

# From Participatory Governance to Collaborative Governance for Disaster-Tourism

## De la Gobernanza Participativa a la Gobernanza Colaborativa para el Turismo de Desastres

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**Resumen:** Este artículo pretende explicar la necesidad de cambiar el modelo de gobernanza participativa a gobernanza colaborativa en la gestión del turismo de desastres. Esta investigación utilizó un enfoque cualitativo descriptivo. Los hallazgos revelaron que el desarrollo del turismo sostenible es crucial y debe recibir una cuidadosa atención dentro de un marco integral de desarrollo nacional. En la era actual, el gobierno no puede llevar a cabo el desarrollo turístico de forma independiente dada la capacidad limitada y proporcionar suficiente espacio para una participación pública y privada cada vez más activa. El desarrollo del turismo sostenible puede llevarse a cabo a través de un modelo de gobernanza colaborativa que involucre a varias partes interesadas. El desarrollo de un modelo colaborativo puede llevarse a cabo a través de la etapa de participación integral de las partes interesadas no gubernamentales. Con la máxima participación, habrá una red sólida para crear alianzas como forma final de colaboración.

**Palabras clave:** Desarrollo Turístico Sostenible, Gobernanza Participativa, Turismo de Desastres.

**Abstract:** This article aims to explain the need for changing the model from participatory governance to collaborative governance in disaster tourism management. This research utilized a descriptive qualitative approach. The findings revealed that sustainable tourism development is crucial and must receive careful attention within a comprehensive national development framework. In the current era, the government cannot carry out tourism development independently given the limited capacity and provide sufficient space for increasingly active private and public participation. Sustainable tourism development can be performed through a collaborative governance model involving various stakeholders. The development of a collaborative model can be conducted through the comprehensive participation stage of non-government stakeholders. With maximum participation, there will be a solid network to create partnerships as the final form of collaboration.

**Keywords:** Sustainable Tourism Development, Participative Governance, Disaster Tourism.

## 1. BACKGROUND

The tourism sector is essential in supporting Indonesia's national development. This sector is to introduce and promote concepts in research and practice to help preserve environmental and cultural goals and provide the tourism industry with a safer future (Yamin & Rosyadi, 2021). This sector contributes to the country's foreign exchange, ranked fifth after the oil, natural gas, palm oil, coal, and processed rubber industries. Tourism activities in a country can develop if its condition is safe and free from disasters. In implementing the development of post-disaster tourism, it is necessary to have a tourism management. Tourism management refers to managing many activities such as examining the tour destination, planning the tours, making travel arrangements, and providing accommodation. It also involves marketing efforts to attract tourists to travel to a particular destination (Tristofa & Tham, 2022).

Therefore, the tourism sector is most vulnerable to disasters. Natural disasters contributes a huge negative impact to the humankind such as fatalities, property losses, environmental and facility damage, to the international investments problems. According to the United Nations agency for the International Strategy for Disaster Risk Reduction, Indonesia is one of the countries that is prone to various natural disasters such as earthquakes, tsunamis, volcanic eruptions, floods, landslides, droughts, and forest fires (Nurjanah & Apriliani, 2021).

The involvement of the private sector and the community in tourism activities is necessary. The government has limitations in providing public goods and services, including tourism. These limitations are stated by Dwiyanto (2012) as follows:

“Along with the increasing community's need for public services and the limited capacity of the government bureaucracy, the involvement of the private sector and the community in public services is a necessity. The dominance of the government bureaucracy in various aspects of people's lives has begun to be doubted. The strengthening of democratization raises the need to empower the community and stakeholders outside the government bureaucracy to deliver public services. When service aspirations become higher, community involvement in public service delivery is no longer just necessary but has become a necessity.”

Conditions related to the government's limitations in tourism affairs allow the private sector and the community to participate increasingly. The interaction between the government and the private sector provides cooperation contracts both short, medium, and long term. Interaction with the community will allow for community empowerment programs around tourism objects increasingly diverse and applicable. The exchange and pattern of cooperation between the government, the private sector, and the community in good practice are considered good governance.

