

Collaborative Governance in The Menoreh Hills Tourism Area, Sedayu Village, Loano District, Purworejo Regency

Jaya Suparman¹, Isnaini Muallidin²

^{1,2}Bachelor of Government Sciences, Universitas Muhammadiyah Yogyakarta. Indonesia.

¹Correspondent Author: Jaya.suparman.2014@fisipol.umy.ac.id

Abstrak

Dalam beberapa tahun terakhir, area seluas 309 Ha di kawasan perbukitan Menoreh ditetapkan sebagai zona kewenangan di bawah Badan Otorita Borobudur (BOB) oleh pemerintah pusat. Pendirian tersebut bertujuan untuk mendukung kawasan pariwisata Borobudur di Kabupaten Magelang. Hadirnya zona kewenangan dan BOB telah mengubah dinamika politik dan relasi kekuasaan serta memberikan pengaruh terhadap kondisi sosial ekonomi, alam, dan pariwisata. Ini termasuk pergantian pemain di wilayah dan pengalihan lahan hutan harus menjadi pertimbangan yang mendalam. Meskipun program ini tampak cukup menjanjikan, implementasinya cukup menantang, terutama terkait dengan keberlanjutan. Oleh karena itu, diperlukan contoh-contoh praktis yang berhasil dan berkelanjutan. Makalah ini menganalisis seberapa jauh kolaborasi studi kasus. Fokus utama penelitian ini adalah bagaimana kolaborasi dan keterlibatan pemangku kepentingan antar organisasi terkait telah berkontribusi terhadap keberlanjutan program. Data dan informasi untuk penelitian ini diperoleh melalui wawancara mendalam, observasi, dan telaah dokumen. Studi ini menemukan bahwa pemangku kepentingan di tingkat lokal kurang berpartisipasi. Pengambilan keputusan dan berbagi data memiliki peran utama dalam pelaksanaan program, di antara berbagai entitas pemangku kepentingan tersebut. Oleh karena itu, makalah ini menyatakan bahwa ini adalah kunci keberhasilan dan keberlanjutan program.

Kata kunci: Masyarakat lokal; Pariwisata; Kolaborasi; Pemangku kepentingan; Pemerintahan.

Abstract

In recent years, area of 309 Ha in the Menoreh hills area was establish as the authority zone under the Borobudur Authority Board (BOB) by the central government. The establishment in purpose to support the Borobudur tourism area in Magelang Regency. The present of the authority zone and BOB has changed the political dynamic and power relations as well as given influence to socio-economic, natural, and the tourism conditions. This including the change of player in the area and the diversion of the forest land must have taken into deep considerations. Though the program seems quite promising, the implementation was challenging, especially regarding sustainability. Therefore, successful and sustainable practical examples are needed. This paper analyses how far the collaboration of a case study. The main focus of this research is on how the collaboration and involvement of the related inter-organizational stakeholders have contributed to the program sustainability. Data and information for this study were obtained through in-depth interviews, observation, and documents review. This study found that the local level stakeholders are lacked in participation. Decision making and data sharing has a major role in implementing the program, among those various entities of stakeholders. Hence, the paper states this is the key to the success and sustainability of the program.

Keywords: Local Community; Tourism; Collaboration; Stakeholder; Governance.

Article Info:

Submit : 2021-10-16

Accepted : 2021-11-16

Publish : 2021-12-26

Introduction

The Menoreh Hills area stretches from the southwest of Kulonprogo Regency in the Special Region of Yogyakarta to the east side of Purworejo Regency and partly in Magelang Regency. The hilly area which is the natural boundary between the three regencies has enormous tourism potential, both natural attractions and culture that can be developed to improve the economy and the standards of living. The Central Government, based on Presidential Regulation No. 46 of 2017 about the Borobudur Tourism Area Management Authority, has established an authority zone as a support of the Borobudur Tourism Area which includes the area of the Menoreh Hills. The Borobudur Tourism Area Management Authority, which will subsequently change its name to the Borobudur Authority Board (BOB) is an Institution formed by the government as a seriousness to develop and manage the Borobudur area and the development and management of the Menoreh hills area.

The area that belongs to the BOB has a land area of 309 Ha located in Purworejo Regency and borders Magelang Regency and Kulon Progo Regency. From the land area of 309 hectares, the Borobudur Highland tourism area is divided into 50 hectares of HPL and 259 hectares of cooperation between BOB and Perhutani for 30 years (Board, 2020). The establishment of the authority zone of the Borobudur Tourism Area as part of the Priority Tourism Area was an important momentum for the Local Governments and the community that must be utilized optimally. Following the Government's mandate in Government Regulation No. 50 of 2011 concerning the National Tourism Development Master Plan (RIPPARNAS), the development and management of national tourism is expected to increase growth, increase employment opportunities, reduce poverty, and preserve the environment.

Considering the huge potential for natural attraction in the Menoreh hills, the management and development of regional tourism potential to improve the economy and living standards of the surrounding community are not impossible. Supported by Law number 23 of 2014 about Local Government. Where the Local Government is fully given the authority to regulate and develop its resources for the welfare of the people. Therefore, the Local Governments in the Menoreh hills area have the authority to develop and manage Menoreh's tourism potential on their own.

The presence of the Borobudur Authority Board and the establishment of the Authority Zone have given an impact on changes to the system, processing and development of the Menoreh hills area. Although the Borobudur Authority Board has its area, it cannot be denied, the presence of the Borobudur Authority Board has an impact on the stakeholders in the Menoreh hills area. For more complete information about the stakeholder that involves in the Menoreh hills area can be seen in the table below:

Table 1. Typology of the stakeholders in the Menoreh hills area.

Type	Scale	Description
Borobudur Authority Board	national	Government bodies with authority over resources or geographic territories
Sedayu Village	local	Government bodies with interest over resources or geographic territories
Gelang Projo Community/tourism villages	local	Organizations within communities are defined by shared experience or concerns
Tourism industries	local	Private businesses or operators associated with the tourism industry
Locals	local	Family or geographically-defined individual who live and reside in the area

Sources: Developed by researcher, 2021

The imbalance of power between the Borobudur Authority Board and the stakeholders has become a challenge for the development and sustainability of the tourism area. Partially, the Borobudur Authority Board has more advantages in term of resources, political advantages, and expertise compared to the other stakeholder that involves. The village office, for example, has no authority in the matter of authority zone since the policy was decided at the national level. The tourism villages and tourism industry on the other hand have been worrying about the future and the sustainability of their programs.

To overcome the challenges of managing the Menoreh hills area in a good manner, innovative initiatives can help to identify practical ways in which to move forward. Innovative initiatives can consist of varying forms, and in several destinations have enabled the progression of sustainability through the principles of long-term planning, collaboration, education, the conception of dialogue and creating a cohesive vision for the destination. To move toward sustainability, the destinations require the participation of the local people, the definition of long-term strategies, a carefully designed tourism plan, intensive capacity building and training of both national public officials and management in the destination and infrastructure support (Hashimoto 2002; Fennell 2003; UNWTO 2006; Grace & Dodd's 2010).

From the previous description, it means those elements and the involvement of relevant stakeholders are important factors to achieve successful and sustainable tourism. This research will describe further the relevant stakeholders in the formation of the tourism system in the Menoreh hills area. Grumble and Willard (1997) refers to stakeholders as any organized group of people who share common interests or systems, meanwhile, (Freeman, 2010) defines stakeholders as any individuals or groups who affect and are affected by the objectives of an organization.

This definition has led to the issue of stakeholder collaboration in developing and managing the Menoreh hills area. According to (Grey, 1989), collaboration means a process of involving key stakeholders to produce joint decision making for the future of the domain, (Jamal & Getz, 1995) added that in community-based tourism planning, collaboration is defined as the process of involving the autonomous, main stakeholders from the inter-organizational, and community tourism to provide an agreed decision on resolving planning problems as well as managing issues on planning and development of the domain. Relevant factors in collaboration include the interest of stakeholders of the organization in the outcome and its perceived interdependence with other groups in coping with the problem of the domain. All parties involved in the process should ensure that they will obtain the benefits of the collaboration process.

