COLLABORATIVE GOVERNANCE FOR RURAL DEVELOPMENT: AN ANALYSIS OF TOURISM VILLAGE IN INDONESIA (CASE STUDY: CODE COKRODININGRATAN VILLAGE)

Angga MISBAHUDDIN[1] and Somsak SRISONTISUK[2]
    1 Graduate School, Khon Kaen University, Thailand; angga.m@kkumail.com
    2 Faculty of Humanities and Social Sciences, Khon Kaen University, Thailand; Corresponding Author: somsri4@kku.ac.th

ABSTRACT
This research aims to provide an in-depth understanding of how collaborative the government effectively implements governance in the development of a Tourism Village. The specific case study focuses on the Code Cokrodiningratan Tourism Village. To achieve this, a qualitative approach with a descriptive analysis method was employed, utilizing both secondary and primary data sources. The research sample consisted of 12 individuals and 5 organizations closely involved in this collaborative effort. The study's findings shed light on several key aspects. Firstly, it was observed that the initial conditions laid out by the collaborating parties have been diligently executed. However, there exists some aspect for improvement, particularly in maximizing human resource indicators among all collaborating parties. Secondly, it the challenges conventional notion of government-centric leadership in collaborative governance, as per Ansell and Gash's theory. Surprisingly, the leadership role has shifted from the government to the community, notably the Pemerti Kali Code Community, which has taken the lead. Thirdly, the institutional design aspect of the collaborative governance process has been fairly well implemented among the three parties involved. Transparency in the process and active participation have been notable strengths. Lastly, in terms of the collaboration process, which serves as the primary indicator, there is a noticeable commitment to the dialogue process. Face-to-face discussions have played a pivotal role in fostering trust and nurturing a shared understanding among all parties involved.
Keywords: Rural Development, Village Tourism, Collaborative Governance, Code Cokrodningratan, Indonesia

INTRODUCTION

Indonesia is a country that has enormous tourism potential with its differences and diversity. According to Statistik data (BPS, 2010; Pitoyo & Triwahyudi, 2018) that the number of tribes and cultures in Indonesia is around, 1,340 ethnic groups spread over 17,508 islands from Sabang to Merauke. It is not impossible that seeing this potential, Indonesia can utilize it to become an economic source for society and the state. The dominance of natural tourism in Indonesia is also supported by survey results from PegiPegi, where throughout 2019 it was found that 78% of tourists chose nature tourism as the destination they wanted to visit. Ecotourism itself is a dominating tourism category, this is shown by how 45% of foreign tourists are interested in ecotourism compared to other tourism categories (Sathya, 2019). On another hand based on data from the Ministry of Tourism and Creative Economy, the total number of tourist villages in Indonesia is 4,674, with the Special Region of Yogyakarta being one of the provinces with the highest number of tourist villages (Kemenparekraf, 2023). The village itself has also become one of the bases of ecotourism (Poudel & Joshi, 2020).

Tourism is seen as a key part in the growth and development of regions, as it brings a range of economic benefits including job creation, business expansion, and increased income (Lemy et al., 2019) and particularly important to national development and has been chosen as a way to promote sustainable growth (Wondirad et al., 2020). Ecotourism, a particular kind of tourism, has been created to reduce damage to the environment and preserve sensitive areas (Aryal et al., 2019). In Indonesia, ecotourism is considered a form of sustainable tourism as outlined in Permendagri Number 33 of 2009. It involves educating tourists, contributing to conservation efforts, and enhancing local livelihoods. In the future, ecotourism is expected to help alleviate the challenges faced by developing countries like Indonesia and create employment opportunities (Lasso & Dahles, 2023) and provide many positive benefits to the community economically and socially (Syamsi & Lee, 2021).

