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Collaborative Governance in the Tourist Alley Innovation of Makassar City

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ABSTRACT

The needs of the community in terms of public services have increased, so the government as a public service agency is trying to respond to all the community's needs in terms of public services. This condition is caused by the development of the global environment, which affects public services and demands the government to play a role in addressing various community interests. In implementing public services, the government cannot work alone. Cooperation or collaboration from various parties outside the government agency is needed as an effort in the government's response as a public servant to improve public services that meet what is needed by the community. The research method used in this study is a descriptive qualitative method. Data is obtained based on interview results, observation results, and a review of documents related to the research to describe and analyze phenomena and events individually or in groups. Data collection techniques are conducted through interviews, observations, documentation. In this research, the description/characteristics of informants consist of four (4) main elements, namely: Government element: Tourism Office, and Tallo District, Business/Practitioners: MSMEs, Academics: Lecturers involved in the implementation of Tourism Alley, Community: Community implemented for approximately one year in the city of Makassar, South Sulawesi Province. The selection of the study locus considers collaboration between sectors in improving public service innovation. The research result of collaborative governance on the innovation of tourism alley in Makassar city is that the collaboration that has been done in the tourism alley of Makassar city has been quite good, but still needs to be improved, especially the involvement of various stakeholders.

Keywords: Collaborative Governance; Tourism Office; Tourism Alley

INTRODUCTION

Public service is a series of activities that are closely related to activities carried out by an individual, a group of people, or an agency where the service process is done routinely and continuously, with the goal of meeting the needs and welfare of the community. Public service is related to the broader community that has various interests and objectives, making public service crucial, especially in government agencies, which are the frontline in public service in accordance with the values of the State Civil Apparatus (ASN), formulated in the acronym BerAKHLAK oriented to Service, accountable, competent, harmonious, loyal, adaptive, collaborative. As a government agency oriented towards public service, it must work in accordance with the public

interest in meeting and protecting the diverse needs of the community and various types of services.

With various community needs in terms of public services, the government as a public service agency strives to respond to all the community's needs in public services. This condition is caused by the development of the global environment, affecting public services and demanding the government play a role in addressing various community interests. Various efforts have been made by the government in public services, including increasing the professional capacity of public servants, corporatization of public service units, increasing community involvement in public services, and implementing Reward and Punishment in the involved service units.

In implementing public services, the government cannot work alone. Cooperation or collaboration from various parties outside the government agency is needed as an effort in the government's response as a public servant to improve public services that meet what the community needs (Gascó-Hernández et al., 2018; Lathrop & Ruma, 2010; Nukpezah, 2019). The complex public issues and community demands for ease in obtaining services create a dilemma. On one hand, the government is obliged to serve the public's desires, but on the other hand, as a service provider, the government faces various limitations, such as resource limitations related to technology, human resources, information, and budget. In facing these limitations, collaboration or cooperation is a government choice to respond to public requests.

Collaboration is a platform for generating service innovations in the public sector, hence the emphasis on collaboration in innovation is widely discussed and echoed in various circles, both government as a service agency and non-governmental agencies such as State-Owned Enterprises (BUMN), Regional-Owned Enterprises (BUMD), and other institutions. The practice of collaboration in innovation in government bureaucracy has been widely discussed in various literature. Government agencies often become references as best practices in implementing collaboration in public service.

Collaborative governance is a concept of government management involving stakeholders directly outside the government or state in the collective decision-making process oriented towards consensus and deliberation, aiming to create or implement public policies and public programs (Ahmad et al., 2015a; Alänge et al., 2022; Osborne et al., 2021).

The essence of collaborative governance lies in public policy and issues. Public institutions have a significant goal in policymaking, and the orientation and collaboration process is to achieve a consensus degree among stakeholders. Collaborative governance seeks to realize social justice in meeting public interests. According to O'Leary and Bingham (Ribeiro & Nagano, 2021), collaboration is a concept describing the process of facilitating and implementing involving multiple organizations to solve problems that cannot be easily solved by one organization alone. (Wiryawan & Otchia, 2022) defines collaboration as a joint activity by two or more institutions working together to increase "public value" compared to working individually.

