.

The mainstay of tourism in Toba Samosir Regency is Lake Toba, natural beauty (28 natural attractions), local cultural attractions (in 2017 there are 42 times local cultural attractions), culinary diversity, and so on. The motto of Toba Samosir Regency is *Tampakna do Rantosna, Rimni Tahi do Gogona* (Togetherness reflects Strength). The number of tourist visits to Toba Samosir Regency during 2012-2017 experienced fluctuations, even in 2013 it decreased by 20.97%. Overall, in the 2012-2017 period, the growth of tourist arrivals in Toba Samosir Regency decreased by 0.67%. A significant increase occurred in 2014 amounting to 14.45% with the number of visits of 119,225 people. In 2015 tourist visits decreased by 3.88% with the number of tourist visits of 114,594 people. The development of tourist visits in 2012-2017 can be seen in Table 1.

Table 1. Tourist Visit of Toba Samosir Regency in 2012-2017

No	Indikator	2012	2013	2014	2015	2016	2017
1	Foreign tourist visits	15.46 4	10.680	12.32 9	11.828	11.97 5	12.121
2	Domestic tourist visits	116.3 49	93.493	106.8 96	102.76 6	436.2 60	765.90 7
	Ammount	131.8 13	104.17 3	119.2 25	114.59 4	448.2 35	753.68 7



	Growth (%)	1,77	-20,97	14,45	-3,88	0.97	0.25
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Source: Dinas Pariwisata dan Kebudayaan Kab. Toba Samosir, 2018

The government's desire to increase regional income from the tourism sector has not been accompanied by regional government efforts in improving services in the tourism sector. Toba Samosir Regency has limited human resources, infrastructure, and the nature of community culture that considered to be less supportive of tourism development. At the Tourism Office, employees who have competence in tourism are only 3 (three) people from 29 employees. HR limitations certainly affect the development of the tourism sector. One of the less supportive regional infrastructures is the quality of district roads. The quality of district roads is only around 219.12 KM (45.64 percent), the condition is good, while the conditions are recorded at 72.26 Km (35.44 percent) and the rest along 610.66 km are in damaged and severely damaged conditions. The cultural aspect of the Toba Samosir community is still often complained of by the tourism industry. The characteristics of the people of Toba Samosir tend to be homogeneous and show less openness to visitors. On the other hand, the regional government still does not utilize the potential elements possessed by the region for the tourism sector, such as traditional leaders, tourism villages, and local tourism industry players. According to the collaboration theory there are several elements that can be built in guaranteeing the sustainability of development, such as the triple helix theory, quarto helix, and so on. This article aims to analyze government collaboration in supporting sustainable development in the tourism sector in the region.

LITERATURE REVIEW

Sustainable development aims to improve the quality of human life in all aspects of life, including physical, spiritual, social and cultural aspects. Embodiment of sustainable development, only achieved by people who live in principles that mean that people or groups of people must care about other people or groups of people everywhere, and care for other forms of life both now and in the future ((Djajadiningrat, 2003:17).



One of the concepts developed to support the goals of the SDGs is collaboration. The concept of collaboration is a concept developed in management. K.E Weick and J.D Orton in 1990. Keban (2014: 131) describes loosely coupled organizations where organizations should form work unit pairs with other organizations (loose coupling within organizations) and form partnerships with other organizations (loose coupling between organizations) that are responsive between one another, and collaborative with each other. The concept of collaboration is the blueprint or fourth generation of the development of management theory.

In public sector services, Denhardt and Denhardt (2013: 62-63) in the view of the New Public Service (NPS) paradigm stated that the new public service principle emphasizes aspects including the importance of collective effort and collaborative processes in carrying out policies and programs to meet public needs; and the importance of respecting people not just productivity through collaboration and joint leadership based on respect for all people.

In management review, collaboration has advantages and disadvantages. Robins and Coulter (2016: 335) identify the advantages and disadvantages of work collaboration as shown in Table 2

Table 2 : Advantages and Weakness of Work Collaboration

Advantages	Weakness
Improve communication and coordination	Potential for interpersonal conflict
Greater innovation output	Potential to produce different points of view and goals that are not aligned
Improve the ability to solve complex problems	It takes a lot of logistics to coordinate
Share information and best practices	

This article discusses aspects related to government collaboration in the tourism sector in the region. Collaboration in the management of local tourism affairs is a partnership that is built by the local government as a government organization that is carried out internally and externally in order to achieve tourism development goals. The parties that have a role in collaboration in tourism are the government (central and local) and the community, both the general public and the business community.

