

THE MODEL OF COLLABORATIVE GOVERNANCE IN TOURISM DEVELOPMENT AT BUTON DISTRICT

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ABSTRACT

The purpose of this research is to know and analyze the implementation of the model of Collaborative Governance in tourism development at Buton District. Then find an effective Governance Collaborative model that can be applied in the Buton District in the development of the tourism. This research uses qualitative method with the approach of the case study, data collected through interview, study, documentation and observation, data analysis namely : data reduction, presentation of data and conclusions or verification. The study was conducted in several stages namely orientation, exploration, member check and compilation. The research results show that Collaborative Governance in the Buton District is determined by the role of the actors. The actors referred to here are the Government/indigenous customary institutions and the private sector. Collaborative Governance in the Buton district has not been running optimally because the balance of the role in collaboration not too look, lack of the role of the private sector in collaboration impressed only as a complement. The relationship between the actors in Collaborative Governance has not been established with good. often occurs in collaboration between the participants huge disagreements especially indigenous leaders often stuck to the problem of the prohibitions that contains elements of the pamali. Collaborative Governance voiced namely model that shows the characteristics of the strength of the leadership of the facilitative model (Facilitative Leadership) who played brilliantly by *Parabela* in mediating the process of collaboration and spearhead preservation of indigenous peoples and cultures Buton. Besides this collaboration walk with the rules of indigenous peoples.

Keywords: Collaborative Governance, Tourism.

INTRODUCTION

Basically the goal of the most developed countries tourism activity is to : (a) Expand employment opportunities and business field and remittances State; (b) introduces the culture of the nation, keep personality, national culture, and to foster a sense of love of the native land; (c) encouraging regional development to consider aspects of the preservation of the environment (Marpaung et al, 2002:19) because tourism has functions to meet the needs of the physical and spiritual intellectuals every tourists with recreation and travel and increase state revenues to realize the welfare of the people.

The role of the government in tourism is represented by the government Tourism Organization (GTO), which is called as the essential basis to build a successful tourism industry by the Conference of the United Nations (UN) in Rome in 1963. GTO authorized to perform functions planning, development, marketing, and the construction of the wisataan kepari generally, including the coordination of all activities of tourism the complex. The government in an effort to serve the community with good and right, need cooperation with

the community itself. Through the cooperation is expected to increase the confidence of each party. (Isworo, 2006).

Based on the medium-term Development Plan of the Ministry of Culture and Tourism (Department of Culture and Tourism) year 2004-2009 and 2010-2014, tourism destination Development Program is one of the important agenda for maximal collaboration develop and improve global competitiveness destination, products and national tourism business. This program as well as aimed at improving and balancing the balance of the development of the tourism destination, especially outside Java and Bali. The ideal condition that it is hoped from this program is "one province one primary Tourism Destination" so that can stimulate the growth of other sectors in areas such as mentioned Moscardo (2008) "tourism as a key tool for regional development and substantial investment of resources".

According to the Act No. 17 The year 2007 About National long-term Development Plan (RPJPN) 2005 - 2025, stating that the development of the social and cultural and religious life is directed on the target to realize the Indonesian society that moral, immoral behavior, ethical, cultured and civilised people; and realize a competitive nation to achieve a more prosperous society and peace. In the cultural development, the creation of the condition of the society that moral and ethical is very important for the creation of the atmosphere of public life full of tolerance and harmony. Besides, cultural awareness gives direction to the realization of national identity in accordance with the values of the noble nation culture and create conducive climate and harmony so that the values of the local wisdom will be able to respond the modernization of a positive and productive in line with the values of nationality.

In general problems faced by the tourism sector in Indonesia among others; weak human resources, lack of cooperation between stakeholders, the weakness of the role of indigenous institutions and social institutions and insufficient coordination between government agencies. Besides that the tourism sector is also faced with still low quantity and quality of the supporting infrastructure tourism, nature conservation, and regulations (Nugroho, 2011).