It is through collaboration that government, organizations, and communities are able to collectively address concerns and determine mutually agreed-upon objectives that will benefit all stakeholders involved, thus embarking on a more sustainable approach to tourism development. The purpose of a partnership is to eventually produce consensus and harmony that will lead to new opportunities and innovative solutions. Collaboration must include the views of all stakeholders within a destination and identify various roles and responsibilities for each stakeholder so that they can contribute to the overarching goal of moving the destination toward more sustainable management of tourism.

From this background review, research on the application of collaborative governance in the Menoreh hills area becomes very important to do because this problem concerns the main goal of National Tourism Development which has a major influence on the lives of many people and the success of the tourist area. From there researcher would like to explore deeper into these matters and answer this question "How is the collaborative governance in the Menoreh hills area, Sedayu Village, Loano District, and Purworejo Regency?" Moreover, in the implementation, there are many actors involved, both on Central Government through the Borobudur Authority Board, enterprises, tourism

villages and communities. It is hoped that the existence of Collaborative Governance in the process of development and management of the Menoreh Hills area can be maximized.

Research Method

Based on the study, this research is field research or case study, which is research conducted in the field or on respondents. This research includes qualitative descriptive research, which intends to understand the phenomenon experienced by research subjects such as behaviour, perception, motivation, action, and others holistically and employing descriptions in words, languages, and various natural methods (Moleong, 2005). Qualitative descriptive research is defined as research where the findings are not obtained through statistical procedures or other calculation forms. This qualitative research is expected to produce descriptions of data collection received utilizing observation and interviews, in-depth about a particular behaviour experienced and observed in a context that is studied from a complete and comprehensive point of view. The main focus of research analysis is the collaborative governance in the Menoreh hills area related to the context of the system context, drivers, and dynamics of collaboration.

Result and Discussion

Menoreh hills is a hills area that stretches to the southwest of Kulonprogo Regency in D.I. Yogyakarta, to the east of Purworejo Regency and partly in Magelang Regency. The hills area that is the natural boundary of the three districts has a huge tourism potential both natural tourism, culture and local wisdom that can be developed to improve the economy and standard of living of the community. Menoreh's hills area has become a source of livelihood and home to many people and flora and fauna. Menoreh hill forest resources have long been utilized by local residents as a source of income and a buffer of life, such as; nira, wood, forest honey, grass, and forest plants. However, the traditional use of forests is not able to raise the economic level significantly even though the Menoreh hills area has many other natural potentials that are very abundant. The natural potential in the form of the natural beauty of Menoreh hills that are still very well maintained, local culture, typical food, and the hospitality of its inhabitants can be utilized and managed more strategically, nontraditional and sustainable.

One of the most popular nontraditional rural development strategies is tourism and its associated entrepreneurship opportunities (Edgell and Harbaugh 1993; Luloff et al. 1994). Rural areas have a special appeal to tourists because of the mystique associated with rural areas and their distinct cultural, historic, ethnic, and geographic characteristics (Edgell & Harbaugh, 1993). Development and handling of rural tourism in addition to being much cheaper, can also be done independently by local communities and/or the government with/without assistance from the private sector. Rural tourism provides a base for these small businesses that might not otherwise be in rural communities because of their small populations. Tourism particularly helps two types of small businesses in rural areas—those directly involved in tourism (e.g., attractions and hotels/motels) and those indirectly involved in tourism (e.g., street vendors, stalls and grocery stores). Additionally, rural tourism works well with existing rural enterprises such as farms and can generate important secondary income for farm households (Mjalager, 1996; Oppermann, 1996).

Recently, the development and management of the hills area of Menoreh is being intensively carried out either independently or in cooperation with the local government. The establishment of tourist villages, artificial tourist attractions, accommodation development, and tourism industry is a step that is being taken to develop Menoreh hills area both independently by local residents and tourism activists with/without local government support. Despite the benefits and its viability as an economic development strategy, rural tourism does have some disadvantages for rural areas (Luloff

et al. 1994; Smith 1989). The development of Menoreh hills area if not done strategically and well-structured can hinder and harm the development of both the region and the perpetrators.

In 2018, with the mandate of Presidential Regulation No. 46 of 2017 concerning the Borobudur Tourism Area Management Authority And followed by the Regulation of the Minister of Tourism of the Republic of Indonesia No. 10 of 2017 concerning the Organization and Governance of the Borobudur Tourism Authority Agency was formed by the Borobudur Authority Agency (BOB) and the Authority Zone. Borobudur Authority is the institution in the charge of planning, development, development, management, and control in the authority zone of Borobudur Tourism Area. The Authority Zone itself is an area of 309 Ha located in two villages namely Sedayu Village and Benowo Village in Loano district, Purworejo Regency and Central Java. The determination of this authority area by BOB will be built, developed, and managed to support Borobudur tourism and improve the welfare, economy, and standard of living of the people around the Menoreh hills area.

The presence of BOB as the hand of the central government in the Menoreh hills area has significantly changed the system and procedures for the management and development of this area. The difference in power comparison both politically and financially between BOB and local stakeholders involved in the development of this region is very lame. It can be a threat and an opportunity for local stakeholders. How the end will end depends on the pattern of interaction and cooperation between the local stakeholders.

An understanding of local stakeholder perspectives towards tourism and related developments is vital if the industry is going to be managed in a sustainable fashion. It is important to monitor and measure stakeholder attitudes where possible (Stewart & Draper, 2007). Burns (2003) concludes that tourism built up through embracing a multiple stakeholder approach has a greater propensity for long-term stability because of decreased antagonism between sectors and the fostering of cooperative planning. Conflicts can occur when different stakeholder groups perceive tourism costs and benefits in alternative ways. Therefore, to effectively reduce inherent conflict and increase the sustainability of the tourism development, it is essential that the attitudes and perspectives of stakeholders are identified and understood (Reid, Mair, & George, 2004). Hardy, Beeton, and Pearson (2002) recommend that before tourism development begins, tourism planners should listen to the views of all stakeholders.

Therefore, to explore further how the collaboration between BOB and local stakeholders' researchers conducted collaborative governance research in Sedayu Village, Loano Subdistrict, Purworejo Regency on the development and management of Menoreh hill tourism area. Researchers use collaborative governance to describe how collaboration between multi-stakeholders plays a role in the development and management of Menoreh hills areas. In order to explain that correctly, the researcher will take three variables starting from system context, drivers, and collaboratives dynamics between the stakeholders.

System Context

The direction and form of collaborative governance can be influenced by many things. In collaborative governance, there are many stakeholders and elements involved. Those elements can affect the shape and direction of collaboration later. The number of elements that affect the formation of collaboration is not limited to one element only. Collaborative governance is initiated and evolves within a multilayered context of political, legal, socioeconomic, environmental, and other influences (Borrini-Feyerabend, 1996). The indicators will then accommodate the most important collaboration between stakeholders.

In the context of tourism, these indicators are not limited to public policy, judicial or political interests alone but can be in the form of influences from natural conditions, resources, community

conditions, and management issues, economic and other influences. The indicators will greatly leverage the form and direction of collaboration in the management and development of Menoreh hills areas.

Resource conditions

Literature in collaborative governance shows that resources conditions have a major influence on the formation of collaboration. The resource can be either on natural resources, financial and political power. The imbalance in the resource may lead to refraining to participate in the collaboration. Gray (1989) argues that power differences among players influence their willingness to come to the table.

Natural resources in the authority zone in the Menoreh hills area have always been a source of income for the Menoreh community, including the residents of Sedayu Village. Forest utilization in Sedayu was strengthened by the establishment of the Sedyo Rahayu Forest Village Community Institution (LMDH) between Sedayu Village and Perum Perhutani, Purworejo Regency. The Forest Village Community Institution (LMDH) Sedyo Rahayu is a village community institution with an interest in collaborative forest management with the community, whose members come from elements of village institutions and/or community elements in the village who have concern for forest resources. The formation and selection of management are based on deliberation and consensus. Making the legal deed to the institutions that have been established are intended to strengthen the position of LMDH in the eyes of the law. The land area in the agreement deed reaches 222.1 Ha with the main products in the form of pine resin and spices.

