TOURISM ECONOMY IN COLLABORATIVE GOVERNANCE PERSPECTIVE

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**ARTICLE INFO**

**Article history:**

Received 24 March 2023
Accepted 19 June 2023

**Keywords:**

Collaborative Governance; Empowerment; Public Administration; Welfare.

**ABSTRACT**

**Purpose:** This paper will explore the tourism economy in collaborative governance perspective.

**Design/methodology/approach:** This article is a theoretical study. The information is collected by the snowball method. All related theories and research are collected systematically. Data collected from secondary sources. The secondary resources are textbooks and research results. Textbooks are used to collect theories related to the research topic. Empirical research is used to link existing theories with the latest conditions in the field.

**Findings:** Public administration literature shows are five paradigms "developed in public administration, namely: Old Public Administration (OPA), New Public Administration (NPA), New Public Management (NPM), New Public Services (NPS) and Governance.

**Research limitations/implications:** This is an theoretical study. This study is limited to theoretical examination for the tourism economy in collaborative governance perspective. Therefore, future research should examine empirically to get confirmation for the theories.

**Practical implications:** This research can be used by future researcher as the basis to examine empirically tourism economy in collaborative governance perspective.

**Social Implications:** The results can enrich literature Collaborative governance, especially in the case of tourism economy.

**Originality/value:** This is an early compilation to examine the tourism economy in collaborative governance perspective.

**Doi:** https://doi.org/10.26668/businessreview/2023.v8i6.e01978

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**ECONOMIA DO TURISMO NA PERSPECTIVA DA GOVERNANÇA COLABORATIVA**

**RESUMO**

**Objetivo:** Este artigo explorará a economia do turismo na perspectiva da governança colaborativa.

**Projeto/metodologia/abordagem:** Este artigo é um estudo teórico. As informações são coletadas pelo método de bola de neve. Todas as teorias e pesquisas relacionadas são coletadas sistematicamente. Dados coletados de fontes secundárias. Os recursos secundários são livros didáticos e resultados de pesquisas. Os livros didáticos são usados para coletar teorias relacionadas ao tópico da pesquisa. A pesquisa empírica é usada para vincular as teorias existentes às condições mais recentes do campo.

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Conclusões: A literatura sobre administração pública mostra que há cinco paradigmas "desenvolvidos na administração pública, a saber: Antiga Administração Pública (OPA), Nova Administração Pública (NPA), Nova Gestão Pública (NPM), Novos Serviços Públicos (NPS) e Governança.

Limitações/implicações de pesquisa: Este é um estudo teórico. Este estudo limita-se ao exame teórico da economia do turismo na perspectiva da governança colaborativa. Portanto, pesquisas futuras devem examinar empiricamente para obter confirmação das teorias.

Implicações práticas: Esta pesquisa pode ser usada por futuros pesquisadores como base para examinar empiricamente a economia do turismo na perspectiva da governança colaborativa.

Implicações sociais: Os resultados podem enriquecer a literatura sobre governança colaborativa, especialmente no caso da economia do turismo.

Originalidade/valor: Esta é uma compilação inicial para examinar a economia do turismo na perspectiva da governança colaborativa.


LA ECONOMÍA DEL TURISMO DESDE LA PERSPECTIVA DE LA GOBERNANZA COLABORATIVA

RESUMEN
Objetivo: Este artículo explora la economía del turismo desde la perspectiva de la gobernanza colaborativa.

Diseño/metodología/enfoque: Se trata de un estudio teórico. La información se recoge mediante el método de bola de nieve. Todas las teorías e investigaciones relacionadas se recopilan sistemáticamente. Los datos proceden de fuentes secundarias. Los recursos secundarios son libros de texto y resultados de investigaciones. Los libros de texto se utilizan para recopilar teorías relacionadas con el tema de investigación. La investigación empírica se utiliza para relacionar las teorías existentes con las condiciones más recientes en el campo.

