



**In Search of Network Management Patterns in Tourism Development Policy:
Case of Singkawang Municipality, West Kalimantan, Indonesia**

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Abstract

This paper discusses the network management process (interaction, dynamic, strategy) of tourism policy in decentralised Indonesia. The study was conducted at Singkawang Municipality, West Kalimantan, Indonesia as a resource rich region in the border of Indonesia and Malaysia. In understanding the interaction, dynamic and strategy of the development in the tourism sector, it is important to identify the patterns of network management. This research primarily utilized the network management strategy of Kickert, Klijn and Koppenjan (1999) who put emphasize on the interactions between development policy actors. By using a qualitative approach, the research found that in the context of tourism development, the interaction and dynamic patterns among policy actors are developed through linear individual cooperation. Within this pattern, the interaction amongst policy actors tend to involve certain individuals who have authority in controlling resources regardless of which organizations they belonged to. In fact, this pattern is strongly based on family relationships or friendships found in both public and private domains. The research concludes that the strategies used in developing the tourism sector in Singkawang municipality should be developed based on facilitating strategic interaction, preventing the exclusion of strategic ideas, introduction of new strategic ideas, and furthering strategic reflections

Keyword: Network Management, Tourism Development Policy, Singkawang Municipality, Decentralized indonesia

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Introduction

The emergence of new networking approaches in public policy studies through the various studies of experts have found that so far, especially in third world countries, including Indonesia, policy activity has been heavily dominated by government roles, from planning, formulation, implementation to policy evaluation, and provide a very minimal place for the participation of other public/public entities, such as businesses/private organizations, NGOs, interest groups, social groups and so on.

Though it is known that this element of society is also an important element in solving the policy problem. It is said that because of the increasing complexity of public affairs, the government needs resources which cannot be provided by it but must also work with the actors or other community groups that own it. It is often the case that a certain problem is connected to other problems, therefore it is of paramount importance that the government should keep in mind the various other parties that are involved with those problems.

Such complexity must be managed, so as not to become an obstacle in fixing certain public problems. Network management amongst actors becomes a necessity for achieving common goals. This is used as the focus of study in this article.

The setting of the discussion in this research is the development of the tourism

sector in Singkawang Municipality. This setting was chosen on several considerations. Firstly, this sector has special characteristics that can describe the networks and dynamics between actors, both government domains, private domains and community domains, which show very high interdependence in terms of tourism development efforts. Secondly, the problem of tourism is also related to other public problems such as services, transportation, employment and others.

The reason we chose Singkawang Municipality as research area are: first, Singkawang government encourages and builds this tourism sector because of the visit Kalbar 2010 program launched in 2009 and the network phenomenon can be observed there. Secondly, there is great potential and uniqueness in Singkawang City in this tourism sector such as from its natural relief and ethnic pluralism which is perfect for cultural preservation efforts. Third, the inseparability of the national tourism development with the development of regional tourism.

Under such conditions, it is clear that there is a certain interdependence of resources between the Department of Tourism and related actors such as knowledge, information, financing, expertise or support. The use of the network of tourism agencies should be optimized not only in the level of participation and in the implementation of certain programs or activities, but also to the planning of

development activities because the development of tourism through a policy that is not appropriate or does not involve the actors will cause certain resistances that can thwart the achievement of the common goals.

The case of the development of tourism objects which include both religious culture and symbols of ethnicity show some slight problems. The interaction between various actors gave birth to a complex and dynamic relationship. This can be seen through the fact that there are differences in perceptions and interests between the actors involved, specifically between the government and employers, the communities and.

The government with its perception and interest to develop and increase the income of the region and also to introduce the tourism object, the society and religious institution do not want some religious culture or certain symbols to exist as tourism objects, whereas the private party (hotel entrepreneur) only prioritize profit, the policy of providing nightlife facilities to allow tourists or guests to stay longer in the hotel without involving other network actors who also have an important role in the network of tourism development actors.

The above argument is very simple to describe, at least enough reason for the author to emphasize that network management in the development of the tourism sector in Singkawang city needs to be done. Network management should be

the spirit as well as the strategy of the parties or stakeholders involved in the development of the tourism sector of Singkawang City.