Efforts to realize good governance in the tourism sector are not easy because the three pillars of governance do not have equal capabilities and positions. As Dwiyanto (2012) stated, the collaboration between the government, the private

sector, and the community has been limited to cooperation between job owners and non-government institutions as vendors or contractors. This cooperation is more than a sale and purchases, transaction of goods and services between the government as the principal and the private sectors/community as the agent. Cooperation tends to be more short-term with the limited intensity of the relationship as stipulated in the clause in the contract. Nuryanti (2002) added that the need for cooperation related to problems in sustainable tourism development occurs because of the role conflict between the public and private sectors. Thus, to find harmony between the two, it is necessary having a meeting point between roles of the public and private sectors by assessing the functions of each sector and the possibility of synergy.

The problems raised by Dwiyanto (2012) and Nuryanti (2002) present new ideas to develop concepts or models that can solve these problems and issues. The latest model in question is governance based on cooperation in the repertoire of Public Administration, known as the collaborative governance model.

Applying the governance model in the administration of tourism affairs for local governments in Indonesia has been familiar. Sleman Regency, one of the autonomous regions, has practised this model in various tourist objects and attractions (ODTW). The interactions between the government, the private sector, and the community are contractual, and there is no risk-sharing. Most of the Department of Culture and Tourism activities are not yet collaborative. The Sleman Regency Government as the principal will look for partners to work on its programs and partners as agents who will carry out the work or schedule. The Sleman Regency Government owns the work and partners or non-government institutions as vendors or contractors.

Differences in participation can be discovered in tourism actors and the community around tourism objects. Private participation emphasizes selling attractive ODTW, bringing tourists to the location to watch various tourist events. Meanwhile, the community shows its involvement by providing services and tourist needs. Even though the government has a formula for the community's welfare, it is in its regulations.

The above description raises several questions on what is meant by sustainable tourism development, participative governance models, and how local governments can encourage private and community participation to develop collaborative governance models.

## **2. LITERATURE REVIEW**

### **2.1. Tourism-Disaster and Governance**

Various works of literature depict that applying the principles of sustainable development requires a political system that encourages effective public

involvement, consensus building, and good governance (Kim, 2010). The consensus among the pillars of governance is the primary basis for synergistic cooperation.

## 2.2. Participative Governance

Stakeholder involvement in tourism management requires a clear structure. Active participation is an absolute requirement for the governance process to take place. Participation in the governance context, of course, still leaves a dilemma, namely whether to increase the weight of democracy or will lead to the dominance of non-state powers, which Dingwerth (2008), as quoted by McLaverty (2011) in Bevir (2011), calls private governance. It means that the private sector dominates public affairs, ultimately making it controls the state.

Although the definitions of governance vary widely, the most basic idea of governance is that government is no longer an autonomous and authoritative actor. It cannot be contested at any one time. In contrast, the public sector is now conceptualized as dependent on the private sector in several different ways. Much of public policy is developed and implemented through public and private actors (Neuman, 2004). Since governance is also understood as a decision-making process and how decisions are implemented, governance analysis focuses more on formal and informal actors involved in planning in decision-making and implementation, manifested in policy implementation (Widianingsih, 2005:4). According to the OECD (2001), good governance has eight main characteristics. The first is participation, followed by consensus-oriented, accountable, transparent, responsive, effective and efficient, fair and inclusive, and following the rule of law.

Participation in the active involvement of citizens in decision-making and governance within the framework of democratic citizenship theory is an essential value that must be upheld. Denhardt & Denhardt (2003:95-96) mentioned that eight crucial values of citizen participation. New partnerships will develop due to the large participation of citizens in decision-making and administration of government affairs. The government provides a wide space for the involvement of citizens to participate for several reasons, including:

1. Significant participation will help find the expectations that citizens want to achieve.
2. Extensive participation will improve the quality of public services because the government will have more resources for significant participation, information, and creativity.
3. Large participation will help the policy implementation process.
4. All-embracing participation will increase citizens' need for transparency and accountability.
5. Broad participation will increase public trust in government.
6. Wide-ranging participation will foster an information society.

7. Large participation will create the possibility of developing new partnerships between government and society.
8. Large participation will result in an informed public.

From what was stated by Denhardt & Denhardt, Arnstein (1969) has given a solid basis by asserting that citizen participation can be categorized into three significant parts: non-participation, tokenism, and citizen power. Actual participation is where citizens have the involvement and capacity to participate and be considered in decision-making. Collaboration between the government and citizens, both as private economic actors and civil society's power, appears in participation in citizen power.

From the concept proposed by Arnstein, it is clear that participation is a crucial stage in the collaboration process. High participation leads to partnerships between the government and the community. At this level, the position between the government and the community is balanced. The community, along with the private sector, has the power to compete with the government in the decision-making process and implementation of programs/activities.