Based on the results of research done by Lauren et.al (2012) that research on collaborative Governance in natural resources management, here researchers concluded that it is important maintain the quality of collaboration in decision making process especially regarding the orientation of the public. Then the research done by Cynthia, et. al (2012), in this research saw that collaboration is needed to deal with the problems of poverty and poor women in Nepal , here required the involvement of directly from the poor citizens in decision-making about forest management in Nepal.

Based on the results of research is necessary to implement the model of collaborative governance in dealing with the problems of the public and the most important in the collaborate of equality among the participants collaboration in decision making. In Indonesia the principle of Collaborative Governance by administrative already listed in UUD 1945 with the hope that the implementation of Collaborative Governance society will get better government that puts the community is part of the defining government policy or state, so that the tolerance level of government to the community the higher. The dream was actually not only intended for the government, but also various organizations good business organization or other public organizations.

The form of the implementation of Collaborative Governance on tourism in Indonesia also illustrated in Act No. 10 The year 2009 about tourism which is then elaborated into the

Government Regulation No. 50 The year 2011 about National Tourism Development Plan , which shows the existence of efforts to give more freedom to the community in the development of tourism by increase awareness of capacity, access and the role of the community, both individuals and groups in promoting the quality of life, independence and prosperity.

This as well as the efforts to show that the management of the tourism sector is multidimensional and multidisciplinary team that appears as the manifestation of the needs of each person and the state as well as the interaction between tourists and local communities, fellow tourists, Government, Local Government and entrepreneurs. Thus the Tourism Ministry will act as determinants of national tourism policy (whether in the form of regulation and funding of tourism activity) in creating conducive environment for the growth of tourism.

Collaborative Governance is a model that brings together stakeholders general public and private sector in the collective forum with public institutions to engage in decision making that is a consensus. In other words Collaborative Governance is Handler arrangement which one or more public agencies and non-state stakeholders directly involved in the decision making process of formal collective, oriented consensus, deliberatif and aims to create or implement public policy, manage the program or public assets. (Ansell & Gash, 2008)

In dealing with the instructing and styling a public problem is needed the involvement of the institution or other non-government agencies including local non-governmental organizations or indigenous institutions and indigenous communities who live in the middle of the community because the problem is not enough public only handled by these units of government institutions both in an integrated or related.

Collaborative Governance is a model that is able to accomodate various interests of stakeholders and non-government organizations so that in practice many used to penyeleseian disputes between stakeholders, community and government (Ansell & Gash, 2008). This collaboration approach is believed as a bridge to improve tourism development. The development of tourism as an area with a variety of resources would involve many parties start from the regional government and the local community, private companies, NGOS, travel agency and the other parties related to the region. Therefore the model of Collaborative Governance saw the participation of all stakeholders in the management activities included in the tourism development planning process. This is considered important because equalities role and the coordination of stakeholders is the key to success in this model of Collaborative Governance.

Buton Island is filled with natural wonders, beauty, and natural resources that should be visited. Amount with the culture and history - from the kingdom and the sultanates which succeed over hundreds of years in Southeast Sulawesi - you find what they deserve to be considered as the place of the main purpose of your tour. Buton Island area has not been explored and not enough documented (by outsiders who make note) so each tabbed browsing into the forest, oceans and remote villages become a adventure. (Coppenger, 2012:5)

In the Buton District alone there are 11 *Kadie* and all *Kadie* is active until now run role and function control the social life of culture and tradition in generations since the days of the Sultanate Buton (Buton District Tourism Source, 2015 and the results of the interview with the head of Culture and Tourism Buton District) no exception cultural tourism activities and

history if conducted in a region must be discussion with Kadie first in the Baruga which was attended by the local government and stakeholders and in the initiate by Parabela if an agreement and collaboration process took place (Interview Head. Bina Destinations and Tourism Services Business of Culture and Tourism Buton District)

Collaborative Governance in the Buton District tourism has become a special attention to the government by placing the tourism as a strategic issues in the medium-term Development Plan Area (RPJMD) year 2013-2017 and in esteem in local regulation No. 2 2015 about tourism development plan 2015-2020 Buton District where the partnership in tourism Buton district covers the partnership between the government agencies in the area of Buton and inter-government institutions outside the Buton District, the partnership between the private sector and the tourism business sector partnership with the individual, community groups, non governmental organizations, and the improvement of the patterns of rural and community empowerment in the field of tourism.

