

# Governance Model for Inclusive Tourism Village Development in Klungkung Regency

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# Governance Model for Inclusive Tourism Village Development in Klungkung Regency

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**Abstract**— The phenomenon of SDGs provides a significant change in the orientation of development in various sectors. The SDGs explicitly indicate that the priority of tourism development leads to the achievement of inclusive and sustainable development goals. In fact, tourism development only encourages local economic growth and job creation, but is exclusive as a result of structural inequality. This study aims to develop a governance model to realize inclusive tourism development in tourist villages in Klungkung Regency. The research was conducted in several tourist villages in Klungkung Mainland. The research participants were 15 people consisting of Tourism Village Managers, Traditional Village Heads, Service Village Heads, Community Leaders, Government Agencies. The findings in this study conclude that in order for the development of tourism villages to be inclusive, collaborative governance is needed. Collaborative governance includes several important elements, namely: driving factors, leadership characteristics, interactive institutional design, and collaboration processes.

**Keywords**—*inclusive, collaborative governance, village tourism*

## 22 INTRODUCTION

Since the idea of Sustainable Development Goals (SDGs) was introduced in early 2015 by the United Nations (UN) as a new standard in global development, the phenomenon of tourism development has changed significantly. Tourism development is no longer focused on high economic growth, but is managed with the concept of taking sides with environmental conservation, protecting the socio-cultural life of the community, and being accessible to all levels of society [1]. The concept of SDGs explicitly implies that the priority of tourism development leads to the achievement of inclusive and sustainable development goals. Tourism development is sought to support inclusive economic growth through the creation of diverse job opportunities, beneficial for local economic growth, providing opportunities for small-scale businesses, reducing poverty, and strengthening tolerance [2].

In fact, this inclusive issue is often found in tourism development [3] [4]. Many argue that tourism expansion only encourages local economic growth and job creation, but is

exclusive in the ownership structure of tourism resources [5]. Development leads to excesses in the emergence of marginalization of certain groups [6], limited community access in planning, and even injustice found in the distribution of benefits of tourism development [7]. The facts that occur are contrary to the goals of ideal tourism development. Where tourism development is intended to improve socio-economic conditions, involve marginalized communities in tourism production and consumption [8], including equitable distribution of development results [9], tourism development can play a strategic role as an effort to develop the capacity of marginalized communities to participate in development sustainably [10].

Community-based tourism (CBT) which is agreed upon as an approach to tourism development in general in Bali which has the concept of "from-by-for" the community should be able to answer the challenge of inclusiveness in the development of tourist villages. However, the issues that occur are not in line with the concept of CBT. The development of tourism in rural areas is still marked by the low level of community involvement and participation, as well as many problems with the sustainability of the village environment. It is still found that the dominant role of the government and certain actors in development has an impact on marginalization of groups that are weak from a socio-economic perspective. The development process is still colored by the government's distrust of the community's ability so that it closes the community's space to be able to play an active role in development [11].

In developing countries, many such conditions are found as a result of structural inequality. This condition triggers the development of tourism to be exclusive, meaning that tourism only involves certain groups. This can clearly be seen in many cases of tourism development by taking village nature as a tourist destination. Therefore, an integrated approach is needed in the right tourism development governance platform [12]. Essentially, governance for inclusive development means involving all components of stakeholders in the development process. Governance in tourism development must consider the involvement of all marginalized groups and encourage

community participation as the main stakeholders in the development process in tourism villages.

Governance to achieve inclusive and sustainable development requires stakeholder collaboration [13], assistance, support, and community participation [14] [15], as well as the cooperation of all elements of society [16]. Referring to the New Public Management Paradigm, it is explained that realizing inclusive and sustainable development requires an integrated approach, where governance is no longer a government monopoly but is made more plural by involving various actors. Anand and Gash argue that collaborative governance is seen as a response to the failure to implement government policies and the high costs and politicization of development regulations [17]. Therefore, public governance must be changed from bureaucratic governance to collaborative governance [18].

