The Need of Shared Vision in Tourism Sustainable Development

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Abstract

Sustainable tourism development is an important issue and careful attention should be given within the framework of a comprehensive national development. Within the era of government, it is not possible to independently implement tourism development given the capacity constraints and in order to provide sufficient space on the growing role of the private sector and the public which is increasingly active. Governance of the affairs of the government with the involvement of the private and the public is known as collaborative governance. At the initial stage to perform collaborative governance, it is necessary to attempt a shared vision that is understood by all stakeholders related to tourism. Sleman, as the location of the case study, shows that collaboration in a shared vision is still a "command" on which the government's role is still dominant. Thus, further development in the form of participation, networking, and collaborative partnerships of all stakeholders in order to realize sustainable development of collaborative governance of tourism is necessary.

Keywords: A shared vision, collaborative governance, sustainable development, tourism

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1. Introduction

Sustainable tourism development is part of the national development having an important role economically, socially, and environmentally. In accordance with the National Development Plan 2009-2014, from the economic aspect, the tourism sector contributes exchange of visits of foreign tourists and Gross Domestic Product (GDP) and its components. From the social aspect, tourism plays part in creating employment, appreciation of art, tradition, and culture of the nation, and the improvement of national identity. From the environmental aspects, it can raise the richness and uniqueness of the products and services, like the nature and the sea, and acts as an effective tool for the preservation of the natural environment and traditional culture and art. Tourism is also a contributor of foreign exchange sector ranked the fifth after the oil industry, natural gas, palm oil, coal, and processed rubber.

According to the Act No. 10 Year 2009 concerning tourism, which is followed by the Government Regulation No. 50 Year 2011 on the National tourism, the Development Master Plan formulated on the policy is directed on the National Tourism Development. In Article 2, paragraph (8), it is stated that the direction of national tourism development is: 1) on the basis of the principle of Sustainable Tourism Development, 2) with orientation on economic growth, increasing employment opportunities, poverty reduction, and environmental protection, 3) good governance, 4) in an integrated, cross-sector, cross-regional and cross-implementers, and 5) to encourage the public and private sector partnerships.

From the government regulations, it is known that the development of tourism based on the principles of sustainable development and involvement of other sectors such as the private and public sector takes into account good governance. Theoretically, development of the tourism sector involving non-state actors in the study of public administration is known as good governance, emphasizing favorable cooperation between the public and the private sectors under such good principles.

Although tourism for local government is not obligatory yet optional, the contribution made to economic development in a region is very significant. Tourism could provide a multiplier effect for the growth of other productive economic activities. Tourism can create new jobs and alleviate poverty (Damanik, 2005) and can prosper people in the area (Damanik 2010).

Private and community involvement in tourism activities is necessary; in general, the government has limitations in providing public goods and services, including the provision of tourism services. The limitations proposed by Dwiyanto (2005) are like the following:

Along with the increasing social demand for public services and when the capacity of the government bureaucracy is increasingly limited, the private sector and community involvement in public services is a necessity. The dominance of government bureaucracy in various aspects of community life has begun to be questioned. The strengthening of democratization has led to the need to empower communities and stakeholders outside the government bureaucracy in the administration of public services. Especially, when the needs for the service become higher, the community involvement in public service delivery is a necessity.

Conditions related to the limitations of government in tourism increases the role of the private and the public to participate. Interaction between the government and private sector allows for short-term, medium, and long-term contracts. Interaction between the government and communities also allow for community empowerment programs on tourism to be increasingly diverse and applicable. Interaction and patterns of cooperation between government, private sector, and society in the good practice is referred to as good governance.

Efforts to realize good governance in the field of tourism will not be easy because the three pillars of governance do not have the same ability, position, and alignment. As noted by Dwiyanto (2012), cooperation between the government, the private, and the public for this is still limited to co-operation between the owner of the work with non-governmental organizations as a vendor or contractor. Cooperation like this is merely buying and selling goods and services between the government and the private sector as a principal or as an agent of society. Cooperation tends to be short-term with limited intensity of relationship as stipulated in clauses of contract. Nuryanti (2002) states that the need for cooperation related to the existence of problems in the development of sustainable tourism occurs because of a conflict of roles between the public and private sectors. In order to find harmony between the role of the public and private sectors, an assessment of the role of each sector and the possibility synergy is needed.

