



## Governance Synergy in Developing Sustainable Tourism in Pati Regency Indonesia

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### ABSTRACT

This study aims to analyze and to describe (sustainable) tourism development in Pati Regency as well as the roles of each tourism stakeholders within, by using qualitative research method. This research utilized both primary and secondary data. This study found that tourism development in Pati Regency is still in the early stage of development however, it is potential to be further developed toward sustainability, because the basic principles of sustainable tourism are already exist in which tourism stakeholders in are actively participates in the tourism development and coordination among them is present as well. Moreover, through decentralization and participatory development implementation, Pati regency tourism development is in the right direction toward sustainability.

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### 1. Introduction

The global commitment toward sustainable development, as the world community response to the environment issues, has been sounded for several decades. The public's awareness toward sustainable development has brought an impact in the changing pattern of tourism development. As the world sustainable development concept has set a new paradigm in development concept, therefore tourism industries, as one of development driving factor in promoting economic growth has to adapt itself to the new paradigm of sustainability. Tourism as one of biggest industries in the world is not only gives contribution to sustainable development but also brings the challenges as well. This is because tourism industry grows dynamically, and become major economic contribution to many countries and local destinations. Over the past six decades, tourism has continued experienced expansion and diversification, becoming one of the largest and fastest growing economic sector in the world, it contribute 9% of world's total Gross Domestic Product (UNWTO tourism highlight, 2014:2).

World Tourism Organization (UNWTO) has predicted in long term forecast Tourism Toward 2030 that from 2010 to 2013 worldwide tourist arrivals are expected to increase by 3.3% a year reaching 1.8 billions of tourist arrival by 2030. Despite the increasing in tourist arrival over the year, however following the sustainability concept, tourism development's paradigm has been shifted in the last decade from the traditional tourism into responsible sustainable tourism. Traditional tourism like "mass tourism" emphasize the number of visitor in order to gain more benefit, however sort term benefit often outweigh long-term sustainability, the increasing mass tourism potentially causing negative impacts. Continuous growth in tourist visitation number, no longer become the major criteria in tourism development. Careless development in tourism may lead to environment degradation, disrupts local cultures, even drive away economical benefit from communities which is would destroy its attractiveness, and become unsustainable.

Indonesia commitment toward sustainable tourism development implementation had been mandated in Act Number 10 Year 2009, regarding Tourism. Sustainable

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tourism purpose is to preserve environment for the future of Indonesian generation which reflected in the consideration of Act Number 10 Year 2009 regarding Tourism. It is stated that tourism is an integral part of national development, which done systematically, planned, integrated, sustainable and responsible, by giving protection to religion value, society culture, preservation and quality of environment also national importance. As sustainability must encompass the natural environment, socio-cultural and economic, it should bring implication in government tourism policy so that tourism destination development must be based on sustainability, social and economic benefits may derive from tourism area without destructing the environment and local culture.

Pati Regency, located in the central of tourism development regional in Central Java province in which consist of 6 regencies known as *Pakudjembrana*, (Pati, Kudus, Demak, Jepara, Rembang, Blora), has vast geographical terrain from mountain to sea which are rich in resources, potential tourism destinations and cultural heritages. Potentials contained in Pati can be developed into diverse tourist attractions. However, tourism development in Pati Regency is still struggling to find its way to compete with neighboring regencies. Tourism destination development still not yet optimally contributing to local development, Pati Regency tourism industries only contribute small portion in local government revenue, especially in the natural and man-made tourist attraction, which is an average of four years (2011, 2012, 2013 and 2014) only for Rp.136.153.500,00 of the target average is Rp.143.456.000,00 the actual average growth of the last four years amounted to 16% and the average growth target of the past four years amounted to 12% (Disbudparpora, 2015).

Three economic sectors, namely agriculture, trade, hotels, restaurants and manufacturing sector still plays an important role in the economy because it has a fairly large contribution to the total GDP. The role of these sectors in 2013 is respectively by 30.99%, 19.40% and 20.83%. Unfortunately tourism as well as, other sectors is still below 10%. Therefore tourism contribution in economic sector in Pati Regency is still low.

From the figure above, even though tourist annual tourist visitation in Pati Regency fluctuates, however the number is relative high so that it can be seen that Pati Regency has a potential in tourism development. Unfortunately, the tourists who visited Pati Regency is allegedly local tourist (RIPP Kabupaten Pati, 2003-2008), therefore Pati Regency is still unable to become a regional tourism magnet. According to local government

research and development (LITBANG, 2013) conditions attractions in Pati Regency both natural attractions, cultural or religious attractions and artificial attractions in general still need improvement and further development. Tourism development in Pati Regency still limited on integrated and sustainable planning as both Pati Regency regional midterm planning and annually regional work plan provides limited distinctive sustainable development plan.