Table 2. Sedayu Village's Pangkuan Forest Potential

Partition	Area (Ha)	Plant Type	Planting Year	Forest Class
99 r	10,0	Pine	1970	KU VIII
99 s	12,8	Pine	1970	KU VIII
99 t	29,3	Pine	1988	KU VI
99 u	16,8	-	-	TBP
99 v	3,8	-	-	TBP
99 w	5,9	-	-	TBP
99 x	2,4	-	-	TBP
99 y	20,5	Pine	1993	KU III
99 z	8,6	Pine	1993	KU III
100 b	16,5	Pine	1982	KU V
100 c	13,0	Pine	1993	KU III
99 o	22,6	Pine	1993	KU III
99 p	25,2	Pine	1990	KU III
99 q	4,1	Pine	2004	KU I
99 i	3,3	Pine	1982	KU V
99 h	1,2	-	-	TBP
99 m	26,1	Pine	1991	KU II
	222,1			

Source: Cooperation Agreement Certificate 2020

From data presented above most forest area is covered with pine trees. In general, forest utilization in the authority zone and in the Menoreh hills is still very low. In fact, the only utilization by far from the forest is its produce such as resins, wood, spies, live stock feed, etc. However, there is a lot of potentials that can be exploited aside from the natural resouces include the nature, culture,

food and as reported in the book *Development of Rural and Urban tourism* of the Ministry of Tourism, there are around 26 tourist destinations located in the Menoreh hills area including natural tourist destinations: Kalibiru, Nglinggo Tourism Village, Benowo Tourism Village, Somongari Tourism Village, De Loano Tourism Village (Sedayu) and Indonesian Marble-Natural Museum.

Most of the tourist destinations in the Menoreh Hills are managed by Tourism Village groups and the tourism industry. In the authority zone there is Sedayu Tourism Village and Jeep Road that pass through the are. While the surrounding there is Nglinggo Tourism Village that operate tea plantation, Ngisi Peak, and Tumpeng Menoreh. The area that managed by them is also limited to the area of each tourism village or certain areas that own by industries. Meanwhile, the area of the BOB authority reaches 309 Ha, which creates an imbalance in the area of management. Several tourist destinations are also located within/around the authority zone. This overlapping location and may cause problems such as issues of interest and disputes if it is not managed with a clear collaboration structure.

The next resources that can influence collaboration are power and finance. Management of course sourced tourist villages on the budget provided by the central government (Ministry of Rural) as well as local budgets. While BOB own budget amount is directly ruled and budgeted under the central government which in 2020 reached 174 billion rupiahs. The size of the disparity in resources that is quite large between the BOB and local stakeholders will greatly affect the direction and objectives of the collaborative development of the authority zone and the Menoreh hills area.

Policy and legal framework

Policy and the legal framework include administrative, regulatory, or judicial. This indicator discusses administrative, regulatory, or judicial matters relating to the development of tourism in the Menoreh hills area at the national, provincial, district or village levels. This indicator that seen in their presence/absence of the development efforts of the stakeholders involved in the region, especially Menoreh hills that intersect with the BOB authority's zone.

Development and management of tourism by the Government of Purworejo district to district authorities about the zone, especially the region included in Sedayu Village area, Loano District so far not included in Purworejo Regional Regulation No. 4 of 2009 on Determination of Potential Areas as Tourist Attraction Purworejo. The only potential for tourism in contact with authorities' zone is Petilasan Prince Joyokusumo in Mangguljoyo hill, located in the village of Bener District Cacaban Kidul.

During the Public Consultation II for the Preparation of a Detailed Spatial Plan (RTDR) and Zoning Regulations (PZ) around the Authority zone of the Borobudur Authority on 24th October 2019. The Purworejo Regency Government was asked to provide support to BOB in the form of access from Purworejo to BOB, parking area, cultural activities supported by the district government, spatial planning and clean water services. Besides, the public consultation also discussed the grand design of the analysis of spatial plans, regional spatial structure, provision of space utilization control including zoning area.

Furthermore, the BOB and the zone of authority are regulated in Presidential Regulation No. 46 of 2017 concerning the Board of Management authority of Borobudur Tourism Area and Tourism Minister Regulation No. 10 of 2017 on the Organization and Working Procedure of the Executive Authority of Borobudur organize and define zones on the extent of the authority and procedures for the implementation of the regional development Menoreh hills. As a follow-up in the government's seriousness in the development zone of authority established Presidential Regulation No 79 of 2019 concerning the Acceleration of Economic Development Region which sets Improved Road access to Borobudur Authority Zone from Purworejo (Benowo-Bener or Sedayu-Loano) and the Development

of Vocational School of Tourism/Vocational Tourism, Regency. Purworejo, Kab. Purworejo with a total budget of Rp. 300 billion. With the new road access to the authority zone and the Menoreh hills area will promote the number of tourists visiting the area. In an interview with the Sedayu Village Head, Ahmad Said on 7 July 2021 stated:

"BOB is a government agency directly from the centre. Politically and politically, he's got more power here than even more of a government let alone a government. We've met and talked to BOB, the development plan and the direction of bob's construction I don't think there's a problem. Community involvement in the form of employment, partnership with tourist villages and other groups. Especially if the BOB project is finished, we hope to be accompanied by better infrastructure development."

From these statements, the village government of Sedayu support government programs and the presence of BOB in their region and is willing to provide the required assistance for accelerated development. Further more, the present of new infrastructure and tourist attraction will leverage the socio-economic in the village.

Prior Failure

In order to support the establishment of a National Tourism Strategic Area in the Borobudur area, in 2017 the Regional Government of Magelang Regency initiated the development of a border golden triangle location in the Menoreh hills area. The part of the area is currently designated as an authority zone to the BOB. This golden triangle area is the border of Magelang Regency, Purworejo Regency, and Kulon Progo Regency. The area would later be referred to as SANTRIBENER which stands for Salaman, Tritis, and Bener. The project area covers 100 hectares in Salaman, 276 hectares in Tritis, and 309 hectares in Bener.

This area is an area initiated by the regional governments of Magelang, Kulon Progo and Purworejo districts. The planning of this area is based on the determination of the central government's request for the Borobudur area to become the Borobudur National Super Priority Area (KSPN) to support Borobudur tourism and improve people's welfare. The Head of the Regional Development Planning, Research and Development Agency (Bappeda and Litbangda) of Magelang Regency, Sugiyono in Tagar.id (2020) explained that "but the proposal has not been realized until now. This is actually good because it is an integrated planning function between regions."

This development project has not yet started due to the lack of motivation of the local government regarding the area in question. Sugiyono (2020) also explained that there was no further coordination with the Purworejo and Kulon Progo Regency governments to follow up on this issue. Lack of coordination is the main obstacle in the development and management of the golden triangle area. The potential that can be developed in this area is; Muyungsari Natural Forest, Kunir Mountain, Jungle Nature Tourism, Sikepel Hill, Kusmo Asri Forest, Lumung Waterfall, Salam Market, and Krasak Market. So far, management has only been carried out by tourism conscious groups and tourist villages. So that the development of infrastructure and the area as a whole is still underdeveloped.

However, the development and development of the area has not been realized today. Conceding its location what is now the authority zone in Loano district. Stakeholders can learn from here that lack of collaboration, communication, dan motivation will lead to unfinished ideas and programs. Thus, in order to avoid the same problem occurred in the development and management of the authority zone and the Menoreh hills area stakeholders must establish a strong collaborative

action, communication, and shared motivation. This can be reached through out several ways such as FGD and regular meeting between stakeholders.

Political dynamic and Power Relations

Political dynamics and power relations affect the form and direction of collaboration goals. Political power will affect the dynamic relations between stakeholders later. According to Leo Agustin (2009) that political dynamic is closely related to participation and democracy. Therefore, a good political dynamic must prioritize the participation of all stakeholders in the process.