The number of tourists visit foreign countries in the Buton district in 2013 amounted to 17 people, while in 2014 amounted to 68 people. For tourists researchers from foreign tourists in the last five years between the year 2010-2014 totaled 1462 people, with the details on 2010 totaled 235 people, 2011 totaled 218 people, then on 2012 totaled 294 people, 2013 totaled 351 people, and in the year 2014 numbered 509. (Source of Culture and Tourism, Buton District 2015). Based on the data shows that the number of tourists visit late Buton in the last five years although continue to raise each year but not the presentage of the number of tourists visit if in compare with the other areas in Indonesia such as Bali, Yogyakarta, Sumatra area and Papua, each year reached tens of thousands even hundreds of thousands of visitors.

Based on the results of the initial observation done there are a few things to be a problem in the development of pariwisataadi Buton District, among others weak integrated promotion between the government, the community and the stakeholders involved. Not also intersectoral coordination between institutions of local government, between local government and other local government, the community and with stakeholders in the field of tourism. Still Low community participation of the private sector and other stakeholders in the development of the tourism. As an example of the arrangement of some of the policy has yet to involve stakeholders and communities optimally. This can be seen still many communities and stakeholders have not yet understand the vision and mission of the tourism development in the district of Buton and lack of access to the information about the development of human resources capacity, the use of the tourism budget. This can be seen in the Buton District tourism website data that has not been preparing information related to it as complete and accurate.

Based on the background and the core problem in this research is how the model of Collaborative Governance is applied Buton district government in the development of the tourism, which includes the natural tourism management, cultural tourism tour history who became commodities and spread in almost all districts of Buton. Because of these problems then the purpose of this research is to know and analyze the implementation of the model of Collaborative Governance in the development of tourism in Buton District. Explain the cause not optimalnya tourism performance after the implementation of the model of Collaborative Governance and find an effective Governance Collaborative model that can be applied in the Buton District in the development of the tourism.

RESEARCH METHODS

In the process of the research used in this writing is deductive approach. This approach is used because this research went from a number of the concept of the theory and the model of Collaborative Governance that developed during this, then reduced in a number of research questions, the focus of the research and conceptual framework. This is in accordance with the opinion of Creswell (2010:98) which stated that the placement of the theory in qualitative research can appear in early and can be modified or adjusted in such a way based on the view of the participant. The type of research is case study research with explanatory types. Data collection techniques used in this research, namely; interviews, participant observation and documentation. Data analysis using the model of the interaction analysis of Miles and Huberman that consists of three sub process that interconnected namely: data reduction, presentation of data and conclusions or verification. The study was conducted in several stages namely orientation, exploration, member check and compilation. The question that needs to be completed on this research as follows:

1. How the implementation of Collaborative Governance in the development of tourism in Buton District?
2. How effective Governance Collaborative model is applied in the Buton District in the development of the tourism?

RESULTS AND DISCUSSION

The implementation of Collaborative Governance through Institutional Design Buton District Tourism

Institutional aspects of tourism is covers the unity of the elements and its network developed by organized, covers the central government, regional government and the private sector, associations, non-governmental organizations, indigenous institutions and the general public. While institutional elements of tourism is the components that run institutional function of tourism include human resources, regulation and operational mechanism that integrates produce changes toward realizing the purpose of in the field of tourism. (local regulation No. 2 2015 on CBM RIPDA Buton District).

Based on the model of Collaborative Governance Ansel & Gash, (2008) on the dimensions of institutional design covers (a) participation, (b) limited forum, (c) the basic rules of supporters of collaboration, and (d), transparent.

The results of the interview shows that tourism development activities carried out in the districts of Buton first through mutual agreement between the government and the community this community in represent by those who knows and competence in the matter of indigenous peoples and cultures in this indigenous institutions (*Means Kadie*).

