
MARKETING OF INDONESIAN INTERNATIONAL TOURISM FROM THE PERSPECTIVE OF COLLABORATIVE GOVERNANCE

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ABSTRACT

Tourism is a series of multi-sector activities and involves various stakeholders. The diversity of stakeholders, shared vision and goals, and bounded resources have led to the need for collaborative governance in Indonesian tourism marketing. Most collaborative tourism marketing studies are conducted using a marketing science approach. The difference between this thesis and previous studies is that this research will attempt to analyze the governance of Indonesian tourism marketing carried out by the Ministry of Tourism and Creative Economy (MoTCE) of the Republic of Indonesia and various Indonesian tourism stakeholders through a collaborative governance perspective, through the role and involvement of the various tourism sector stakeholders involved. This study will analyze the conditions of input, process and output of collaborative governance of Indonesian tourism marketing. Bounded marketing resources of Indonesian tourism marketing is the main trigger for the collaborative governance. The motive and objective of collaborative governance of Indonesian tourism marketing is to synergize resources between the government and various stakeholders to improve Indonesia's tourism marketing program. Based on the research results, it was found that most of the conditions of the key elements of collaboration were progressing quite well, but there were still various conditions that needed to be improved. The output results of collaborative objectives related to efficiency, efficacy and equity have been obtained by collaboration participants. The collaborative governance of Indonesian tourism marketing does not yet have standard implementation procedures as guidelines for the MoTCE marketing team. This study suggests a pre-model (initial model) of Indonesian tourism marketing collaborative governance, for further testing and development, to strengthen Indonesian tourism marketing governance.

KEYWORDS Indonesian Tourism Marketing, Collaborative Governance, Tourism



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INTRODUCTION

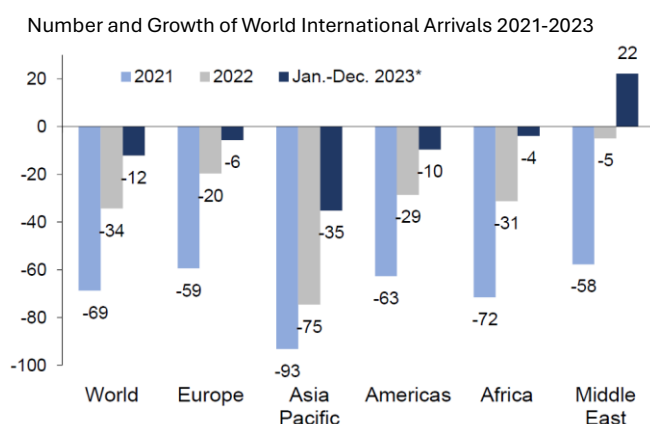
Tourism is a social, cultural and economic phenomenon that involves the movement of people to a country or region outside their daily environment for personal or business or work purposes. The actors of this activity are referred to as visitors (visitors) (can be tourists or travelers / excursionists) and local residents (residents) or non-residents (non-residents) and perform various activities, which will cause expenditure (expenditure). Tourism products are a combination of tangible and intangible elements, consisting of natural, cultural, and artificial tourist attractions; tourist attractions, tourist facilities, and tourist services and activities around destinations that represent the core of the destination marketing mix and create an overall experience for tourists (UN Tourism). Tourism is one of the sectors that has enormous potential as a driver of development in various countries, the tourism sector is able to drive the economy, create business opportunities, increase employment, and infrastructure development in an area. The tourism sector is also considered effective in economic equality because it is able to provide economic impact to the lowest level (trickledown effect). Tourism is predicted to have an increasingly strategic role in the development of a country in the future, and contribute significantly to improving the economy, increasing foreign exchange, and creating jobs (Destination Economic Benefits - UN Tourism).

The COVID-19 pandemic in 2020-2021 has caused negative impacts on tourism destinations, local communities, and other tourism support sectors. Non-medical measures such as national lockdowns, quarantine regulations, testing and tracing, and border closures have caused unprecedented damage to the tourism sector and resulted in a 72% decline in international travel (The End of Covid-19-Related Travel Restrictions 12th Report, UNWTO 2023). Tourism is one of the sectors most affected by the COVID-19 pandemic, the growth of the global tourism sector in 2020 has experienced a significant setback, with a drastic decline of 72% or 1.1 billion international trips compared to 2019, triggering enormous economic and social impacts and resulting in the endangerment of more than 100 million jobs in the tourism industry, especially in the SME-scale tourism industry (80% of total global tourism jobs), as well as the potential loss of export revenue from the tourism sector during the period 2020-2021 reaching 2.1 trillion USD (Impact assessment of the COVID-19 outbreak on international tourism - UNWTO 2023).

In early 2022, after the COVID-19 pandemic turned into an endemic (new normal), several countries have reopened their borders, until finally in early 2023 almost all countries have reopened their territories, which has a very significant impact on increasing international travel around the world. The United Nations organization in charge of international tourism, UN Tourism (UNWTO) in the World Tourism Barometer Vol. 22 2024 report, states that the number of international visits in 2023 has gradually recovered and reached 1.286 billion international tourists in 2023, an increase of 34% (325 million) compared to 2022. By 2024, a full recovery is expected and a 2% increase from the pre-pandemic period in 2019 is predicted.