In terms of innovation, the concept of Collaborative Governance is also essential in enhancing public service innovation. Therefore, Collaborative Governance needs to be implemented massively so that innovation in public services can reach all layers of society. The concept of collaboration or cooperation with various other parties to carry out public services is not new. The concept of collaboration can be seen in Law No. 25 of 2009 on Public Services, in Article 12 paragraphs (1), (2), and (3). Article 12 paragraph (1) explains that in order to improve

efficiency and effectiveness of services, cooperation can be carried out between service providers. Article 12 paragraph (2) states that the cooperation in question is related to operational and/or service support techniques. Furthermore, paragraph (3) explains that in case a service provider with the scope of authority and public service tasks cannot be performed alone due to resource limitations or in emergencies, the provider may seek assistance from other providers with adequate capacity. From the explanation of these regulations, it can be interpreted that due to limitations and in emergency situations, collaboration or cooperation is carried out with some tasks of public service providers transferred to other parties.

In recent years, the practice of collaboration and innovation in improving public services in Indonesia has been discussed in several literatures. One of the local governments referred to as best practices in implementing collaboration in public service innovation is the city of Makassar. The Makassar city government is working hard to present new innovations and breakthroughs in providing services to the community. Some of the leading innovation programs of Makassar city include Lorong Garden, Lorong Sehat, Badan Usaha Lorong, and currently Lorong Wisata.

Lorong Wisata is a leading innovation program of Makassar city that started in 2021. The Lorong Wisata program is one of the efforts of the Makassar city government to recover its economy, especially in building and advancing micro, small, and medium enterprises (MSMEs) and supporting local tourism. Out of about five thousand alleys or lanes in Makassar city, as many as 1,095 alleys have been turned into tourist alleys, continuing from Lorong Garden, Lorong Sehat, and Badan Usaha Lorong.

Besides presenting mural images to attract tourists, Lorong Wisata also offers various food security products, with the goal of fulfilling family food security and sustainable economic resilience. Therefore, within the Lorong Wisata area, facilities for meeting family food security, such as food crops, fisheries, etc., are expected. Furthermore, Lorong Wisata is also expected to be a business incubator for MSMEs in marketing their products.

However, in its journey, the Lorong Wisata program has not run as smoothly as targeted and hoped. In its journey of less than two years, there have been several problems, including incomplete infrastructure, poorly maintained facilities, and a lack of public trust in the existence of the Lorong Wisata.

Seeing the importance of cooperation between the government, private sector, and community in solving public problems through innovation in improving public services, a good collaborative approach is needed for the program to run well according to the needs of the community. According to (Ahmad et al., 2015b; Luong et al., 2021), it is revealed that there are several stages of collaboration: Face-to-face dialog, a direct dialog process between the government, private sector, and community aimed at identifying mutual opportunities and benefits; Trust building, an effort to build mutual trust between the government, private sector, and community. This is important to establish good trust, Commitment, and process. At this stage, the commitment of several stakeholders in collaborating is essential because it is one of the important factors for the success of the collaboration process, Share understanding, at this stage which becomes the point of cooperation, stakeholders must build a mutual understanding related to vision, mission, objectives, strategies to be carried out, as well as aligning problems become very important, Outcome. Cooperation will be well established when the goals of the collaboration are concrete. Outcomes or benefits, the advantages obtained from collaboration among stakeholders can be felt together.

Based on the above, the researcher is interested in conducting a study on Collaborative Governance in improving Public Services to find out how the implementation of Collaborative Governance in Public Service Innovation is carried out by the Makassar City Government, especially the Tourism Office through the Lorong Wisata Innovation.

