

Research Article

The Bureaucratization of Collaborative Governance in Realizing Tourism Villages during the COVID-19 Pandemic in Winduaji Village, Paguyangan Brebes

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Abstract.

The development of nature-based tourism that can be used as a way of empowering rural communities during the COVID-19 pandemic is expected to be a solution to improve the economic conditions of the community. The problem is that the village does not have the same perspective in developing nature-based tourism villages. As a result of this, various problems arise in the development of natural tourism. This study aims to analyze the collaborative governance process in building tourist villages, their problems, and solutions. The research method is descriptive qualitative, with the process of collecting data through in-depth interviews, observations, and FGDs. The results showed that collaboration between stakeholders often leads to horizontal conflicts, awareness of the COVID-19 process is difficult to build in tourism development, and collaborative governance is more bureaucratic. This research can conclude that the development of nature-based tourism is a solution during the COVID-19 pandemic, but building public awareness of the importance of COVID-19 health protocols in tourism services is an obstacle. In addition, the bureaucratization of the collaboration process of governance hinders the development of natural tourism.

Keywords: tourism village, collaborative governance, COVID-19 pandemic

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1. Introduction

The study of collaborative governance in tourism development is an interesting study that continues to be discussed. Tourism development does not only involve stakeholders from the government but from various parties including the private sector which develops tourism not only to bring in tourists but how tourism can be interesting and creative, as well as educational orientation and can realize mutual prosperity. Therefore, the involvement of other stakeholders such as universities as companions in tourism development is needed to plan, implement and develop tourism with certain characteristics. In this regard, the latest study in this paper emphasizes the bureaucratic

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process in collaborative governance. Where bureaucracy tends to hinder rather than streamline the process of developing tourist villages.

Currently, tourism as a driver of the economic sector can be a solution for the government at the regional and village levels in increasing economic development. The tourism sector does not only touch certain economic groups but can reach the lower classes. Communities around tourism objects can establish various economic activities that are oriented towards increasing the income of local communities (1) In addition, tourism can be used as an alternative sector to encourage regional economic growth. Tourism is expected to continue to increase from time to time due to the lifestyle trends of people who like to travel and also the support of various stakeholders (2).

Tourism development can bring benefits and advantages that directly have implications for the standard of living of the surrounding community, through tourism development directed at increasing tourism to become a mainstay sector that can compete with other economic activities, including other related sector activities. Given the importance of tourism development that supports improving the level of the economy, many villages are obsessed with building their village into tourist villages. Therefore, the development and utilization of various tourism potentials in various regions to increase employment, community income, regional income, and state income as well as foreign exchange earnings, requires support and active participation from the community. The development of tourism in the village has developed in line with the increasing awareness of the community to explore the potential of tourism in the village. Tourism can provide economic and social benefits that improve the quality of life of the surrounding community (3).

Potential tourism sources in the form of objects, tourist attractions, natural wealth, culture, human resources, tourism service businesses, and others are the basic capital for tourism development in villages that have not been optimally explored. The development of tourist villages is one of the efforts to optimize the potential of tourism destinations and tourism businesses.

Tourism villages are formed by adhering to the basic principles of upholding religious norms and cultural values, balancing the relationship between humans and the environment, maintaining cultural diversity and local wisdom, and being oriented toward improving community welfare. To achieve this goal, a tourism village manager is formed in a tourist village. In the context of managing tourism villages, the community is allowed to participate both as tourism business actors and in the context of participating in supervising the implementation of tourism village management.

However, the development of tourist villages and the tourism industry is being faced with the impact of the COVID-19 pandemic which affects the development of tourism, and the creative economy (4). Another study by Folinas and Metaxas (5). "Tourism: The Great Patient of Coronavirus COVID-2019", mentioned the global impact of the tourism industry due to COVID-19, in this study concluded that since March 2020 the tourism industry has been one of the most affected sectors, international tourist arrivals will fall between 20% and 30% in 2020 when compared to 2019. This is in line with Sigala [6]. The study entitled "Tourism and COVID-19: Impacts and implications for advancing and resetting industry and research", it was argued that the proliferation of COVID-19 is linked to the social enterprise of tourism by providing many opportunities to study and understand this new phenomenon and the diversity of ecosystems, stakeholders and circumstances. The main impact of COVID-19 is the behavior and experience of the 3 main stakeholders of the tourism sector (known as tourism demand, tourism providers, and management of tourist destination organizations, and policymakers) who have experienced this throughout the 3 stages of COVID-19 (response, recovery and reset).