Review of the history of the Buton District is part of the region from the deforested Buton Sultanate. The region Buton Sultanate it consist of 4 *Barata* and 72 *Kadie*. *Barata* is the territory assigned to the autonomous rights widely by central government (Sultanate), while *Kadie* is a region which is directly under the authority of the central government (Sultanate). *Kadie* previously numbered 72 active now remaining live 21 active *kadie* who led by a *Parabela* as a means of *Kadie* (indigenous institutions) (Rahman, 2005). In the Buton District alone there are 11 *Kadie* and all *Kadie* is active until now run role and function control the social life of culture and tradition in generations since the days of the Sultanate Buton (Buton District Tourism Source, 2015 and the results of the interview with head Bina

Culture and Tourism Buton District). No exception cultural tourism activities and history if conducted in a region must be discussion Kadie first in the *Baruga* (meeting place) which was attended by local government and stakeholders and in facilitation by a *Parabela* if an agreement and collaboration process took place (Interview Head. Bina Destinations and Tourism Services Business of Culture and Tourism Buton District).

The existence of customary institutions in the district of Buton is very important position because they always to preserve the culture of the ritual or rites of indigenous peoples that very sacred. *Parabela* along with the device is always working with religious leaders and the government and pray for the safety and welfare of the community both physically and mentally in each region that they lead.

Indigenous institutions is well respected and appreciated in running its role not only in the conduct of the ritual of indigenous peoples, but indigenous institutions with the government has a responsibility toward the social life includes the welfare of the social life salvation or in the settlement of the problems that appear in the middle of the community. Indigenous institutions is a partner of the government which also contributed and control the development process and the development of social values of life that developed in the middle of the community especially in the preservation of cultural indigenous peoples by successive.

Based on the results of the interview appears that share the understanding in collaboration very affect results that will be achieved. In the case of tourism development collaboration in Buton district not all collaboration actors have the same understanding about the development of culture, often happens ineffectiveness huge disagreements among the participants collaboration especially indigenous leaders often stuck to the problem of the prohibitions that contains elements of the *pamali*, but the differences are not preventing the collaboration process because both elements of the government and the people to seek the solution of problems faced by them.

Meanwhile in running the role of customary institutions very careful especially in this act and take a decision because it requires the study and in-depth discussion because the trust of the community Buton that every decision taken by the indigenous institutions through *Parabela* will always will have an impact on the daily life of society for example sustenance, health and safety. Based on interview results it can be concluded that the forum formed in order to the development of cultural tourism and history in the district of Buton is actually already formed since long, established by successive and based on the culture. This Forum consists of the community, indigenous leader (*Parabela* and Your Mosque), and the government. Indigenous leader (*Parabela*) have a role in the reign of indigenous peoples, generally *Parabela* highly respected they treated very special even very deeply rooted in the community because they raised by indigenous peoples and in accordance with traditional norms.

There is the involvement of the private sector in the development of cultural tourism but the role of the private sector is not more than the role of the technical support provided by the government and then run by private parties, in other words is the role of the private sector as a supporter of the role of the government in this forum. The role of the private sector is described in the bylaws Buton District No. 2. The year 2015 about Regional Tourism Development Plan 2015-2020 year that the direction of the regional tourism industry development policy is to include and open the most opportunities for the community to

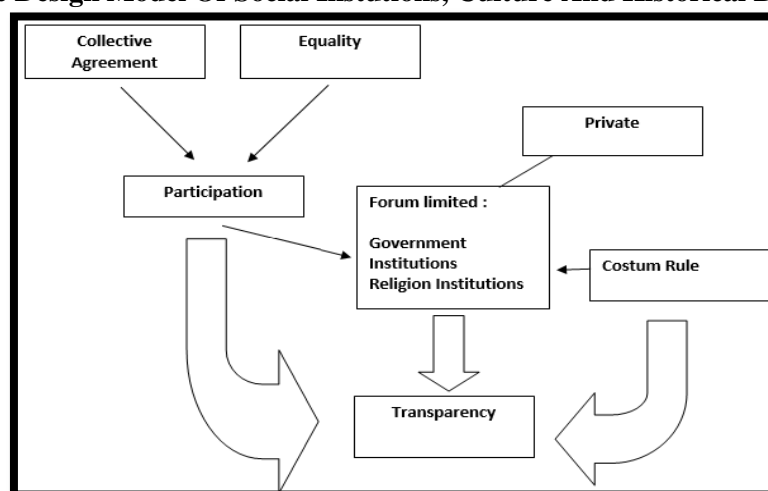
participate in the development of sustainable regional tourism industry based on investment and the local content with the unifying elements and its network developed by organized, covers the Central Government, Regional Government and the private sector, associations, non-governmental organizations, indigenous institutions and the general public.