METHOD

The research was conducted using a descriptive qualitative method. Data were obtained based on interview results, observation results, and the review of documents related to the research to describe and analyze phenomena and events both individually and in groups. The data sources in this study are divided into two types: primary and secondary data. Primary data is data obtained directly from informants who are the source of reports to get answers about problems in the research. Secondary data sources are data obtained by researchers in the form of report books, notes, and documents related to this research (Creswell & Clark, 2017; Ivankova & Creswell, 2009; John W Creswell, 2013).

Data collection techniques were carried out through interviews, observations, documentation. In this research, the description/characteristics of informants consist of five (5) main elements, namely: Government elements: the Tourism Office, and Tallo Subdistrict; Business/Practitioners: MSMEs; Media: Makassar City Media; Academics: Lecturers involved in the implementation of Lorong Wisata; Community: Society. This research was conducted for approximately one year, starting from the planning of the research implementation, until the preparation and reporting of research results. The research was conducted in the city of Makassar, South Sulawesi Province. The selection of the study locus considers the collaboration between sectors in improving public service innovation.

RESULTS AND DISCUSSION

Result

To understand the involvement of stakeholders in developing the "Healthy Alley" innovation in Makassar, the researchers used interview techniques, documentation, and observation. Interviews were conducted by the researchers with respondents from the Tourism Department, Sub-districts, Community, MSMEs, and universities involved in the tourist alleys in Makassar. This research aims to find out how collaboration by stakeholders enhances public service innovation through tourist alleys. The collaboration for enhancing innovation services through tourist alleys includes face-to-face dialogue, trust-building, commitment to the process, shared understanding, and intermediate outcomes. The collaboration process occurs in several stages, and understanding these collaboration model stages is crucial for strategizing in public affair management. Although collaborative processes are challenging due to the differing characters of each stakeholder.

1. Aspect of Face-to-Face Dialogue

The face-to-face dialogue aspect is crucial in forming collaborative governance to establish direct dialogue with various stakeholders involved in the implementation of activities or planned programs. Such dialogue is vital to identify joint potentials and opportunities among the community, MSMEs, Regional Apparatus, Media, universities, and all involved parties to work together in implementing and enhancing tourist alleys according to their objectives and impacts directly felt by the community.

In reviving the economy post-pandemic, the Makassar government introduced an innovation aimed at advancing MSMEs and supporting local tourism through the tourist alley program, necessitating the involvement of various stakeholders. Tourist alleys are densely populated residential areas designed as contemporary local tourist attractions with various murals, especially in Makassar. The government's initial process involves identifying the potential alleys to be developed into tourist alleys, given their unique characteristics compared to others.

In this face-to-face aspect, the government has communicated with the community in all sub-districts of Makassar, packaged in a partnership program to absorb community aspirations, hoping that this tourist alley program will positively impact and reach directly into each alley in Makassar.

Makassar also regularly communicates with all Regional Devices to consistently and simultaneously implement the Tourist Alley innovation program. The collaborative process by all stakeholders involved in developing tourist alleys has been well established by the government, village communities, MSMEs, and the media. The Mayor of Makassar has instructed all relevant SKPDs to participate in developing tourist alleys, expecting all levels of the Makassar City Government, down to the lowest RT and RW levels, to understand and support the tourist alley activities appropriately.

When everyone works together well following the instructions of the local government, with the leading sector being the tourism department, the tourist alleys will likely succeed. The initial stages carried out by the Makassar City Government and its ranks involve identifying the potential of these alleys, leading to suggestions and requirements for what is hoped from them. For example, if there are MSMEs in the alley or if the community wishes to start a business, the relevant department will provide guidance and support to ensure the MSMEs in the alley run well and meet the initial expectations set at the beginning of the tourist alley development process. This tourist alley program also aligns with national programs, requiring regional governments to participate in these national initiatives.

2. Trust building

Trust building, or building trust among stakeholders, is essential as an initial step in collaborating to implement programs and activities. Collaboration isn't just about negotiation; it's about establishing good trust among stakeholders. This trust-building stage is a preliminary phase in collaboration before further joint activities. The goal of building trust among stakeholders is to prevent ego clashes. Building trust is crucial and necessary for leaders who recognize its importance.