Prior to the establishment of the BOB and the zone of authority, political dynamics and power relations that played a role in the region were limited to local actors with similar political power. There is no direct interaction at this time. Each stakeholder plays a role and carries out their respective interests. This has changed with the existence of the BOB and the zone of authority in the Menoreh hills area.

Power is generally perceived as either having power over something (dominant or sovereign power) or having the power to do something (productive power). In the context of the chapter, the discussion is mostly about the power of management hierarchy, that is, management has power over subordinates and tries to force subordinates to do what it wants, including sharing knowledge.

The Borobudur Authority in this case has legal power. The power possessed by BOB has a higher level than other stakeholders considering the position of BOB is directly under the central government. French & Raven (1959) describe as:

Legitimate power is the power of an individual because of the relative position and duties of the holder of the position within an organization. Legitimate power is formal authority delegated to the holder of the position. It is usually accompanied by various attributes of power such as a uniform, a title, or an imposing physical office.

This difference in power will have an effect on changes in the dynamics that already exist in the field. Politically, the forces and interests in the region will change and form a new dynamic. Unbalanced political interests and power can threaten the continuity of collaboration. The interests of the BOB with more prominent power than others can be a pressure for other stakeholders to achieve their own interests.

If these great interests and powers are not carried out and monitored, it can create an authoritarian political dynamic. So that it can affect collaboration between stakeholders to be more vulnerable and will not last for a long time. Therefore, supervision of political relations between stakeholders must be carried out and carried out openly by all stakeholders in order to create a balanced dynamic.

In terms of interests, the stakeholders involved in the development and management of this area, although they have significant differences in power, nevertheless share the same interests. The importance of promoting and developing tourism in the authority zone and the Menoreh hills area. This is the basis for the relationship between stakeholders which if implemented without paying attention to the interests, motivations, and participation of each stakeholder can affect the desire to collaborate.

However, the establishment of the zone of authority in the Menoreh hills area based on Presidential Regulation No. 46 of 2017 concerning the Board of Management authority of Borobudur Tourism Area directly placing BOB as the main actor and developer in the area. However the rightness to participate for the locals government has been granted through the Law No 23 of 2014 concerning Regional Government, Article 360 paragraph 3 reads, To establish a special area as

referred to in paragraph (1), the Central Government includes the Region that concerned. Paragraph 4 reads, every Region has regional authority which is regulated by government regulations, unless the authority of the region has been regulated in the provisions of laws and regulations. Thus, the regions have the authority to participate in the development and management program of this authority zone.

Furthermore, in Presidential Regulation No. 46 of 2017 concerning the Board of Management authority of Borobudur Tourism Area, the President firmly mandates that in carrying out its duties BOB can cooperate with business entities and institutions/related parties in accordance with the provisions of the legislation. In an interview on 8th July 2021 with Agus Warinangin Director of Tourism of BOB said:

"Borobudur Authority Agency, in accordance with the mandate of the Presidential Regulation, we have cooperated with the community and other groups in the area and we have provided socialization, training and containers to them. Such as socialization, skill training, CHSE training, to support and accelerate regional development."

From the results of the interview, BOB has made preparations and forum for the community and other groups in the hills area of Menoreh the which is the zone of the development authority. Without such action from BOB this collaborative will not be attained. However, this project is a long way to go thus, the political dynamic may also change in the future.

Based on the explanation above, the researcher offers a picture of the relationship pattern as follows:

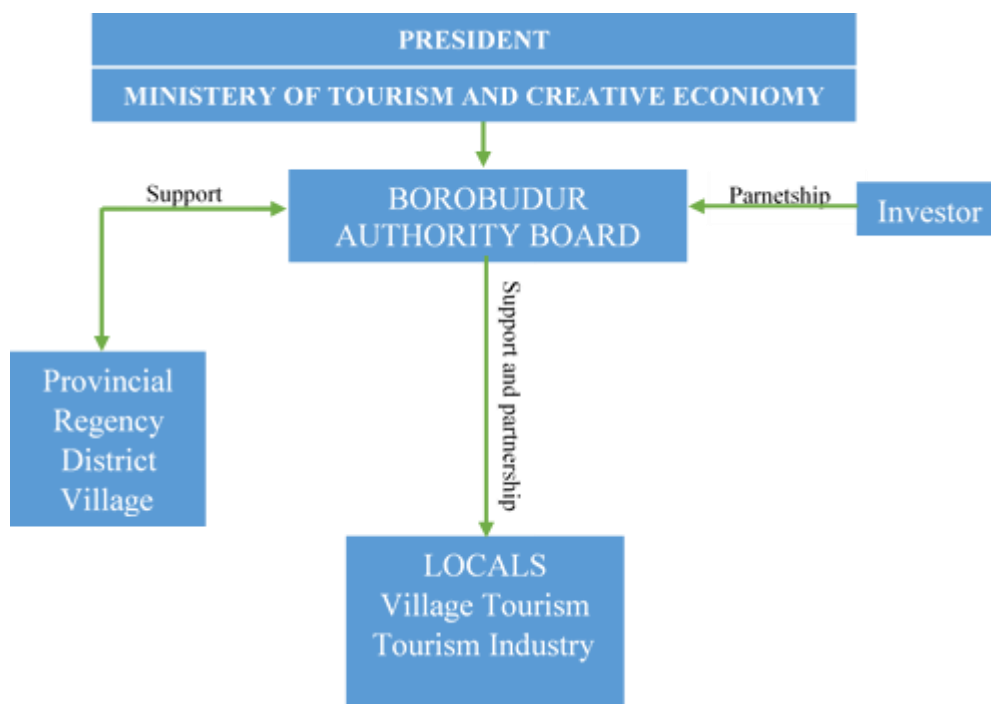


Figure .1 Political dynamic and power relations

Source: Primary data, 2021

From the figure above, it can be seen the composition of political dynamics and power relations between stakeholders. BOB is formed based on presidential regulations and ministerial regulations so that BOB is directly responsible to the ministry and the president. Making the BOB as

the main player in the area. BOB's relationship with investor researchers is described as a partnership because apart from providing funding services, the development and development process will still be managed by BOB. The relationship between BOB and government stakeholders is described as two-way support where Bob relies on the regions (Central Java Government, Purworejo, Loano Subdistrict, and Sedayu Village) for the development and management of the authority zone buffer area. Lastly, BOB will support communities, tourist villages, and the tourism industry in Sedayu Village and the authority zone with training, education, debriefing and socialization. Also, conduct partnership partnerships in the form of employee recruitment, services and tourism packages.

Degree of Connectedness

Each stakeholder who is able to establish a strong collaboration usually has its advantages and disadvantages. These factors cause stakeholders to work together and depend on each other in order to be able to solve the problems they have. Some examples of advantages that can be owned by one of the stakeholders proposed by Selin & Chavez (1995) such as; competitive or technological, while others are political, social, or economic; many works against cooperative relations among independent organizations, while others tend to draw organizations together to address some common concern or problem.

The first similarity that we can easily observe is the natural resources, namely, the Menoreh hills area. All stakeholders have an attachment to this area. The Menoreh hill area stretches across three regencies and two provinces. Although it has been designated as an authority area by the central government, it cannot be denied that the area will still be included in the areas of the two provinces and the three districts. Any development and management carried out by BOB will still affect every stakeholder related to the area.

In terms of large-scale development, of course, requires enormous energy and resources. BOB presence with political and financial remit large can be an opportunity for other stakeholders to join collaborate in the development of the hills notch. Moreover, the guarantee of BOB cooperation is regulated in Presidential Regulation No. 46 of 2017, paragraph 2: The cooperation referred to in paragraph (1) may be in the form of equity participation, leasing, or leasing in land in accordance with the provisions of the legislation. BOB is able to provide support in terms of finance. However, for human resources and infrastructure development to support the authority zone, it will depend on the local government.

The development of the authority zone is given to the BOB, but the development of the authority zone itself without being accompanied by supporting infrastructure around the area will continue to slow down. This is where the role of local government becomes important. The intended role is how the local government will participate in this development. At the village level, for example, Ahmad Said (2021) stated that the village government and the community had provided land for widening the road to access the BOB office in his village, as well as the provision of 5 hectares of land for the construction of a school for the construction of a Tourism Vocational School / Tourism Vocational School, Purworejo Regency.