Theoretically the application of the network approach using it as the basic principle in problem solving of certain public affairs which involves cooperative efforts of many actors who also have the capability to act and have the necessary resources. Without network management, the similarities of actors' perceptions, interests, and actions are far from in tune, which in itself may lead to the development of the tourism sector failing and the common goals to not be met.

In this article, the authors will address the the process of network management (interaction, dynamics and strategy) in the development of tourism policy in Singkawang, West Kalimantan.

Method

This study employed a descriptive qualitative-research method with the application of stake-holders analysis based on Jhon G. Burgoyne (in Casell and Symon, 1994). Burgoyne describes qualitative research based on a discussion of various phenomena of interest which are psychologically grown within the organization as a result of their experience and their conceptualization of a particular phenomenon.

This analysis is preceded by a review of several stakeholders while collecting data on

their actions, interests, perceptions, experiences, behavior, and thoughts in relation to a particular phenomenon, namely in the development of tourism. Analysis is conducted in relations to the collection of writings and texts or observations of behaviors or events that occurred, or through in-depth interviews of these stakeholders.

In such a context the qualitative method refers to data collecting which includes in depth interviews, observations, and documentations. The use of the three techniques by (Nachmias, 1987), (Cassel & Symon, 1994) is called the technique/method of triangulation by cross-checking the three methods of data collection, with the aim of improving validity and reliability (trust) of qualitative data, so as to avoid a wrong conclusion. Data resources or the informants of research should know the purpose of research in order to achieve its target.

These parties are key informants in the relevant agencies such as the Head of Tourism and Culture, Youth and Sports, Head of Industry, Cooperation and Small Business Enterprises, Head of Education Office, Head of Bappeda, Local Parliament Members. Other than the agencies, the Chairman of Singkawang Hotel and Restaurant Owner Association (Pengusaha Hotel dan Restoran Indonesia, PHRI) Singkawang, Chairman of Singkawang Chapter National Handicraft Board (Dewan Kerajinan Nasional, Dekranasda), travel

owners, restaurant/culinary business owners, Small and Medium Enterprises Owners, professional groups or organizations in the tourism sector, religious parties, intellectuals and community leaders who understand the development of this sector are also interviewed.

The data is complemented through the direct observation of the situation and condition of this sector using media such as seminars, dialogue between agencies and so forth. Other data can also be obtained from papers, seminars, research reports, books, documents and others related to the purpose of this study. Therefore, researchers in this case must go directly to the field. The questions in the form of interview guides prepared by researchers only serves as a way to start a dialogue with the subject. Through reciprocal dialogue it is possible to exchange ideas and words relatively freely so that researchers can ask for clarification and confirmation of the subject's answers at the same time there by reducing misunderstandings or differences in perceptions.

Result and Discussion

One of the objectives of establishing and managing the policy network is to market tourism packages owned by the region by involving all tourism stakeholders. Network management is intended to produce output, which in this context is tourist visits.

Input is in the form of all components forming a network that includes tour packages and network cooperation. The inputs and outputs are expected to be balanced so that the government is not faced with the criticisms that complicate the government in its efforts in developing tourism or the tourism sector. Turning efficiency and effectiveness of management into benchmarks is integral in determining whether or not a successful network was built.

Networks basically do not need financing or large budgeting. Because each party finance and have the same resources and interests, which is to market tourism products and take a role in determining policies jointly in order to obtain tourist visits which in turn would lead to the growth of the tourism sector. The actors or parties are government supported by tourism destination owners and managers (*ObyekDaya Tarik Wisata, ODTW*), owners of hotels, travel agents, airlines, agro-tourism communities, art communities, tourism event donors and others.

The perception or pattern of thinking in this network is also the same: the arrival of tourists will bring in profits in the form of income distribution so that they are united by the same interest, which is to attract as many visitors as possible with various great benefits gained, including income, friends, new business opportunities and experience.