Participation has given rise to various views and has different meanings. In collaboration, participation concerns "who is invited and who is inviting." Moreover, either the public or the private sector must participate in activities carried out by the government, or the community participates in community groups' activities. To clarify the variations in the community in participating, Pretty (1994), as quoted by Burhanudin (2003), has made the typology of participation into passive/manipulative participation, involvement by providing information, participation through consultation, participation in material incentives, active participation, interactive participation, and independent participation.

The table demonstrates that the typology of participation does not take the form of gradations that indicate levels, but the final direction is independence. This high participation will have implications for the emergence of even closer partnership activities. To reach the partnership level, it is necessary to have one stage that functions as a prerequisite for the collaboration to be realized, namely the stage of forming a network process between the government, the private sector, and the community.

### **3. RESEARCH METHODS**

This research used a descriptive qualitative approach. The researcher also describes matters related to the study in detail, while this research was conducted to describe participatory governance to collaborative governance for disaster tourism. A purposive sampling technique was employed to determine the subject in this study.

This study emphasizes the quality of informants and not the quantity or number of informants. Data collection techniques were carried out through interviews with determined informants. The informants are local governments,

especially the Regional Development Planning Agency (Bappeda), the Culture and Tourism Department (Disbudpar), and the National Board for Disaster Management (BPBD) of Sleman. Documentation was also utilized to collect various documents or notes explaining the studied concept. Direct observations were also performed at the study site.

## 4. FINDINGS AND DISCUSSION

Participation is the involvement of stakeholders in providing services and developing a tourism-disaster volcano tour of Merapi. The shared vision formulated becomes a shared obsession for tourism actors in the Merapi volcano tour area that can increase participation because they already have the same direction of movement to achieve common goals. Public or private participation in tourism services includes participation in decision making, services, and the evaluation of overall service program implementation.

### 4.1. Participation in Decision Making

The form of participation carried out by all stakeholders is following their respective portions and responsibilities. Local governments, especially Bappeda, Disbudpar, and BPBD Sleman, facilitated all local government programs and activities designed as beneficial for the community and the tourism industry. The Disbudpar highly expects participation from other stakeholders of Sleman to formulate programs or activities that suit the community's needs.

As the Head of the Disbudpar of Sleman stated: his party would be happy if the community participated in the planning to provide much input. As indicated on occasion at the Tourism Business Services Communication Forum meeting in Sleman Regency, held on September 6, 2010, at the LPP Convention in Demangan:

In developing regional tourism, the local government cannot do it alone. Therefore, it is necessary to synergize tourism business actors such as hotels, restaurants and catering services, travel agents, and tour guides. On this occasion, I would like to get input for improvement in policy formulation in the future. Please convey what it is to improve the world of tourism in Sleman Regency in particular and Yogyakarta in general. (Source: <http://www.slemankab.go.id/959/pelaku-usaha-jasa-pariwisata-cepat-layani-wisatawan.slm>)

Disbudpar involves the community through the Development Plan Deliberation (Musrenbang). In this Musrenbang activity, all stakeholders are involved, especially community groups as tourism service providers and companies engaged in tourism tours and accommodation providers. Since the Merapi volcano tour area is included in the administrative area of Cangkringan District, the participation process in planning is included in the Musrenbang held in the district. The Musrenbang of the Regional Development Work Plan (RKPD) for 2016 was

held on Wednesday, February 4, 2014, at the Pendopo, Cangkringan District. It was attended by all government elements at the district level, including the district head, Cangkringan Sector Police (Polsek), Regional Military Command (Koramil), all village heads in Cangkringan District UPT, schools, PKK, Merapi volcano tour managers, and community leaders. It was also attended by the Provincial Legislative and Sleman Legislative as an invitation, totalling eight members of the Electoral District Council for the Cangkringan District, as shown in the following image.



**Figure 1. Development Plan Deliberation Situation in Cangkringan District**

Source: Cangkringan District, 2014

In the Musrenbang activity, general ideas were successfully formulated, but those related to disaster tourism received severe discussion. One of the proposals that emerged at the Musrenbang was associated with the safety of tourists taking the Merapi Adventure package by Jeeps. Hariman Yudha, the Head of the ODTW Section who attended the event, stated the following:

At the Musrenbang, held in Cangkringan District, community leaders asked about the safety aspects of tourists taking the Merapi Adventure tour package using Jeeps. Their proposal doubts the strength of the Jeeps used for operations because their average age is decades. Most of the Jeeps or Hardtops were produced in the 1970s. Therefore, their physical condition needs to be rechecked. (Interview, October 26, 2014).