The parties interested in collaboration can be traced from the research results of Etzkowitz and Leydesdorff (1998) in their article entitled "The Endless Transition: A Triple Helix of university-industry-government relations" which came to be known as the Triple Helix Theory. There are also Triple Helix models can be seen in Figure 1.

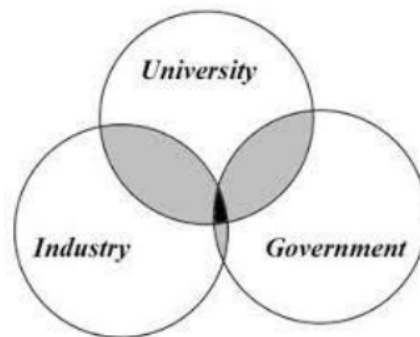


Figure 1. Triple Helix Model

The criticism of the Triple Helix Model is the absence of civil society factors as a determinant of the success of innovation in development. This criticism was expressed by Carayannis and Campbell (in www.researchgate.net, downloaded October 22, 2017). Carayannis and Campbell states that the success of innovation in development is due to the role of government, university and industry policies and practices as well as civil society interacting intelligently, effectively and efficiently. The Carayannis and Campbell model is known as the Helix Quadruple. In line with developments in research conducted by scientists, the Triple Helix Theory developed into a number of Helix in accordance with elements of interest in collaboration. Like a service product, the success of the tourism sector can be seen from the achievements of the existing elements. By borrowing marketing knowledge, Proctor (2007) developed the 7Ps Concept to analyze public sector marketing achievements. For some people, the government does not need marketing. This assumption is not entirely wrong, because in some people assume the government does not need marketing, because the government is not profit-oriented, like profit-oriented companies. The government does not need to market its products, because it is the people who need the government.



This assumption is not entirely correct. Instead the government needs to deliver its products to the community as part of government accountability. Proctor (2007: 9) presents tools of marketing in the public sector, called The 7Ps of the marketing mix, which is a combination of the ideas of Borden (1965), Booms and Bitner (1981), Moorthi (2002), and Gilmore (2003). Borden (1965) formulated 4 Ps of the marketing, which included Product, Price, Promotion, and Place. The addition of marketing measures by Booms and Bitner (1981), Moorthi (2002), and Gilmore (2003) include People, Physical evidence, and Process. Proctor (2007) combines government marketing tools into: People, Products, Price, Promotion, Physical Evidences, Processes, and Places (Proctor, 2007).

This paper combines the concepts of government collaboration and marketing to analyze the achievement of collaborative tourism management in order to realize SGDs.

METHODOLOGY

This article is the result of qualitative research. This article is the result of qualitative research. The research location is in Toba Samosir Regency, North Sumatra Province. The informants included the Head of the Village Community Empowerment Service, Head of the Tourism Office, traditional leaders, several tourism village heads, and business actors in the tourism sector. Secondary data consists of government policy documents, related research results, library studies and other relevant data.

Creswell (2013: 276) states the importance of taking several stages of pre-analysis. First, processing and preparing data for analysis. This step consists of interview transcription, scanning material, typing field data, sorting and organizing the data into different types depending on the source of information. Second, read the entire data. Wolcott (2009: 13) says this as sorting and organizing data. At this stage the data needs to be given an identity based on imaginable categories, according to the theoretical basis used. Imaginable categories are sub-themes analyzed in research. In this research the subtheme is the achievement of tourism management based on the concept of government marketing and collaboration in tourism management.

RESULTS AND DISCUSSIONS

Lake Toba is one of the buffer zones, which provides opportunities for tourism development on a local, national and international scale. Preparation of tourist areas is a matter that needs attention, both in terms of preparation of tourist areas and availability of accessibility. The strategy formulated by the government is increasing IT-based promotion and effectiveness of tourist attractions, improving tourist infrastructure facilities in good condition and improving management of tourist attractions, and



increasing tourism service business development and developing institutional and HR capacity (KSPN, 2016). Improving the standard of living and welfare of the local community is the main measure of the success of the concept of the KSPN. The concept of KSPN seems to have not shown positive results at Toba Samosir. Until 2017, tourist arrivals in Toba Samosir have not shown a significant increase. The development of tourist visits in 2012-2017 can be seen in Table 1.