Yogyakarta is one of the areas in Indonesia that has a high number of tourist visits from both local and foreign tourists (Wijayanti & Damanik, 2019). This can be seen from the statistics on the number of tourist arrivals in the last 5 years, where there was an increase in 2018-2019 but in 2020 and 2021 decreased due to the Covid-19 pandemic, then in early 2022 or more precisely in January-July 2022 the number Tourism has increased rapidly again and has even reached 3.9 million tourists (Humas DIY, 2023). If we see at these prospects, it is not impossible that there will be 7 to 8 million visitors by the end of 2023. One of the contributors to a large number of tourist visits in Yogyakarta is the tourism village. The various tourism villages in Yogyakarta, one of the interesting tourism villages carry the theme of ecotourism by educating tourists, especially school students, to protect the environment, especially in protecting the river ecosystem and its water resources.

In the tourism industry, the implementation of an equitable and efficient collaborative governance approach can aid in promoting entrepreneurship that has a beneficial impact on the socioeconomic development of struggling rural and suburban communities (Siakwah et al., 2020). Berliandaldo and Fasa (2022) argue that sharing ideas between stakeholders who have different interests and then including the interests of local communities in the tourism planning process will result in more sustainable policies because there is strong participation in them. A study by Hung et al. (2011) found that there is a strong correlation between the level of community involvement in tourism activities and the availability of opportunities for community involvement, as well as the level of awareness and knowledge regarding participation in development (Iriani, 2019). Community-based activities that involve outsiders who are able to assist in the tourism development process are an important aspect of the success of tourism development (Lo & Janta, 2020).

One of the important points of the survival of Code Cokrodiningratan is a collaboration between stakeholders. Collaboration, which is marked by cooperation across boundaries,

horizontal networks, and the creation of public value, has progressively emerged as the prevailing model in public administration (Zhang et al., 2022), presents a discourse on whether the traditional rules-based government is capable of providing solutions to contemporary society. The concept of collaborative governance has many theoretical views when applied to tourism (Keyim, 2018). This suggests that communities are more effective in developing solutions (Grobler & de Villiers, 2017), in line with the ideas of (Ryan & Robinson, 1990; Dadi, 2021) who believed that communities can educate, improve skills, and empower.

It is crucial to understand the method of working together in governing and involving the community. According to (Ansell & Gash, 2008) outline the gradual development of collaboration and shed light on how changes in collaboration and management strategies happen as a result of adaptations made. Therefore, the objective of this research is to study how the Code Cokrodiningratan Village has developed in its current state, which was established through the actions of collaborative governance.

LITERATURE REVIEWS
Collaborative Governance Concept

Collaborative governance is a crucial area of study within the field of governance. Due to the complexities and challenges faced by governments, it is necessary to have a concept that allows for the involvement of multiple parties in the administration of government. According to (Ansell & Gash, 2008), the idea of collaborative governance arose from the failures of traditional governance methods such as program implementation failures and politicization of policies due to the domination of one actor. (Sylvestre et al., 2018) also stressed the importance of collaborations between individuals and groups to address challenges with limited resources. There are two main drivers for the implementation of collaborative governance: the presence of wicked problems and a shift in focus from government to governance (Bianchi et al., 2021). Bodin (2017) explains that the advent of Collaborative Governance stems from a change in emphasis from government to governance. On the one hand, the existence of collaborative governance can be a double-edged sword if it does not go through the right process (Vihma & Toikka, 2021), according to (Misbahuddin, 2021) collaborative governance which is not through the consensus of all stakeholders will result in failed collaboration outcomes.