Most of the government has actually do cooperation with various parties, but most of the cooperation that was built is still conventional wisdom (non-partnership), which is limited in cooperation between the government as owner of the work with private institutions as a vendor or contractor. This cooperation is not more than the transaction of buying and selling of goods and services between the government as the principal and the private sector as the agent. The position between the two is not equal to the government as the principal has the authority to select the appropriate agent with the criteria that belonged to implement the work.

The cooperation is likely to be short term with the intensity of the relationship is limited as regulated in the contract. The benefit of the cooperation is calculated as compensation or achievement and risk covered by each party. The cooperation is built does not involve the resources of the agent, no merger resources. If seen from the pattern of cooperation appears to have been no partnership between the government and non-government, but actually there are not (Dwiyanto et al, 2002). The government should better understand the cooperation as a partnership between the government and the private sector and the community of each party is attempting to do the alliance, Coordinate ideas, unification of purpose, strategies and activities in order to achieve a common goal. However each still has the authority to take decisions independently.

Based on the results of the interview illustrated that there is transparency in collaboration the development of cultural tourism and history in the district of Buton. Transparency is built on the basis of the freedom to obtain information. The information related to the interests of the whole community that directly can be obtained by those in need. The openness of the government in making policy tourism development in order to be known and monitored by the community through the Parliament and the community so that in the end will create mutual trust between local government and the community. Based on the findings of the above then the model of institutional design in the development of cultural tourism and history in the Buton District can be described as follows:

Picture 1: The Design Model Of Social Instutions, Culture And Historical District Of Buton



Source : empirical fact

Collaboration relationship that occurs between the government, private sector and community based on the results of the interview and observation above, obtained) that in institutional desaind was still dominated by the government and the community in this *Parabela*. The role of the private sector is still very small under the shadow of the government in other words that the private sector role in carrying out the role of the technical support provided by the government to support the development of cultural tourism and history for example the development of Galampa/Baruga (meeting place), the making of the road infrastructure to facilitate toward the site of the historic site, implementation of cultural events and etc. Not yet to be sponsor in tourism promotion of culture and history or formed travel agency, etc.

The process of collaboration in the development of Cultural Tourism and history in Buton district

In the cycle of collaboration process required good communication to perform *negosiasi* in reach agreement (face to face dialog). Communication is an important media in the formation and personal development for social contexts. Through communication we grow and learn, find our personal and others, negotiate hate and etc. The negotiations have the potential for conflict began the beginning until the end of the talks to is required an agreement that can meet customer satisfaction of all parties to the elements of the cooperation, includes actions that are done when communicate, cooperation, or influence others to cooperate.

Based on the results of the interview negotiations in order to create an agreement is needed in collaboration it in order to avoid conflicts that may happen, effective communication and mutual respect for the role of each of the large capital to achieve the desired objective or agreed. Good communication will also generate a conducive condition. Because effective communication will be easy to wake up the trust and commitment as well as the memorandum of understanding between the collaboration actors.

Based on the results of the interview can be described that build trust and commitment is very affect the level of collaboration success. Because the partnership in collaboration can be defined as the interaction between the commitment and trust of actors based on the idea that the actors will not be able to stand on its own without the support from other actors. The commitment will only be achieved by accommodating the interests of all parties, and constituted a strong commitment and long term relationships that continue to be built. For example actors must comply with the results of consultation as a form of commitment even though the decision requires that joined with the actors different views. Then, this commitment requires the belief that the responsibility of each of the actors can be run well. In this context, the commitment to the process is a consequence of the involvement of each of the members in the forum tourism development collaboration and cause the extraordinarily requires that the parties are committed to follow the collaboration process in accordance with what has been determined.