Toba Samosir Regency has a variety of natural, cultural and historical potential that can be extracted and preserved and used as assets in supporting the development of the tourism sector. This potential is closely related to the attraction and value of tourism objects spread across several districts consisting of spiritual attractions, natural or recreational tourism, history or culture as well as forest or garden attractions. Tourist areas in Toba Samosir Regency can be seen in Table 2.

Table 2 Tourism Area of Toba Samosir Regency

No	Tourism Destination	Classification	Area Location
1.	Tugu D.I. Panjaitan	Historical Tourism	Balige Region
2	Museum T.B Silalahi Center	Historical Tourism	Balige Region
3	Museum Batak	Cultural Heritage	Balige Region
4	Pantai Lumban silintong	Water Recreation	Balige Region
5	Mual Sirambe	Water Recreation	Balige Region
6	Kolam Renang Pagar Batu	Water Recreation	Balige Region
7	Rest House Gurgur	Natural Tourism	Tampahan Region
8	Bukit Dolok Tolong	Natural Tourism	Tampahan Region
9	Pantai Tarabunga	Water Recreation	Tampahan Region
10	Pantai Lintong Ni Huta	Water Recreation	Tampahan Region
11	Pantai Meat	Water Recreation	Tampahan Region
12	Pantai Pasifik	Water Recreation	Porsea Region
13	Pantai Siregar Aek Na las	Water Recreation	Uluan Region
14	Rumah Adat Lumban Nabolon	Cultural Heritage	Uluan Region



No	Tourism Destination	Classification	Area Location
15	Agrowisata Lumban Julu	Natural Tourism	L. Julu Region
16	Taman Eden 100	Natural Tourism	L. Julu Region
17	Jangga Dolok	Cultural Heritage	L. Julu Region
18	Kawasan makam DR. I L Nomenssen	Historical Tourism	Sigumpar Region
19	Bukit senyum Motung	Natural Tourism	Ajibata Region
20	Pantai Ajibata	Water Recreation	Ajibata Region
21	Makam Raja Sisingamangaraja XII	Historical Tourism	Balige Region
22	Pasar Tradisional Balige	Cultural Heritage	Balige Region
23	Gereja Tua HKBP	Spiritual Wonders	Balige and Sigumpar Region
24	Pantai Lumban Binanga	Water Recreation	Laguboti Region
25	Pantai Pasifik	Water Recreation	Porsea Region
26	Pantai Sigaol	Water Recreation	Uluan Region
27	Pantai Lumban Bulbul	Water Recreation	Balige Region
28	Pantai Lumban Gaol	Water Recreation	Balige Region

Source: Dinas Pariwisata dan Kebudayaan Kab. Toba Samosir, 2018

Cultural aspects become one of the important factors in human life. The role of local government in managing the wealth of arts, culture and infrastructure that supports it can be seen in Table 3.

Table 3 Art and Culture Development of Toba Samosir Regency 2012-2017

No	Indicator	2012	2013	2014	2015	2016	2017
1	Number of cultural arts groups / cultural	11	12	12	12	14	16



No	Indicator	2012	2013	2014	2015	2016	2017
	studios that are fostered						
2	Number of art buildings / studios	2	2	2	2	1	1
3	Percentage of preserved cultural heritage	0	0	0	0	140	140
4	The number of holding arts and cultural festivals	25	30	30	35	30	42

Source: Dinas Kebudayaan dan Pariwisata, 2018

OPPORTUNITIES AND BARRIERS IN THE TOURISM DEVELOPMENT

Opportunities for tourism sector development can be seen from the aspects that can be sold in Toba Samosir Regency. According to Proctor (2017) there are 7 aspects in government marketing, namely people, product, price, promotion, physical evidence, process, and place. Among the 7 elements, there are 2 elements which are opportunities to support the sustainability of tourism development, namely physical evidence and product.

Physical evidence can be seen from websites, newsletters, organization's facilities and buildings. Website Lake Toba tours are available on the internet. Promotion from the Ministry of Tourism about Lake Toba has a big contribution in increasing tourist visits. Panoramic photos of the beauty of Lake Toba, museums, historical tours are easily found in various media. The website of the Government of Toba Samosir Regency is unfortunately not well maintained. The news and information uploaded are mostly not current. Even though this website is officially owned by the local government. This website does not use the media as part of a strategy to improve tourist destinations as soon as possible. Many tourist information is obtained from other websites.

According to Proctor (2007) the product aspects include The Service, Features, location, Design, Branding. Products in providing tourism services include services, features, locations and branding designs. For Service quality includes the provision of access facilities, ease of receiving information, friendliness of employees. The location of tourism includes the beauty of nature and the availability of adequate public facilities, such as roads, accommodations, restaurants, and facilities for worship. While branding



design is related to planting a brand or image of a tourism destination. Based on secondary observations obtained data as shown in Table 4.