According to the study, at least tourism is faced with various challenges and bankruptcy, however, at least there is still hope that tourism can develop in synergy with the new normal life. So this study will examine collaborative governance in building natural tourism in the village of Winduaji. The village that received the award as the second best tourist village in Central Java continues to develop its natural potential in the form of reservoirs, namely the interlocking reservoir and the Pemali river springs which are quite potential for tourist destinations. How tourist villages develop their tourism potential in the era of the new normal, not only survive with popular tourist destinations but also develop other tourist destinations by developing cooperation with various parties. Universities, BUMDES, Pokdarwis, and Perhutani.

This study focuses on collaborative governance studies that focus on the process of achieving common goals in developing tourism. As previous studies on collaborative governance Scott, Tyler A.Thomas, Craig W.Magallanes, José Manuel(6) and (7) Collaborative governance studies become strategies and methods to understand relationships between actors in achieving common goals in one activity. In this case, the development of tourist villages through the process of collaboration between interest groups, specifically, in this case, will examine the obstacles to collaborative governance in the bureaucratic process of cooperation between interest groups. (8)

Efforts to develop tourism in the new normal era are faced with commitment, and building trust in collaborative processes between stakeholders, still facing various obstacles. This includes the potential for conflict between village institutions in managing tourism, in addition to the decreasing tourism income as well as other technical obstacles, namely that tourism actors running probes are still difficult to implement. Therefore, in this paper, we will discuss the problem of collaborative governance in developing tourism during the COVID-19 period.

2. Method

Collaborative governance research was carried out in Winduaji village with the direct involvement of researchers in the process of forming the Winduaji tourist village since 2017 through mentoring and empowerment of tourist villages. In addition to understanding the dynamics of the village, the source of the informant is directly involved and interacts with research in the dynamics of the realization of a tourist village and developing other natural tourism, namely the Zero Point of the Pemali River as a new tourist destination.

As Creswell (9) understands, qualitative research researchers, construct a complex and holistic picture by analyzing words, then reporting detailed information from informants and conducting research with environmental conditions as they are. In qualitative research, there are social phenomena that have meanings that cannot be observed but can be felt. Problems in qualitative research are not only mutually influencing but also causal and interacting. The data obtained from qualitative research is rich in value because the researcher interacts directly with data sources, both primary and secondary data.

To understand the in-depth process in this study, the researcher held two FGDs with the involvement of all stakeholders. In addition to the FGD, discussions were also held between tourism actors by involving other villages to exchange experiences in developing tourism during the pandemic. In addition to FGDs and interviews, in the process of collecting data, researchers used the observation method and were directly involved in the process of developing a tourist village through the design of hundreds of villages to support the village bureaucracy in realizing a sustainable tourism village.

3. Results and Discussion

3.1. Bureaucratization of Collaborative Governance in Realizing Tourism Village Sustainability in the COVID-19 Period

The study of collaborative governance continues to develop along with increasingly complex public issues. A collaborative governance approach is a form of collaboration between two government and private institutions in overcoming a public problem with a shared vision and goal of success. This means that Collaborative Governance is a public management step or procedure that involves stakeholders outside the government with the role and participation of collective decision-making or implementing public policies and programs (10). Meanwhile, (11) concluded that collaborative governance is a hierarchical process and pattern of cooperation in public affairs that ignore formal and structural organizational boundaries. The value developed is the commitment or consensus in the decision-making process in the organization's activities in achieving its goals, in developing the organization based on collective leadership, being well organized, there is a forum as a forum for communication and cooperation between stakeholders, actively participating in decision making.