Governance is described as self-organizing, inter-organizational networks that work in conjunction with markets and hierarchies as systems for distributing resources, power, exercising control and coordination (Gjaltema et al., 2020). Collaborative governance arises from local circumstances that require collaboration to tackle emerging societal issues (Torfing, 2019). To effectively address these issues, good communication between the involved actors is crucial to avoid distrust, loss of respect, imbalances between interest groups, and conflicts (Droogendyk et al., 2016). In addition to local conditions, the collaborative policy process also considers the influence of institutional and leadership design variables.
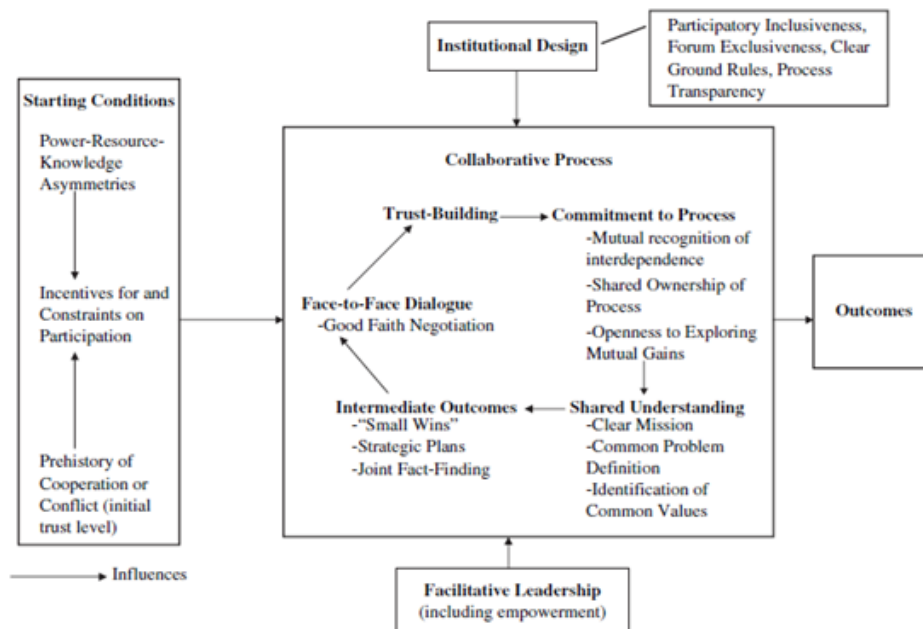
Figure 1 Model Collaborative Governance
Source: Ansell and Gash (2008)

a) Starting Condition: This marks the inception of the process, driven by a shared vision, objectives, and the anticipated benefits of collaboration.

b) Facilitative Leadership: Leadership is pivotal, uniting all parties through support, empowerment, and engagement, especially assisting weaker participants.

c) Institutional Design: This involves creating an open discussion forum for all members, guided by clear references.

d) Collaborative Process: Comprising interconnected phases, including issue regulation, goal setting, and execution. Face-to-face communication fosters trust and shared commitment, ensuring mutual understanding and responsibility.

e) Intermediate Outcomes: These are tangible results or attainable outputs reflecting collaboration's success. Achieved through clear goals and "small wins," they showcase the benefits. Detailed explanations of this model will be provided in the Results section by the researcher.

RESEARCH METHODOLOGY

This study is a qualitative approach with a case study design. The data collected from the case study can be analyzed to develop theories. Data collection for the qualitative research is carried out through interviews, observations, documentation, and archival sources. In this study, the researcher will highlight the unique aspects of the research, including first the research area is located in the rural areas of the Special Region of Yogyakarta Province, providing a unique perspective different from other districts or regions. Second, the development of an ecotourism village-based collaborative governance. This study utilizes descriptive research with primary and secondary data. The researcher collected data from a sample of 12 individuals, classified into 6 tourist visitors and 6 local residents who have been residing in the Tourism Village. Additionally, data were collected from 5 organizations playing roles in the collaborative governance process, namely the Tourism Office Yogyakarta, the Pemerti Kali Code Community, CSR of Bank BRI, the Tourism Awareness Group, and the Code Cokrodiningratan Youth Group.

RESEARCH RESULTS
The Involvement of Each Actor in the Collaborative Governance Process
In the development of the Code Cokrodiningratan as a tourism village, there is collaborative governance between three parties, namely the Tourism Office Yogyakarta, CSR of Bank BRI, and Pemerti Kali Code Community. Code Cokrodiningratan is one of the tourism villages which was just established in 2020. The village which is located in Jetisharjo Village, Cokrodiningratan, Jetis, Yogyakarta City has become one of the new icons in code tourism which is located on the outskirts of the code river Yogyakarta.