Collaboration between the government, private sector and community based on the results of the interview and observation, obtained) that in the collaboration process assign strategic planning cultural tourism development and the history of the Buton District is only done by the government itself without involving the community in this *Parabela* although known with that very strong *parabela* role in preserving the culture and history. The role of *parabela* visible at the time of the implementation of the technical development of cultural tourism and history, on when this is happening dialog face-to-face (face to face dialog and mutual understanding about the culture and history to the establishment and commitment

between *Parabela* trust and the government, so that wakes up the taste of interdependence between the government and *Parabela*.

While the role of the private sector is still konfensional in other words that the private sector role in carrying out the role of the technical support provided by the government to support the development of cultural tourism and history for example the development of Galampa/Baruga (meeting place), the making of the road infrastructure to facilitate toward the site of the historic site, implementation of cultural events and etc. Not yet to be sponsor in tourism promotion of culture and history or formed travel agency, etc.

The Model of Collaborative Governance in the development of Cultural Tourism and the History of the Buton District

Theoretically collaborative governance also managed by a cooperation agency, is a cooperation agency to conduct a forum of cooperation among its members is the representative trusted to do cooperation. The object of the cooperation includes all affairs which became the responsibility of the respective autonomous region, regional assets and potential areas and public service provision. The emphasis is that the forum is officially organized and meeting regularly, which consists of public institutions, private companies, non-state, this includes the general community that is directly involved in the decision making (not only consult), (Ansell & Gash, 2008).

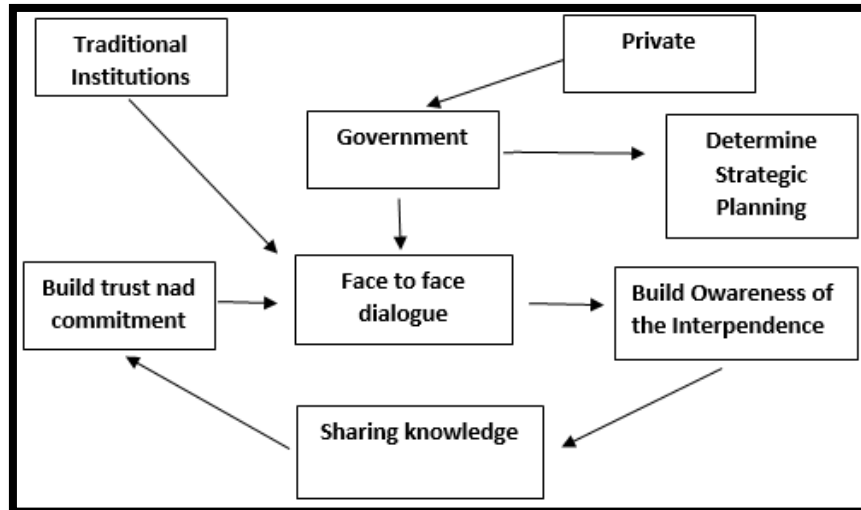
In the preservation of the culture and history of the district of Buton is a forum formed naturally between the government of the private sector and the community. This forum is formed naturally from the discussions that built in implementing the tourism development program. In addition in the middle of the community has also formed a forum of indigenous peoples in order to run the customs procedures by successive in order to preserve and develop the potential of tourism culture and history but legally formal this forum has not been officially.

The forum was formed in order to the development of cultural tourism and history in the district of Buton is actually already formed since long, established by successive and based on the culture. This Forum (1). The government (local government, sub-district and village governments/kelurahan). (2). The government indigenous peoples (*Parabela* and device). (3). The government of religion (The Imam and the device). There is the role of the private sector but not part of the forum. Private Sector role in carrying out the roles given by the government to support the development of cultural tourism and history., generally *Parabela* highly respected they treated very special even very deeply rooted in the community because they raised by indigenous peoples and in accordance with traditional norms.