The Collaborative Governance approach used in analyzing developing a tourist village during the COVID-19 pandemic in Winduaji Village is the focus of this study by analyzing the process of collaboration and communication patterns built by the Winduaji village government with various stakeholders or actors of interest in tourism development. The parties who are committed to collaborative governance are universities, in this case, the Faculty of Social and Political Sciences, Jenderal Sudirman University, and ITT Telkom Purwokerto, which involves academics, Perhutani as a provider of land for nature tourism, private sector, and online media developed by local communities. In addition, the village government develops an intense communication pattern with the community as a driving force for tourism actors, namely Pokdarwis, PKK, and local traders around tourism. (12)

Winduaji Village has tourism potential that can encourage the economy of the local community, in addition to a high level of participation from the community in developing tourism into a destination that can be relied on by the village and local communities. As the results of the FGD attended by tourism actors, universities, and Babinsa, it was mentioned that Winduaji Village developed its tourism potential within the framework of a tourist village. Winduaji village has a reservoir located in the hamlet of Petuguran, a Dutch-made reservoir. This reservoir is called the Penjalin Reservoir surrounded by hills with unspoiled mountain panoramas, besides the reservoir, several places can be used as tourist sites, such as Sirah tours, Tepak Siring in Petuguran hamlet, Coffee Potential

tours, in Karanganyar hamlet, and Mushroom Park Educational tours at the reservoir location. braid. Where the area is known for its culinary beauty of fish, which is high in protein, coffee that has a distinctive taste, and handicrafts of wayang accessories. The development of the tourist village is a process of developing the community's economy which is promoted through tourism activities, where tourism is developed based on the elements of existing activities and the characteristics of the local culture. The development of tourist villages aims to involve the community in tourism development so that the community and its culture are not only tourism objects. Tourist villages are usually rural areas that have some special characteristics that are worthy of being a tourist destination. In this area, the people still have traditions and cultures that are relatively pristine. In addition, several supporting factors such as typical food, agricultural systems, and social systems also color a tourist village area. (13)

Winduaji Village, Paguyangan District, has the potential stored as a tourist destination. One of the familiar tourist attractions is the Penjalin Reservoir which has been developing for quite a long time. As a tourist spot with potential, Benjamin continues to improve and develop sectors that support its existence. On the other hand, the Winduaji village community has also developed other potential, which is no less interesting, namely Zero kilometer tourism, Sirah Pemali Springs. This zero-kilometer tour is located in an area owned by Perhutani and managed by BUMDES and the forest village community institution (LMDH) Wana Aji Lestari Winduaji. In the 21-hectare land, several rides will be made, including a camping ground, a meeting place, water tourism for swimming, and water ducks. The potential of Tuk Sirah Pemali is very large, it is an interesting place surrounded by pine forests and is expected to become a great natural tourism object.

Amid the COVID-19 pandemic, tourist villages are the hope of the community's economy, therefore the collaborative governance process continues to be carried out by the village government. The first step is built is commitment and a sense of mutual trust in realizing synergistic cooperation with actors of interest, the second is communication between actors which is built through a forum through cooperation within the framework of service and empowerment. In addition, community empowerment is developed that involves various elements of the community in developing sustainable tourism villages. As stated by years (14) that the focus of empowerment on small groups will be a potential driver in the framework of participation and capacity building of rural communities. In the COVID-19 Pandemic, Winduaji Tourism Village continues to develop its tourism potential through digital marketing and branding with social media such as Instagram and Facebook. This activity is important to continue to maintain the sustainability of tourism as the foundation of local community life.

3.2. Tourism Development Problems and Strategies in the COVID-19 Period

The development of tourist villages, especially with the development of potential new tourist destinations, one of which is Tuk Sirah Pemali requires cooperation between various parties because togetherness is needed in developing this truck Sirah. The village government and the Faculty of Social and Political Sciences Unsoed collaborated to develop Tuk Sirah Pemali into a tourist destination with the concept of nature tourism. The concept of developing Tuk Sirah Pemali into a tourist destination was developed with the concept of a tourist village. The concept of the tourist village is expected to be able to color various more dynamic destinations in a tourist area so that tourism is not always trapped in the trend of mass tourism development. In the context of tourism, the development of tourist villages is an inseparable part of the ups and downs of tourism development. Through tourism villages, tourism proves its harmony with the spirit of tourism as an absorber of rural labor, as a producer of regional economic growth, and as a means of poverty alleviation (pro-job, pro-growth, and pro-poor)(15).