Table 1 The Roles of Collaborating Stakeholders

No	Stakeholders	Roles
1.	Tourism Office Yogyakarta	Land procurement for public use and human resources training.
2.	CSR Bank BRI	Funding and planning for the development of supporting facilities
3.	Pemerti Kali Code Community	Overseeing the development and providing recommendations

Source: Organized by researchers (2023)

Based on the table above, it can be seen that each party has a role in the implementation of the Code Cokrodiningratan Tourism Village. The role of the Tourism Office Yogyakarta is to acquire land if the land is not owned by the government. However, in this case, the available land belongs to two parties, namely the Yogyakarta Provincial Government. Therefore, the Tourism Office Yogyakarta applies for the transfer of land ownership from individual residents who live there, which needs to be purchased first to become government-owned land. After the land ownership is transferred to the government, the land will be opened for public use by the community. Subsequently, once the land is available for use as part of the tourism village, CSR from Bank BRI will allocate funds after conducting a site survey in collaboration with the proactive Pemerti Kali Code Community. They will then undertake development planning, including the selection of construction and the design of facilities to be built.

Collaborative Governance Process in the Development of Code Cokrodiningratan Tourism Village
In the process of collaborative governance involving the three stakeholders, the author obtained information based on the 5 indicators in the collaborative governance process according to Ansell and Gash. This was done to understand how each process is interconnected and ultimately has a positive impact on the development of the tourism village, in this case, Code Cokrodiningratan.

a) Starting Condition
The initial conditions, encompassing resources, shared vision, mission, goals, and benefits, significantly influence the collaborating parties. These initial conditions serve as the starting point for subsequent collaboration efforts. According to Harmawan (2017) at the initial stage of stakeholder engagement, actors often possess distinct backgrounds and urgencies, potentially leading to an asymmetric network framework in their relationships. With the government's involvement in the development of this tourism village, there is a notable enhancement in public trust, not only in the relevant institutions but also in the government at large. Furthermore, collaboration becomes more effectively coordinated, and the government's efforts to enhance community welfare through tourism become more focused.
"Actually, with various stakeholders working together to develop this tourism village, it greatly aids us because we continually strive to uplift the potential of tourism villages in Yogyakarta.

Our hope is that they become self-sufficient and generate economic benefits for the community." (Tourism Office, TS)

Clearly, collaboration plays a pivotal role in assisting the government in advancing the development of tourism villages in Yogyakarta. This collaborative approach not only addresses the inherent limitations within the government's scope but also fosters greater openness for participation among the involved stakeholders.

b) Facilitative Leadership

An essential aspect of facilitative leadership is the endeavor to empower specific elements. Facilitative leadership can bridge the interests of various stakeholders through their commitment to communication and dialogue, while also adhering to applicable procedures. In the development of Code Cokrodiningratan Tourism Village. In this context, both parties from CSR Bank BRI and Pemerti Kali Code Community are involved in the development of facilities and assistance for Code Cokrodiningratan Tourism Village.

"The important role is very visible from the BRI side and also from us as the beneficiary parties, if from the BRI side there is Mr. Agung Yugopratama who served as Deputy Regional Leader of BRI Yogyakarta, then if I myself represent the Pemerti Kali Code Community as well as the local community." (Pemerti Kali Code Community, TP)

Pemerti Kali Code Community is a party that demonstrates effective leadership in guiding the development of Code Cokrodningratan Tourism Village. They initiated the construction of facilities, communicated directly with the funding provider, CSR Bank BRI, and coordinated with the Tourism Office of Yogyakarta regarding the monitoring of progress and the inauguration of the development upon completion.