In addition to the Musrenbang, community involvement in the decision-making process is carried out by screening their aspirations by the DIY Regional People's Representative Assembly and Sleman Regency Regional People's Representative Assembly. As stated by a member of the DIY Regional People's Representative Assembly, Bertha Cahyani Hastari Aji, SE, MM:

Please propose for people who have arts, culture, or small business groups! Through this screening, I hope that the public will know how to get help from the government. The DIY government has several programs to help the community. Unfortunately, many people do not know about this assistance. Through the screening of aspirations, it is hoped that the people of Sleman can take advantage of the budget that the government has provided. It will help. But, few people know.

Members of the council can submit assistance for physical and non-physical facilities needed by the community by offering a proposal. The people's representatives will later propose to the government according to the community's needs. For example, for the 2015 budget, LPMDs have 50 million each. Those who need it can apply to the DIY Government. Likewise, in community empowerment, several budget posts are available for those in need. The 2014 budget has been completed, and you can apply for the 2015 budget. (<https://knibonline.wordpress.com/2012/12/12/ewat-penjaringan-aspiration-community-tahu-caramempe-roleh-help-an-dari-pemerintah/cimg4054/>)

In addition to formal events, Disbudpar also receives input from stakeholders through informal forums such as workshop community gatherings. They are proactively involved in providing input, both constructive and only suggestions that express personal opinions. Officially on behalf of the management group of the Merapi volcano tour area, Subagio Hadi put forward his proposal as follows:

*On behalf of the Merapi volcano tour manager, we propose to the Sleman Government to pay more attention to us as a provider of tourism services in the slopes of Merapi, which still needs guidance and direction. Indeed, we used to be a former tourist destination. Still, the existing facilities have been exhausted by the eruption of Merapi. We have not been able to reorganize it correctly. Please give us assistance or some training to make us rise again. Disaster-prone areas do not mean we cannot do anything but allow us to hold safe tourist attractions. We understand the activities of volcano Merapi and can predict when a disaster will occur so that the government does not have to worry about safety. (Interview, September 16, 2014).*

The proposal submitted by the head of the management received an unofficial response from the Disbudpar. It was revealed during an interview with Wulan Wahyuningsih, SE, MM as the Head of the Planning and Evaluation Subdivision as follows:

*In the past, there was a representative from the manager of the Merapi volcano tour by presenting several development concepts. But, we at this service could not respond adequately. What was conveyed by the manager representative was in a category three disaster-prone area. In this category, there should be no permanent buildings, I just listened to their ideas, and at the end of the meeting, I said we intend to help. Still, it cannot be done if it is related to infrastructure, especially regarding permanent buildings. We finally promise for programs related to human resource development and institutional or management assistance (Interview, October 14, 2014).*

In making decisions, the Disbudpar of Sleman always involves relevant stakeholders. Still, considering the limited funds and other resources, not all proposals or inputs can be followed up with programs and activities following these aspirations. For the 2014 fiscal year, the programs and activities of the Sleman Disbudpar related to the Merapi volcano tour were mostly accommodations from the community's proposals and the results of the evaluation of the Disbudpar.



The public's concerns about adventure tourism services in the Merapi volcano tour area were responded to by the Sleman Disbudpar by conducting training on driving safety and comfort for tourists. In collaboration with the Indonesian Motorcycle Association (IMI) of the Special Region of Yogyakarta, Disbudpar plans to hold the training by bringing in speakers and practical demonstrations.

#### 4.2. Participation in Volcano Tour Merapi Tourism Services

The participation carried out by the public sector, especially Disbudpar Sleman, is following its primary duties and functions in tourism services along with the implementation of programs or activities stipulated in the Regional Revenue and Expenditure Budget (APBD) of Sleman Regency. The services provided relate to tourism affairs in general, while the programs and activities carried out follow the community's aspirations as stated in the APBD.