The results of the UN Tourism report published in January 2024 show that the number of international tourists in the 2023 period is recovering and has increased 34% from the same period in 2022, but is still at 88% compared to pre-pandemic conditions in 2019. By region, the Middle East is the region that has exceeded the recovery of international arrivals and has exceeded 22% of the 2019 conditions, the European region although it has not exceeded the pre-pandemic conditions but has reached 94% of 2019, the Americas region 90%, the African region 96%, while in the Asia and Pacific region has reached a condition of 65% of the pre-pandemic period in 2019.

The World Bank's tourism study, World Bank Tourism Watch - Quarterly Report:



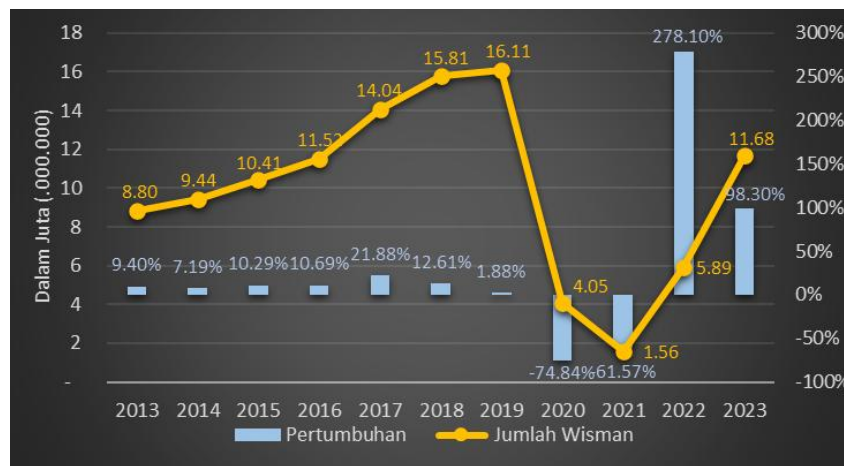
Source: World Tourism Barometer 2024

Q3-2023, states that the tourism sector has an important role for: sustainable development, Gross Domestic Product (GDP) growth, increasing international trade, increasing global investment, and playing a role in uplifting low-income countries. The tourism sector provides opportunities for developing countries to create productive and inclusive jobs, develop innovative enterprises, finance natural and cultural conservation, and increase economic empowerment. Prior to the COVID-19 pandemic, tourism was the world's 3rd largest export economy (after the fuel and chemical industries) and in 2019 it accounted for nearly 7% of international trade and provided one in ten jobs worldwide (Impact assessment of the COVID-19 outbreak on international tourism - UNWTO 2023). After the pandemic in 2022, the international tourism sector began to recover with an economic turnover value of more than 9 trillion US dollars or 10.4% of the total world GDP (UNWTO Barometer 2024).

In the 2015-2019 period, Indonesia's tourism sector consistently showed positive performance, the tourism sector as one of the leading sectors of the economy, became the third largest foreign exchange contributor after palm oil exports (CPO) and coal exports. Indonesia's tourism sector foreign exchange earnings in 2019 reached Rp.280 Trillion, which contributed to GDP reaching 4.8% or an increase of 0.3% compared to 2018 (BPS, 2020). However, the COVID-19 pandemic in 2020-2021 which hit

globally, has resulted in a negative impact on Indonesia's tourism sector, in 2020 the number of foreign tourist arrivals to Indonesia experienced a drastic decline of -74.84% with a total of 4.05 million arrivals and in 2021 along with the increase in the number of cases and the development of new variants of COVID-19, foreign tourist arrivals to Indonesia fell to its lowest point in the last 10 years, with a total of 1.56 million foreign tourist arrivals or a decrease of -61.57% compared to 2020.

Growth and Number of Foreign Tourist Arrivals to Indonesia 2013-2023



Source: Processed from Kemenparekraf/Baparekraf and BPS 2013-2024

The decline in foreign tourist arrivals to Indonesia certainly affects foreign exchange earnings from the tourism sector. The pandemic has also had an impact on the decline in foreign tourist movements, due to the implementation of community mobility restriction policies. The decline in the number of foreign tourist arrivals and foreign tourist movements has resulted in a decline in sales of various tourism product businesses, ranging from tour packages, accommodation / lodging, transportation services, tourist attractions / entertainment, food / drink, and souvenirs. Various tourism businesses were forced to make temporary and even permanent closures, reducing the number of employees to termination of employment occurred almost throughout Indonesia. The decline in foreign tourist arrivals ultimately has an impact on the contribution of tourism to the National GDP (RENSTRA Kemenparekraf / Baparekraf 2020-2024 - Changes).