Conclusiones: La literatura sobre administración pública muestra que existen cinco "paradigmas desarrollados" en la administración pública, a saber: Antigua Administración Pública (OPA), Nueva Administración Pública (NPA), Nueva Gestión Pública (NPM), Nuevos Servicios Públicos (NPS) y Gobernanza.

Limitaciones/implicaciones de la investigación: Se trata de un estudio teórico. Este estudio se limita al examen teórico de la economía del turismo desde la perspectiva de la gobernanza colaborativa. Por lo tanto, futuras investigaciones deberán examinar empíricamente para obtener la confirmación de las teorías.

Implicaciones prácticas: Esta investigación puede ser utilizada por futuros investigadores como base para examinar empíricamente la economía del turismo desde la perspectiva de la gobernanza colaborativa.

Implicaciones sociales: Los resultados pueden enriquecer la literatura sobre gobernanza colaborativa, especialmente en el caso de la economía del turismo.

Originalidad/valor: Se trata de una primera recopilación para examinar la economía del turismo desde la perspectiva de la gobernanza colaborativa.

Palabras clave: Gobernanza Colaborativa, Desarrollo de Capacidades, Administración Pública, Bienestar.

INTRODUCTION

The achievement of society general welfare is consistent with development of paradigm of public administration through the emergence of governance concept (Ismail et al., 2023). UNDP states that "governance is broadly defined as the relationship quality between government with the served and protected people. Governance includes three domains, namely the state, private sector, and society"(Sedarmayanti, 2012:2). The governance is the implementation of public policies that are not only centered on government, but also involve other actors.
Governance also continues to develop (Alam and Chouaibi, 2023). Collaborative governance is one of the developments of governance. The collaborative governance is a way to manage government by involving stakeholders outside the government, oriented towards consensus and deliberation in a collective decision-making process with the aim to implement public policies and programs (Ansell and Gash, 2008: 543). Hanberger (2004:2) emphasized that collaborative governance is a form of response to increasingly complex public problems, requiring the involvement of various actors to resolve the problem.

Society is one important actor in collaborative governance. Efforts to increase community involvement in collaborative governance can be done through community empowerment. Community empowerment is one of the main principles in the application of collaborative governance (Retno Sunu Astuti, Hardi Warsono, 2020:87). The community empowerment is important in economic development of society in a global context. Community participation has been promoted by international, state and regional agencies as one strategy to enhance development through local communities empowerment (Mayo, Marjorie and Craig, 1995:1). The empowerment concept focuses on people (people centered), participation, empowerment and sustainable (Chambers, 1995 in Yansen, 2010:1).

The empowerment term is not something new. This term promotes the recognition of humans as a very important factor in development advancement. Community empowerment is a very important thing for all components of nation, both the government, private sector and the community. Maryani, Dedeh and Nainggolan (2019: 8) defined community empowerment as a development process to make the community take initiative to start a process of social activity in improving their own situation and condition. Empowerment can happen if the people also participate. The success of a community empowerment program or activity is not only determined by the party doing the empowerment, but also by the activeness of the empowered party to create better situation and conditions.

The research results of the implementation of community empowerment in the perspective of collaborative governance are still diverse. Winarni, Afni and Wirawan (2021:137) found that based on DeSeve collaborative governance indicator, collaborative governance in empowering people with disabilities has not gone well because there is no strong commitment to all stakeholders, there is no strong trust between stakeholders, there are no official regulations related to collaboration in empowering people with disabilities and access to budgetary resources and limited infrastructure. Fajri et al. (2021: 84) found that community empowerment in Pesisir Selatan Regency has fifteen stakeholders with various influences and interests. The
various influences and interests makes the existing relations between stakeholders unequal and affecting the limited ability of cooperation between stakeholders. This means that there has been collaboration but the commitment to collaboration is not strong. This also occurs in context of cultural activities and tourism.