This research was conducted to answer the problem of how the proper governance of tourist villages is so that the development of tourist villages in Klungkung Regency is able to realize inclusive tourism. For this reason, the purpose of this study is to formulate a governance model for tourism village development so that the development of tourist villages in Klungkung Regency can encourage the involvement of stakeholders, especially the entire community in policy making, all communities have access to the development of socio-economic potential without exception, as well as village tourism development, fair in contribution and equitably.

## II. LITERATURE REVIEW

### A. The Concept of Inclusive Tourism Development

The concept of inclusive development emerged as a representation of concerns and aspirations for the "voice and power" of marginalized groups in development. According to UNDP, inclusive development is development that leads to poverty reduction, benefit sharing and participation of marginalized communities in decision making [19]. Inclusiveness is related to accessibility, namely the availability of access to fight barriers, and exceptions due to socio-economic conditions [20]. In contrast to what was conveyed by Baker, that inclusive development is concerned with involving stakeholders in policy making, in utilizing potential and equal contributions [21].

More specifically, it was coined by Scheyvens and Bidulph, namely the definition of the concept of inclusive tourism development, that tourism development is intended for improving socio-economic conditions, involving marginalized communities in tourism production and consumption [8]. The concept of inclusive tourism development is intended as an effort to develop the capacity of marginalized communities to participate in sustainable tourism development [10]. This claim that marginalized people have valuable knowledge and unique skills that can contribute to the sustainable development of destinations. Thus, capacity building must occur prior to their participation.

Observing various opinions about the concept of inclusive development, there are three important components that are of concern, namely: accessibility, community involvement, and empowerment. Accessibility is intended to provide space for marginalized communities as producers and consumers in

tourism development. The community has an active involvement in decision making in planning development. Empowerment is intended as capacity building for marginalized communities to remove barriers and exclusion of underprivileged communities in order to be actively involved in tourism development. Inclusive development encourages all stakeholders to participate, be involved in policy making and use potential, and be empowered to reduce inequalities.

### B. Collaborative governance concept

Collaborative Governance is part of a governance paradigm to address complex issues through collective decision making and implementation. Collaboration involves persistence, contributing to team knowledge, valuing the contributions of others and resolving differences. Collaboration described interpersonal relationships, and interactive processes for the purpose of shared governance [22]. Effective collaboration involves the division of labor with participants who are actively involved as a joint effort [23]. Collaboration is a form of cooperation and community involvement in order to balance interests and strengthen democratic values [24]. Collaboration as an effort to solve a series of problems [25]. Collaboration is the government in collaboration with non-governmental actors and the community, an interactive process to balance interests in achieving common goals.

Collaborative Governance Theory from Donahue explains that for effective and efficient collaboration, the government must work together with non-government stakeholders. In essence, this theory emphasizes efforts to respond to the wishes of stakeholders involved in development. According to Ansell and Gash, that collaborative governance is formal, consensus-oriented, deliberative in decision making [17]. Collaborative governance is a process and structural approach in decision making [25]. Another opinion states that collaborative governance is a process of coordination and collaboration of stakeholders [27] [28].

### C. The relationship of collaborative governance to inclusive development

The findings of several previous studies concluded that to achieve inclusive development, development governance must be collaborative, interactive governance, collaboration between the government, private sector (NGOs) and local communities [29] [30] [8]. Subsequent research found various approaches in collaborative governance to achieve inclusive development. Collaborative governance for inclusive development with a process approach, collaboration and cooperation between government, communities and non-government [28] [31].

The collaborative governance approach includes three elements, namely: institutional design, facilitative leadership, and process. The collaboration process occurs driven by asymmetry of power, resource, and knowledge, as well as distrust or conflict [17]. According to Johnson, et al. Collaborative governance is an approach to the processes and structures of public policy-making and management that engages people constructively [33]. Collaborative governance with a process approach and institutional arrangement [31], balances top-down and bottom-up forces connected to community aspirations (bottom-linked governance). Ansell et al., that collaborative governance is an approach to the process

of building relationships between government and non-government actors [32].