The problems expressed by Dwiyanto (2012) and Nuryanti (2002) certainly bring new thinking to develop a concept or model that can solve these problems; the new model is planning good governance on the basis of cooperation in the repertoire of public administration known as the model of collaborative governance.

The application of the model of good governance in the implementation of tourism for local governments in Indonesia is not new. Sleman, as one autonomous region, has practiced the model in a variety of objects and tourist attraction (ODTW). The interaction between government, the private, and the public is contractual and risk sharing. A large part of the activities of the Department of Culture and Tourism is not collaborative. Sleman Government will be seeking partners to work on its programs and agents who will carry out the work or the program. Sleman Government acts as the owner of the work and non-governmental organizations acts as a vendor or contractor. We often find that stakeholders themselves do not share the same vision for sustainable tourism development.

Differences in vision can be found on the management and the community surrounding tourist attractions. Tourism stakeholders put forward profits, while the community cares more on environment aspect and prosperous life due to tourism. Although the government aims for the welfare of society, differences in vision with the public occurs due to regulations. The three pillars of governance do not have the same vision to promote tourism. From the description, the research problems are as follows: (1) what constitutes a sustainable tourism development, (2) the model of collaborative governance, and (3) how local governments can establish a shared vision as a first step or the basis for the development of collaborative governance model.

2. Sustainable Tourism Development

The concept of "sustainable development" has emerged as an approach associated with cutting-edge issues. Most public administration scholars believe that sustainable development is able to deal with diverse and complex contemporary issues (Kim, 2010). The term "sustainable development" appeared in 1972 and at that time only focused on environmental improvement, because at that time, the world faced decades of environmental degradation and environmental issues have become a major concern for the world community. This concept is still relevant today, as environmental degradation and disasters occur in various countries including Indonesia.

Tourism cannot be separated from this sustainable development approach. Research conducted in North Cyprus by Alipour et al. (2011) after being published in the Journal of Sustainable Development entitled "Governance as Catalyst to Sustainable Tourism Development: Evidence from North Cyprus" leads to the conclusion that the development of sustainable tourism cannot be effectively implemented if the institution does not do restructuring organizational behavior in the form of a formal policy process to enhance close cooperation with the stakeholders (industry and public holidays).

From these studies, it is found that the majority of people acknowledge the importance of sustainability, but they do not understand how it can be applied. They do not express enthusiasm about reorient themselves and plan approach towards the objectives to be achieved. Community involvement is one dimension that is critical in achieving sustainable tourism development basis. In the case of North Cyprus, the majority of respondents emphasize that there must be a commitment to community participation, but they have not been able to involve the community in the process of governance as a dynamic aspect. Much of the literature shows that the application of the principles of sustainable development requires a political system that encourages effective public engagement, building consensus and good governance (Kim, 2010). The consensuses are among and between the pillars of governance as the main basis for the synergistic cooperation.

3. Collaborative governance

Regarding to the concept of governance so long trusted as a solution to the various problems of society and government, as a new process that is set up in the public domain, there are two different viewpoints—the first is "government without government" (Rhodes, 1996), while the second is "government with more government" (Kjaer, 2004). These two give birth to new concept so-called collaborative governance as a system of governance. Ansell and Gash (2008) pioneered the belief that the new form of government is able to help the stakeholders to integrate the various interests in sustainable development and reach agreement in pursuit of a common goal. More specifically, demands for collaborative governance have increased along with increasing public knowledge and intense interdependence of stakeholders. About the benefits of collaboration, Lasker et al. (2001) stated that cooperation may make a comprehensive, practical, and transformative thinking.

In particular, transformative thinking is very important, as in collaboration people change the way they think when they interact with other stakeholders with different purposes and culture. Through the creation of ways of thinking, collaboration influence how problems are recognized and addressed. In the discourse of the organization that thought should be embodied in a common vision.