The involvement of the private sector in the development of cultural tourism is not more than the role of the technical support provided by the government and then run by private parties, in other words is the role of the private sector as a supporter of the role of the government in this forum. The role of the private sector is described in the bylaws Buton District No. 2. The year 2015 about Regional Tourism Development Plan 2015-2020 year that the direction of the regional tourism industry development policy is to include and open the most opportunities for the community to participate in the development of sustainable regional tourism industry based on investment and the local content with the unifying elements and its network developed by organized, covers the Central Government, Regional Government and

the private sector, associations, non-governmental organizations, indigenous institutions and the general public. The Model Of Collaboration Process Of Destination Development, Culture And Historical District Of Buton can be described as follows:

Picture 2: The Model Of Collaboration Process Of Destination Development, Culture And Historical District Of Buton



Source: Empirical Fact

The collaboration was built is still conventional wisdom (non-partnership), which is limited in cooperation between the government as owner of the work with private institutions as a vendor or contractor. This cooperation is not more than the transaction of buying and selling of goods and services between the government as the principal and the private sector as the agent. The position between the two is not equal to the government as the principal has the authority to select the appropriate agent with the criteria that belonged to implement the work. The government should better understand the cooperation as a partnership between the government and the private sector and the community of each party is attempting to do the alliance, Coordinate ideas, unification of purpose, strategies and activities in order to achieve a common goal. However each still has the authority to take decisions independently.

In the Collaborative Governance cultural tourism development and the history of the buton district in addition to debugging such on local regulation No. 2 2015, about Regional Tourism Master Plan (RIPDA) this collaboration is also walk based on the rules and procedures for indigenous peoples. But the rules of the game is not made legally formal requirement or in writing. But the rules made orally and bersarkan customary rules that developed in the community Buton in general.

The rules of indigenous peoples include anyone involved in the activities, how to implement the activities of indigenous peoples, when pelaksanaan, how the procession of indigenous peoples done, how big *Pasali* (remuneration) received, how the position of the seats guests and the master of the house in this direction of indigenous peoples and the government, etc. All were determined based on the rules of indigenous peoples.

In the variable collaboration process, the rotating cycle in maintaining the integrity of the collaboration starts from the face to face dialogue, until on building trust and commitment needed announcement of strategic planning must be done together with involve the private sector and the role of indigenous institutions in this *Parabela* because *Parabela* is driving

actors collaboration between the government and the community in the development of cultural tourism and history in the district of Buton. In addition indigenous institutions is well respected and appreciated not only in carrying out the ritual of indigenous peoples, but indigenous institutions with the government is responsible for the welfare of the people of the salvation of life or in the community problems penyelesaian appears in the middle of the community. Indigenous institutions are a partner of the government which also contributed in the development process and the welfare of the people especially in the preservation of cultural indigenous peoples by successive.

CONCLUSION

Collaborative Governance in the Buton District in cultural development, tourism and history is determined by the actors. The actors referred to here is the Government (of culture and tourism, sub-district head, village/village government),/indigenous customary institutions and the private sector. The actors very determine Collaborative Governance this can walk or not. The role of the actors too as collateral for the ongoing collaboration get full support or not. The role of aktorlah that determine whether successfully built collaboration in the development of cultural tourism and history in the district of Buton. Collaborative Governance in the development of cultural tourism and history in the Buton district has not been running optimally because the balance of the role in collaboration not too look, lack of the role of the private sector in collaboration impressed only as a complement of the private sector has only served as the executors activities. The relationship between the actors in Collaborative Governance has not been established with good. often occurs in collaboration between the participants huge disagreements especially indigenous leaders often stuck to the problem of the prohibitions that contains elements of the *pamali*. Collaborative Governance embodied in the development of cultural tourism and history in the district of Buton namely model that shows the characteristics of the strength of the leadership of the facilitative model (Facilitative Leadership) who played brilliantly by *Parabela* in mediating the process of collaboration and spearhead preservation of indigenous peoples and cultures Buton. Besides this collaboration walk with the rules of indigenous peoples.

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