The services provided are following the organizational structure established through Regional Regulation Number 12 of 2011 concerning Regional Apparatus Organizations, where the full-service function is contained in the following table:

No	Organization	Types of Service
1	Secretariat	Serving incoming/outgoing letters Serving data for Field Work Practices
2	Cultural Heritage, Values, and Traditions	Facilitating and actualizing traditional ceremonies Facilitating village/hamlet clean cultural traditions Facilitating and developing cultural institutions Facilitating and developing cultural villages Supporting or appreciating culture Maintaining the graves of heroes and tribals Supporting museum management
3	Arts	Facilitating arts organizations Granting an Identification Number/Letter of an art group
4	Tourism Development Sector	Licensing for tourism cottages, general recreation and entertainment, hotels, restaurants, and restaurants Licensing for tourist campsites Licensing for travel agents/travel agents Developing and assisting Tourism Villages Assisting the Tourism Village Forum Coaching Traders in Tourist Attractions Ticketing for Kaliurang View Tower
5	Tourism Marketing	Licensing tour guide identity cards

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 Providing data and information on culture and tourism in Sleman
 

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 6 Organization Types of Service
 

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Source: Accountability report on the performance of the government of culture and tourism in 2013

In addition to the services provided to the private and public sectors in culture and tourism, Disbudpar of Sleman also has special attention on the Merapi volcano tour by creating aspirational programs and coaching the local community's needs. The Head of the Disbudpar mentioned as follows:

*Indeed, our strategy is to find a suitable space for them. The beginning of a volcano tour was started from their initiative. So, we are only coaching and directing them not to violate the provisions of the BMKG because most ODTW are in disaster-prone areas category three. We motivate them to be "excited" through various training and coaching, of which the materials are tailored to their needs. For example, regarding the economic aspects of disaster-tourism, its prospects and opportunities, and others (Interview, October 18, 2014)*

Managing the Merapi volcano tour area is carried out, among others, through training programs to increase human tourism resources and provide supervision and direction on disaster mitigation in tourism areas included in disaster-prone areas. Disaster mitigation is a science that studies disasters and all aspects related to disasters, especially disaster risk and avoiding disaster risk. One of the activities carried out is training to increase human resources in rehabilitation and reconstruction after the Merapi Eruption. Several activities were performed in a planned manner involving several training materials. Activities in 2012 covered topics such as tourism promotion and marketing, service ethics, financial and institutional management, economic development processes in the Merapi volcano tour area, disaster-prone areas, making tour packages, and strengthening networks in tourism marketing.

Several series of training on tourism recovery after the eruption of Merapi were carried out through the 2012 APBD. The training format is not only classical-interactive but also coupled with outbound activities. These training activities are specifically related to tourism destinations after the Merapi eruption. The training materials are about disaster mitigation, economic recovery after a disaster, and making tour packages in disaster-prone areas. These activities were held on 23-24 April 2012 at the Umbulharjo village hall, attended by all tourism actors, including lodging business owners, Jeep operators, trail operators, souvenir and gift vendors, travel agents, and elements of Umbulharjo Village Government.

The event's organization was successful because those who attended were invited and enthusiastic about participating. After completing the training, some tourism actors immediately try to practice and comply with the materials presented.

The training situation for tourism business actors can be seen in the following figure.



**Figure 2.** Training for Tourism Actors  
Source: Disbudpar, 2012

Besides holding several pieces of training to increase human resources for tourism business actors, Disbudpar also routinely conducts guidance and supervision. The coaching function is carried out by the staff of Disbudpar once a month by visiting these destinations. Dra. Shavitri Nurmaladewi, MA, the Head of Tourism Development, mentioned as follows:

The Merapi volcano tour area must still be monitored. We, Disbudpar, always supervise and, at the same time, guide all residents, especially those involved in tourism businesses around the volcano tour area. Most of them have complied with the rules set, especially in providing services to visitors. When viewed from the background of work before the eruption of Merapi, most of them worked as farmers and ranchers, so there needs to be continuous coaching. Every once in a while, we always take turns going to the field to find out developments and, at the same time, absorb their aspirations. (Interview, November 18, 2014).

The aspirations that developed include those related to tourism human resource development materials. Based on experience in the first period of tourism HR training in 2012, there was a growing aspiration so that the material was more directed at attractions and tourism marketing. Nartukiyo, one of the volcano tour managers representing the youth group, stated as follows:

The training materials presented at the 2012 tourism HR development training were not yet comprehensive. The fabric needs to be conveyed further. We do not understand how to develop tourist attractions and market them. We have no idea what governance or institutions must be made for this Merapi volcano tour for disaster tourism. I conveyed this to the authorities of Disbudpar when I visited the volcano tour location, and thank God, in the following year (Interview, November 12, 2014).