According to Wanna (2008), to realize collaboration, stages that show the scale and intensity of the collaboration are. Scale of collaboration can be described as a ladder that shows an increased commitment from the lowest level to the highest level of collaboration—from the simplest to the most complex. The highest level of collaboration raises the risk of political and managerial as mutual consensus, whereas a partnership would not pose a political and managerial risk. In Table 1, it can be seen that the intensity is increasing. It shows the list of the level of cooperation relevant to the policy process and indicates what activities are involved in each of the various levels.

Table 1: Collaboration and involved activities

Degree of collaboration	involved-activities
Highest level: high normative commitment to collaboration; often highest political/managerial risks	Transformative interaction between network actors; substantive engagement and empowerment; search for high degree of stakeholder and inter-actor consensus and cooperation; coalition building by government and non-government actors
Medium-high level: strong normative orientation; high level of political/managerial risk	Strong engagement of stakeholders in decisions or policy process and implementation; devolving decision-making capacities to clients; more complex innovations in policy-delivery processes
Medium-level: commitment to multiparty input and buy-in; moderate levels of political/managerial risk	Formal commitment to inter-agency consultation and collaboration; joined government strategies; formal joint involvement exercises and joint funding initiatives
Medium-low level: operational forms of collaboration to 'get job done'; some political/managerial risk	Forms of co-production: technical improvements in delivery chains; assistance to comply with obligations; direct consultation with clients over delivery and compliance systems; systematic use of evaluation data; public reporting on targets informed by client preferences
Lowest level: marginal operational adjustments, low levels of political/managerial risk	Incremental adjustments using consultative processes; client discussions and feedback mechanisms; gaining information on needs/expectations of others

Source: Wanna (2008)

From the table it can be seen that the intensity of collaboration shown by the scale ranging from the lowest (lowest level) to the highest (highest level). The lowest level shows the lowest political or managerial risk with marginal operations, and activities that occur are incremental in the form of the consultation process, discussion to obtain input and information, and among those who collaborate still formulate an idea and hope to achieve a comprehensive picture of collaboration. The highest scale has a high political and managerial risk leading to the normative commitment, and activities have led to the transformative interactions and to substantive empowerment. The form of activities carried out between actors is already tangible coalition of government and non-government based on the principles of cooperation and consensus.

Shergold further clarifies the concept puts forward by the Wanna (2008) that collaborative governance is a transformative process. The transformation process is from command to collaborative relationship, as shown in the following table:

Table 2. Transformation Process Collaboration

Command	**The process of centralized control - with clear lines of hierarchical authority.**
Coordination	The process of collective decision making – imposed on participating institutions.
Cooperation	The process of sharing ideas and resources – for mutual benefit
Collaboration	The process of shared creation – brokered between autonomous institutions

Source: Shergold (2008)

From the Table 2, it can be seen that in the beginning the collaboration between the government and other stakeholders are command-based, a hierarchy with strong control from the government, and stakeholders are not involved in decision-making. The next stage is coordination, in which government and other stakeholders conduct collective decision-making. Then the collective nature of the relationship increases to cooperative relationship, through sharing ideas and resources for mutual benefit.

Finally, the final stage of relationship is collaborative, through shared creation realized in the form of permanent and autonomous institutions.

4. Building a Shared Vision

Any organization or group of people with common interests to achieve certain goals are certainly based their actions on a clear and challenging vision. Likewise, in managing a business that involves various stakeholders, shared vision will help to ease the management. A shared vision can move people as individuals or part of the masses to identify themselves as part of a group. In the context of an organization, if a shared vision has been reached, even without the request of the leader, the organization's members will be willing to make efforts to achieve the vision (Susanto, 2010).

Vision is an ideal picture of the future that will be achieved by an organization or group, which is, according to Bryson (1999), referred as "the vision of success". Vision of success, in addition to the shared commitment of all members of the organization, should also be widely disseminated among stakeholders (Bryson, 1999) so that environmental organizations can support the existence of the organization. Likewise, in the context of governance, government organizations, the private, and the public must accept vision of success so that all three have the same commitment to manage a business. In order for a business managed by the three components to foster synergistic cooperation, the same vision statement is necessary. It will always provide inspiration and motivation to create collaboration among the three pillars of governance.