Table 4 : Condition of Tourism Facilities in Toba Samosir Regency

No	Aspect	Conditions
1	Quality of Provision of Tourism Services	Online Travel Website is available (traveloka, gobatak.com, other travel web)
2	Accessibility	Land Transportation (240 km from Capital City, Medan), Air Transportation (Silangit Siborong-Borong Airport)
3	Feature	Tourism Nature (Beach Tourism, Hill) Museum, Traditional Market
4	Brand Design	Still in Process
5	Acommodation	Resort, 3 and 4 Star Hotel
6	Restaurant	Muslim Restaurant is very limited
7	Prayer Facility	48 Church, 4 Mosque, 3 Mini-Mosque

Sources: Processed from various sources

Table 4 illustrates the conditions of facilities and infrastructure related to tourism management in Toba Samosir Regency. Tourism in Toba Samosir Regency is still limited to natural tourism and historical tourism. Tourism potential that has not been developed is culinary tourism, cultural tourism, and shopping tours. The limitations of tourist facilities (accommodation and restaurants) affect the visits of foreign and local tourists. Branding design which is one of the elements in tourism development is still in the process of being drafted. According to the Assistant Deputy I Regional I of the Ministry of Tourism "Branding is the sales mission of Lake Toba and is expected to increase the awareness of the tourist market towards Lake Toba destinations". The proposed branding of Lake Toba in the process is "Lake Toba Caldera of Kings". With the meaning of the socio-cultural approach and one more meaning of the approach "Wonderful Indonesia (Deputy for Marketing Kemenpar, www.hetanew.com, 11 April 2018). The effort to compile the branding of Lake Toba is done by comparing strategic marketing in 3 big cities in Indonesia like Yogyakarta, Surabaya and Semarang. Efforts to compile the branding also invited several airlines, such as Garuda and Citilink (krjogja.com, September 9, 2018).

BARRIERS

There are 3 elements that become obstacles in the sustainability of tourism development, namely people, processes in government, and place. People / stakeholder includes human resources that handle the provision of government



services. Tourism services are part of the administration of selected government affairs in the tourism sector. In terms of human resources that handle tourism affairs, there are 29 people, with details of 4 people graduating from high school, 4 people graduating from the Diploma program, 17 people graduating from undergraduate programs, and 4 people graduating from the master's program. The complete information can be seen in Table 5

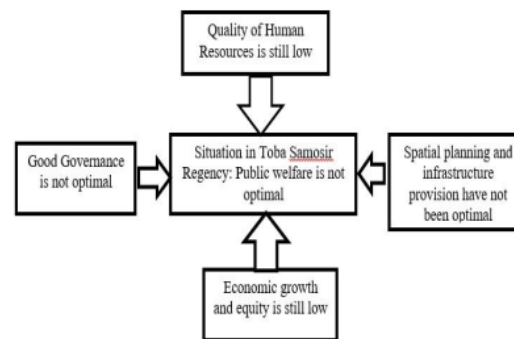
Table 5 : The composition of civil servants in the Culture and Tourism Office

No	Educational Level	Total
1	High school	4
2	Diploma	4
3	Bachelor degree	17
4	Master degree	4
	Total	29

Source: Toba Samosir Regency Government, 2018.

The average number of civil servants in the services of the Toba Samosir Regency Government is almost the same. For example: the number of civil servants in the Population and Civil Registry Service is 30 people, 33 civil servants in the Market, Cleanliness and Landscaping Service. The highest number of civil servants is in the Education Office, which is 2,834 people and the Health Office as many as 537 people. The two offices consist of civil servants who are teachers and medical professionals.

One of the causes of the underdevelopment of the tourism sector in Toba Samosir Regency is the lack of seriousness of the local government in managing tourism. In fact, tourism is the fifth mission of the regional mission. In accordance with the Local Planning (RPJMD), the main focus of regional government is to improve community welfare, which until now has been caused by: not yet optimal governance, the quality of human resources that are still low, the availability of infrastructure that is not in line with expectations, and low economic growth rates. Figure 4. 6 illustrates the main problems of Toba Samosir District Government.