Community Empowerment in perspective of collaborative governance plays an important role in cultural activities and tourism. Murphy (1988) found that development of cultural and tourism activities is a "community-based activity", namely the resources and uniqueness of local community in form of both physical and non-physical elements (values, norms, customs and traditions) attached to community. It is the main driving element of main activities of culture and traditions of community itself; on other hand, it is undeniable that local communities that live and grow side by side with a tourism object have actually become part of an ecological system intertwined with cultural and tourism resources. Community empowerment policies around conservation areas are intended to support efforts in developing the community's economy to solve existing problems of poverty and inequality which have a huge environmental impact on forest sustainability. Given the importance of this topic, this article presents a theoretical study of community empowerment in a collaborative governance perspective.

METHODOLOGY

This article is a theoretical study. The information is collected by the snowball method. All related theories and research are collected systematically. Data collected from secondary sources. The secondary resources are textbooks and research results. Textbooks are used to collect theories related to the research topic. Empirical research is used to link existing theories with the latest conditions in the field.

PUBLIC ADMINISTRATION

Development of Public Administration

An engineer named Henry Fayol was born in Istanbul in 1811. He has French nationality and grew up in France. He was the first person who research and introducing administrative theories in Europe. Fayol said that the development of administrative science was the only way for France to fill the shortage of leaders at that time. Fayol first said around 1900 "that is from France, then spread throughout the world, but developed and advanced technical knowledge alone is not enough to manage industrial enterprises". Technical knowledge only provides
knowledge about "what is taken care of". While "how to take care of it" is the field of administration. Fayol founded a center for study of administrative science in Paris and developed theories about administration because of his great love for administration. In addition, Fayol also published a brochure entitled "Administration Industrielle et generelle ". This story about Fayol's life shows the origins of administrative science that developed rapidly in America.

Henry Taylor in 1886 published the book "The Principles of Scientific Management". He has pioneered the scientific management movement. Professor Woodrow Wilson in political science from Princeton University who later became president of United States in 1887 published an article entitled “A Study of Administration” He distinguishes between administration and politics known as the politics-administration dichotomy.

The people will who wanted improvements and reforms in field of government was another factor to make the United States become a place for development of administrative science. It later transformed into movements for austerity and efficiency in government apparatus.

The initial concept of administrative science is in business field. United States of America is the birthplace of public/state administration that consistent with challenges of governance in Uncle Sam's country today. From Europe and United States, administration science spread throughout the world.

**Public Administration Paradigm**

Based on its development, there are six public administration paradigms according to Nicholas Henry (2007: 26-42).

Paradigm 1: the politics-administration dichotomy (1920-1926)

This paradigm was started by Woodrow Wilson and Frank Goodnow to separate politics and administration. Woodrow and Goodnow see the needs to separate administration and politics. This separation is the reason because the administration in America is still filled with spoils systems and intermediary patronage systems in recruiting civil servants. Frank J Goodnow and Leonard D White explained two main functions of different governments:

1. The political function gives birth policy or state will
2. Administrative functions relates with implementation of state policies
Goodnow stated that the emphasis on Public Administration Paradigm lies in its locus. The locus is centered on government bureaucracy. While the focus is on what methods or studies will be discussed in Public Administration.

Public Administration gained its academic legitimacy through the study of Public Administration by Leonard D White which states emphatically that politics should not interfere with administration, and state administration must be a value-free from scientific study. This paradigm also emerged because of dissatisfaction with trias politica trichotomy, and replaced it with two functions, namely politics and administration. Politics is the determination of policies, while administration is the implementation of policies.

Paradigm 2: the administration principles (1927-1937)

It began with publication of Principles of Public Administration by WF Willoughby (1927). The administration is characterized by various contributions from other fields such as industry and management. These various fields have had a major impact on emergence of administrative principles. These principles are the focus of public administration studies. The locus of this paradigm is less emphasized because of essence of these principles can occur in all settings, environments, missions or institutional frameworks, or culture, thus administration can live anywhere as long as these principles are adhered. This second Public Administration paradigm shows the large influence of classical management. FW Taylor outlined 4 basic principles, namely: (1) a need to develop true management science to obtain best performance, (2) a need to carry out a scientific employee selection process to improve the responsibility for their work, (3) a need for scientific education and development of employees, and (4) a need for close cooperation between employees and superiors (Taylor's principle of scientific management). This basic principle was refined by Fayol (POCCC) and Gullick and Urwick (POSDCORB).