According to Senge (1996), to achieve this shared vision needs a process that starts from the personal vision then built into a common vision. A vision can be said to be true if each individual has the same ideas and committed to one another. When people really share a vision, then they will be connected, bound together by a common aspiration. The reason why people build a shared vision is due to the desire to connect in an important activity.

In the context of building a "learning organization", Senge (1996) explains that a shared vision is vital because it will provide the focus and energy for learning. We do not need to have a learning organization shall a shared vision is absent.

With a shared vision, we will tend to be more open to new ways of thinking, to share views in depth, and to recognize personal and organizational limitations. The concept is suitable to apply in governance; the collaboration of the three pillars of governance occurs because of limitations and the need to access a shared resource (Peters and Pierre, 1998). Building a shared vision is the first stage for building collaborative governance.

To build a shared vision that is inspirational and inspiring among the three pillars of governance, Kouzes and Posner (1987) as cited by Bryson (1999) propose these characteristics, among others: 1) focus on the better future, 2) encourage hope and dream, 3) attracted to common values, 4) declare positive results, 5) emphasize a united group, 6) use pictures, images, and metaphors, and 6) communicate the enthusiasm and excitement, To realize the six characteristics of a shared vision, we need targeted effort so that a common vision can be formulated properly and becomes a shared belief among the three pillars of governance.

With reference to the opinion of Senge (1996) and Bryson (1999) then we able to formulate a shared vision as a first step in collaborative governance, we must identify the personal vision of each member, which is then formulated to be the vision of the group and eventually becomes a shared vision of the three pillars of governance in managing tourism. Stages in the formulation of a shared vision start from the creation of realistic and acceptable vision, and then be disseminated and understood by most stakeholders.

5. Collaboration in the Shared Vision on the Post Disaster Tourism

Sustainable development focuses on improving the environment due to degradation becomes relevant when applied to the tourism that arises after the disaster (disaster tourism). Through a collaborative approach to governance, which according to Lasker et al. (2001) is as a vehicle for the realization of transformative thinking, we can begin the initial step of building a shared vision i.e. a picture of the future of each of the actors in governance.

Government consisting of Disbudpar and BPBD formulate vision-disaster tourism which involving tourism stakeholders.

The tourism industry, which includes travel agents and accommodation businesses, provide written input to the government for the vision-disaster tourism to encourage the development of tourism industry. Communities as members of the management team and tourist businesses provide feedback to the government to provide sufficient room for tourism businesses. From the above, we can identify the role of each stakeholder in making a shared vision as follows:

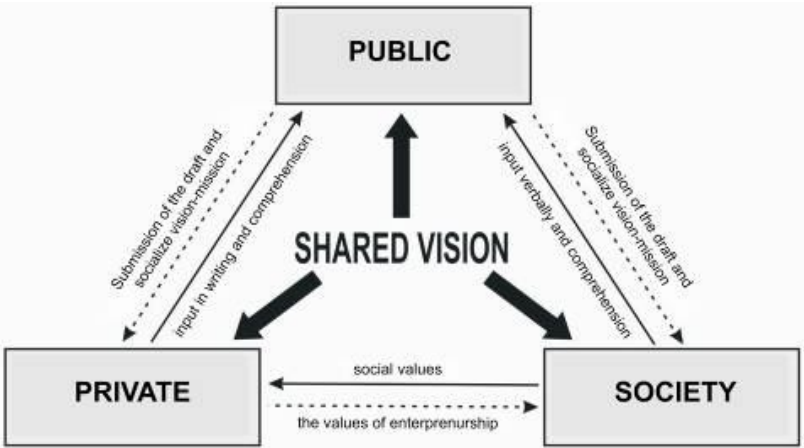**Table 3.** Collaboration in Shared vision

No	Stakeholder	Organitation	Role
1	Government	Disbudpar and BPBD	Formulate a vision-disaster tourism by involving tourism stakeholders.
2	Tourism industry	Travel Bureau and lodging	Provide written input to the government for the vision-disaster tourism to encourage the development of tourism industry
3	Communities	Team Management and Travel Service Providers	Give verbal feedback to the government's vision-disaster tourism to give sufficient room for business travel services.