c) Institutional Design

Institutional Design pertains to fundamental procedures and rules within collaboration, encompassing procedural legal collaboration processes, process transparency, participant inclusion, and forum exclusivity. An essential point within institutional design is the presence of a regulatory function, where the government simultaneously performs regulatory and implementation functions (Majone, 1999). The collaborative process, in providing green open space through collaborative governance (studied in Taman Robin), must possess strong participation from various parties and clearly defined basic rules governing every collaboration process conducted. Broad participation isn't just about attendance but must also involve active engagement. Participation lies at the core of the legitimacy of the collaborative process, offering stakeholders the opportunity to discuss policy outcomes and claims that these outcomes are consensus-based.

However, when looking at the institutional design of the Collaborative Governance process, the focus should be on three aspects: participant inclusivity, forum effectiveness, basic rules, and process transparency.

"The three parties, namely us from the Pemerti Kali Code Community, CSR Bank BRI, and the Tourism Office of Yogyakarta, all have played roles and collaborated, but tendencies related to existing interests greatly influence the participation of involved parties." (Code Cokrodiningratan Youth Group, M)

Additionally, it is evident that CSR Bank BRI makes an effort to ensure transparency in processes. This is a necessity because, as a private sector entity, Bank BRI must channel its CSR funds to the appropriate sectors and provide maximum benefits to the community. Furthermore, transparency goes beyond funding aspects and includes how Bank BRI conducts consultations with the local community to identify additional needs regarding the distribution of CSR funds.

d) Collaborative Process

In the collaborative process stage, it is essential to ensure that collaboration is effectively carried out by various parties. In this process, four crucial elements come into play, namely

face-to-face dialogue, trust building, commitment to the process, and sharing of understanding, which have been undertaken by the collaborating parties. Regarding the face-to-face dialogue conducted by various stakeholders, it took place when the agreement to develop various tourism village facilities, starting from the gateways to public green spaces, began. However, at this stage, the initial agreement occurred between the two parties, namely the Pemerti Kali Code Community and CSR Bank BRI.
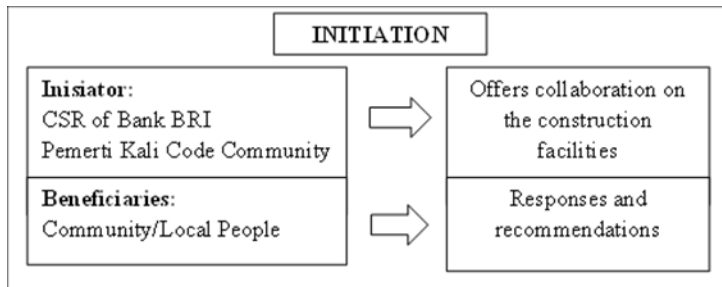

Figure 2 Initiation Scheme
Source: Authors Analysis (2023)

Following the face-to-face dialogue, the subsequent phase involves collaboration actors establishing trust among themselves through active engagement, which is a prerequisite for commencing the governance process. In the collaborative process, it is imperative for the involved parties (Nonet et al., 2022), which include the Tourism Office Yogyakarta, Pemerti Kali Code Community, and CSR Bank BRI, to cultivate a robust interrelationship and mutual trust. This is grounded in a common vision shared among stakeholders, enabling each element to contribute effectively.
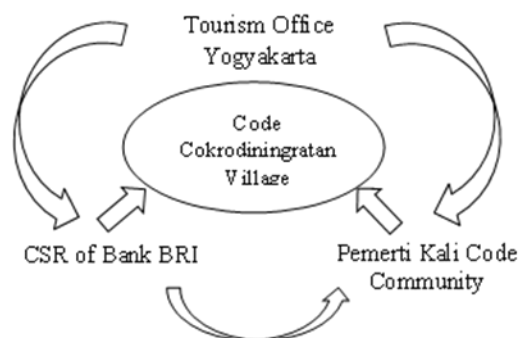

Figure 3 Collaborative Process
Source: Authors Analysis (2023)