Based on the explanation of several findings from previous research [14] rding the collaborative governance approach in realizing the development of inclusive tourism villages [14] Klungkung Regency, in this study collaborative governance for the development of inclusive tourism villages elaborates the indicators of various approaches that have been found in previous research. The collaborative governance approach in this study in realizing an inclusive tourism village in Klungkung Regency includes process, leadership, and institutional design, and the driving factors of stakeholders as motives for collaborating as antecedents that can affect the effectiveness of the collaboration process. The approach model used in this study refers to the Collaborative Governance Model from Ansell and Gash.

III. MATERIAL AND METHOD

The approach used in this study is a qualitative approach. The research was conducted in seven tourist villages in Klungkung Mainland, namely: Bakas Tourism Village, Aan Tourism Village, Nyalian Tourism Village, Manduang Tourism Village, and Negari Tourism Village. As is known, Klungkung Regency geographically covers the Klungkung Mainland and Klungkung Islands (Nusa Penida, Nusa Lembongan, and Nusa Ceningan) areas. The research location is presented in Figure 1 below.



Figure 1. Research location

The research participants were 15 people consisting of Tourism Village Managers, Traditional Village Heads, Village Head Offices, Community Leaders, Government Agencies (Tourism Office and Village Government Office) in Table 1

TABLE 1 RESEARCH PARTICIPANT

Region	Number of participants
Head of Tourism Village Management Agency	2
Head of Tourism Awareness Group (Pokdarwis)	3
Village Head Offices	3
Traditional Village Heads	2
Community Leaders	3
Head of Tourism Office	1
Head of Village Government Office	1
Total	15

Source: processed data

The research data was collected through in-depth interview related to the applied governance, local government policies in the development of tourist villages, community involvement and participation in the tourism development process, as well as the contribution and distribution of benefits from tourism in their local areas.

IV. RESULT AND DISCUSSION

A. Klungkung Regency Tourism Village Profile

A tourist village is a form of integration between attractions, accommodation and supporting facilities that are presented in a structure of community life that blends with the procedures and traditions of the community that apply to the local area. In general, tourist villages in the Klungkung Mainland Regency offer a variety of cultures, arts, traditional architecture, historical relics based on Hinduism, people's daily lives and nature tourism. The attractions offered to tourists are relatively homogeneous among existing tourist villages.

The accommodations available in tourist villages are mostly integrated with people's houses. The facilities provided are very simple, just like ordinary houses. Supporting facilities are certainly not as complete as tourist destinations in urban areas. Tourism activities are more about displaying the original village life with all the traditions, arts, and indigenous culture of the local community. Thus, the market segment also differs more in targeting European tourists who like the authenticity of rural nature.

B. The process of developing a tourist village in Klungkung Regency

The development of tourist villages in Klungkung Regency without going through an adequate planning process. Most are based on a glimpse of the natural conditions of the village area. Rice fields with terraces owned and other natural potential (cliffs and rivers). The natural potential that is arranged in such a way is considered feasible for tourism development. The tourist village was developed without going through the initial feasibility study process as a destination. In some villages, the development of tourist villages is due to previously developed tourist attractions. This became the basis for the village head, community leaders, and local tourism practitioners to propose that the village be designated as a tourist village.

During the planning process to the determination as a tourist village without the involvement of the wider community. Planning is only carried out by the village government, several figures, and certain community groups who have knowledge and experience in the tourism sector. There is no dialogue with villagers in making tourism village development decisions. Even most of the people do not know and understand that their village is a tourist village. The reason for not involving the community in the development of tourist villages is because of the lack of trust from village leaders and leaders in the knowledge possessed by the village community. Another reason is that community involvement will be carried out when the tourist village has developed well.

Participants in the interview revealed that the dominant tourist village development target is to increase village government income, provide alternative job opportunities for local communities, and reduce the village to other parties. This target shows that the development of tourist villages in

Indonesia is more inclined to village economic growth. Ecological Modernization Theory explains that development that prioritizes economic growth has a negative impact on social [8] and environmental stability, especially with regard to issues of depletion of natural resources, environmental damage, climate change, social protection, food and energy security, and pro-poor development. Development must be oriented towards inclusive growth (economic growth and social growth) [35].