Pati Regency natural tourism destinations are based on local natural resources, which have essential ecological function as well as tourism activity. In order to develop tourism destination it is important to preserve its main ecological function. Pati Regency cultural richness as tourism attraction also becomes main concern in how to develop cultural based tourism without disrupting local culture. Pati Regency biggest tourist visitation from socio-cultural tourism is spiritual tourism which is one of the oldest tourism themes, also local traditional ceremonies and cultural art performance that held regularly has proven to be promising tourist attraction as well. It is important in tourism development to respect the host communities' socio-cultural authenticity, conserve their cultural heritages and traditional values, and contribute to inter-cultural understanding and tolerance.

Sustainable tourism development is holistic process in which horizontally integrated natural environments and cultural as well as local community, and vertically bound present and future generation. Moreover tourism industry itself is very fragmented. Therefore in the process it requires participation of all related stakeholder. Thus, the sustainable tourism development strategy should be oriented towards community empowerment and participation in the process of planning and managing that will lead the improvement of local communities' welfare. Local government's resources such as budget and human resources as well as bureaucracy limitation should be strengthen by building closer connection with private sector and empowering local community. Therefore in the process to achieve shared goals is involving interaction and relationship outside the government's bureaucracy.

## 2. Theoretical Review

### 2.1. Governance

In the past several decades there have been major shift in the model of governing. Public organizations have change from the rigid structure and the authoritarian which is clear hierarchical order, strict rules and regulations, concentration of power among senior officials and limited channels of communications (Callahan, 2007:162), into bureaucratic model of

command and control to horizontal cooperation and participation between public and nonprofit organizations that were traditionally left out in the past governing systems, and the private sector supposedly not involved in governing process. The administrative state is now less bureaucratic, hierarchical, and less reliant on central authority to mandate action. The emerging conception is that government can perform better with more open and entrepreneurial organizations than it will with the familiar bureaucratic style (Vigoda, 2002:85). This change will create the opportunities for stakeholders to play more active roles and involve in shaping public policy and finding solutions through mechanism, processes, relationships, and institutions through which citizens and groups articulate their interests and mediate their different.

In the several last decades of development, complex issues have emerged, such as environmental degradation, economic development and social problem, those challenges were failed to overcome with the capacity a single hierarchy of government. Moreover in the world concern of sustainable development and the globalization issues promoting the emergence of transnational issues, traditional hierarchy government failed to become an approach to overcome the problem. Therefore according to UNDP (in Farazmand, 2004:7), governance goes beyond the state to include civil society organizations and the private sector in the process, because in most activities which promoting sustainable development all stakeholders are involved.

The concept development which involves all stakeholders has raised the concept of governance rather than government because governance entails activity among multiple actors (Bevir, 2011:386). Governance suggests steering rather than top down directing, in which steering means setting board policy objectives. In the governance conception steering is assumed to be achieved through network and other actor involvement, rather than depend on the government organization themselves (Vigoda, 2002:86). The UNDP definition of governance has implied a broader concept of governance than the government, civil society organization and the private sector involvement become distinctive notions.

## *2.2. Participatory Development and Decentralization*

Private sector failures in utilizing resources due to the profit oriented nature create uncompetitive market such as monopoly which further lead to market failure, also private sector production activities create negative externalities such as pollution, has deterred development. Moreover, government failure in prevent

market failure in which policy intervention makes resources allocation less efficient than the outcome produced by the market (Belsey in Mansuri and Rao, 2013).

In this condition has given the rise the third space concept between government and market, which is civil engagement in development process. A vibrant civil society can help mitigate market and government failures (Mansuri and Rao, 2013). Community participates in development process along with government and private sector. This concept of community participatory development is to build effective local civic sphere that engage with states and market and create mutual relationship which linked to the effective function of market and government (Mansuri and Rao, 2013). Synchronous with the governance multi actor's concept, in which while each actor complementary in their functions, government, market and community are needed to balance one another and create virtuous cycle.

In order to effectively empower community participation, development should reach lower level of administration. The principle of participatory development is that development must begin in the very lowest level (Emrich in Ahmad and Thalib, 2011). Therefore, two important aspect for fostering local participation are community development in which to bring community become independent in the process without formally relying on government, and decentralization resource and authority to local government (Mansuri and Rao, 2013), these concept is parallel with concept of ideal state whereas, the ideal state is often characterized as democratic as well as developmental (Saito, 2008:2). Therefore community participation in development is effective way to achieve ideal state.