Paradigm 3: public administration as political science (1950-1970)

This Public Administration Paradigm is adorned by various political views, even experts are trying to renew the definition of public administration locus which is called the governmental bureaucracy. Many scientific papers on public administration are included in political science studies, so the administrative as a science that has been running in second paradigm has become a sharp criticism because it cannot fulfill public needs.

Morstein-Mark opinion (Element of Public Administration) returned into question about the separation between politics and economics as something that is unrealistic and impossible. He concluded this Paradigm phase implements an attempt to redefine the conceptual
The relationship between administrations at that time. Therefore, administration returned to Political Science, resulting in a change and renewal of its locus at the government bureaucracy but there must be a formulation with essential focus of expertise. Therefore, there are new developments recorded in this phase, namely the emergence of comparative studies and administrative development as part of state/public administration.

Paradigm 4: public administration as management

The public administration science gets support from its younger brother, namely management science. This management concept becomes one paradox of very empirical political science studies. The red thread of concept cannot be found. This paradigm, concepts of political science and management with unique and good identity are increasingly losing the meaning. The organizational and behavioral theories began to develop. The planning and decision-making were actually mostly made by elites. Various management sciences began to be offered in public administration, as leadership management techniques, motivation, communication, MIS, unemployment, auditing, marketing, and so on. This is very new in political and administration science.

Actors of this paradigm were born in several books “Organization” by James G. March and Herbert Simon's (1958), March book “Handbook of Organizations” (1965) and James D. Thompson's in his book “Organization in Action” (1967) provide the view that theoretically management science is organizational theory.

Paradigm 5: public administration as public administration (1970s)

The development of Public Administration paradigm produces various perspectives, as written by Felix A. Nigro and Lloyd G. Nigro (1977) in "Modern Public Administration” that the efforts of cooperative groups in public service consist of 3 branches namely: executive, legislative and judicial. The relationship between the three is in nuances of cooperation (no separation). It plays an important role in policy formulation.
Paradigm 6: governance (1990-present)

Henry (2007) stated that governance was the last paradigm in development of public administration which took place from 1990 to present.

Public Administration Perspective

Public administration is a dynamic science and has undergone changes and updates from time to time in according to the challenges. The emerging paradigm is an expert's perspective on role and challenges of Public Administration in responding problems. There is always debate in a paradigm, but experts assess that there are four developments of public administration paradigm. Some public administration literature explain are five paradigms developed in public administration, namely: Old Public Administration (OPA), New Public Administration (NPA), New Public Management (NPM), New Public Services (NPS) and Governance.

The Old Public Administration Paradigm

The public administration paradigm begins with Old Public Administration or old public administration. This paradigm was developed at the birth of state administration science. Figures of this paradigm are the pioneers of state administration founding, Woodrow Wilson with his work "The Study of Administration"(1887) and FW Taylor with his book "Principles of Scientific Management". Wilson argues in his book "The Study of Administration" that the main problem faced by executive government is the low administrative capacity. To develop an effective and efficient government bureaucracy, it is necessary to reform government administration by increasing the professionalism of state administration management.

The knowledge is needed for reforming the bureaucracy by creating professional and non-partisan public apparatus. Therefore, dominant theme of Wilson's thought is the apparatus or bureaucracy that is neutral from politics. Public administration must be based on principles of scientific management and separate from hustle and bustle of political interests. This is known as the concept of dichotomy of politics and administration. State administration is the implementation of public law in detail and in detail, because it is the field of technical bureaucrats. Politics is the realm of politicians.

The New Public Management Paradigm

Criticism of classical and neoclassical administrative theories led to reforms in public administration to rise to a new concept known as New Public Management. This concept
initially shows a new view that could enlighten the concept of administrative science. The New Public Management is usually treated for business activities and private sector. The essence of this concept is to transform performance that has been used in private sector and business to public sector. The famous slogan used is to regulate and control the government, not much different from managing and controlling a business – run government like business. This concept further reviews the role of public administrators, role and nature of administrative profession (Thoha, Miftah, 2005).