After the COVID-19 pandemic, the recovery of the tourism industry in Indonesia is marked by indicators of an increase in the number of cumulative foreign tourist visits from January to December 2022. The policy of relaxing travel restrictions and opening borders in various countries has had a positive impact on the increase in the number of foreign tourist arrivals in 2022 which reached 5.89 million visits, up 278.10% from

2021. Foreign exchange earnings from the tourism sector also increased to US\$ 4.26 billion in 2022 from the earnings in 2021 which only reached US\$ 0.54 billion, this shows that the increase in foreign tourist arrivals is directly proportional to the foreign exchange earnings in the tourism sector (BPS, Indonesia Economic Report 2023). In 2023, the recovery of the tourism sector after the COVID-19 pandemic showed increasingly encouraging conditions, as seen through the indicator of the achievement of foreign tourist arrivals of 11.68 million visits from the national target of 8.5 million foreign tourist arrivals, or an increase of 98.30% compared to 2022. However, this achievement is still below the achievement of foreign tourist arrivals during the pre-pandemic period in 2019, which was the highest record number of foreign tourist arrivals to Indonesia with 16.11 million arrivals. In 2024, Kemenpakraf/Baparekraf set a target of 14.3 million foreign tourist arrivals, a very optimistic target, but certainly achievable through various policies, especially related to Indonesian tourism marketing.

Indonesia as the largest archipelago in the world has a variety of tourism destinations with the wealth and diversity of tourist attractions (attraction) including the beauty of the natural landscape from the coast, under the sea to the mountainous region as a natural attraction, diversity and uniqueness of culture and historical heritage as a cultural attraction, as well as various types of theme parks as man-made attraction. The development of the tourism sector in Indonesia is the task and function of the Ministry of Tourism and Creative Economy / Tourism and Creative Economy Agency of the Republic of Indonesia. Tourism is a multi-sector activity with various stakeholders (multi-stakeholders) so that it must involve various stakeholders, including ministries / institutions (K / L), local governments, tourism industry / associations (private actors), local communities / communities, and various other actors. The development of the tourism sector in Indonesia currently refers to the RPJMN (National Medium-Term Development Plan) Perpres No.18 of 2020, the tourism sector is part of the national program in order to strengthen economic resilience for quality and equitable growth. The Indonesian government has established tourism as one of the leading sectors, with the development target of improving image, competitiveness, supporting community welfare and economic growth. Indonesia's tourism development is based on four main pillars, namely: (1) Increasing the competitiveness of the industry and tourism business ecosystem; (2) Improving accessibility, amenity, attractions and governance of tourism destinations; (3) Improving the quality of tourism human resources; and (4) Strengthening tourism image and marketing diversification. Meanwhile, the development of Indonesia's tourism sector can be measured and evaluated objectively based on indicators and targets of tourism sector development: (1) Tourism foreign exchange; (2) Number of foreign tourist arrivals; (3) Contribution to tourism GDP; (4) Number of domestic tourist movements; (5) Number of tourism workers; and (6) Increase in the National Tourism Development Index (IPKN).

The national development priority programs carried out by the Indonesian government have implications for the design of program planning and activities that

will involve various relevant stakeholders, both ministries / agencies (K / L), local governments, and other related parties. Similar implications also occur in the development of Indonesia's tourism sector which is a multi-sector activity and requires the involvement of various stakeholders (multi-stakeholder). There are four main problem characteristics in the planning and budgeting of national programs and development, namely: (1) Scattered, various programs and activities in the K/L Work Plan and Budget (RKA) are not in an intact logical framework to achieve the development outcomes and impacts to be achieved; (2) Silos, programs and activities in each K/L have a high ego-sectoral with a very strong silo-mentality; (3) duplicative, various activities in solving the same problem are often planned simultaneously in various K/L, causing further problems; (4) inefficiency, because various programs and activities do not have clear outcomes and impacts, not measurable to achieve the objectives of national priority programs (Prasojo, 2023).

At the country level, there are generally three organizations related to the development of the tourism sector, namely (1) the Destination Marketing Organization (DMO) responsible for marketing the destination, (2) the National Tourism Administration (NTA) as the policy maker, and (3) the tourism industry umbrella association representing the interests of the private sector. A DMO is an organization, at any level, that is responsible for marketing an identified destination, apart from the relevant units responsible for planning and policy (Pike, 2005). In the development of the tourism sector in a country, there is a National Tourism Administration (NTA) "the authorities in the central state administration, or other official organization, in charge of tourism development at the national level" (UNWTO), Pike also suggests the term National Tourism Office (NTO) as a new paradigm of national organizations in the tourism sector "...to reflect the new concept of tourism management at national level and to stress that the majority of countries are moving away from the traditional system, where the national tourist organization is essentially a central publicity body, to the newer concept of a national tourism administration which sees promotion and marketing as one of many functions", the term National Tourism Office (NTO) is used to reflect the new concept of tourism sector management at the national level which does not just run the traditional NTA system as a policy maker, but also carries out tourism marketing functions. In this scientific writing, the Ministry of Tourism and Creative Economy of the Republic of Indonesia (Kemparekraf) c.q. Deputy for Marketing acts as the entity responsible for marketing Indonesia's tourism destinations.