Building public trust in programs like the tourist alley initiative is challenging, requiring good communication skills and specific abilities, given the diverse conditions and cultures of communities. Differences in character, economic level, thinking capacity, intellectual intelligence, and sensitivity in responding to problems require varying approaches. The distinct character and culture of each area impact effective communication, which in turn affects public trust in the government and its programs. Humility is also necessary in this approach, as the government has a fundamental duty to serve the public, in line with the principles of BerAkhlak (morally upright) public servants.

3. Commitment to the Process

Commitment to the process is a vital relationship process in building collaboration among stakeholders. Strong commitment motivates stakeholders to engage in the program and plays a significant role in collaborative governance. A robust commitment reduces all risks associated with collaboration. The commitment of each stakeholder to view their relationships as beneficial and positive ensures that collaboration runs smoothly and achieves its goals. The government's commitment to the tourist alley program involves various ongoing processes. One form of this commitment is providing stimulus to all tourist alleys based on their potential, involving relevant local government units related to the tourist alley issues. For example, if the community seeks to create business opportunities, the government and local units will offer guidance in product development. Additionally, if businesses like banks get involved, it could further boost the economic impact on these alleys through enhanced opportunities for local MSMEs. As a form of commitment from various parties, the Makassar City Tourism Department has established priority tourist alleys, or flagship tourist alleys, based on communications with various parties, especially with the Sub-districts and the alleys concerned. As the leading sector, the tourism department has determined these flagship tourist alleys.

4. Shared Understanding

The Makassar City Government, through its Department of Tourism and Information, participates in the tourist alley program in line with its duties and functions. This involvement includes fostering and developing community-based economics in the Micro, Small, and Medium Enterprises (MSME) sector, particularly in digital forms, by introducing an incubator center within the tourist alley program.

5. Intermediate Outcomes

The results of the initial collaboration process among stakeholders are known as outcomes, or in this context as Intermediate Outcomes or temporary results. These are the outcomes of effective collaboration, producing impacts directly relevant to the stakeholders. These results represent a critical and essential part of the process, enhancing the momentum for the success of the collaboration. Intermediate outcomes materialize when the collaboration goals that provide concrete benefits have been achieved. Out of approximately 5,000 alleys in Makassar, about 1,000

have been realized as tourist alleys, aligning with the Makassar Mayor's five-year leadership target. Evaluations of tourist alleys, like those conducted in Tello Sub-district, are carried out periodically, with 105 alleys being assessed regularly.

Additionally, the Makassar City Spatial Planning Department, as part of its functional responsibilities, is involved in the tourist alley program. This involves the digitization of tourist alley maps spread across 15 sub-districts and 153 villages in Makassar, totaling 1,061 alleys. Currently, 74% of this project has been achieved, equivalent to 787 out of the 1,061 documented alleys. Tallo Sub-district has the most extensive data on tourist alley villages, encompassing 15 villages with a total of 105 tourist alleys. These are spread across the villages of Lembo, Kalukuang, Ujung Pandang Baru, Rappokalling, Bunga Eja Beru, Rappojawa, La'latang, Wala-Walayya, Suangga, Buloa, Lakkang, Kaluku Bodoa, Tammua, Tallo, and Pannampu, with each village having seven tourist alleys. To date, the Spatial Planning Department has realized the digitization of tourist alley maps in 6 villages: Lembo, Kalukuang, Ujung Pandang Baru, Rappokalling, Bunga Eja Beru, and Rappojawa, totaling 42 alleys. Therefore, 9 villages with 63 tourist alleys in Tallo Sub-district are yet to have their maps digitized. Further details can be seen in Figure 1.