New Public Management (NPM) was also triggered by crisis of welfare state in New Zealand, Australia, England and America which was supported by promotions from IMF, World Bank and Commonwealth unions and management consulting groups. These countries developments in economic, social, political and administrative environment have collectively pushed for radical changes in management and public administration system. The desired change is better management to provide services to community that more efficient and effective (Kurniawan, Teguh).

**The New Public Service Paradigm**

The New Public Service (NPS) paradigm is a concept that emerged through Janet's writings. The NPS paradigm is intended to "counter" the current mainstream administration paradigm, namely the New Public Management paradigm which has the principle of "run government like a business" or "market as a solution to their ills in public sector". NPS paradigm promote to run government administration differ with a business organization. State administration must be driven as it drives a democratic government. The mission of public organizations is not only to satisfy users (customers) but also to provide goods and services as fulfillment of public rights and obligations. The NPS paradigm treats public users of public services as customers. State administration is not only how to satisfy customers but also how to provide citizens' rights to obtain public services.

The perspective of NPS paradigm is inspired by (1) democratic political theory, especially relations of citizens with government, and (2) a humanistic approach in organization and management theory (Dernhart, 2008). The NPS paradigm views the importance of many actors involvement in public affairs. Public administration means public interest and how the public interest is manifested does not only depend on state institutions. The public interest must be formulated and implemented by all actors, whether state, business or civil society. This kind of view makes the NPS paradigm also known as the Governance paradigm. Governance theory
holds that state or government in global era is no longer believed to be the only institution or actor capable of efficiently, economically and fairly providing various forms of public services. Governance paradigm views the importance of partnerships and networking between many stakeholders in implementation of public affairs.

**Collaborative Governance Paradigm**

Collaborative governance consists of two syllables, “collaborative” and “governance” (Pardo, Gil-Garcia and Luna-Reyes, 2010; Guo and Li, 2016). The word "governance" refers to government. Many studies and opinions of experts have defined the term "governance" with different meanings. Terminologically, governance is understood is synonymous with government (Sumarto, 2003). Bappenas in Arifin Tahir (2015) said that government term is easier to understand as "government", namely institutions and their apparatus with the responsibility to manage the country and carry out the will of people. Governance is a whole series of policy/decision-making processes and a whole series of processes where decisions are implemented or not implemented. Meanwhile Mustopadidjaja in Arifin Tahir (2015) reveals Governance as: 1) Governance, 2) Government Management, 3) Government Administration, 4) State Administration, and 5) State Administration.

Leach and Percy-Smith in Hetifah Sj Sumarto (2003) stated that government implies only politicians and government regulate, do things and providing services, while the rest of the people passive recipients. Governance merges the difference between "government" and "those who are governed" because we are all part of governance process. Wirman Syafri (2012) stated the term governance refers to relationship between the government/state and the citizens where various policies and programs can be formulated, implemented and evaluated. Kaufmann, Kraay, and Mastruzzi in Wirman Syafri (2012) said that governance is a reciprocal relationship between the government and its citizens to allow various public policies and programs to be formulated, implemented, and evaluated.

Hatifah in Arifin Tahir (2015) said that in governance concept, government is one of actors and is not always the most decisive actor. This means that implications of governance, role of government as a development and service provider and infrastructure will shift into a driving force for creating an environment capable of facilitating other parties in community and private sector to actively carry out these efforts. This is reinforced by Andrew's opinion in Wirman Syafri (2012) who defines governance as a way in which the government works together with other stakeholders in society, exercises authority and influences in seeking the
welfare of society and long-term goals of a nation. Boon and Geraldine in Wirman Syafri (2012) define governance as the determination of various policies, institutions and structures which together encourage to facilitate interaction towards better economic progress and social life.