In Purworejo Regent Regulation No. 21 of 2019 on the Work Plan Purworejo 2020, there are viewpoints planned to do to support the construction zone in the hills incise authorities such as the provision of budgetary Rp. 900 million for the development of rural human resources and the HR preparations for 3000 people for labour absorption BOB. As well, in order to support the quality of human resources in the area of authority of Borobudur and surrounding it by the Department of Youth and Sports of Central Java signed an agreement with the Regional Executive Board Indonesian Tourist Guide Association (HPI) in Central Java on the promotion and development of vocational education of tourism and supporting tourism in the region of Borobudur.

Historic Level of Conflict

This indicator explains the problems that have been experienced between interested stakeholders. Where this problem can affect the level of trust and collaboration. Jamal & Stronza (2009) explained that in collaborations in tourism, each group will differ in terms of their interests at a local, regional or national scale as well as their influence over decision-making. Disputes between stakeholders can lead to the form and purpose of collaboration in the future. Disputes can lead to distrust until communication deteriorates between stakeholders, resulting in divisions and failures in the development and management of tourism areas. Conflict among recognized interests and the resulting levels of trust and impact on working relationships (e.g., Ansell and Gash, 2008; Radin, 1996; Thomson and Perry, 2006)

In the field research by the researcher, there is no significant conflict in the determination of the authority zone and the development plan by the BOB. In an interview with Village Head Sedayu Ahmad Said conducted on July 7, 2021, he said that:

"We've met and talked to the BOB, the development plan and the direction of Bob's construction I do not think there's a problem. Community involvement in the form of employment, partnership with tourist villages and other groups. Especially if the BOB project is finished we hope to be accompanied by better infrastructure development. "

As stated above, at the village level there was no rejection from either the village government or the surrounding community. In an interview with Mbah Gito as a community leader and working as a *nira* collector from the forest area of the authority zone on July 7, 2021, he stated that:

"I do not know exactly what BOB is but all this time I can still go in and out of my forest no problem and I hope they keep the nature and the forest. reply it worked and many visitors who came and could sell nira I am very grateful."

From the above statement although he had not received socialization properly and correctly and only word of mouth, but BOB is expected to increase the income and welfare of the community. While maintaining the sustainability of nature and forests in the Menoreh tourism area in his village. And provincial governments as described in the previous indicator has issued policies to support the development zone of authority.

One of the problems that the researchers found in the location is the conflict of interest and disputes between rural tourism and industrial tourism entities. As confirmed by Eric (2021) as the activist of tourism and community initiator of Gelangprojo, stated:

"Back when I entered here it was the management of the place is still alone, the same tourist village and village government, which individuals themselves. This is moreover, the border area of three districts there are many business groups and tourist villages here, at that time conflicted, on the wake of each region there is no cooperation so good itself want to rame itself"

From the interview above can be described that in the management and development of the hills area Menoreh at the local level many problems. Stakeholders who tend to work independently in the same area will not infrequently cause conflicts of interest. The conflict can hinder the development and management of the region and hinder communication between stakeholders. Emerson, Natabachi and Balogh, (2012) described that one of the elements that could

jeopardize the collaboration was the lack of expressing honest disagreements are part and parcel of non-effective communication across boundaries.

In an interview with Melkey as coordinator of jeep road community operating in Menoreh hills area including bob authority zone area conducted on July 7, 2021, he said that:

"Previously I and my friends Road Jeep and other groups walked alone. We do not have tour packages first, there are no agreement terms so yes it is up to visitors to be picked up where and where to go. Some go to de Loano, some to the top, some to eat and snacks. We're just going to limit the time to how many hours we want."

From the above interviews, it was obtained that independent management at the local level tends to operate independently and further lacks collaboration and focuses only on each other's advantages. It also proves the lack/absence of institutionalization of the management of the hills tourism area Menoreh this. Sugiyama (2011) explains that institutions or supporting facilities include the existence of various organizations that facilitate and encourage the development and marketing of a tourist destination. Organizations involved in this case include the government (e.g. Department of tourism), tourism associations (e.g. business association's hospitality, travel agents, tour guides). With the collaboration among stakeholders, the formation of packages and tourism institutions will be established.

Socioeconomic and Cultural, Health and Diversity

This indicator will discuss further social conditions in the authority zone and the Menoreh hills area. Sedayu village is located in the district of Loano which these districts are classed as Least Developed, namely, per capita income and economic growth are both low (below the average district) (RKPD Purworejo, 2020). Sedayu vast majority village area covered by pine forest with many locals are depend on farming and forest area.

Table 3. Distribution of population by livelihood

No	Livelihood	Sum
1	Farmers	350
2	Farm laborers	80
3	Labor/Private	70
4	Civil servants	21
5	Craftsmen	100
6	Merchant	60
7	Mechanic	1
	Sum	628

Source: Monograph of Sedayu Village, 2020

From the table above, it can be seen that the majority of the work of the Sedayu Village community is still in the form of farmers with a total of 350 individuals. The next largest number of jobs is crafting with 100 individuals and farm labourers with 80 individuals. As for the number of civil servants, there are only 21 individuals and the smallest is a mechanic with only 1 individual. The main livelihoods of the people of Sedayu Village still depend on agriculture and crafts. This must be considered by stakeholders in the transfer of area functions. Development and management that do not pay attention to socio-economic well can cause societal problems that affect collaboration

such as loss of community livelihood areas, decline in biodiversity, pollution, crowding, and pressure on services.

Table 4. Industry types

No	Industry Type	Jumlah
1	Big	-
2	Medium	-
3	Small	1
4	Household	10
	Sum	11

Source: *Monograph of Sedayu Village, 2020*

From the table above, the main industry of the Sedayu Village community is the type of household with a total of 10 units. For other industries, there is only 1 available with a small industry type. Therefore, this development must once again benefit the people in the authority zone and in the Menoreh hills area.

The development and management of forest areas into tourism areas, in addition to paying attention to the transfer of functions from the land, must also pay attention to the shift in livelihoods and community dependence. Such as the absorption of labour from the surrounding community and industrial development that can empower the community. Based on the above it is necessary conditions of development and management of potential tourist attraction Menoreh hills area with a must to pay attention to the condition that exist in the area.

Drivers

Literature often writes this framework mixed with many frameworks that form and influence the direction of collaboration objectives. But here, based on Emmerson, Natabachi and Balogh the impetus of collaboration is distinguished by the elements that form and influence the purpose of collaboration. The framework separates the contextual variables from essential drivers, without which the impetus for collaboration would not successfully unfold.

In collaborative governance, each stakeholder brings out their own capabilities in collaboration (i.e.; knowledge, expertise and capital) and will be more profitable than working individually. By working together, stakeholders can exchange information, learn from one another, develop innovative policies, adapt successfully to a changing environment and channel energy toward a collective good (Carr et al. 1998; Kernel, 2005).

Leadership

One way to encourage the running of collaboration is by having leadership in the collaboration itself. A leader is identified as a person/institution who has initiative and has the ability to accommodate and secure the position of resources needed for the sustainability of collaborative governance. The leader figure itself can be decided by his own ability and quality, appointed by the organization or in the form of a trusted organization. However, the leader must have a commitment to solving problems collaboratively, neutrally, and impartially among any circles. In addition, the willingness of a leader to absorb the high (and potentially constraining) transaction costs of initiating a collaborative effort, for example, by providing staffing, technologies, and other resources may help reinforce the endeavour (e.g., Schneider et al. 2003).

Leadership provides a major influence on the establishment of collaboration between stakeholders. When the desire to collaborate very weak, differences in power and resources are not evenly distributed, quarreling, leadership becomes more important. Distrust between each other

requires leadership to be more open. Leadership must also be able to ensure all stakeholders either weak or who do not have a strong sense of participation to remain in the collaboration. And able to empower stakeholders or groups who are weaker so capable and has the capacity for joint action.