Decentralization is a source for bottom up participatory development (Ahmad and Thalib, 2011), (Mansuri and Rao, 2013). This is because local governments are in close proximity to the people and therefore they are in a more suitable position that the central government to provide the public services people desire (Oates in Saito, 2008:2). Decentralization strengthen community participation on local administrative government, so that community can participate and engage in the decision making process. Decentralization was defined as the transfer of authority, responsibility, and resources from the center to lower levels of government administration through delegation, deconcentration or devolution (Cheema and Rondinelli, 2007:1).

Indonesia has implemented decentralization by established local government which is given authority to

manage government affair and regulate their region, in order to develop the area and community, and provide services to the local community, according to the Act Number 23 Year 2014 regarding Local Government. Granting broad autonomy to the regions is to accelerate the realization of community welfare through service improvement, empowerment and community participation. In addition, through the broad autonomy the region is expected to increase competitiveness with the principles of democracy, equality, justice, privilege and specificity as well as potential and regions' diversity in the system of unitary Republic of Indonesia.

### 2.3. Sustainable Tourism

People use different terms in different contexts and concept regarding their fields and perspectives, so that they use different approaches. However, given the fact that sustainable tourism development concept is as implementation of sustainable development in tourism sector, therefore it is logical that developing sustainable tourism requires the same sustainable development principles (Hunter in Sharpley and Telfer, 2002:327). Therefore it is also logical to be simply applying the Brundland Report definition of sustainability tourism. This could lead to definition of sustainable tourism as "forms of tourism which meet the needs of tourist, tourism industry, and host communities today without compromising the ability of future generations to meet their own needs" (Swarbrooke, 1999:13).

One of the most widely accepted principles of sustainable tourism is that tourism can only be sustainable if the local community is involved in tourism planning and management (Swarbrooke, 1999:33), therefore sustainable tourism development also based on local communities empowerment, in development efforts by manage and maintain natural and cultural resources. These resources are the need for community welfare, so that must be preserved and maintained for the future. The utilization of these resources must involve local communities and provide optimal benefit to them.

UNWTO has defined sustainable tourism as an activity to manage tourism development in order to guarantee long term benefit for communities, by making balance among environmental, socio-cultural and economic aspect (UNWTO in Carbone and Yunis, 2005:11). Based on the definition given by the UNWTO on sustainable tourism development shows the relationship between social and economic needs, and maintaining environment, cultural integrity. In this context, sustainable development should focus on tourism compatible with the natural, social and cultural environment, involving all tourism stakeholders.

Moreover, sustainable tourism principles should be implemented to the whole action chain from goal setting, integrated planning, participatory development implementation, to monitoring and evaluation.

## 3. Research Method

### 3.1. Type of Research

This study use a qualitative research strategy, particularly descriptive research study in order to describe the exact nature or something was happening and took place on the research conducted. The reason for using this kind of approach and method is because the principle objectives of this research are to describe and analyze of the facts and relationship between phenomena.

### 3.2. Location of Research

The study is located in Pati Regency, Central Java Province, Indonesia, with the consideration that Pati Regency has vast geographical terrain which is rich in resources, potential tourism destinations and cultural heritage. Pati Regency also has many art and cultural richness that emerge from the diverse characteristics of the communities. Tourism destinations are managed either by local government, private sectors or communities. Annual tourism visitation number is Pati Regency also high. The involvement of private sector and local community in tourism development in Pati Regency also positive, there are several tourism destination and tourism supporting facilities that managed by private sector and in communities also has been established *Pokdarwis* (Tourism Awareness Group) in 2014 there are 5 group of *Pokdarwis*.

### 3.3. Research Focus

The function of focus research is to limit the study and to complete its using essential and relevant field information. With a research focus, a researcher knows that a certain data is relevant or not to be collected. Therefore the primary focuses of this research well be on the following:

1. Sustainable tourism development through community empowerment in Pati Regency
2. The roles of each tourism stakeholders in sustainable tourism in Pati Regency
  - a. Tourism stakeholder
  - b. Government roles
  - c. Community roles
  - d. Private Sector roles
  - e. Model of synergy among government, community and private sector

### 3.4. Data Source

This research utilized both primary and secondary data. The primary data will be obtained by getting information from informants whereas secondary data were acquired through facts from field or direct observation, and documents especially during the implementation of the project.

#### 1. Informants

The informants are chosen from stakeholders who know about research focus. From local government are officials and staff of Disbudparpora of Pati Regency, officials and staff of Bappeda of Pati Regency, officials and staff of BLH of Pati Regency. From community are *Pokdarwis*. From private sector are local tourism business, tourism supporting industries and tourism supporting facilities and officials from state own enterprises. The number of informant could be added by using snow ball sampling method to gain completeness of data.