Riant Nugroho (2003) defined governance as the mechanisms, practices and procedures of government and citizens to manage resources and solving the public problems. The quality of governance is assessed from interactions quality between governance components, namely the government, civil society and private sector. Good governance has elements of accountability, participation, predictability and transparency. In short, good governance can only be created if two forces support each other, citizens who are responsible, active and have awareness, together with a government that is transparent, responsive, willing to listen, and willing to involve or be inclusive (Tahir, 2015). Ansell and Gash (2007) defined collaborative governance as “A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus oriented, and deliberative and that aims to make or implement public policies or manage public programs or assets.” It is a way to manage government that directly involves stakeholders outside the state, consensus-oriented, and deliberative in collective decision-making process, which aims to make or implement public policies and public programs. The focus of collaborative governance is on public policy and issues. Although public institutions have ultimate authority in policy making, aim and process of collaboration is to achieve a degree of consensus among stakeholders (not an emphasis on public institutions). Collaborative Governance requires the realization of social justice in meeting the public interest (Setyoko, in Wirman Syafri, 2012).

Government collaboration guarantees a more participatory policy formulation process to produce output with wider impact on society (Mujtaba, 2006; Ansell and Gash, 2008; Viale Pereira et al., 2017; Fajri et al., 2021) . Collaborative Governance is a system of governance with public institutional actors that directly involve non-state actors in a formal joint decision-making process, and consensus-oriented and synergistic (Ansell and Gash in Erwan, 2015). Robertson and Choi in Erwan (2016) 2009 specifically defined collaborative governance as a collective and egalitarian process in which each participant has substantive authority in decision-making and each stakeholder has the same opportunity to reflect on his aspirations in the process.

Collaborative governance distinguishes itself from partnership through the government's role. In partnership, government works by building networks, coalitions and
partnerships to create effective services with government-to-citizen relations. In collaborative governance, government works through the private sector and elements of society to achieve public goals (O'Flynn and Wanna in Erwan, 2015). Criteria in collaborative governance imply the role of non-public actors to have responsibility for policy outputs. Therefore, the interaction requires these actors to be directly involved in decisions making through of two-way flows and influences. Walter and Peter in Erwan (2015) explained the collaborative governance as an activity that does not only involve decision making, but also includes joint activities, joint structures, and shared resources. Erwan (2015) defined collaborative governance as a management structure and process as well as public policy decision-making by constructively involving people from various levels of government and/or society, public, private, and civil society agencies in order to solve problems or achieve public goals that cannot be resolved by one party alone.

POLICY IMPLEMENTATION

The implementation process will be carried out by implementers. Policy implementers are those who are officially recognized as individuals/institutions responsible for program implementation (Indiahono, 2009: 143). The implementation stage also determines whether the policies pursued by government are truly applicable in field and succeed to produce expected outputs directly from the policies and outcomes of the policies should emerge after the output was produced.

Parsons (2008:467-474) in Public Policy explained several implementation approaches or models, namely the top-down and bottom-up models. According to him, top-down approach has a view of policy-implementation relationship. The top-down approach is also criticized for setting aside considerations about how real people actually behave, and trying to understand logical relationship between input, process and the output. Pressman and Wildavsky (in Parsons, 2008) stated that implementation is to make people do anything. What is ordered, and control the sequence of stages in a system; and implementation is a developing a control program to minimizes conflict and deviation from goals set by 'policy hypothesis' (Tadaki, 2020; Christensen and Mandelkern, 2021; Nisar et al., 2021; Scupola and Mergel, 2022).

The proponents of bottom-up approach model stated that process of negotiation and consensus building involves two contexts, management expertise and organizational culture in implementing public policies and political environment in which they have to work. According
the most important thing in this model is the relationship between policy makers and policy implementers (Parsons, 2008:70-71).

Parson’s book discusses the game or implementation model initiated by Bardach (1977), who argues that implementation is a game of 'bargaining, persuasion, and maneuvering in conditions of uncertainty'. The implementer also play to get as much control as possible, and try to play the system to achieve their own goals. Bardach basically wants to show that politics is something that goes beyond official 'political' institutions.