The training is specifically for tourism actors in the Merapi volcano tour area and, more broadly, including the Kaliurang area and other tourism objects. The materials presented in training are also increasingly related to tourist destinations, marketing, and institutions.

These training activities involved all tourism stakeholders. The implementation of the training was quite successful because it used an interactive method so that participants were quite enthusiastic in listening to the training materials. The resource persons come from various backgrounds to enrich the participants regarding tourism marketing and institutions. The atmosphere of the training can be seen in the following figure.



**Figure 3.** The atmosphere of Tourism Destination Development Training  
Source: Disbudpar, 2013

Many participants obtain new knowledge after attending the training. Bambang, one of the participants, stated the following:

*My friends and tour operators on this volcano tour have attended training organized by the Disbudpar after the eruption of Merapi in 2012 and 2013. Both of them participated in and gained new knowledge about tourism. I am sorry for my background as a farmer and other rough jobs. It turns out that tourism requires a smiley service and must also be polite to visitors. It is what I still need to learn. From the training, I am challenged on serving tourists well to satisfy them that they want to revisit the Merapi volcano tour. (Interview, November 15, 2014)*

Another participant named Eko Budiyanto expressed the importance of tourism marketing for this Merapi volcano tour development activity, and those materials could be obtained from the training. Eko Budiyanto's complete statement is as follows:

*The materials presented were adequate and opened our horizons, but there are some things that I still find challenging to do—especially those related to the use of information technology (IT). We were taught how to market through the internet and make company profiles during the training, but we did not have the skills to make them. So far, what I have made is to use brochures and leaflets as much as possible. But, for friends who are members of the Jeep group, some have made it on a blog on the internet. (Interview, October 9, 2014).*

Other coaching activities are also more devoted to handling the safety and comfort of tourists. Following the community's input and armed with experience regarding the accident that occurred in the Sleman Regent's entourage, in 2014, training on safety was held for all Jeep and trail operators. This activity has collaborated with the Indonesian Motorcycle Association (IMI) of the Special Region of Yogyakarta and the Police of the Special Region of Yogyakarta.

The community participated in the tourism-disaster volcano tour of Merapi, especially in the post-eruption. After the government declared that the Merapi area was safe, many people from outside the disaster-prone area visited the Kinahrejo and Pangukrejo hamlets to see firsthand the remnants of the fierce hot clouds of Merapi. Along with much help from the government and the private sector, many domestic and foreign tourists began to arrive either to assist or participate in witnessing firsthand the death of Merapi's ferocity.

On the one hand, the eruption of Merapi has dealt a heavy blow and a huge burden that the victims must bear. On the other hand, this situation can be an attempt to grab the missing pieces of debris to rebuild their lives. The public's great interest in visiting the location after the eruption of Merapi was able to stimulate the emergence of new local economic actors. The booming number of daily visitors can encourage local people to take advantage of these opportunities to rebuild their lives with tourism activities. Hence, there are many tours managed independently by the local community.

Merapi volcano tour is one of the tours managed by the local community. The establishment of the Merapi Volcano Tour has opened the gates for the implementation of community economic activities after the disaster. Apart from stimulating the growth of new economic actors, social institutions were also born as part of tourism management. These social institutions include the Volcano Tour, primarily managed in hamlets in Umbulharjo Village and the Kinahrejo Community Association, which Kinahrejo residents specifically tend. Both were formed based on sharing the same fate because they had the same vision: to restore the community's welfare after the disaster.

The urgency to continue their lives and the similarities in carrying out the vision allow the community to establish cooperation between the two communities through the Merapi volcano tour. The Merapi volcano tour has three economic sectors: retribution counters, small traders, and parking services. The management team manages these three economic sectors, formed in collaboration between the Kinahrejo and Pangukrejo hamlets and the surrounding hamlets as the worst affected areas.

In peddling tourism, the community's management team displays various tourist objects that can describe the impact of the Merapi eruption, which still feels great, and makes the tomb of Mbah Maridjan the main icon. In addition, several economic sectors in the Kinahrejo area, such as coffee, kinah restaurants, trails,

tourist delivery services (taxi bike), and tour guides, are included in managing the Kinahrejo community.