#### 2. Facts

Facts observation from events, situations, or phenomena which are related to focus of research

#### 3. Documents

The data from documents could be derived from official government regulations, official letters, and other legal documents.

### 3.5. Data Collection Procedures

Evaluation is carried out on the basis of information gathered and analyzed. The data collection steps will be conducted through several techniques which is observation, interviews, documents and audio visual materials.

## 4. Research Results And Discussion

Community occupies important position in sustainable tourism development. Community plays roles as subjects or agents of development whereas in the same time also plays as beneficiaries of development. Community as subjects or agents of development implies that the community has become important actor which should be actively involved in the planning and development of tourism, together with other relevant stakeholders. Community empowerment in tourism requires all stakeholders' participation and collaboration in development process in order to make tourism industry more sustainable (De Lacy, *et.al*, 2002:36).

In its function as subjects or actors, community has a role and responsibility to promote the successful tourism development in their region as well as to ensure

its sustainability. Community participation in tourism development is based on community needs and decision, in which communities themselves become main actor in development and determine tourism policies based on what their own needs (Tosun, 2004). Community as a beneficiary implies that community is expected to gain value of economic benefits from the tourism activities to improve life quality and social welfare of the communities concerned, as well as to ensure the environmental protection and conservation. In developing tourism, Pati Regency local government has already implemented participatory development in which empowers local community to play role and participate. One of fundamental aspect to obtained community empowerment in tourism sector is through the enhancement of public awareness regarding the importance of tourism itself, so that it requires a process to create a community that is aware of tourism.

Community awareness and participation in Pati Regency regarding tourism is present and potential to be further promoted and developed. Not only the community is aware of tourism, but they also self-volition and self-sufficient in supporting tourism destination development such as in natural based tourism, even though it still limited, however the community physically give supports to the development through their own resources. Community awareness and participation in tourism in Pati Regency also exist in cultural based tourism whereas traditional cultural ceremony events are held and managed by communities. Furthermore community participation in tourism management is able to emerge community sense of belonging to the tourism destination, which becomes important aspect to promote tourism destination sustainability. Community has come to recognize that destinations sustainability will also ensure the benefit sustainability given from its existence, in which the environment should suffer, so will the revenues from tourist (Hatton in De Lacy, *et.al*. 2002). Therefore community in Pati Regency already aware and participate in tourism development and management even though without much government interference which is a positive toward tourism development in Pati Regency, however considering resource limitations, further government supports to promote community contributions.

In the broader scope, in order to increase national tourism development that need to optimize community support, role, and participation through tourism awareness action, in which to increase the community understanding regarding tourism, Indonesia government has issued Ministry of Cultural and Tourism Regulation

Number PM.04/UM.001/MKP/2008 regarding Tourism Awareness.

Through the implementation of tourism act, Indonesian Government has been set policy concerning tourism awareness action through the establishment of *Kelompok Sadar Wisata / Pokdarwis* (Tourism Awareness Group). *Pokdarwis* is a developed community groups that can act as a motivator, driving factor and communicator in an effort to improve readiness and public awareness around tourism destination that can act as a good host for tourism development and awareness of the opportunities and the value of benefits that can be development of tourism activities to improve the economic welfare of community (Kemenparekraf, 2012:17). According to Disbudparpora of Pati Regency, until 2015, In Pati Regency has already established 5 *Pokdarwis* in 5 tourism destinations, which is positive trend toward community empowerment in Pati Regency's tourism development.

*Pokdarwis* is one component in a community that has the important role and contribution in Pati Regency's tourism development. *Pokdarwis* existence needs to be supported and fostered so that they can contribute more effectively to drive community participation and support to create conducive atmosphere to the growth and development of tourism activities around tourism destinations. However the most important thing is *Pokdarwis* able to become supporting factor in promoting tourism destination sustainability. Furthermore *Pokdarwis* also become crucial a partner of the Pati Regency local government in the embodiment and development as well as monitoring effort in the area of tourism.

As self-volition and self-sufficient groups and communities in social activities *Pokdarwis* management and coordination carried out intensively and elaborated into a systematic organizational structure, by fully utilize the community participation, because increasing the role of communities in tourism development requires various empowerments, so that the community can play actively and optimally whereas simultaneously receive positive benefits from the development activities undertaken to increase welfare.