Tourism destination marketing has been recognized as a pillar of future and sustainable development for tourism destinations in an increasingly competitive global tourist market (UNWTO, 2011). Published research on tourism destination marketing has shown the growing importance of destination marketing in the area of tourism, and its significance is supported by four key propositions related to global tourism, namely: (1) most aspects of tourism occur in a destination; (2) the UNWTO proposes that destinations are the fundamental unit of analysis in tourism; (3) destinations have evolved into the largest brands in the travel industry and (4) a large number of countries, states and cities are now funding destination marketing organizations (DMOs) as the

main tool to attract tourists to visit a destination (Bowen, Fidgeon, and Page, 2014). DMOs have an important role in uniting stakeholders in a destination by acting as an intermediary for the diverse interests of each stakeholder (Slocum and Everett, 2014). "One of the roles of DMOs is to collaborate with various stakeholders to improve destination competitiveness" (Chung and Petrick, 2013). Therefore, the involvement of stakeholders in a DMO is vital in supporting its function and the success of destination marketing strategies (Sartori, Mottironi, and Corigliano, 2012), "collaboration with stakeholders can be a source of funding for DMOs" (Bornhorst, Ritchie, and Sheehan, 2010).

This study was conducted to analyze the condition of Indonesia's foreign tourism marketing through the perspective of collaborative governance, which is carried out by the work team at the Deputy for Marketing of the Ministry of Tourism/Baparekraf together with various stakeholders (multi-stakeholders) of Indonesian tourism with the aim of increasing the quantity and quality of Indonesian tourism marketing activities (output) and increasing foreign tourist arrivals to Indonesia (outcome).

Literature Review

Collaboration and Collaborative Governance

The term collaboration is widely used but often not clearly understood or operationalized, however, collaboration plays an increasingly important role between the public, non-profit and for-profit sectors. Collaboration has become a hallmark of intergovernmental and intra-governmental relationships (Morris and Miller-Stevens, 2016). "There is a growing need to encourage collaborative problem solving across the public sector... the implementation of such collaborative efforts requires focusing on the inter-organizational domain or set of interdependent factors that link stakeholders, rather than on the actions of a single organization" Gray (1985). Collaboration can be studied at different levels of the unit of analysis: individual, group, organization, or society. Similarly, collaboration can occur at different scales, depending on the units involved (Emerson, Nabatchi, & Balogh, 2012). In the public organizational landscape, many challenges lie in organizational interfaces and unclear organizational boundaries, in practice, public organizations often have to work with other public as well as non-public organizations, and there is a demand for co-production where different organizations can collaborate, work together, share team leadership, and engage in transboundary networks and public-private partnerships (Hildreth, Miller & Lindquist, 2021).

The collaborative governance (CG) paradigm is a joint effort of different government and non-government organizations to solve a problem by facilitation and joint operation through a multi-organizational setting with its political and managerial arenas, collaboration crosses organizational boundaries and aims to solve problems that cannot be solved by an organization alone (Agranoff and McGuire, 2003; McGuire, Agranoff, and Silvia, 2011). Collaborative governance is a concept that describes the collective action of stakeholders across sectors aiming to solve complex social problems through a process of facilitation, decision-making, communication,

coordination and resource sharing. The stakeholders involved are governments, businesses, non-profit organizations and citizens (Ansell and Gash, 2008; Donahue and Zeckhauser, 2012; Emerson et al., 2012; Purdy, 2012; Scott, 2015). In the last two decades, collaborative governance has been widely used as a policy tool that is widely integrated in decision-making processes through new cross-sectoral approaches to solving wicked problems. Collaborative governance occurred in the development of the governance paradigm trend; the idea of collaborative governance emerged during the shift from government to governance paradigm (Ansell, 2012; Bingham, 2011). Collaborative governance has evolved as the best solution to complex problems that are beyond the managerial capabilities of an organization, where various stakeholders are invited to collaborate in government activities to produce policies, models, or concrete actions. Any party from government organizations, the private sector, local actors, academic institutions, and communities can be involved in strengthening potential solutions (Ansell & Gash, 2007, 2018; Cho et al., 2019). Batdorj (2018) points out that collaboration can take many forms, such as partnerships, participation, consultation, engagement, dialog, and multi-stakeholder initiatives, the broad differences being in the dynamics, enablers, goals, and design of the collaborative process. Collaborative governance also helps improve the accountability and transparency of public governance (Johnston et al., 2011) and strengthens collaborative public-private partnerships (Donahue and Zeckhauser, 2012; Koontz and Thomas, 2012).

Key Components of Collaboration

Many collaboration terms, components and processes, most of which are repetitive and often overlapping, Mayer and Kenter (2016) in The Prevailing Elements of Public-Sector Collaboration study tried to narrow down and define the key components of collaboration that are most common and often mentioned by various academics in collaboration-related literature and studies. The key components discussed form an important aspect of collaboration arrangements, are not mutually exclusive, and can exist in a variety of settings at different levels, and often overlap. They offer a set of criteria necessary for collaboration to successfully achieve its goals and objectives.

1. *Communication*

Frequent and open lines of communication to promote healthy dialog, information sharing, and increased social capital.

2. *Consensus decision-making*

Clear and mutually agreed definitions based on the purpose of the collaboration, encourage cooperation, reduce risk, and foster an inclusive collaborative process.

3. *Diverse stakeholders*

Be an effective integral part of decision-making. Diverse stakeholders will bring varied intellects and resources for collaboration.

4. *Goals*

Should be clearly articulated and achievable providing effective evaluative criteria. It should also balance individual and group goals to ensure an effective working environment.