6. Collaboration in the Shared Vision Model

Collaboration that exists between the three stakeholders is in the form of formulation of a shared vision, stakeholder engagement, socialization of vision and mission and level of understanding of the vision and mission. In general, collaboration in a shared vision is top down because the vision-mission document is a product of the government, although the process of formulation involves the majority of stakeholders. The government has prepared the concepts to be known by stakeholders and then to be able to respond in order to be a standard formula.

Top-down relationship is clearly visible in providing facilitation and in socialization. This is done to more quickly socialize the vision and mission so the tourism community understands what the local government wants. Media used in socialization are directive such as leaflets, electronic media, and the like.

The relationship between the private and the public shows the relationship in the form of exchange of information, especially related to social values that have already become public confidence, such as harmonization with nature and so on. The private sector can share values of entrepreneurship to the community, as there is no organizational relationship between the two parties. The private sector shows more proactive activities, while communities around ODTW exhibit more serving behaviors. Communities around ODTW initiate and provide services in accordance with information from the travel agency that represents the private sector. Both parties are involved in such positive relationship and always coordinate for the comfort of the tourists. Activities and interactions that occur among the three pillars of governance described as follows:

Source: Findings on the Field

Figure 1. Collaboration in Shared vision

The activities of the three pillars of governance show that the relationship between government and industry and the public is more top-down so that it fits with the concept proposed by Shergold (2008), a command type, meaning that the role of the government is still very dominant to provide instruction in the socialization of vision; and according to the category by Wanna (2008), it is weak relationship (low). While the relationship between the private and public sectors occur in an atmosphere of mutual relationship of providing information falls into the medium and coordinative level. The level of collaboration among the three pillars of governance can be described as follows:
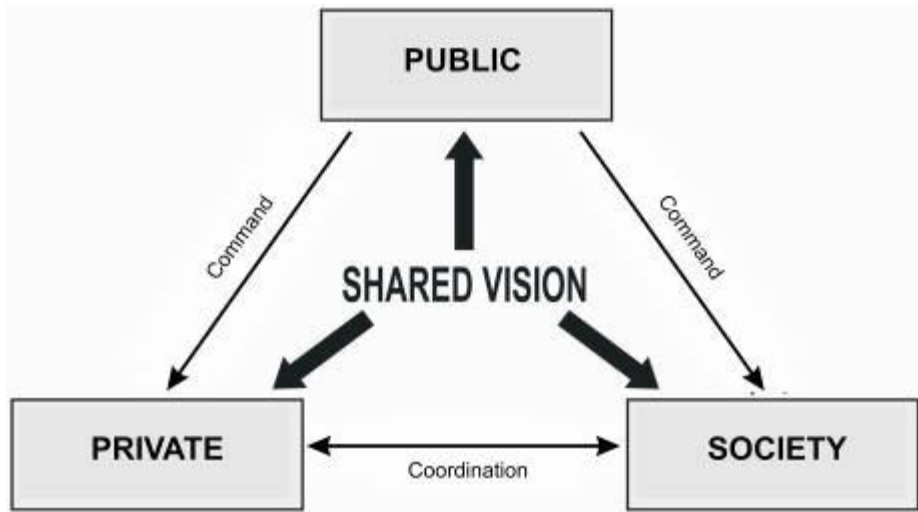
Source: Study Analysis

Figure 2. Transformation Collaboration in Shared Vision

7. Conclusion

Sustainable tourism development can be done through collaborative models of governance. A shared vision as a first step of collaborative governance still is still weak and falls in the category of "command", in which the role of government is still dominant. Active participation of all stakeholders is needed on the next stage. The participation is expected to form a strong network to create a partnership (PPP) as the final manifestation of the collaborative relationship.

8. Recommendation

Given that the relationship between government and the private and the public is still low and command in nature, there should be a way or a new method of socialization to the stakeholders. Socialization can be done through a participatory model so that the vision formulated can be used as a reference for participation.

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