Within the framework of the tourism, one of important aspects to make tourism development more sustainable is the creation of environments which is both physical environment and social environment can be conducive atmosphere that encourages tourism development growth. Thus the basic aspects and goals of *Pokdarwis* establishment in Pati Regency are to improve community position as key actor in tourism development to be able to cooperate with other

stakeholders in improving tourism quality in their area and to build and demonstrate a positive attitude as a host through the embodiment of the values of *Sapta Pesona* which are safety, order, clean, breeze, beauty, friendly and memorable. The implementation of *Sapta Pesona* from community as tourism host is important to be able to create dependency between host community and visitors. As stated by Carbone and Yunis, (2005:10), much of tourism is based on visitors seeking to experience attractive authentic tourism destinations and have a good relationship with welcoming hosts. Tourism industry requires these attributes being in place.

Therefore it promote to the growth of local tourism development as well as benefits for regional development and community welfare, so that it is necessary to form tourism awareness groups which implies community as a beneficiary from tourism development. According to Jafari in (Sharpley and Telfer, 2002:323), in its function as subjects or actors, community has a role and responsibility to promote successful tourism development in the region along with its sustainability.

#### *Tourism Planning*

In development implementation, Pati Regency local government had used tourism development master plan RIPP (*Rencana Induk Pembangunan Pariwisata*), however the document effective implementation period is span from 2003 to 2008, therefore it already outdated and need to be renew even though several information in the document are still relevant. Therefore tourism development planning in Pati Regency is encompassed generally among any other affairs development plan in the Pati Regency's regional development planning.

Development planning Pati Regency is inseparable from the hierarchy of national development planning, with reference to Act No. 25 of 2004 on National Development Planning System, Regional Development Plan is divided into Long Term Development Plan (RPJPD), Mid Term Development Plan (RPJMD) and Regional Annual Development Plan called Local Government Work Plan (RKPD). The recent RPJMD period is span from 2012 to 2017 in which includes the vision, mission, goals, objectives, strategies, policies, programs and medium term of priority regional development activities. The arrangement of RPJMD must be realistic by considering the changes in the strategic environment, referring to the direction and policies of national and province development, and strategic issues in Pati regency development with regard to development policy direction in Pati regency's RPJPD. RPJMD serve as guidelines for all stakeholders of government, community development and private

sector in implementing local development activities. Furthermore RPJMD will be translated into the RKPD which serve as guidelines in the preparation of the draft budgets and expenditures.

In regard with the implementation of participatory development, within the process of preparing the regional development plan requires coordination between government and the participation of all development stakeholders in which including the community participation through the mechanism of *Musrenbang* (Development Planning Forum).

The implementation of participatory development planning in Pati Regency is the effective way to synchronize the bottom up with top-down planning that is expected to create conditions that allow community to participate and work together to achieve common goals. Local community knowledge, community needs, and local wisdom will become important inputs in determining tourism plan and managing tourism in the implementation. According to Hoddinott (2001), the implementation of community participation in tourism development is important because, community has better local condition knowledge and better enforcement ability, monitoring and verify any intervention action. Available local resources can be managed efficiently and used sustainably with location specific knowledge, which is best generated and interpreted by local community (Uphoff, 1992).

In these circumstances, all stakeholders, government, community and private sector can engage together in the process from, planning, implementing, monitoring and maintaining development policies. Thus will empower community with local control in decision making which enables them to participate actively in the administrative decision making regarding the issues that directly affect them through governance conception. According to Frederickson (in Callahan, 2007:162), in governance system decision making is made by power sharing through citizen autonomy and independence encouragement, and provide a process for developing the common good through civic engagement. The importance of public participation also has been emphasized and set by UNEP and UNWTO (in Carbone and Yunis, 2005:18-19) as one of the aim of sustainable agenda in which with community empowerment, local communities can engage in the panning and decision making regarding tourism development and management in their area along with other stakeholders. Therefore the principle in shaping decision through participation tourism development planning in Pati Regency also supports the aims of sustainable agenda.

Community participation in tourism destination management as well as tourism development planning

indicates that tourism development in Pati Regency, is in the right direction toward sustainability. As stated by Swarbrooke, (1999:33), that one of the most widely accepted principles of sustainable tourism is that tourism can only be sustainable if the local community is involved in tourism planning and management, therefore sustainable tourism development also based on local communities empowerment, in every aspect of tourisms□□

#### 4.1. *The Role of Each Tourism Stakeholders in Sustainable Tourism in Pati Regency*

Sustainable tourism development requires all stakeholders participation, therefore sustainable tourism is responsibility not only local government but also, community and private sector. According to UNDP (in Farazmand, 2004:7), governance goes beyond the state to include civil society organizations and the private sector in the process, because all are involved in most activities promoting sustainable development. Moreover as stated in tourism development indicators in Agenda 21 Sectoral Project based on collaboration between Indonesia Ministry of Environment and United Nation Development Programme (Agenda 21 sektoral, 2000) awareness of environmental responsibility, sustainable tourism strategy should position the tourism industry as a green or environmentally friendly industry, in which become responsibility of government, community and private sector. The interrelation network between those actors is influence on how public goods and services are to be produced and emphasize on problem solving through multi stakeholder resolution. It requires coordination among organizations as well as stakeholders, from public, private and nonprofit sectors that combine in a network to address a common and shared problem (Bevir in Bevir, 2011:386).