5. *Leadership*

Formal and informal structures. Strong leadership adds legitimacy and credibility to collaboration.

6. *Shared resources*

Pooling resources is one of the main reasons to agree to collaborate. Shared resources lead to the creation of something greater than what can be produced alone.

7. *Shared vision*

Can be the initial bond that brings stakeholders together. A shared vision will lead to greater buy-in, congruence and incentives for stakeholders to work together for the greater good.

8. *Social capital*

It is important to advance collaboration beyond the formative stages. Social capital will facilitate the process and development of networks in organizational problem solving.

9. *Trust*

Underpinned by mutual understanding and developed through significant dialog, trust is essential to bring in a wide range of stakeholders who are willing to share resources.

Collaborative Tourism Marketing

In The Routledge Handbook of Tourism Marketing, McCabe (2013) explains Destination Marketing Organizations (DMOs) as government or non-profit organizations in public-private partnerships (PPPs) need to practice differently, where concern for social justice transcends destination marketing (or marketing in the public sector in general) from aspects of profit, economic behavior to social functions with complex political and sociological implications. Unlike the private sector which prioritizes service as a key product differentiator and/or competitive advantage, destination marketing must satisfy stakeholders with different priorities.

DMOs can achieve more for tourism destinations when they work together with various relevant actors. Partnerships can be defined as synergistic relationships between DMOs and other organizations/individuals, within or outside the destination. Morrison (2019) identified five types of potential partners for DMOs namely: (1) customers (tourists); (2) organizations in the same business (other DMOs); (3) organizations in related businesses; (4) organizations in unrelated businesses; and (5) digital alliances. Achieving cooperation, collaboration and integration between organizations involved in various aspects of tourism, and between government and private sector companies, as well as between tourism policy and community interests, has become a major concern for policy makers, destination managers, communities and academics (Laws et al., 2011). There are three broad categories of outcomes that result from a marketing collaboration, namely: strategy realization, organizational learning

and social capital building. (1) "strategy realization", directly reflected in the increased competitive advantage of tourism organizations that occurs through collaboration, this will increase competitive advantage, including shared marketing costs, effective use of resources, increased competitiveness, competitive brand and image building, and improved product portfolio; (2) "organizational learning", collaboration is characterized as a shared learning experience and a means by which organizations transfer knowledge, collaborative destination marketing involves various stakeholders, who can bring knowledge, expertise and other capacities to joint marketing efforts, thus introducing change, improvement and innovation through the process of interaction between actors (Anand and Khanna, 2000; Kale et al.,2000); (3) "social capital building", refers to the resources available through public and private networks, such resources include information, ideas, guidance, business opportunities, power/influence, goodwill, and trust and spirit of cooperation. The social capital built through collaborative destination marketing lies in the benefits of relationships and trust built between different sectors of the tourism industry as well as between individuals, this can be utilized as quality information and future opportunities (Wang, 2008).

The diversity and complexity of the tourism product chain has enabled various types of collaboration. Tourism stakeholders are increasingly recognizing the positive synergies that result from collaboration. Finding the right collaboration participants is an important decision for DMOs, DMO partners are stakeholders both organizations and individuals who share the same goals. "Most DMOs have limited resources, especially funding, and collaboration is a good way to expand resources" (Morrison, 2019).

RESEARCH METHOD

This research will use a postpositivism philosophical approach, research rooted in postpositivism aims to explain psychological phenomena by identifying factors that predict certain outcomes and the relationships between them. A priori theories about how things are related are used to guide research, which then seeks to verify or test (falsified) these theory-based ideas (Leavy, 2020). The type of research to be carried out is qualitative research, the qualitative research process involves emerging questions and procedures, data is collected in the participant's environment, data analysis is inductively built from specific themes to general themes, and researchers make interpretations of the meaning of the data (Creswell and Creswell, 2023). Researchers used a purposive sample technique by determining the actors participating in the collaboration at the beginning of the research. The data collection technique used was qualitative interviews with a number of informants or sources, namely the Indonesian foreign tourism marketing work team and various stakeholders involved in the Indonesian tourism marketing collaboration program. In addition to interviews, data collection was carried out with qualitative documents, such as minutes of meetings and reports on the implementation and evaluation of activities. The next stage is to conduct

data analysis by analyzing the relationship between the concepts that have been explained previously with the findings obtained from interviews and documents.

RESULT AND DISCUSSION

The Deputy for Marketing of the Ministry of Tourism and Creative Economy, which acts as Indonesia's DMO, currently has the task of restoring and increasing the number of foreign tourist visits to Indonesia, which experienced a drastic decline during the COVID-19 pandemic. Various marketing activities in various countries of Indonesia's foreign tourism markets are again carried out to encourage the interest and visits of foreign tourists to travel to Indonesia after the COVID-19 pandemic through four foreign marketing programs, namely: (1) Participation in international tourism exchanges/exhibitions; (2) Sales mission; (3) Familiarization trip; and (4) Integrated promotion cooperation.