At the operational stage, tourism activities in tourist villages are dominantly carried out by the initiators and certain actors in the community. Access to the utilization of tourism potential is only owned by certain people who have more socio-economic capabilities compared to other village communities. The role of local government is only in capacity building and assistance to managers, infrastructure development, and assisting in promotional activities. On the other hand, the tourism industry with medium and large scale almost does not show a significant role as expected by the government in accordance with the Penta helix Model approach which is used as a reference in national tourism development collaboration.

### C. Analysis of tourism governance in Tourism Villages in Klungkung Regency

Tourism governance in Indonesia adopts the [24] T concept as outlined in the Penta helix Model approach (Regulation of the Minister of Tourism of the Republic of Indonesia No. 14 of 2016). The Penta helix model is a representation of participatory governance in realizing inclusive and sustainable tourism. Collaboration is carried out between five stakeholders, namely academia, the tourism industry [26] (business), the community, the government, and the media. The government in the development of tourism villages is multilevel, from the central government, provincial, district, to village governments. At the village government level, collaboration is also expected to create a synergy between the official [33] village government and the customary village government and the community.

The governance [21] tourism village development in Klungkung Regency based on the results of observations and interviews can be grouped into two types, namely: managed by the Management Agency or Tourism Awareness Group (Model 1) or Model 2 managed by Village Owned Enterprises (BUMDES). Development policies are regulated by the formal government, namely the Regency Tourism Office, Regency Village Government Office, a [7] Village Government Office. Government stakeholders are involved in the development of tourist villages in accordance with the main tasks of each agency. The involvement of customary government does not extend to policy making. Collaboration in governance is informal, only limited to coordination and sometimes runs according to the targets of each stakeholder.

The involvement of academics, media, and tourism business actors will occur if needed by the manager (Village Head). Stakeholder participation in the development of tourist villages in Klungkung Regency has only reached the consultation stage. Meanwhile, local community participation is still at the information level. The governance bureaucratic mechanism is presented in Figure 2 below.

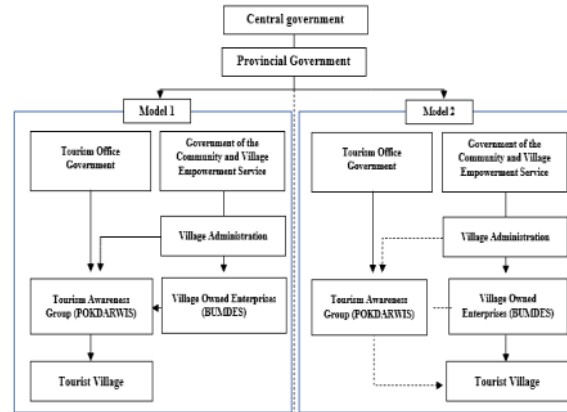


Figure 2. Tourism village governance hierarchy

Referring to Figure 2, the two governance models applied in tourism management in tourist villages in Klungkung Regency do not show the participation of the community and other stakeholders. The role of the government at various levels is still dominant in making tourism [5] village development policies. This governance model has an impact on the low participation of local communities in tourism development in their area. The domination of the government's role in tourism development policy making has an impact on the marginalization of groups and individuals who are socio-economically weak. This gives an indication that tourism management in tourist villages in Klungkung Regency is still exclusive. This condition makes tourism development in tourist villages not in line with the paradigm of inclusive and sustainable global tourism development goals.

### D. Collaborative governance model for inclusive tourism village development

The design of developing an inclusive tourism village governance model in this study refers to the New Public Management Paradigm and Collaborative Governance Theory. The new paradigm of development governance is directed at achieving inclusive and sustainable development. Inclusive development governance requires stakeholder collaboration [13], requires support, and community participation [14] [15]. Therefore, bureaucratic governance must be changed to collaborative governance [18].