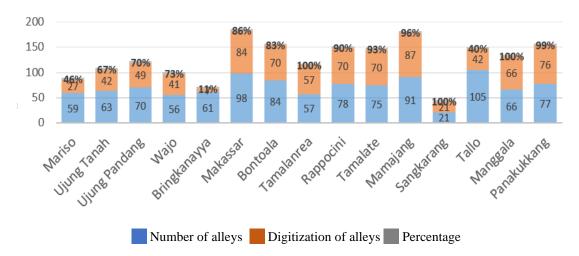


Figure 1. Digitization of Tourist Alleys in Makassar City

It is essential to note that the Makassar City Government acknowledges the significant and increasing progress of the tourist alley initiative. However, based on community feedback, there is a need for results that significantly boost their economic income.

Discussion

This study found that SN was able to increase the intention to protect Central Jakarta residents against air pollution or bad air. A person's subjective view of how the people around him respond to the threat of air pollution to health apparently has an impact on the individual's intention to protect himself from being exposed to excessive air pollution. This study found that SN was able to increase the intention to protect Central Jakarta residents against air pollution or

bad air. A person's subjective view of how the people around him respond to the threat of air pollution to health apparently has an impact on the individual's intention to protect himself from being exposed to excessive air pollution. The results of this study support the results of research (Ahmad et al., 2015b; Elnaghi et al., 2019; Luong et al., 2021; Wiryawan & Otchia, 2022). The environment and people closest to them are proven to have a relationship with individual respondents regarding an event as stated by (Ahmad et al., 2015c, 2015b) that individuals who are in an environment that helps maintain better air conditions to maintain health will encourage these individuals to also protect the environment. In line with the opinion of Lim & Sooyoung (2021), this research proves that protective behavior against increasingly severe air pollution carried out by family and friends will make individuals intend to carry out the same protection.

The results of this study contradict the results of research by (Ahmad et al., 2015b; Luong et al., 2021). (Elnaghi et al., 2019; Patalano et al., 2021)stated that SN cannot affect intention if strong personal beliefs are found in behavior. In (Aucoin, 2022; Renfrew et al., 2021), it was found that the intention of Americans to reduce the use of fossil fuels, especially those containing smoke and other pollutant gases, was not influenced by their perception of the behavior of the surrounding environment. The existence of differences in personal beliefs about certain behaviors turns out to have an impact on a person's intention to take self-protection measures.

ATB is considered to play an important role in forming the intention of Central Jakarta residents to protect themselves from air pollution. This finding is in accordance with the research of (Bakibinga-Gaswaga et al., 2020; Mohammadzadeh & Javanmard, 2022). A person's attitude towards a certain behavior will strengthen the person's intention to carry out that behavior (Aucoin, 2022; Sharma et al., 2022). This study found that residents of Central Jakarta have good ATB towards air pollution prevention and a strong intention to protect themselves. The vigilante attitude to always keep their distance is the main concern of Central Jakarta residents in this research. The alert attitude of the people of Central Jakarta regarding pollution also arises from the anxiety experienced by the residents of Central Jakarta regarding the dangers that can be caused by air pollution. This alert and anxious attitude towards the dangers of air pollution has an impact on a strong intention to protect oneself from pollution.

An interesting finding in this research is that PBC has a negative effect on protection intentions. This finding contradicts several other studies such as research by (Aucoin, 2022; Caron et al., 2020; Isra et al., 2017; Sharma et al., 2022; Wright & Reames, 2020). PBC should be an important factor in forming intentions to perform certain behaviors, but (Hammerton et al., 2022) stated that under certain conditions PBC does not have an impact on the emergence of intentions. (Kundu & Sheu, 2019) added that a lack of belief in the positive impact of benefits from certain behaviors will have an impact on a person's PBC. The path coefficient on perceived behavior is greater than other TPB variables, namely SN and ATB. With a large coefficient of influence of perceived behavior compared to SN and ATB, it shows a greater role in influencing one's intention to protect oneself from air pollution. Confidence that is too high will avoid the adverse effects of air pollution which will get worse and will even reduce motivation to protect yourself even though the people around you and yourself have a good attitude towards air pollution prevention behavior. This finding is in line with the research results of (Li et al., 2016). Li et al., (2016) revealed that in the Philippines which is also a country in Southeast Asia, people lack confidence in being able to protect themselves from air pollution. Li et al., (2016) added that weak confidence

in self-protection can be caused by a lack of public knowledge about the impacts, symptoms, and effective ways to protect themselves from exposure to air pollution.