For tourism management, each community—the Management Team and the Kinahrejo Community—formed a labour division and income distribution policy. As the roof of the economic sectors in the Merapi volcano tour, the volcano tour formed an agreement to establish a division of labor and a profit-sharing system with certain provisions. It is conducted to avoid inequality and be an income for residents. Volcano Tour is the key holder in the parking and ticketing sectors, both of which are carried out alternately and managed together. For the division of work, the Merapi volcano tour team formed an agreement by dividing the allotment for guarding the ticketing of tourist entrances into ten shifts with a money distribution system with an average system. Approximately for one round of shifts, each member gets Rp. 30,000, -

In further developments and the decline in tourist arrivals, people can no longer work alone. Private parties engaged in travel agencies become partners to collaborate in promoting Merapi volcano tour tourism objects. By providing information about the condition of new tourism objects after the eruption of Merapi, travel agencies package and sell tour packages to all audiences. Through expensive promotions, travel agencies help bring in tourists a lot.

### **4.3. Participation in Program/Activity Evaluation**

Every program or activity carried out by the government always requires feedback from the community. The evaluation in the form of feedback assesses the effectiveness of programs and activities carried out by Disbudpar that involve the community. Formally, the evaluation report is realized in a Government Agency Accountability Report (LAKIP), prepared annually by the Disbudpar. This LAKIP describes the achievements made by Disbudpar and some reasons about the factors influencing the success of the program or activity.

Participatory purposes are conducted by opening a forum or workshop attended by tourism stakeholders to perform a thorough evaluation. The evaluation identifies several programs or activities running well and on target and those not reaching the target. In terms of output, several programs have been completed but did not produce the desired outcome.

The program on disaster tourism has achieved the desired output in general. Nevertheless, it has not yet completed one hundred percent in terms of outcome. All activities related to human resource development have been carried out, but the development results are still not maximized. Interviews with several participants showed that many of them had difficulty practising the materials presented because of the rapid changes in the environment. The details were conveyed by Maryanto, a member of the tourism service providers:

*We were invited to have a meeting at the Disbudpar to evaluate the program on the volcano tour. However, I still do not understand why we were asked because the government has its programs. But, after a lengthy discussion, I found out that to make a program in the coming year, there must be an evaluation from the previous year. However, we still have to adjust to our training program because the changes are happening so fast. I am from a livestock background, so it is difficult for me to adjust to tourism quickly.* (Interview, 12 October 2014).

Not all stakeholders can respond to program/policy evaluation activities carried out at the Merapi volcano tour. However, one thing that stands out is that the government still dominates this activity. It can be seen from the preparation of the event format and the implementation of activities, all designed by the government. The private sector and society are primarily passive participants.

From this explanation, the involvement of each stakeholder in participating can be identified as follows:

Table 2. Collaboration In Participation

Stakeholder	Organization	Involvement
Government	Culture and Tourism Department (Disbudpar)	Facilitating the development of tourism businesses and human resources
Private Sector	Travel Agency	Marketing and making tour packages
Citizen	Tour Service Operators and Management Team	Participating in tourism HR training and providing information about ODTW

#### 4.4. The Pattern of Collaboration in Participation

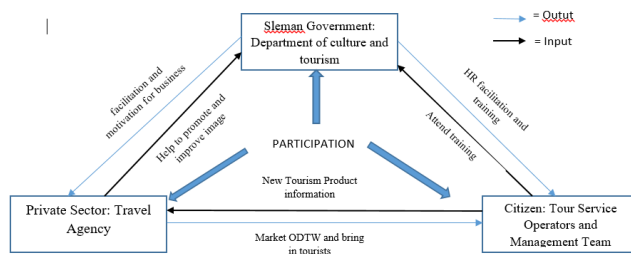
The collaboration between the three stakeholders in participation is related to decision making, service delivery, and program/activity evaluation. The government's involvement is more of a facilitator, both in business development for the private sector and human resource development for the community. The role of local government is more of a facilitator, making it impossible to direct directives to the private sector and society.

In the process of providing services, facilitation is always prioritized, as stated by the Head of the Dinbudpar of Sleman as follows:

*We always carry out all activities in the office that involve the private sector and the community in the spirit of facilitation. In today's era, we can no longer govern the community, but what is important is how to grow their participation to help tourism activities in Sleman. We cannot carry out all services and programs/activities without the community's help. It is always emphasized to involve community participation so that the function of coordination becomes essential.*

*Coordination is not only carried out within the office but also with stakeholders.* (Interview, October 18, 2014).

These facilitation activities form a pattern of relationships giving in output and receiving in input, illustrated as follows:



**Figure 4.** Patterns of Collaboration in Participation

Identifying the involvement of the three stakeholders in participation shows that all three have a pattern of mutual need, and practical involvement occurs through collaboration. From the participation of the three stakeholders, the role of the community has begun to appear but is not yet dominant. The government's position is still prevalent to drive the collaborative participation process.