Conceptually inclusive development relates to the involvement of stakeholders in policy making, empowerment, access, and equity contributions [19] [20] [21]. Inclusive and sustainable development governance requires stakeholder collaboration [13], requires assistance, support, and community participation [14] [15], so public governance must be changed from bureaucratic governance to collaborative governance [18]. The village community system as an indigenous local can be represented institutionally in the form of a social system based on "kekraman" (meaning unity). This "kekraman" system is represented in the form of a social organization called "Desa Pekraman" or also known as "Desa Adat" [36].

Stakeholders in inclusive development governance can be identified including: Government (Regency Government,

Village Government) and Traditional Village Government (Pekraman Village), Indigenous Peoples, Business Actors, Academics, and Media. Stakeholders are incorporated in formal forums for government initiation for the management of tourist villages. The involvement of indigenous peoples is based on representation through indigenous peoples' deliberations. The role of representatives of indigenous peoples as a connector for the aspirations of the village community.

The collaborative governance model developed in this study is presented in Figure 3 below.

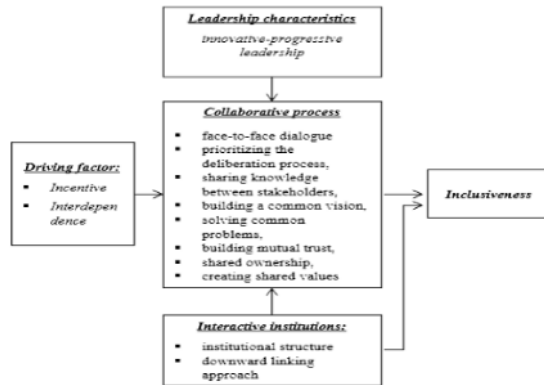


Figure 3. Inclusive Village Tourism Governance Model (IVTGM)

In the context of leadership, through interviews, it is known that the level of community compliance with traditional leadership is higher than formal leadership. Customary rules that become norms of community behavior are very effective in regulating people's lives and become a force in policy implementation, because rules are made through dialogue and deliberation mechanisms. Traditional villages give equal recognition to the community regardless of social-economic status. Therefore, traditional leadership characteristics can be a reference in encouraging an inclusive process with innovative-progressive leadership characteristics. This type of leadership has a paradigm that power is for the benefit of the wider community, opens up space for participation, is transparent and accountable, as well as community representation.

The institutional design applies a bottom-up approach (transformation of traditional governance into interactive). This approach provides space for the community to be able to express themselves and explore their unique ability to add value to the tourist village. This is important for the development of a democratic system and building a sense of community ownership. Thus, community participation will be built to participate in maintaining sustainable development. The community is not only an object of fascination with village traditions and life. Local communities can play a role as the subject of tourism development.

The mechanism of the policy-making process must respect traditions that have been passed down from generation to generation. Decisions are taken through a dialogue mechanism through face-to-face, deliberation processes, so that decisions become joint decisions and become joint responsibility as well. In a collaborative process, it is hoped that knowledge sharing,

building a vision and solving common problems will occur. Processes can build trust among stakeholders, share ownership, and create unique shared values. This is in line with the concept of inclusive development that development provides space for the participation of marginalized communities in decision making [19], providing access to fight barriers, and exceptions due to socioeconomic conditions [20], and in utilizing the potential and equitable contribution. [21].

## V. CONCLUSIONS

The Penta helix model as a tourism village governance approach in Klungkung and Bali Regencies still causes the marginalization of certain community groups. The dominance of the government's role in policy making to close the space for the community to actively participate in development. Local communities in the development of tourist villages are still objects, so they are not in line with the CBT concept. Overcoming the failure of this tourism village governance to realize inclusive tourism, this study develops a governance model referring to the modern management paradigm and collaborative governance theory integrated with the village community system. Components of inclusive tourism village governance include: driving factors, leadership with traditional leadership characteristics, institutional design connected with the interests of local communities, respecting the traditions and culture of local communities, creating spaces for marginal community participation, access to contribute, and utilizing potential resources without exception.

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