Research (Hidayat & Sensuse, 2022; Kundu & Sheu, 2019; Prawoto et al., 2020) is supported by these findings. It is well known that protective motivation drives behavior, especially behavior in response to danger. Fear of the dangerous impact of air pollution on health and the environment encourages people to take preventive action. Motivated to protect themselves from bad air pollution, consumers tend to take precautions while driving, one of which is buying electric vehicles. People's views on air pollution cannot be separated from the determination of these protective reasons. The main component that can encourage Central Jakarta residents to buy electric vehicles is intention, which is the main domain in influencing behavior. Most Central Jakarta residents say they are ready to make significant sacrifices, including time and money, to get the opportunity to drive electric vehicles to make a positive impact on the environment, especially in reducing air pollution.

This research finally reveals that the TPB model can be applied well to explain electric vehicle purchasing behavior in order to reduce air pollution. The goodness of the model and the good level of prediction accuracy strengthen that SN, ATB, and PBC can be factors that can shape the emergence of behavior, especially consumer behavior with the desire to protect themselves. This research further reveals that a threat, especially a health threat in the form of lung, respiratory and other organ diseases can change people's economic behavior. (Ali et al., 2022; Borbon-Galvez et al., 2021; Dong, 2015) added that individual motivation to live healthily and avoid certain diseases can also have an impact on individual behavior, especially in trying to maintain health and avoid disease. Poor air quality in this study was proven to be able to trigger changes in people's behavior to always be alert to the threat of disease, which is manifested by their willingness to spend time and spend money to buy electric vehicles.

CONCLUSION

The face-to-face dialogue in the implementation of Collaborative Governance in the Innovation of Tourist Alleys in Makassar has been well established with various involved stakeholders. Communication between regional devices is conducted both directly and indirectly, but in some places, the community feels unaware of the tourist alley activities. Trust building or building trust in collaboration to implement program activities is vital, as is the case with the tourist alley program. This program involves various regional devices, MSMEs, academics, media, and communities. Implementing trust building in the tourist alley program requires good communication and special skills due to the different cultural conditions of the community. Good communication will build trust between the government and other elements or vice versa.

Commitment to the process is a good relational process in building collaboration among stakeholders. In the implementation of Makassar City's tourist alleys, the government is committed to the program by carrying out various ongoing processes. One form of this commitment is providing stimulus to all tourist alleys according to their potential, involving regional devices related to tourist alley issues. For example, if the community wants to create business opportunities, the government, in this case, the regional device, will provide guidance in product creation. Furthermore, if companies like banks get involved, it is possible for MSMEs in the tourist alleys to produce products impacting the economy of the alley.

Shared Understanding in the implementation of tourist alleys is essential because sharing understanding will impact the agreed-upon agreements and can interpret issues in the collaboration process. In this process, stakeholders, as mandated by the local government, should take part according to their duties, functions, and business processes to share understanding. For example, Gojek helps in organizing and providing understanding, encouraging good economic independence, as the economic turnover in the alleys becomes a strength in the alley's economy., Intermediate Outcomes or temporary results from the collaborative process in implementing Makassar City's tourist alleys have resulted in the formation of about one thousand (1,000) tourist alleys from around five thousand (5,000) alleys spread across 15 sub-districts in Makassar City. Additionally, the regional devices involved in the tourist alley program include the Makassar City Spatial Planning Department, responsible for digitizing tourist alley maps across these 15 sub-districts and 153 villages, totaling 1,061 alleys. Currently, 74% of this project has been achieved, equivalent to 787 out of 1,061 documented alleys. Tallo Sub-district has the most extensive data on tourist alley villages, encompassing 15 villages with a total of 105 tourist alleys.

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