Indiahono (2009: 144) explained implementation model in another language. He argued two commonly approaches, namely the compliance approach and what happens.

1. The compliance approach examines policy implementation in realm of compliance of policy implementer based on policy guidelines.
2. What happened approach wants disclosure the events in realm of policy implementation that occur in field in an honest and open manner.

Van Mater and Van Horn (in Winarno, 2008) stated are 2 factors to influence the process of a policy implementation.

3. Implementation will be influenced policy deviation from previous policies. This is different from changes based on rational decisions that are more oriented towards major and fundamental changes. As a result, opportunities for conflict or disagreement between actors to make policy will very large.
4. The implementation process will be affected by amount of organizational change required. Policies that prescribe changes in relation to actors involved in implementation process will be more difficult to implement than policies that require only small changes in stable relationships.

Winarno, (in Yustiani, 2011) describes several models of policy implementation, including the Merilee S. Grindle Model and policy implementation model by Edward III. Edward III showed four variables that play an important role to achieve successful implementation, namely communication, resources, disposition and bureaucratic structure.

1. Communication refers to each policy will be implemented well if there is effective communication between program implementers and target groups. The goals and objectives of policy program can be socialized properly to avoid distortions of policies and programs.
2. Resources for each policy must be adequate, both human resources and financial resources. Human resources are the adequacy of both the quality and quantity of implementers to cover all target groups.

3. Disposition refers to characteristics that stick closely to implementer of policy/program. The important characteristics of implementer are honesty, commitment and democracy. Implementers with high commitment and honesty can solve the obstacles in the program or policy. Honesty directs the implementer to remain within program level outlined in program Guideline.

4. The bureaucratic structure indicates that bureaucratic structure is important in policy implementation. This aspect of bureaucratic structure includes two important things, the mechanism, and organizational structure implementation. Program implementation mechanisms are usually defined in standard operating procedures (SOPs) listed in program/policy guidelines. A good SOP should be clear, systematic, uncomplicated and easily understood by anyone because it will become a reference in work of implementer.

The public policy implementation model by Grindle showed that the success of policy implementation process to achievement of results depends on program activities designed and adequate fund, apart from being influenced by content of policy and context of implementation. The contents of policy contain interest affected, type of benefit, extent of change envisioned, and site of decision making, program implementers and resources committed. While the implementation context contains power, interest strategies of actors involved, institution and regime characteristics and compliance and responsiveness.

The next implementation model was stated by Daniel Mazmanian and Paul A. Sabatier and policy implementation model by Brian W. Hoogwood and Lewis A. Gun and Riant Nugroho (in Naihasy, 2006). Mazmanian and Sabatier classifies the policy implementation process into 3 variables below.

1. The independent variable easiness to control problem with respect to indicators of theoretical and technical implementation problems, variety of objects, and what kind of desired changes.

2. The intervening variables are ability of policy to structure the implementation process with indicators of clarity and consistency of objectives, used causal theory, accuracy of allocation of funding sources, hierarchical alignment among implementing agencies, implementing regulations and openness to outsiders; and variables outside the
policy that affect the implementation process with regard to socio-economic and technological indicators, public support, attitudes and resources from constituents, support from higher officials, as well as commitment and quality of leadership from implementing officials.

3. The dependent variable are five stages in implementation process, namely the comprehension of implementing agency/agency in form of implementing policy formulation, object compliance, real results, acceptance of these results, and finally leading to revisions to policies or the whole basic policies.

The next is the Hoogwood and Gun model. These two people stated that the policy implementation required a minimum of 10 conditions below.

1. Assurance that external conditions faced by agency/executor will not cause major problems.
2. There are sufficient resources to for the implementation, including time resources.
3. Availability of required mix of resources.
4. The policy implementation is based on a reliable causal relationship.
5. The causal relationships that occur are adequate. The assumption is less causality relationship in policy will increase possibility to achieve the desired results.
6. There is small interdependence relationship. The assumption is high interdependence relationship will make the implementation will not work effectively.
7. There is a deep comprehension and agreement on goals.
8. That tasks have been detailed and placed into correct sequence. This will bring positive implications in the implementation.
9. There is perfect communication and coordination. Communication is the glue of organization, and coordination is the formation of a synergistic team-work.
10. The authority of power can demand and get perfect obedience. Policy will be perfect in implementation if authority are held.