Interaction and Network Dynamics

Singkawang municipality has special characteristics that can show the network and dynamics between actors, both the government domain, private domain and community domain, which shows very high interdependence in relation to tourism development efforts.

In the efforts of marketing tour packages on tourist destinations, there are 5 elements that need to be well prepared, including: (1) Analysis of target market, (2) Identifying the purpose of the tourist visit, (3) Developing activities through tourism product development, (4) Conducting area image construction through application of positioning and differentiation and (5) Conducting promotion and publication of tour packages.

Strategic network management

Promotion and publication of Singkawang area is done not only by the government (state) of Singkawang City. That is because the existence of the local government is an inseparable part of the existence of West Kalimantan Provincial Government as a unity of territory so that it requires external parties other than the Government. Actors or other parties are also involved in addition to the Local Government as well as the involvement of Private and Community actors or Civil Society.

The following factors in supporting network management are (what makes it beneficial for the government to cooperate with other actors): awareness of resource constraints, certain interests, awareness of social change, economic value and discontinuity of technology, the complexity of the problems faced by the government and the demands of changing roles and functions of governments that emphasize good governance. Changes will most likely be anticipated and confronted by building the most profitable network or strategic alliance.

Tourism is a complex social phenomenon involving various components or determinants as and has various aspects that are very broad, whether it involves sociological, psychological, ecological, or economical aspects. And all components of the tourism system are in essence the components that are absolutely necessary for residents (tourists/consumers) to leave their place of residence and go to the destination of their journey. It is assumed that the person who travels must have a reason, interest or motive. Then tourists will only visit a certain place if the conditions are in accordance with the motive of tourism demand. Tourist attraction can be seen in the form of objects such as sports, entertainment, museums, art performances, sites, religious souvenirs and so forth.

To encourage better services for tourists, there will be demands on to

support their trips such as hotel facilities, restaurants, guides and so forth. Furthermore, transferability is required, which means that travelers need to have the means to move from their residence to a tourist destination, requiring transportation such as motor vehicles, trains, aircraft, roads, travel companies, travel agencies and others.

The three kinds of components are tourist attractions, tourist services and transportation are an absolute requirement of tourism, but is not the only reason tourism could exist. Then it still needs publication, which attracts tourists—it is called promotion and marketing. This activity, based on the above model of tourism potential becomes a reality, something that actually works.

The approaches that the actors could take to promote tourism in Singkawang include: (1) The foreign tourist market is conducted through coordination and cooperation with the Provincial Government as well as with the central government by not only providing information about the existence of tourist attraction but also the message space for tourists or tourists to get information so that the impression and good message will result in happy guests and other tourists. (2) The domestic tourist market can also be created through a coordination/cooperation focused approach with the provincial government. It can also be done through some other activities, including: following the exhibition

of tourism and national investment, direct promotion, the use of electronic media, the public, internet, magazines and others (3) Managing various activities of the government and private sector involving outsiders to be taken to various tourist objects, shops or workshops (creative economy) as well as cultural results so that government members can have a closer relationship with Singkawang. The strategies undertaken in the management of tourism policy networks include: First, the strategy that aims to manage the perceptions in order to create similar views or intentions between actors in order to fix the problems that are encountered. Second, a strategy that aims to manage interaction between actors to build a joint action.

Conclusion

The tourism management system is a very complex thing. The production of its components is obviously handled by a variety of institutions, both private and governmental. The phenomenon that appears in Singkawang City is the involvement of stakeholders outside the government of Singkawang City itself, the government itself is supported by the owner and manager of tourist destinations, the owner and management of hotels, travel agents, airlines, agro-tourism communities, art communities, tourism event donors and others. But the network between these parties has not been coordinated intensively

or even regulated enough to be a viable strategy.

In order for the regulated implementation of an intensive network strategy, we must be able to manage the tourism policy network. First, the strategy that aims to manage the perceptions of actors so that the creation of similar views or intentions between actors in order to fix the problems that are encountered. Second, a strategy that aims to manage the interaction between actors/parties to build a joint action, If there is an excess of funds or financing obtained from the remaining funds of the network, it can be used for community empowerment in the tourism destinations.

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