The development of Tuk Sirah Pemali based on tourist villages during the COVID-19 pandemic can be developed with several steps that need to be considered. The steps of the mapping and discussions in the field are: First, the COVID-19 pandemic period is both a threat and an opportunity, therefore it must be utilized properly. Open nature tourism with strict procedures is what tourists are looking for. Thus this is an opportunity that will be utilized by local tourists and in the surrounding area so that tourism organizers can develop tourism more easily. (16)

Second, the tendency of tourists during the COVID-19 pandemic to travel in the natural and traditional dimensions, such as visiting open, natural places and villages that are unique, both for visiting and scientific tourism. This tendency can be utilized as well as possible by Tuk Sirah tourism managers who still have natural potential and the beauty of open pine forests. (17)

Third, the development of safe and healthy tourism needs attention and needs to be empowered in implementing health protocols. At tourist sites, it is necessary to pay attention to whether it is natural tourism, non-natural tourism, culinary tourism, cultural tourism, or a combination of several four tours, starting from the parking area, ticket booth, entrance to the object of interest, places of worship, bathrooms or toilets. , canteen or restaurant, and exit. In addition, it must also be considered the area of the activity venue, the number of guests, vulnerable groups, duration of the activity, location

of activities whether indoor or outdoor, and characteristics of activities such as entertainment, singing, and other physical activities must be sorted out. The tourism sector must adapt to new habits or the new normal, such as modification of working methods, minimal touch or touchless implementation, improvement of sanitation according to health protocols, health checks and certifications for tourism sector workers, food and beverage accommodation for the safety and health of visitors, and most importantly is the share of responsibility between business people and the government, in this case, the village or local government. (18)

Tourism Village Development Strategy To encourage village development through tourism villages, in addition to exploring the local potential of the village in the form of unique socio-cultural life that has been running naturally as an attraction, it must also fulfill integrated aspects of accommodation and facilitation, presented in a structure of community life that blends with procedures and traditions that apply in the village. The existence of accommodation and various facilities in the tourist village will make it easier for visitors to tourist villages to carry out tourism activities. For accommodation facilities, tourist villages can provide lodging facilities in the form of tourist lodges (homestays) that are integrated with the daily life of families in the village so that visitors can feel the pristine rural atmosphere. (19)

Tourism development during the COVID-19 pandemic must at least pay attention to the quality of tourism services. As the opinion of Foo, Lee-Peng Foo, Mui-Yin Chin, Kim-Leng Tan, and Kit-Teng Phuah (20). it can be concluded that tourist attractions during the COVID-19 pandemic, besides paying attention to service quality, are also strict procedures, providing infrastructure based on cleanliness and health, and human resources for tourism actors who understand the importance of interaction patterns in the new normal. Finally, Winduaji Village to build its tourism village into a sustainable tourism village requires cooperation and joint commitment with various stakeholders while still paying attention to strict procedures.

4. Conclusion

The development of new tourism potential in tourist villages, one of which is Tuk Sirah Pemali tourism, is an effort to develop nature-based tourism and village tourism which can be used as one of the ways to empower rural communities through tourism activities so that it can give results in improving the economic conditions of the community. Therefore, this development effort should be carried out with the principles of empowerment and community-based tourism. The role of community is needed as the main actor in all

stages of planning, implementation, monitoring, and evaluation of activities. However, there is also a need for support from other stakeholders such as local governments and the private sector which have greater resources in terms of finance, partnerships, information, knowledge, and technology. The collaborative governance process is not only a formal commitment but also a sustainable collaboration by building intense communication between stakeholders in the development of tourism villages.

Conflict of Interest

The writing of this article pays attention to the interested parties, especially the Winduaji village community have the potential for conflict in tourism development. Therefore, in the interview process, we prioritize being together.

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