Tourism industry in Pati regency is highly fragmented into several categories of tourism destinations, which are natural, culture and manmade that managed by local government, community and private, moreover tourism services support business such as hotel, restaurant, travel agency, etc, give support facilities in tourism industry as well as take part in tourism development. As integral aspects in which consist of many elements, tourism development in Pati Regency involves all stakeholders' participation. The involvement of the local community and the private sector become distinctive notions in tourism development in Pati Regency.

Tourism stakeholders in Pati Regency are working together in the mutual cooperation as well as coordination. Coordination mechanism among, government, community and private in the highly

fragmented tourism industry is essential for tourism development (Inskeep in Tosun, 2000). Furthermore, the important position of tourism as one of local economic driving factors through its multiplier effect has brought impact toward overall development, therefore it is imperative to make tourism development in Pati Regency sustainable by involving all stakeholders' participation in the process. These stakeholders cannot act independently, nevertheless must be synergized and working together to achieve and realize the development goals and objectives.

#### *Local Government Roles*

Government has leading role in tourism development overall, moreover to make tourism development more sustainable, because tourism industry is very fragmented that require authority to coordinate all stakeholders, moreover many of tourism relevant resources are managed by government (Carbone and Yunis, 2012:3). Therefore in the local autonomous region, local government remains a central actor among any other stakeholders, in which local government utilizing its formal institution, setting board policy objectives by utilizing various instruments such as regulation, economic incentives and disseminates good practice in other to achieve policy goals in tourism development. Local government as public institution with formal authority are better able to achieve consistency performance and predictability, therefore relevant with policy based implementation which is important for sustainable development, however government operate at fairly high cost and more rigid and slow bureaucracy (Uphoff, 2012).

In the implementation of decentralization, Indonesia has established local government which given the authority to manage government affair and regulate their region, in order to develop the area and community, and provide services to the local community as stated in the Act Number 23 Year 2014 regarding Local Government. Therefore, Pati Regency Local government has the authority to manage and to regulate its own affairs in accordance with the principle of autonomy and duty of assistance. Pati Regency Local Government has to manage its resources to carry out several affairs including tourism affairs through the implementation of program and action. Increasing local government roles in tourism development is one of sustainable tourism indicators in Agenda 21 Sectoral Project based on collaboration between Indonesian Ministry of Environment and United Nation Development Programme (Agenda 21 sektoral, 2000).

#### *Community Roles*

Community is in special position in sustainable development, as mentioned in the previous sub chapter regarding community empowerment in which according to (Sharpley and Telfer, 2002:323), in its function as subjects or actors, community has a role and responsibility to promote successful tourism development in the region along with its sustainability. Community as a beneficiary, implies, that the community is expected to receive value of economic benefits from tourism activities. Furthermore as stated by Swarbrooke, (1999:33), that one of the most widely accepted principles of sustainable tourism is that tourism can only be sustainable if the local community is involved in tourism planning and management, therefore sustainable tourism development also based on local communities empowerment. UNEP and UNWTO (in Carbone and Yunis, 2005:18-19) also stated the important position of community whereas one of the aim of sustainable agenda in which with community empowerment, local communities along with other stakeholders can engage in the planning and decision making of tourism development and management. Without local community participation and involvement in the decision making process it would be very difficult for local community to get benefits from tourism development (Tosun, 2000).

Participatory or self-help community are variable in performance, however community voluntary action are most inclined to have and to use local knowledge, to respond quickly to changes, to handle conflict, and to create climates of opinion influencing behavior (Uphoff, 1992).

#### *Private Roles*

Private sector involvement in sustainable tourism development can be more or less commitment than government and community, whereas private sector's profit oriented nature so that it depend on the values and priorities of the business, therefore profitability measures become incentive for private sector to use resources efficiently (Uphoff, 1992). Therefore it is necessary to encourage investments made by the private sector to make it more leads to an increase in tourism development. Moreover government resource limitation has become the constrain factor in achieving policy goals, Public and private actors use each other to obtain resources which they cannot access independently before (Peters and Pierre in Frederickson, *et al*, 2012:229). Therefore to achieve policy goals the governments build closer connection with the private sector. The role of government as provider of services infrastructure and any other public goods will be shifted



into the body driving the creation of an environment that is able to facilitate the private sector to become active in the process. Government responsibility to provide goods and services required by the community is delegated to private sectors in a mechanism that ruled by the government with the tenet of fair market competition. Private sectors will provide public goods and services as bargained, compromised and under government control.