Leadership has been demonstrated on several occasions in the field. The first thing that stands out is the participation and motivation to participate by stakeholders can be seen in the enthusiasm of stakeholders attending FDGs that was held by BOB on 27 January 2020 about the mapping of the human resources and the second on 17 February 2020 about infrastructure and synchronization of integrated tourism master plan (ITMP) for village tourism in the area. This forum allows BOB to share their willingness and knowledge as well as the other stakeholders to give their input and interest into the collaboration.

In addition, unequal distribution of resources and power can also affect leaderships. In this case the willingness of stakeholders with their advantages to share and support each other. In an interview on 8 July 2021 with Bob Agus Peranginangin, Director of Tourism said:

"From 2019 we have conducted several meetings, socialization, FGD, training and supply to all circles in the Menoreh authority zone area. We hold meetings with the Governor, the head of the provincial and district tourism office as well as village equipment, tourist village managers and people who if they have a role around the authority zone. All of that we do in order to prepare and accelerate the regional development and avoid misunderstanding with the people there."

From the above statement, there are concerns about the transfer of land functions carried out by BOB. It shows the seriousness to shares and support local stakeholders which have weaker and less resources and power in their hands. Especially, natural tourism does have many problems when not done with continuous and strict supervision from leadership, such as; community dependence on nature itself, competition, damage/loss of habitat and resources due to development and pollution, reduced diversity and ecosystem, indiscriminate placement of buildings and infrastructure, crowding and relocation due to development. The possibility of the emergence of these problems can encourage collaborative and it would need a large resources and power as well as many stakeholders to advocate those problems.

In the concept of policy direction collaboration has been regulated in Presidential Regulation No. 46 of 2017 concerning the Board of Management authority of Borobudur Tourism Area, the President firmly mandates that in carrying out its duties BOB must pay attention to the aspirations, culture, and input of the people in the Borobudur Tourism Area. And in its development BOB can cooperate with business entities and institutions/related parties in accordance with the provisions of the legislation. This means that BOB based on regulations has an obligation to involve the community and can form cooperation with other stakeholders.

Leadership also mentions empowerment and development by stakeholders to weaker stakeholders. Empowerment and human resource development, for example, by BOB has carried out several activities to prepare resources that are ready to face changes and regional transitions as well as regional socio-economic. For more details regarding the efforts made by the authorities and BOB zone incise the hills can be seen below:

- 1) Human Resources (HR) Training for Exhibition and Festival Preparation, 31 August 2019. This training was the result of a collaboration between the Borobudur Authority Agency (BOB) and STP Bandung. Phase I training was themed on the preparation of exhibitions and festivals, attended by 31 participants from 21 villages around the BOB authority zone. Participants are prepared to make the festival exhibitions and its region as a tourist attraction ranging from planning to promotion

- 2) Human Resources (HR) Training, Exhibition, Culinary and Village Coffee Experience around the Authority zone on 7 September 2019. This training was the result of a collaboration between the Borobudur Authority Agency and STP Bandung, which was attended by 45 participants from 21 villages around the BOB authority zone. The material in this training includes the processing and presentation of coffee by the Assessor of STP Bandung, in addition to the theory of direct participants, also practice how to cultivate and serving coffee accompanied by the speakers.
- 3) Increasing the Business Capacity of the Tourism Community in the Culinary and Souvenirs Sector, 16-17 September 2019 at the Sangiran museum. The training was organized by the Ministry of Tourism in collaboration with BOB in an effort to improve the culinary business community and souvenirs in the Sangiran tourist areas.
- 4) Technical Guidance on Improving the Quality of Tourist Attractions in Villages Around the BOB Authority Zone, 27 December 2019 in Benowo Village This technical guidance discusses and emphasizes mapping village potential, developing local products and managing Human Resources (HR).
- 5) CHSE program socialization to MICE actors, 9 February 2020 in Magelang. Encouraging tourism resources to immediately obtain certification and be able to adapt amid a pandemic.
- 6) Training and mentoring on Adaptation of New Habits at tourism destinations in Central Java, 14-20 September 2020 at Kenalan Tourism Village, Magelang Regency. Activities carried out are in the form of socializing regional policies, implementing the New Habit Adaptation protocol, calculating carrying capacity, tourist routes, mapping tourist zoning, traffic management at destinations and verifying the readiness of managers to welcome IMR. In addition, BOB has also provided support for facilities and infrastructure to support the implementation of the Adaptation of New Habits to the managers of the Contact Tourism Village.

Based on the above activity reports, BOB has shown seriousness to prepare and develop HR in the area in order to join the collaboration. Without the activities and preparation given by BOB these stakeholders would not have the capacity and resources to join in the collaboration. In an interview on 8th July 2021 with Bob Agus Peranginangin Director of Tourism said:

"Borobudur Authority Agency, in accordance with the mandate of the Presidential Regulation, we have cooperated with the community and other groups in the area and we have provided socialization, training and containers to them. Such as socialization, skill training, CHSE training, to support and accelerate regional development."

From the results of the interview, bob has made preparations and space for the community and other groups in the hills area of Menoreh which is the zone of the development authority.

Consequential Incentives

Collaborative governance action can be driven by the influence of both internal (problems, resource needs, interests, or opportunities) and external factors (situational or institutional crises, threats, or opportunities). The researcher had found that all the stakeholders involved in the authority zone and the Menoreh hills area had shared many common goals that could drive the collaborative action between them.

Such incentives are important because the issues presented are important for the participants, the time or the pressure of the solution is mature, and the lack of attention to incentives could have a negative impact. Therefore, important for stakeholders to analyse this incentive and done well together.

One incentive is found in the form of the influence of external factors such as the Pandemic COVID-19 in early 2019. The pandemic that hit the entire world also had an impact on the development of tourism areas and zones Menoreh hills authorities. Economic development is hampered because there are many changes in the policy of the central government such as WFH, social distancing, PSBB, lockdown, travel bans, closure of airports, and the New Normal.

Looking at Central Java's open tourism data, it can be seen that the pandemic has had a hard impact on tourism in Central Java. Impact of the pandemic on tourism in Central Java form; 141 villages affected of a total of 443 tourism villages, 439 business units affected and 16,500 workers affected in tourism.

Meanwhile, the number of tourists visiting Central Java, calculated based on tourists visiting tourist attractions has decreased. The number of tourists in 2019 was 58,592,562 tourists with details of 691,699 foreign tourists and 57,900,863 domestic tourists, while in 2020 there were 8,829,656 tourists with details of 53,399 foreign tourists and 8,776,257 domestic tourists.

This incentive has an impact on all elements of tourism. Not only are the number of visitors but workers in the tourism sector also affected. In order to alleviate this problem, especially for handling and controlling the spread of Covid-19 in the authority zone and the Menoreh hills, the National Government has issued a Social Assistance Fund for those affected by the pandemic. The Central Java Provincial Government also issued a Provincial Government Assistance of Rp. 2,077,500,000 which will be distributed by 2,596 tourism and/or creative economy service workers for 4 months (April 2020 – June 2020).

BOB did not remain silent in the face of the pandemic, the socialization of the CHSE program was given to MICE actors on 9th February 2020 in Magelang, the next CHSE training was given to 7 tourist villages on 24th March 2021, lasted for 7 days at the Ngargosari Village Hall, Kulon Progo. The materials that will be provided Materials will be provided by a certified institution to provide socialization, training, mentoring, and statements of attitude to adapting new habits in the form of socialization of regional policies. Implementation of new habit adaptation protocols, carrying capacity calculation, tourist flow, tourist zoning mapping, traffic management at destinations and verifying the readiness of managers to welcome IMR.

During the researcher's visit to the authority zone and the Menoreh hills area on 19th May 2021 and 7th July 2021. Researchers found the fact that the available tourist attractions provide and run CHSE well. This proves that cooperation in handling the pandemic does not only occur above, but local stakeholders also carry out well according to standards.

Interdependence

This indicator is a condition in which stakeholders cannot solve its problems if it stands alone. The concept of this idea is almost like a condition that causes collaboration but here is the key driver in the process of collaboration. This driver is referred to as “sector failure” by Mryson, Crosby, & Stone (2006) and as “constraints on participation” by Ansell and Gash (2008).