In the collaborative process, the Tourism Office Yogyakarta serves as a supporting entity for two key stakeholders, namely the Pemerti Kali Code Community and CSR Bank BRI. CSR Bank BRI is actively engaged in the formulation of development facilities and other forms of support to the Code Cokrodiningratan Village through the intermediary of the Pemerti Kali Code Community. Consequently, both parties play significant roles in contributing to the development of Code Cokrodningratan Village.
"The presence of Bank BRI in the development of Code Cokrodiningratan Village has made it clear that we are committed, not only through the construction of village within it but also to other developments, particularly in terms of the environment." (CSR Bank BRI, RIL)
In their collaborative process, all three stakeholders understand each other's limitations and contributions, thus avoiding imbalances between parties. For instance, when it comes to funding for community facility maintenance, the community is well aware of the government's

limitations through the Tourism Office Yogyakarta. Nevertheless, they continue to seek funding through economic activities within the village. Due to these limitations, the Tourism Office Yogyakarta provides periodic training as part of their contribution to the development of Code Cokrodiningratan Village.

e) Outcomes

The outcomes achieved through this collaboration include the establishment of various facilities within Code Cokrodiningratan Village. These range from gateways, parks, public toilets, sanitation facilities, ornamental plants, to various amenities supporting tourists. Additionally, the community has developed stronger bonds and a collective commitment to further enhance the village. This is evident through various community service activities, culinary festivals, and events commemorating significant Indonesian holidays that attract large audiences.

Figure 4 Facilities of Code Cokrodiningratan Village
Source: Authors Documentation and Village Archive (2023)

"We are becoming more united in developing this village into a tourist destination. The community's awareness of preserving the surrounding environment, especially the Code River, has also improved." (Villager, S)

It is evident that the supporting facilities built through collaboration among stakeholders still appear to be in good condition (see Figure 4), although some facilities are beginning to show signs of aging and require replacement. However, up to this point, the community continues to make efforts to maintain them, as they remain essential for the tourists visiting the village.

DISCUSSION & CONCLUSION

The importance of a strong initial condition in collaboration cannot be overstated. It has been found that collaborating parties who have executed their initial conditions to the best of their abilities tend to fare better. This aligns with (Fonti et al., 2017) assertion that the success of collaboration often hinges on the readiness and initial commitment of all involved parties. It is crucial to identify that a lack of initial commitment often becomes a barrier to achieving collaboration goals. Therefore, in the Collaborative Governance process carried out by the three stakeholders in developing the Code Cokrodiningratan Village, appropriate steps have been taken, but strengthening the contributions of each human resource is still necessary, as highlighted in (Brinkerhoff, 2002) study, which underscores the importance of developing individual and organizational capacity in a collaborative context. Maintaining and enhancing relevant skills and knowledge in collaboration can yield better and sustainable outcomes.

Regarding leadership as a part of collaboration, the government, as a holder of power, should ideally play a more significant role in the collaboration process. However, what is intriguing in this research is the shift in the leadership role from the government to the community, with

the Pemerti Kali Code Community taking the lead in collaboration. This marks a significant development in the dynamics of collaborative governance, not in line with (Ansell & Gash, 2008) theory, which emphasizes that non-governmental leaders can play a critical role in driving successful collaboration, especially when the government's role is not yet prominent in society. In this context, (Frisk & Bannister, 2017) study highlights how changes in leadership roles like this can lead to more effective innovation and decision-making solutions in collaboration.

In collaborative governance, institutional design becomes crucial, with transparency in the process and active participation as notable strengths. In the collaboration process in Code Cokrodiningratan Village, there is evident transparency and active participation. In (Tyler, 2012) study, highlights how fairly applied rules can promote effective cooperation in managing shared resources. The importance of public involvement in the collaboration process to enhance accountability and trust cannot be overstated. In an environment where stakeholders have greater access to information and a more active role in decision-making, collaboration can become more efficient and effective.

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