Frederickson, *et al* (2012:233) view governance is as likely to give public-sector agencies more power and force them to engage in greater cooperative arrangements with the private sector as to strip those agencies of their power and force the creation of a competitive market for public goods and services. Moreover according to Skelcher (in Frederickson, *et al*, 2012:232), governance and modern policy making are often described in terms public-private partnership or “hybridity,” organizations with both public and private characteristics.

#### 4.1.1. Model of Synergy

From the roles of each stakeholder and relationship among stakeholder, it can be mapped in the model of synergy among tourism stakeholder in Pati Regency in developing sustainable tourism, which is as follows :

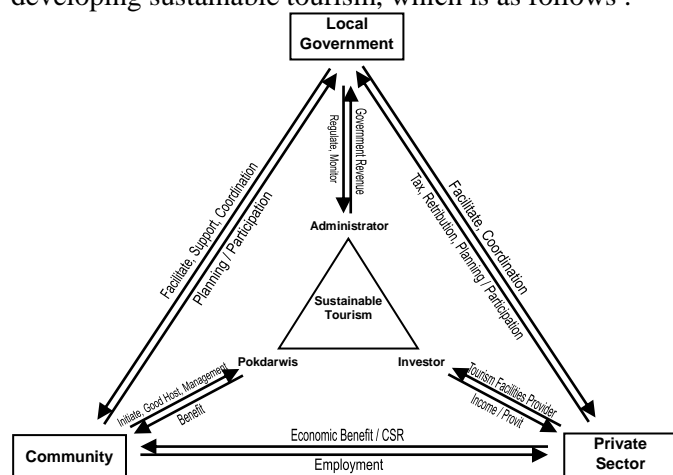


Figure 5.1 Synergy among Local Government, Community and Private Sector in Developing Sustainable Tourism

Source : Author, 2016

The model illustrates the relationship among local government, community and private sector in the triangle shape, the outer triangle is based on the governance triangle which describes general relationship among stakeholder in development. Local government as authority is the central actor among other stakeholder actor in which local government utilize various instruments and institutions in other to achieve policy goals, local government gives facilitate and make coordination with community and private sector, in

addition government also gives grant support for community, as the feedback, community and private sector participate in the planning and decision making process. While Community will provide human resource for private sector, and private sector will be the economic driving for local community as well as corporate social responsibility.

In the inner triangle, the interaction and partnership among tourism stakeholder in developing sustainable tourism take more specific role of each stakeholder to cooperate in managing tourism resources. Local government role as administrator and authority provide regulation and monitoring in developing sustainable tourism, in return local government will receive local government revenue from tourism. Community role as Pokdarwis will become the main actor in which will be initiator in promoting tourism destination sustainability in their area, and implement *Sapta Pesona* value as a good tourism host. Community also becomes beneficiary of tourism development. Private sector role as investor in managing tourism resource itself or as supporting tourism business, will support tourism facilities such as hotel, travel agency etc, in return they will receive income profit. The outer and inner triangle is a holistic and integrated process in developing sustainable tourism, which cannot be separated.

Which sectors among tourism stakeholders are more dominant in supporting sustainable tourism development cannot be generalized, because each stakeholder has strengths as well as weaknesses. In their functions, each stakeholder has to be balanced and synergized to create a virtuous cycle. Therefore, having all stakeholders' cooperation gives more capability for mobilizing and managing resources for sustainable tourism development.

#### 4.1.2. Pokdarwis Significance

Community roles in tourism development in Pati Regency have gained significant position in the last several years through the establishment of *Pokdarwis*. As has been discussed earlier, with the establishment of *Pokdarwis*, Pati regency local government enhance community participation by encouraging the community surrounding the tourism destination to take part in tourism development as legal organization. *Pokdarwis* legalized by Head of Disbudparpora of Pati Regency Decree so that its activities can be taken into account, therefore local government can fully support and facilitate *Pokdarwis*.

In comparison before *Pokdarwis* was established, community participation in tourism development in Pati Regency is limited, as community not actively involved in the destination management especially in natural

based tourism, community only act as passive actor, therefore they relying full authorities from local government to manage and to develop tourism destinations. Limited involvement resulting in lack of sense of belonging, and they became ignorance toward tourism destinations existence. Therefore not only tourism destinations in Pati Regency is under developed however several of which are deteriorated by the act of vandalism, which further drove visitors away due to lack of good host. Because of local government limited resources, in developing tourism prioritization had been set to adequately utilize allocated resources, therefore causing several tourism destinations were neglected. Thus, one of the causes of the failure of the programs that have been implemented previously is lack of community participation in tourism development.