In general, the socio-economic conditions in the authority zone and the Menoreh hills area are low. As per socioeconomic in system context had explained about the condition in the Sedayu Village where locals are depending on farming and forestry is become crucial to other stakeholders to perform a change to the area without concerning the interest of the locals.

Over the year, the development of the regional government had not shown any significant results. The policies issued did not pay attention to the potential of the area until the establishment of the authority zone. The establishment followed with multiple disbursements of funds from the central government. Regional government start to construct numbers of infrastructure

Meanwhile, the tourism industries need the regional government and BOB to do a partnership with them in order to improve the quality of services and infrastructure in the region. On the other hand. As well as partnership in terms of tourism. In order to better understand the pattern of interdependence between stakeholders in the authority zone and the Menoreh hills area, the researcher attaches the figure below:

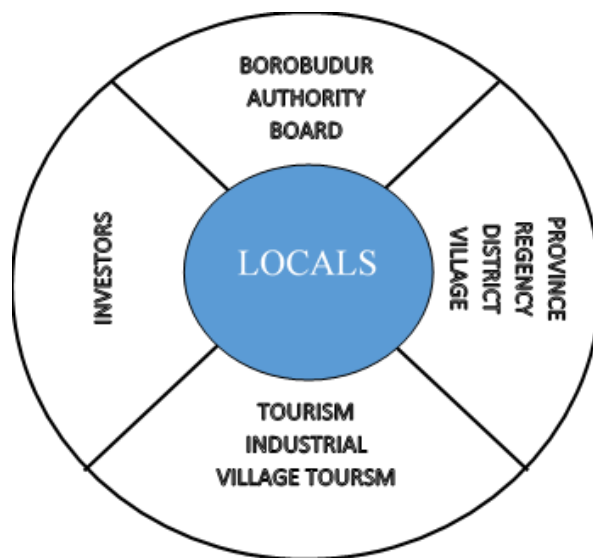


Figure 2. Interdependence framework

Source: Primary data, 2021

From the figure above, it is explained that the position of the community is in the middle of a figure where the community can be influenced by all stakeholders. In the case of the development of the Menoreh area, the community is strongly influenced by all activities carried out by stakeholders, the success of development and their participation in collaborating also depends on stakeholders. On the outside are BOB, the government at the regional level, tourist villages, and investors. In the collaboration and presentation described earlier, all stakeholders depend on and relate to each other.

BOB requires funds from investors to accelerate development, the government at the regional level for the construction of facilities, accessibility of land provision, and others for regional interests, industrial tourism and tourist villages to support regional tourism in the form of partnership or support. Governments at the local level also depend on Bob for regional success and success. In tourist villages and tourism industries, which are local units to accelerate regional economic development. The local government can also receive investment directly from investors.

Tourism villages and the tourism industry depend on the regions and the centre to accelerate the development of accessibility, infrastructure, amenities and other supports. Meanwhile, investors need good collaboration so that success can run on the development and management that has been given investment.

Uncertainty

The final driver, uncertainty, is a primary challenge for managing “wicked” societal problems (Koppenjan & Klijn, 2004; Rittel & Webber, 1973). Uncertainty includes all problems that arise and

cannot be resolved internally, which can encourage collaboration in order to reduce, diffuse, and share risk. Collective uncertainty about how to manage societal problems is also related to the driver of interdependence. Were parties or organizations endowed with perfect information about a problem and its solution they would be able to act independently to pursue their interests or respond to risk (Bentrup, 2001)

Uncertainty is about sharing information evenly so that stakeholders can solve problems that arise. One of the interesting points to note is Presidential Regulation No. 46 of 2017 concerning the Board of Management authority of Borobudur Tourism Area, the President firmly mandates that in carrying out its duties BOB must pay attention to the aspirations, culture, and input of the people in the Borobudur Tourism Area. To be successful, undeveloped and underutilized human, cultural, and natural resources must be identified and appropriately utilized. A tendency exists to define and simplify the tourism systems into rather large components such as attractions, promotion, infrastructure, hospitality, services and the associated management, market, and financial elements.

Therefore, in its development, stakeholders must pay close attention to it. Because if it is not carried out properly and correctly, the development of the authority zone and the Menoreh hills area can result in the emergence of worse societal problems. In the development of the authority zone, especially in Sedayu Village, several societal problems already exist e.g. dependency of the locals economy in farming and forest harvest and under-development. Development that is not strategic can lead to new problems such as loss of habitat and forest resources due to indiscriminate development, reduced forest flora and fauna, evictions, noise pollution and waste, and increased demand for services.

Therefore, following the description of interdependence. The development and improvement of the quality of human resources have been followed up with FGD I Mapping Human Resources for the “Gelangprojo” Tourism Area on 27th January 2020 at the Balkondes Ngargogondo to determine a better HR mapping. Coupled with the Central Java Youth and Sports Office signed a cooperation agreement with the Regional Leadership Council of the Indonesian Tour Guide Association (HPI) Central Java regarding the development and development of tourism vocational education and tourism supporters in the Borobudur area. Unfortunately, there is no policy regarding supervision, transition, use and development of forest area into a tourism area.

Collaborative Dynamics

After the encouragement of drivers, the collaboration among stakeholders will begin to run. The dynamics and behaviours that can be formed from the results of the impetus will later form a collaboration. We view the stages within collaborative dynamics as cyclical or iterative interactions. We focus on three interacting components of collaborative dynamics: principled engagement, shared motivation, and capacity for joint action.

Principal Engagement

Principled engagement is formed over time, involving many stakeholders with various interests. Stakeholders with different backgrounds, different interests together solve problems, set policies, resolutions and others. Principled engagement in the development of the hilly tourism area Menoreh is a process that has happened repeatedly. This allows the central government through BOB to meet with other stakeholders. At equal meetings, each institution is represented by a representative who will represent them to convey their aspirations, knowledge, interests and problems into the forum.

Principled engagement occurs over time through the iteration of four basic process elements: discovery, definition, deliberation, and determination. These build on collaborative learning phases

by Daniels & Walker (2001) and may be thought of as elements of a dynamic social learning process (e.g., Bandura, 1977). This recurring process gives stakeholders the opportunity to get to know each other and analyze the potential of other stakeholders and the magnitude of the problems faced.

The implementation of principal management in the management of the authority zone and the Menoreh hills has been carried out well. Implementation

- 1) Socialization meeting of the Minister of Finance Regulation Marves Number 5 of 2019 concerning the Management of the Borobudur Tourism Area.
- 2) Focus Group Discussion (FGD) I Mapping of Human Resources for the “Gelangprojo” Tourism Area, 27 January 2020 at Balkondes Ngargogondo.
- 3) Discussion FGD infrastructure support and synchronization integrated tourism master plan (ITMP) for tourist region tourist village of Borobudur, 17 February 2020.
- 4) Master Plan Audience for the Borobudur Tourism Area Authority Zone "Borobudur Highland" by the Borobudur Authority Agency (BOB). With the Government of Kulon Progo Regency, 19 September 2020.
- 5) Socialization of MASTERPLAN for Borobudur Tourism Area Authority Zone, 27 April 2021 in Kulon Progo.
- 6) At the Public Consultation I for the Preparation of Detailed Spatial Plans (RDTR) and Zoning Regulations (PZ) around the Authoritative Areas of the Borobudur Authority, 24 October 2019.

As a form of consideration by stakeholders for the input received in these forums. The quality of deliberation, especially when participants have different interests and perspectives, depends on both the skillful advocacy of individual and represented interests and the effectiveness of conflict resolution strategies and interventions, described in a recent National Research Council (2009) report as "deliberation with analysis." Thus, stakeholders need to think about and analyze the results of the meeting in order to produce strong and appropriate policies. The determination and enthusiasm of the participants were very high, seen from the number of participants in the first FGD of 2019 totaling 25 agencies and 55 participants. In the following year's FGD, the determination of participants to participate also increased to 20 agencies, 12 villages and 74 participants.