#### 4.1.1. Collaboration Transformation in Participation

After a shared vision and commitment among stakeholders have been built, it is no longer necessary to participate through orders; participation is done voluntarily. In governance, participation poses a dilemma (Dingwerth, 2008, in Bevir, 2011) because it allows the dominance of public affairs by the private sector (private governance). It has given rise to the movement for decentralization by bringing up the concept of democratic governance. The public is given ample space to participate in the administration of public affairs. In this framework, it is necessary to analyze how the transformation occurs in the participation of disaster-tourism stakeholders.

The collaboration between the three stakeholders in participation is related to decision making, service delivery, and program/activity evaluation. The government's participation is more coordinated, considering that it cannot carry out orders to implement programs and activities in the current era. The part of local government is more of facilitation. Thus, it is impossible to direct directives to the private and community sectors. In implementing programs/activities, the coordination function is always prioritized to support facilitation in tourism services.

The government carries out participation in decision-making following its respective responsibilities. The primary stakeholder, namely Disbudpar provides opportunities for the private sector and the community in Musrenbang events, Tourism Services Communication Forums, and Community Aspirations



Networking. In these forums, the private sector and the public are given the freedom to provide constructive input related to determining activity plans for the following year. With this input, it is hoped that the government can create programs or policies that genuinely follow the community's needs and collaborate with the private sector.

The parties involved were satisfied following the research findings because some proposed activities could be implemented. Training activities for disaster mitigation and safety for tourist Jeep drivers can be carried out following the community's recommendations for providing tourism services. By coordinating, participation in decision-making can run effectively.

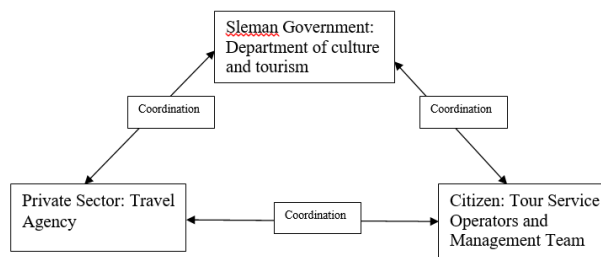
The government participating in Merapi volcano tour services follows Disbudpar's primary duties and functions, more on facilitation and coaching. Facilitation in strengthening human resources is performed through appropriate training to improve the technical capabilities of tourism service providers. The private sector is expected to provide policy directions and entrepreneurial spirit to the community around tourism objects. The transformation carried out in participation is also coordinated because collective decision-making and institutional involvement occur between the government, the private sector, and the community.

Likewise, in evaluating programs/policies, community participation is always prioritized. The government assesses programs or activities in the Merapi volcano tour area through a formal accountability mechanism in the preparation of LAKIP and an informal tool by asking for input for correction from the community. Correction input assesses the benefits of several government programs implemented in the Merapi volcano tour area.

From the various forms of participation, when consulted with the concept of Arnstein (1969), it is included in citizen power, where the private sector and the public can be involved in selective decision making. Likewise, according to Pretty (1994), it is included in the typology of interactive participation when viewed from the characteristics of participation. Following the research findings, especially in Figure 5, participation among the three pillars of governance involves the community playing a role in joint analysis to achieve activities and institutional strengthening. Besides, it also uses various methods and perspectives in a structured and systematic learning process. Furthermore, the community has a control role over government decisions so that they have a stake in the whole process of activities.

By looking at these stakeholders' typology, the participation has shown a high gradation, and quite intensive interactions appear. Such characteristics follow the transformation process coordinated in nature, wherein the transformation among stakeholders has been a collective decision for the common good. Participation is also carried out both personally and institutionally.

The interactions between the three pillars of governance can be described as follows:



**Figure 5.** Collaboration in Participation

## 5. CONCLUSION

There is a collaboration between the Sleman Government, the private sector, and the community. The form of collaboration carried out is a participation-based collaboration. The three stakeholders have their respective roles and participation. Sustainable tourism development can be performed through a collaborative governance model. As an initial step for collaborative governance, the shared vision still shows weak intensity and is included in the “command” category. In this regard, the next step needs to be supported by the active participation of all stakeholders. From this participation, it is hoped that a strong network will be established to create partnerships as the final form of cooperation.

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