Sources: RPJMD Pemkab Toba Samosir, 2016-2021

Figure 1 Problems of Toba Samosir Regency Government

Tourism management does require quality human resources. In the public sector, in addition to the quality of human resources, aspects of government authority have a very important role. According to the Sumatra Region Marketing Officer, Ministry of Tourism, the management of Lake Toba since 2016 has become the authority of the Lake Toba Authority, which covers all access and potential of Lake Toba. Therefore, the District Government of Toba Samosir says that the authority was in BODT. The adequacy of the authority of the Toba Samosir Regency Government in tourism management can be an input in improving tourism management. This needs further study.

Process aspects are related to community satisfaction surveys. Survey of tracked community satisfaction is also LAPOR (People's Online Aspiration and Complaint Service). The application is available on the website: tobasamosirkab.go.id. However, the application cannot be accessed by the public. The Community Satisfaction Survey is a suggestion to obtain input from the community regarding the quality of services in the area. For example, the Surabaya City Government uploaded its annual Community Satisfaction Survey Report. SKM is part of public accountability and to improve the performance of government agencies in carrying out service functions. The Guidelines for Preparing the Community Satisfaction Survey (SKM) is regulated in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 14 of 2017. According to the Ministerial Regulation on RB, SKM is conducted at least once a year. The survey can work with other institutions, which have credibility and reputation in research. SKM must be implemented in the Public Service Unit. In some places such as the South Tangerang City Government, SKM is carried out in the LLAJR, Licensing, Sub-District and Puskesmas Service. Unfortunately not all agencies implement SKM. Even though overall, the Government was formed to carry out the service function.



Likewise the case in the Office of Tourism and Culture, rarely and even has never done SKM.

Place aspects include distribution channels, coverage: location, convenience availability (distribution channels that include location and convenience). In the context of providing tourism services, local governments need to pay attention to distribution channels (ease of reaching other locations) and pay attention to comfort (security, availability of public facilities, and food). Safety factors must be a guarantee for tourists. Data from BPS shows that there were 402 crimes in Toba Samosir Regency in 2015. The biggest cases of crime were 96 cases of maltreatment, 58 gambling cases cases, damaging 34 cases, scam 34 cases, theft with 28 cases, 24 cases of ordinary theft, and motor vehicle theft 21 cases.

Generally, travel agents are very concerned about security factors in promoting a tourist destination. Availability of public facilities is also a consideration in marketing tourism products, for example the availability of health facilities, religious facilities, and adequate road access. In Toba Samosir Regency, the number of health facilities recorded were 3 hospitals, 19 health centers and 9 health clinics. Whereas cases of infectious diseases (TB) were 153 cases of TB and 77 cases of dengue fever (DB). The number of underprivileged families in 2015 was 16,405 families. A house of worship is one element for the convenience of visitors. According to BPS 2016 data, the houses of worship in Toba Samosir Regency were 37 mosques, 13 mosques, 315 Protestant churches and 66 Catholic churches.

Looking at these data the tendency of decreasing visits of tourists and tourists in Toba Samosir, then the safety and comfort factor would certainly be a separate consideration for agents and tourists to visit the area. Place factor is one of the determining factors in increasing the number of tourist visits. The Tourism Office developed 5 tourism destinations in 2015 to become 10 tourist destinations in 2021. The average budgeted cost is 1.8 billion / year for the development of tourism detention. While the tourism target groups amounted to 5 in 2015, with a budget of Rp. 750 million / year or 1 group an average of Rp. 150 million / year. People related to human factors, both in attitude and daily behavior. The Toba Samosir community still upholds customs. On the one hand, the strength of customs is the local wisdom possessed by the Toba Samosir community. Local wisdom is reflected in customs especially in land ownership. Most of the land in Toba Samosir belongs to the original family of Toba Samosir. By some people, especially young people considered to be a limiting factor in inviting tourism investors from other regions, such as hotels, restaurants, and so on.

SUSTAINABILITY OF TOURISM DEVELOPMENT

Guarantees for the sustainability of tourism development can be seen from the grand design developed by the central government and regional governments. The central government sets the Lake Toba area as one of the national leading destinations. The



5th mission of Toba Samosir Regency is the realization of Toba Samosir as one of the national tourism priority destinations. Therefore, in view of the government's political will, the sustainability of tourism development is still guaranteed by the government.