The condition of the budget resource allocation for the implementation of technical tourism marketing policies that has decreased during the 2018-2023 fiscal year period has led to a decrease in the quantity and quality of Indonesia's tourism marketing activities, thus the Deputy for Marketing of the Ministry of Tourism / Baparekraf is required to innovate the technical implementation of tourism marketing policies in order to achieve tourism sector development target indicators, "sustainable resources for public agencies and programs are decreasing every day ... public program budgets are increasingly limited, and in certain cases have been depleted" (Nabatchi, Goerdel, and Peffer, 2011). One of the efforts made by the Deputy for Marketing of the Ministry of Tourism / Baparekraf to address limited resources, especially related to foreign tourism marketing programs, is the application of collaborative governance with various stakeholders, especially Indonesian tourism industry players in the implementation of various tourism marketing activities. Emerson and Nabatchi (2015) pointed out "when a public authority, jurisdiction, service / resource provider, community group, or non-governmental organization cannot successfully solve a problem / public need through its internal organization and resources, then collaborating with other institutions or sectors is very important, and becomes a "necessity" which is the source of all the creation of new things, the need to produce innovation, risk taking, and cooperation partners with other parties outside the organization, sector or network".

Based on the results of interviews conducted with the work team of the Deputy for Marketing of the Ministry of Tourism, it was found that in the implementation of Indonesia's foreign tourism marketing program, various collaborative efforts have been made with Indonesian tourism stakeholders. The government and tourism stakeholders realize the limitations of Indonesia's tourism marketing resources, which are affected by the conditions of the COVID-19 pandemic. The decline in foreign tourist arrivals during the pandemic also affected the condition of the financial resources of the Indonesian tourism industry, in interviews it was also explained that many tourism industries were forced to reduce staff during the COVID-19 pandemic. With limited

resources, the marketing team took steps to invite the Indonesian tourism industry to collaborate with the aim of increasing the quantity and quality of Indonesian tourism marketing activities in order to increase foreign tourist arrivals to Indonesia.

To describe the condition of collaborative governance of Indonesia's foreign tourism marketing, the author uses the key components of collaboration with the following findings:

Table 1. Research Result Matrix

Variables	Dimensions and Sub-dimensions	Indicator	Research Results
Key Components of Collaboration (Key Components of Collaboration)	Communication (<i>Communication</i>):	- Availability of frequent and open lines of communication	- Utilization of various communication channels both formal and informal has been carried out by the Kemenparekraf marketing team including through the appointment of <i>Person in Charge</i> (PIC), utilization of <i>online video conferences</i> , electronic mail and <i>whatsapp</i> groups to communicate regularly. - Open communication, especially regarding the determination and use of shared resources, has been carried out in order to increase trust between collaboration participants. - The communication process of activities is carried out with too short a time, this is more due to poor activity planning, so that some <i>stakeholders</i> cannot optimally provide collaboration support.
	- Communication path	- Intensity of dialog	
	- Communication strategy	- Availability of formal and informal communication channels	
	- Formal and informal communication channels		
	Shared Decision Making (<i>Consensus decision-making</i>):	- Organizational structure of marketing collaboration program	- There is no collaborative organizational structure that <i>formally</i> ensures a shared and inclusive decision-making process. - Kemenparekraf/Baparekraf as a public institution has policies, regulations and targets that have been set, but input from collaboration participants is always taken into consideration in every decision making.
	- Collaborative organizational structure	- Well-defined and agreed upon objectives	
	- Purpose of collaboration	- Inclusive process	
	- Inclusive process		
	Diverse stakeholders (<i>Diverse stakeholders</i>)	Stakeholder diversity	- Collaborative governance participants consist of <i>multi-stakeholders</i> including the Ministry of Tourism/Baparekraf, government agencies (K/L) of the

Ministry of Foreign Affairs (KBRI/KJRI), local governments (tourism offices), tourism industry associations, and various tourism industries (private sector).

- Diversity of perspectives, expertise, and resources involved in Indonesia's tourism marketing collaboration has been realized.

<p>Destination (Goals)</p> <ul style="list-style-type: none"> - Goals and objectives - Goal alignment and consensus 	<ul style="list-style-type: none"> - Ease of measurement of goals and objectives - Goal alignment with consensus decision making 	<ul style="list-style-type: none"> - The collaboration objective is in the form of <i>potential pax</i> target output (potential number of products/packages sold) and <i>potential transaction</i> (potential number of sales transaction value), so this objective is easy to measure. - The goal setting was done through discussion and the distribution of questionnaires to obtain input from various collaboration participants, but the goal setting was determined by the Kemenparekraf marketing team. Baparekraf without consensus.
<p>Leadership (Leadership)</p> <ul style="list-style-type: none"> - Leadership behavior - Facilitator figure (<i>convener</i>) 	<ul style="list-style-type: none"> - Leadership is able to assess stakeholders, frame strategic issues, form working groups, etc. - Strong <i>convener</i>, responsible for the initial task of the collaboration process 	<ul style="list-style-type: none"> - The leadership of Kemenparekraf/Baparekraf from the level of Deputy, Director, Team Leader and related teams gives confidence to <i>stakeholders</i> to join in collaborative governance. - Leadership figures in various tourism industry associations are needed to embrace and invite various tourism industry players (association members) to want to join collaborative governance.
<p>Shared resources (Shared resources)</p> <ul style="list-style-type: none"> - Legitimacy - The benefits of <i>reciprocity</i> - Organization design 	<ul style="list-style-type: none"> - Legitimizing collaboration to attract diverse stakeholders to share resources - The benefits of <i>reciprocity</i> for contributing resources - Organizational design that has 	<ul style="list-style-type: none"> - The strategy in inviting stakeholders to be willing to share common resources in collaborative tourism marketing governance, through <i>initial meetings</i> and active communication with various <i>stakeholders</i> regarding the planned marketing activities to be carried out, the conditions of resource availability, and the potential/benefits and opportunities of the collaborative marketing program that will be carried out together.