There are 4 models of policy implementation that were later offered by Riant Nugroho. It can be chosen in according to situation and conditions of implementation targets to met effectiveness of policy implementation.

1. The policy itself has been assessed as appropriate, it can solve problems, and the policy has been formulated consistent with character of problem, and the policy made by competent authority that consistent with character of policy.
2. The implementation is correct, namely whether the actor is the government or private sector.
3. The target is right, namely whether the target is consistent with what was planned, does not overlap and does not conflict with other interventions.
4. The environment is appropriate in a policy-making/formulating environment with other institutions.

Sumaryadi (2005:80) stated that the implementation of government programs can be viewed from three different angles, namely:
1. Initiator of wisdom or policy maker.
2. Executing officials in field and,
3. Individual actors outside government agencies to whom the program is directed, namely the target group.

Every implementation that has been set up properly should run smoothly. There will be obstacles that occur. Dunsire (in Sumaryadi, 2005) stated that an implementation gap always open possibility of a difference between expectation and the reality. This difference depends on implementation capacity of government bureaucratic organizations or groups of organizations/actors entrusted to implement the policy.

COMMUNITY EMPOWERMENT

The empowerment concept reflects a new paradigm of development, which has the characteristics of people-centered, participatory, empowerment and sustainable (Chambers, 1995). This concept is an economic development which includes social values. Kartasasmita (1996: 141) said that the basic view is the efforts made must be directed directly to root of problem, namely increasing the ability of people. The aspects left behind in society must be increased in value by developing and empowering them.

The empowerment paradigm was born as a criticism of failure of growth paradigm, which is too focused on increasing per capita income and paying little attention to aspects of equity and social welfare. Growth or resource generation does occur, but if we observe the course of development from end of Second World War to end of 1960s, it shows that results are enjoyed by a few people, while the majority of people, especially in developing countries, and do not enjoy economic growth from the development process. In fact, what has happened to many developing countries is socio-economic disparities as a result of this development. This
is caused by unequal ability of groups in society to take advantage of opportunities in the development process.

Groups of people who better and more affluent are more able to take advantage of opportunities, partly due to their advantageous position, which allows them to enjoy a large share of "development cake". On other hand, groups who, due to their socio-economic conditions and poor capacity, cannot take advantage of this opportunity and increasingly left behind in life. As a result, rich get richer, and poor stay poor.

CONCLUSION

Public administration literature shows are five paradigms "developed in public administration, namely: Old Public Administration (OPA), New Public Administration (NPA), New Public Management (NPM), New Public Services (NPS) and Governance. The achievement of general welfare of society is consistent with development of paradigm of public administration through the emergence of concept of governance. Governance is the implementation of public policy that is not only centered on government, but also involves other actors. In its journey, governance develops into Collaborative governance.

Collaborative governance is the structure and process of management and public policy decision-making by constructively involving people from various levels of government and/or society, public, private and civil society agencies in order to solve problems or achieve public goals that cannot be resolved by one side only. Collaborative governance as an activity does not only involve decision making, but also includes joint activities, joint structures, and shared resources.

Collaborative Governance can be implemented in various fields, one of which is the tourism economy. The implementation process will later be carried out by implementers who are officially recognized by government as individuals/institutions responsible for implementing programs in field to drive community empowerment. The empowerment is a concept of economic development which includes social values reflecting a new paradigm of development, which has the characteristics of people-centered, participatory, empowerment and sustainable.

This is an theoretical study. The results can enrich literature Collaborative governance, especially in the case of tourism economy. This is an early compilation to examine the tourism economy in collaborative governance perspective.
This study is limited to theoretical examination for the tourism economy in collaborative governance perspective. Therefore, future research should examine empirically to get confirmation for the theories.

REFERENCES