Shared Motivations

Although in the integrative framework of collaborative governance Emerson et al (2015) presents shared motivations primarily directly at the interpersonal level as a relational component of a collaborative process that illustrates the nature of relationships between stakeholders, we find an interest to refer to the level of trust between BOB and stakeholders that is divided into two;

- 1) The level of trust between Bob and government institutions tends to be stronger and more organized. There has been no rejection and conflict since the establishment of BOB in 2018 until now.
- 2) The local level, industrial tourism has never been involved in the consensus process and regional planning. The relationship between BOB and industrial tourism in the Menoreh area is lacking. From the data collected such as FGDs, socialization of the Master Plan, public hearings and public hearings, no evidence of the participation of the tourism industry in the Menoreh area can be found at this time.

Mutual trust between stakeholders was built on the incentive's socialization, communication and transparency from BOB. This can be seen from numerous activities, program, and forum presented by BOB. Through those, information was shared and initiatives was taken (e.g. FGD, socialization, and open forum). This allows stakeholders to share their interest and communicated with each other's.

The same thing happened to mutual understanding. The lack of participation of the tourism industries in the Menoreh area at this time has resulted in doubts about BOB and its direction. As stated by Eric and Melkey (7 July 2021) they agreed that since the establishment of the BOB until now they have never been included in the consensus in regional development planning. In contrast to the relationship between BOB and stakeholders from government institutions, there is trust and mutual understanding between them.

Existing legitimacy among stakeholders is influenced by trustworthy and credible, compatible and interdependent interests, legitimizes and motivates ongoing collaboration. As previously explained, there is no open conflict between stakeholders and the existence of good communication and support relationships shows this is real. Stakeholders also have compatibility and dependence on each other in terms of the location of the development, development goals, and development of the authority area and the Menoreh hills.

Stakeholders are aware of the potential and opportunities that exist in the presence of BOB in the Menoreh hills area. Stakeholders, especially at the government level, always participate in all activities carried out by BOB, showing strong commitment and motivation from stakeholders. Supported by local regulations, agreements, provision of areas, and human resource development and training around Menoreh.

Capacity for Joint Action

As Emerson et al (2012) explained, "Capacity of joint action is the functional dimension of collaboration dynamics that enables CGR participants to accomplish their collective purpose as specified in their theory of change". It is a set of cross-functional components, such as procedural and institutional arrangements, knowledge and resources, that together create the potential to take efficient action. The capacity of joint action in authority zones and Menoreh hills areas has evolved over time although its development is focused on interaction at a higher level. During bob's early years, a new capacity for pre-existing joint actions has been developed. Over time, BOB increased this capacity to ensure efficient collaboration.

In terms of procedural and institutional arrangements, it was not present in the collaboration between BOB and local stakeholders. In the concept of policy direction collaboration has been regulated in Presidential Regulation No. 46 of 2017 concerning the Board of Management authority of Borobudur Tourism Area, the President firmly mandates that in carrying out its duties BOB must pay attention to the aspirations, culture, and input of the people in the Borobudur Tourism Area. And in its development BOB can cooperate with business entities and institutions / related parties in accordance with the provisions of the legislation. This means that BOB on its legal framework must involve the community and can form cooperation with other tourism industries if necessary.

The relationship between BOB and stakeholders seems to have improved. The division of tasks and work patterns are reflected in their collaboration. In the report presented at the FGD Discussion on infrastructure support and synchronization of the integrated tourism master plan (ITMP) for the tourist village in the Borobudur tourist area, 17 February 2020. The issue of improving the quality of accessibility and branding is handled jointly by academics, government, community, media, and industry.

However, this is a bit contradictory in the interview that the researcher conducted with Erick, Melkey, and Rama (7 July 2021) who agreed that BOB's exposure to them was still very low and hoped that BOB would further expand its network around the authority zone. The leadership is shown by BOB so far has been very good overall. Moreover, collaborative governance demands and cultivates multiple opportunities and roles for leadership (Agranoff & McGuire, 2003; Mryson, Crosby, & Stone, 2006). These include the leadership roles of the sponsor, convener,

facilitator/mediator, representative of an organization or constituency, science translator, technologist, and public advocate, among others. Certain leadership roles are essential at the outset, others more critical during moments of deliberation or conflict, and still others in championing the collaborative determinations through to implementation (Agranoff, 2006; Bryson, Crosby, and Stone 2006; Carlson, 2007). The activities described above are following the current role of BOB. Starting from Human Resource Training, Increasing the Business Capacity of the Tourism Community in the Culinary and Souvenirs Sector, Supporting Trisik Festival Activities, Technical Guidance on Improving the Quality of Tourist Attractions, Socialization Meetings, Focus Group Discussions, Program Socialization, Implementation of Tourism Awareness Movement Activities, Technical Guidance on Manuscript Borobudur Authority Agency Office, Training and mentoring on Adaptation of New Habits in tourism destinations, Master Plan Audience for the Borobudur Tourism Area Authority Zone, and Socialization of MASTERPLAN for the Borobudur Tourism Area Authority Zone. In these activities, there is also a process of transfer of knowledge between stakeholders. Knowledge is the key to collaboration so stakeholders must share knowledge with each other. This can be done through the forums that have been provided by the BOB where the inputs will be absorbed and analyzed in order to improve the development plan for the authority area and the Menoreh hills (Agus Pariangan, 2021).

Resources are the final element of the capacity for joint action. One benefit of collaboration is its potential for sharing and leveraging resources (Thomson & Perry, 2006). Resource necessary for the full realization of capacity for joint action. Collaborative governance requires no small amount of money so far, all costs and expenses in all meeting and interaction activities are borne by the BOB. Not only that, but BOB can also provide capital assistance to regional stakeholders who want to develop jointly in the Menoreh hills area. Presidential Regulation Number 46 of 2017 concerning the Borobudur Tourism Area Management Authority, states, the cooperation referred to can be in the form of capital participation, rental, or borrow-to-use in the form of land in accordance with the provisions of the legislation. Support in the form of equity participation, rental or borrowing will encourage and strengthen collaboration.

This collaboration has also had an impact on the establishment of other national projects in the Menoreh hills area. Funding for these projects will be sourced from the central government and implemented by local governments. In return, the region will provide land for the intended projects. Thus there is a transfer of resources from national to regional to support the development of zones of authority which will also have a positive impact on the community and local government. Such a transfer pattern can increase the capacity to engage in collaborative action as previously limited funding will now be borne by the national government.

Conclusion and Suggestions

Conclusions

The collaborative practice studied between the Borobudur Authority Agency, local government, tourist villages, tourism industry and the community regarding the construction and development of the authority zone in the Menoreh hills area has been running according to variables. In the system context, stakeholders identify indicators that are capable of forming collaboration. There are no open problems between stakeholders. Stakeholders are also contextually connected to one another. In the context of drivers, BOB carries out the role of leader per the standards, but its scope is still very limited for the local stakeholder level (tourism villages and tourism industry). The problems that arise are resolved together with the knowledge, resources and efforts of all stakeholders. Stakeholders' knowledge of the surrounding social conditions and problems is evenly distributed and responded positively in a collaborative manner.



Collaborative dynamics between stakeholders has been carried out well through various forums provided by BOB. Participation, trust, motivation and legitimacy of stakeholders are strong and equitable. The distribution of information is going well among stakeholders. The development and development of the area are going well with all resources and knowledge being evenly distributed. The results of the study indicate that the effort to develop an authority zone in the Menoreh hills area is carried out in a collaborative and structured manner. However, the development of the area is far from complete. Collaboration between stakeholders in the area will continue and develop.

Suggestions

There are no significant problems among stakeholders other than the scope of activities by the Authority Body which has not yet reached all existing lower levels. Therefore, it is recommended:

- a. Establishing a new forum with lower stakeholders such as tourism village and tourism industry in order to accommodate their aspiration and motivation.
- b. Giving more capacity building toward village tourism human source about the pandemic.
- c. For further research, create and coordinate deeper measurable indicators to explain the lowers level stakeholder's role in collaborative governance especially in tourism area.

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