Guaranteeing the sustainability of tourism sector development can be seen from the aspect of implementation of the grand design of tourism development. Grindle (1999) looks at policy implementation from aspects of policy content and policy context. In terms of policy content, the authority of the district government in tourism development is still relatively limited. This can be seen from the still large authority of the central government, namely the establishment of the Lake Toba Authority (BODT) which is based in Medan. The authority of BODT covers all aspects related to the preservation of ecosystems, culture, infrastructure around the Lake Toba area, which is the authority of BODT. The implementation of tourism affairs is only Toba Samosir district only gets a very small portion of the budget. Therefore, from the aspect of authority, the Toba Samosir district government cannot do much in developing tourism. What is often disputed is how effective BODT is in carrying out its functions.

Situmorang (2016) said that BODT was designed to act as a coordinator, accelerator, and executor with high legitimacy and effectiveness, needed to design community-based ecotourism development and truly pay attention to aspects of culture and environmental conservation. The coordinative role carried out by BODT should also be more facilitative and collaborative. Thus, space remains for the community, business world, and district governments to take part in the entire development process, starting from planning, implementation, and sustainability. BPOPKDT was formed through Presidential Regulation No. 49, 2016, 13 July 2016, whose structure consists of a Steering Board chaired by the Coordinating Minister for Maritime Affairs and as the chief executive of the Ministry of Tourism.

Judging from the policy context, there are several elements that support the sustainability of tourism development in Toba Samosir district. The existence of Tourism Awareness (Sadarwi) groups which are under the auspices of the Tourism Office are the trigger for the development of tourism in the local area. The Ministry of Village, Development of Disadvantaged Areas, and Transmigration initiated the development of tourism supporting infrastructure in a number of Tourism Villages in Toba Samosir district, such as the construction of parks, canteen arrangement, and selfie booths in Lumban Gaol Village, Bulbul Beach, and Lumban Binanga. Entrance tickets for tourist locations are also free by the local village government.

Public acceptance and recognition of the presence of tourism is also a consideration in the sustainability of tourism. Batak people have a living philosophy, such as "Dalihan na Tolu" Anakkonhido hamoraon diau", "Hagabeon, hasangapon and hamoraon", and "Pogos diarta alai mora diadat ". The philosophy of life of the Batak people is deeply rooted and strengthens the lives of the Batak people. According to Situmorang (2016)

although ordinary Batak people are known to be smart, assertive, hard-working, tolerant, and have extraordinary adaptive abilities, all these characteristics do not necessarily correspond with the demands of tourism services businesses. Some people able to accept outside influences, but others have not been able to accept the presence of the tourism industry. The role of the university as part of the collaboration element, such as the cancellation of the Helix Theory may need to be improved. For example Tourism Village socialization by universities is needed to promote tourism development. Socialization by Medan State University in this case by the Center for the Study of Social Sciences and History (PUSSIS), as well as activities to strengthen community collective awareness facilitated by the University of North Sumatra (USU).

Based on the description above, the community elements that support the sustainability of tourism development are the government (central and regional), Sadrawi groups, entrepreneurs, indigenous peoples, and universities. The community element initiated by the Toba Samosir Regency Government is the Sadarwi group, which is facilitated by the Tourism Office. While groups of entrepreneurs, traditional leaders, and universities have a relatively small share in government collaboration, especially in the tourism sector. Coordination between levels of government is initiated by the Ministry of Village, Development of Disadvantaged Areas, and Transmigration through the realization of tourism villages, as well as the Ministry of Tourism embodied in KSPN. Collaboration in the field of tourism can be seen in Figure 2

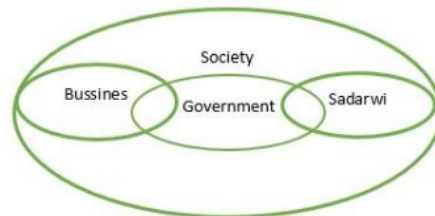


Figure 2: Governance Collaboration in Tourism Model

CONCLUSION

There are several pillars that play a role in the management of tourism in the area, namely the government (central and local), tourism-aware communities (Sadarwi), businessmen, all of whom are within the Toba Samosir indigenous community. The government has a big hand in continuing the development of tourism in the area. However, the overlapping interests between agencies in tourism development are quite confusing to the community and society. The challenge to the sustainability of tourism development in the regions is highly dependent on government authority, synergy between ministries and institutions in uniting steps, monitoring functions, provision of facilities by the government in a sustainable manner, and the provision of competent human resources in tourism management in the region. The barrier in tourism



development lies in the acceptance of the community itself about the importance of tourism development in the area.

The implication of this finding is the need to develop a pilot project that develops the concept of government collaboration in the tourism sector in regions that have the potential of tourism in Indonesia to support the sustainability of tourism development in Indonesia.

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