	coercion or incentive mechanisms	- Collaboration participants have contributed through shared resources, in the form of <i>cost-sharing</i> and provision of tourism product facility resources, with reciprocal benefits in the form of joint promotion opportunities. - Coercion and incentive mechanisms are in place at the initial stage of determining collaboration participants, through registration and L.o.C. (<i>Letter of Commitment</i>) to ensure participants have the same goals and are willing to share resources.
Shared vision (<i>Shared vision</i>)	- Consideration of stakeholder values, perspectives and expectations to define and negotiate objectives - A widely shared and compelling vision that incentivizes contributing resources	The implementation of a shared vision was developed by combining the vision of the Ministry of Tourism, the Indonesian Embassy and the Tourism Office in promoting various tourism destinations in Indonesia with the vision of the tourism industry to sell various attractive and competitive products and packages of Indonesian tourism destinations.
Social capital (<i>Social capital</i>)	- relationships and mutual trust and values, advancing collaboration from a formative stage to a functioning, results-oriented stage - Critical analysis of the collaboration and stakeholders on the progress of the common goal	- Collaborative governance of Indonesian tourism marketing has been implemented through good relations and mutual trust between collaboration participants, but needs to be continuously improved through intensive communication, discussion, transparency/openness, and sustainability of relations. - There is no regular evaluation to see the progress of achieving collaboration goals and identify areas for improvement.
Mutual trust (<i>Trust</i>)	- Trust between partners in collaboration is based on mutual understanding and trust that all partners	- Trust among collaboration participants has been established, among others, through <i>cost-sharing</i> schemes as an effort of collective action together in achieving collaboration goals.

<p>Outputs Collaboration Action (actions/outputs)</p> <ul style="list-style-type: none"> - <i>Efficiency</i> - <i>Efficacy</i> - <i>Equity</i> 	<p>are working towards collective action.</p> <ul style="list-style-type: none"> - Continuous process throughout the collaboration phase to create strong trust between stakeholders 	<ul style="list-style-type: none"> - The Kemenparekraf/Baparekraf marketing team communicates regularly through open and transparent communication channels to maintain and strengthen trust among all collaboration participants. - The fair and equal treatment of collaboration participants has created trust and a sense of mutual support and created subsequent cooperation among the participants, showing the element of trust has been created in a strong and sustainable manner.
	<ul style="list-style-type: none"> - There are internal efficiencies of the organizations participating in the stakeholder collaboration - There is alignment of outputs/actions with the objectives (efficacy) of collaborative governance - There is satisfaction with the distribution of benefits from beneficiaries and/or collaborative governance stakeholders 	<ul style="list-style-type: none"> - <i>Efficiency</i>: overall there is internal efficiency in the use of resources in terms of achieving the target collaboration goals that have been set (<i>potential pax</i> and <i>potential transactions</i>) from the Kemeparekraf / Baparekraf marketing team. Internal resource efficiency also occurs in all collaboration participants, both the tourism industry and other stakeholders, in order to achieve the goals of each collaboration participant. - <i>Efficacy</i>: the outputs/actions of collaborative governance have been in accordance with the objectives of the collaboration, as seen from the achievement of target goals and even exceeding the indicators (<i>potential pax</i> and <i>potential transactions</i>) that have been set in various tourism marketing activities. The output of collaborative governance is also aligned with the goals of each collaboration participant, seen from the increase in company profitability as an indicator of the success of achieving the goals of tourism industry collaboration participants (private actors). - Satisfaction with the distribution of collaborative governance outputs/actions on average occurs for all collaboration

participants. This condition can be seen through the achievement of indicators from the predetermined collaboration goal targets (*potential pax* and *potential transactions*), increased product/tour package sales and *revenue*, and potential new business partners.

CONCLUSION

The collaborative governance of Indonesia's foreign tourism marketing is analyzed through input, process, and output approaches to the collaborative governance that has been running. The following are conclusions based on the results of the analysis in this study. In the initial stage (input) of collaborative governance, the condition of limited foreign marketing resources for Indonesian tourism is the main trigger for the implementation of collaborative marketing governance carried out by Kemenparekraf/Baparekraf. The goal of the Indonesian tourism marketing program is to increase the number of foreign tourist arrivals to Indonesia and foreign exchange earnings from the tourism sector. While the purpose of *collaborative* governance in Indonesian tourism marketing is to improve Indonesian tourism marketing, optimize budget resources through resource synergies between the government and *multi-stakeholders*, reduce the marketing cost burden of collaborative participants through cost-sharing and increase sales of Indonesian tourism destination products.