Pokdarwis has successfully filled the gap by bridging local government limited resources with the number of tourism destinations to be managed, thus promoting destination sustainability as a good host. The process can be understand that community important role as tourism host will brings interactional both direct and indirect relationship, among visitors, host communities and their local environments, thus will create dependency among them, because much of tourism is based on visitors seeking to experience attractive authentic tourism destinations and have a good relationship with welcoming hosts. As emphasized by UNWTO (in Carbone and Yunis, 2005:9-10), that tourism activity requires a special relationship between visitors, industry, environment and local communities, because, unlike most other sectors, the consumer of tourism (visitor) travels to the producer (industry) and the product (tourism destination).

As participatory local institution, *Pokdarwis* have flexibility avoiding excessive regulation and rigid bureaucratic system that often hinder or even become obstacle in local government decision making and implementation. Even though *Pokdarwis* in Pati Regency has been established only since 2010, and until 2015 there were only 5 *Pokdarwis*, however the contribution to the development has given significant progress in the related destination tourism development, moreover it shows positive trend toward future tourism development in Pati Regency. Close connection among members in local institution create opportunity for collective action and mutual assistance for mobilizing and managing local resources based on self directed and self sustaining, therefore the sense of obligation in this level is high (Uphoff, 1992). Community empowerment through *Pokdarwis* able to become key factor in Pati Regency's sustainable tourism development, which is correspond with the widely acceptable notion of

sustainable tourism, in which tourism can only be sustainable if community involved.

## 5. Conclusions

Even though tourism development in Pati Regency is still in the early stage of development however, it is potential to be further developed toward sustainability, because the basic principles of sustainable tourism development are already exist in which tourism stakeholders in are actively participating in the tourism development and coordination among them is present as well. Stakeholders maintain coordination and cooperation among each other in the mutual dependability relationship.

With decentralization and participatory development implementation, tourism development in Pati Regency is in the right direction toward sustainability, whereas in order to make tourism development more sustainable, community should involve in the process. Community participation in tourism development is not only through bottom up mechanism development planning process, but also in the tourism destination management along with its resources. Community awareness regarding tourism sustainability in Pati Regency is also positive, in which in many places community self volitionally and self sufficiently make collective action to develop tourism in their area. Moreover through *Pokdarwis* (Tourism Awareness Group) establishment which manages tourism destination in their area has given positive contribution to the local tourism development in Pati Regency regarding community empowerment.

Developing sustainable tourism in Pati Regency is requires commitment, coordination and cooperation among all stakeholder to synergize. Each stakeholder supports each other, in which each stakeholder has its roles. Local government as autonomous body in Indonesia decentralized system have full authority to managed and utilized resources in the region, thus become central actor in leading toward sustainable tourism development, because tourism industry is fragmented, and interrelated with other sectors as well. Therefore only local government as administrator which have the authority by using policy instruments and institutions to take lead and make change toward more sustainable tourism development. Local government as administrator plays roles to make and to enforce regulation, to facilitate, to support and to coordinate all tourism stakeholders intra and inter regional.

The concept of sustainability in tourism development has given significant position to local community in the process, whereas community participation has become prerequisite. Therefore local

community becomes important factor to promote successful tourism development in the region as well as to ensure its sustainability. Community empowerment and participation in tourism development is based on community resources and needs, therefore as active actor, community participate in tourism destination management along with resources contained, moreover because of local specific knowledge and interpretation, it is imperative that community participate in policies shaping and decision making process that affects them. Community also becomes beneficiary from the tourism activities, in which community is expected to receive significant values and economic benefit, to improve welfare from the existence of tourism destination in their area.

One effective practice to organize community empowerment in sustainable tourism development is through *Pokdarwis* establishment in tourism destination. *Pokdarwis* is expected to become good host in implementing *Sapta Pesona* (seven tourism principles) by utilizing available resources. As local institution, *Pokdarwis* work as voluntary based organization that fully organized by community and act based on local common interest, therefore it is effective for local resource mobilization, monitoring effort and immediate local decisions making without bureaucracy hindrances. Moreover as legal organization, local government can provides accountable supports, monitor as well as coordinate.

Private sector provides resource and facilities that cannot be provided by local government and community. One important element in tourism industries is tourism services facilities, such as hotel, travel agency, and other leisure services, this services requires to support the tourism destination's main attractions, therefore in the establishment it require investment from private sector. Moreover private sector participation in tourism industry expected to bring economic benefit for local government through tax and retributions, also become economic driving factor for surrounding community.

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