Collaborative governance process: (1) the utilization of various communication channels both formal and informal has been carried out by the Kemenparekraf marketing team to communicate regularly and openly in order to increase trust between collaboration participants, but the communication process of activities is carried out with too short a time, this is more due to rushed activity planning so that stakeholders cannot optimally provide collaboration support; (2) In making joint decisions, Kemenparekraf/Baparekraf as a public institution has policies, regulations and targets that have been set, but input from collaboration participants is taken into consideration in making joint decisions, as long as it does not conflict with applicable regulations; (3) Collaborative governance has been carried out by involving various stakeholders including, through this diversity of stakeholders, a diversity of perspectives, expertise, and resources involved in the Indonesian tourism marketing collaboration has been created; (4) Collaborative governance objectives have been made so that they are easy to measure and are aligned with the goals of collaboration participants, but have not been carried out in consensus.

The collaboration goal set is to increase the results of Indonesia's foreign tourism marketing activities through indicators of potential target pax (potential number of products/packages sold) and potential transactions (potential sales transaction value) generated by the collaboration's participating industries; (5) There is a strong leadership of the Kemenparekraf marketing team starting from the level of Deputy, Director, Team

Leader and related teams, responsible and willingness to help has given confidence to stakeholders to join the collaborative governance of Indonesian marketing; (6) Shared resources, carried out through active communication with various stakeholders regarding the planning of marketing activities to be carried out, the conditions of resource availability, the potential / benefits and opportunities of the marketing program to be carried out. Collaboration participants contribute through shared resources in the form of financing and provision of other shared resources; (7) Shared vision is applied through the role of Kemenparekraf in promoting Indonesian tourism and the role of tourism industry collaboration participants in providing a variety of attractive, competitive and ready-to-sell travel products and packages; (8) Social capital is realized in collaborative governance by building good relationships through intensive communication, open dialogue, and sustainable relationship building with collaboration participants; and in the last component (9)

In building trust in collaborative governance of Indonesian foreign tourism marketing is done through a *cost-sharing* scheme to combine resources in improving the results of marketing activities, this scheme is also the basis for forming an understanding among collaboration participants that all participants have taken collective action as a joint effort in achieving goals. The output of collaborative governance of Indonesian foreign tourism marketing is seen through the dimensions of: (1) efficiency, where the collaborative governance carried out has an impact on the internal efficiency of collaboration participants through the pooling of shared resources, as well as minimizing overlapping resource expenditures between collaboration participants, resulting in internal efficiency for collaboration participants; (2) efficacy, the output/action of collaborative governance has been in accordance with the objectives of the collaboration and the objectives of the participants, through increasing potential pax and potential transactions in each marketing activity implementation; and (3) equity, where there has been a distribution of collaborative governance outputs that have been obtained by the average collaboration participant, through the achievement of collaboration goal targets based on increased sales of products/tour packages from the tourism industry as collaboration participants, as well as various new business potentials.

There is no collaborative governance model in Indonesia's foreign tourism marketing program conducted by the marketing team of Kemenparekraf/Baparekraf, based on the analysis of the input-process-output conditions of collaborative governance of Indonesian tourism marketing, the author has tried to simulate a pre-model (*initial model*) of collaborative governance of Indonesian tourism marketing. The pre-model is adaptive and dynamic, and requires further testing and development to be able to find a collaborative governance model in strengthening Indonesian tourism marketing.

Recommendations

Referring to the research conclusions obtained, the researcher proposes recommendations for the implementation of collaborative governance of Indonesia's

foreign tourism marketing carried out by the Deputy for Marketing, Kemenparekraf/Baparekraf, as follows: 1. The implementation of the Indonesian foreign tourism marketing program has applied the principle of *collaborative governance* and is carried out on an *ad-hoc* basis in order to achieve the objectives of the tourism marketing program, namely increasing the number of foreign tourist arrivals to Indonesia and foreign exchange earnings from the tourism sector. However, the collaborative governance carried out by the Kemenparekraf/Baparekraf marketing team does not yet have *standard operating procedures* in the form of SOPs (*standard operating procedures*) or technical instructions or instructions for implementing activities, which can be used as guidelines by the Kemenparekraf/Baparekraf marketing team. Thus, the development of standard procedures for implementing activities at the Deputy for Marketing, Kemenparekraf / Baparekraf is very important, especially related to determining potential collaboration participants (*stakeholder mapping*), openness / transparency, making joint decisions by consensus and building social capital and trust on an ongoing basis, in order to achieve collaboration goals. 2. There is a need for a collaborative governance model of Indonesian foreign tourism marketing to be able to strengthen the collaborative governance of marketing carried out by the Deputy for Marketing, Kemenparekraf/Baparekraf, so that the collaborative governance model can be applied by various foreign tourism marketing work teams, from the initial stages of planning, implementing and evaluating tourism marketing programs with collaboration participants consisting of various stakeholders (*multi-stakeholders*). The existence of this collaborative governance model is intended to improve conditions on key components of the collaboration process (communication, joint decision-making, stakeholders, goals, resources, leadership, shared vision, social capital and trust). This collaborative governance model should be adaptive and dynamic, regularly evaluated, and a continuous cycle in order to strengthen Indonesia's foreign tourism marketing program.

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