

Partnership in Tourism Management Area Dampir Strait Raja Ampat

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Abstract- This study aims to identify and analyze the mechanisms, structures and incentives partnerships between government, private and public in the area of the strait Dampir district of Raja Ampat. This study used a qualitative approach with case study. This study used a technique of in-depth interviews, observation and documents , Data were analyzed through the stages of data reduction, data presentation, making conclusions and verification. These results indicate that the mechanism of the partnership, aktor-actors involved seeks synergy between its mission with common interests. Effectiveness partnerships undertaken continue to be pursued through coordination mechanisms between actors in the utilization of the wealth of Dampir Strait region. In partnership unification occurs, utilization, and the synergy of government resources, public and private sectors. The structure of partnerships in order to manage the tourist area of the Strait of Dampir in Raja Ampat is not integrated but fragmented parties working together to achieve the goal area together. Government own incentives minimal process management cooperation Dampir Strait. This is because people who have the resources directly by reference to customary rights.

Index Terms- partnership, hollow state

I. INTRODUCTION

Various problems that arise as a result of changing the status of a tourist area formerly an area that is less organized, where the initiative to manage solely sourced from the government with all its limitations were later assisted by the community as residents who live around the region are not solely issues related to tourism objects as previously described. These problems arise as a result of the lack of a clear understanding of both the government and private sectors and the community about the importance of the tourism area management based on the ketentanan partnership has been agreed.

The importance of partnerships made between public and private partnerships none other in order to activate the role of government in carrying out the functions and responsibilities even if the need to partner with the private sector. Black, John and Tara Kam. 2009 [1] states that in the supply of public services, the government requires cooperation with the private sector, especially in financing for infrastructure development in order to improve the needs of *public goods*.

Using the approach in the way the government having the authority to community / public consequences by what dis e but by Frederickson (2012) [2] as a *hollow state* or *fragmented state*.

The government no longer solely a single player in its function but was represented by a third party so fragmented. Provan and Milward (2000) [3] states that the hollow state as a metaphor that describes the intensity of the involvement of "third parties" or three actors (state, private sector, and organized interest) in public services. The study is focused on the type of mechanism, structure, and what incentive is there in the public service delivery process with the involvement of *third parties*. In the development of public administration approach *hollow state* condition or *fragmented state* then justified more relevant with the development conditions and public demand for the current government. The changes emphasize the importance a shift in orientation of the government as a *government* attitude toward *governance*. The position of the government as the *government* means government became the sole actor in running the government, everything that depends on what the community needs are considered important by the government. While *governance* means that government in carrying out its obligations no longer solely a single actor but it is important to involve community and other actors. Community involvement not only in planning but until the evaluation of the running of the government.

Moreover, the very basic things to be analyzed related to the ongoing partnership between the government and the private sector is related to the level of government and public knowledge of how the process of preparation, implementation and evaluation of a form of partnership. In partnership parties involved should have knowledge of what the right approach is used so that these partnerships bring benefits to all parties. Fourie and Buger (2000) [4] believes that public-private partnership is a partnership arrangement in kelembagaan contractual and between government and the private sector in delivering public services. Partnerships are run based on the alignment of objectives, benefits, risks are shared between the partners. This confirms knowledge of the implementation mechanism of the partnership is important to note particularly the ongoing today.

Based on that idea, both in terms of importance, theory and problems existing in the field today clearly shows that the study of the partnership, especially the tourist area of Raja Ampat Dampir Strait becomes important. In addition, factors structure, the nature, purpose, and scope of partnership (PPP) in the field of tourism Instant confirmation differ between one region and another. This is clearly a challenge for researchers to identify and analyze further the issue regarding the actual condition of its ongoing partnership in the tourist area of Raja Ampat Dampir Strait.

II. RESEARCH METHODS

Location the research was conducted in the district of Raja Ampat, West Papua Province, particularly in areas related to tourism, namely Dampir Strait. Research studies used early in this research that qualitative with this type of research is a case study. The informant in the study are: Regent District Raja Ampat, Regional Secretary of the District Raja Ampat, Head of Tourism and Culture of Raja Ampat, Head of Marine and Fisheries District Raja Ampat, Chairman of Parliament and Chairman of faction in the district of Raja Ampat, leaders of indigenous customary local, Chairman of Dive Operators (companies tourism), Institute for social *Conservation International Indonesia (CII) and Cormep*. Data was collected through in-depth interviews, observation and document analysis. Analysis of data through interactive data analysis by Miles and Haberman is *data collection, data reduction, a data display, and conclusion drawing or verification*.

III. RESULTS AND DISCUSSION

In this study the author uses the theory of the hollow state to see the partnership between government and the private sector in the implementation of conservation areas strait Dampir in Raja Ampat. Governments to involve the private sector can participate in marine conservation region because of limited human and financial resources owned by government. There are three types that are the focus in the hollow state, namely, the type of mechanism, structure and incentives that involve a third party in this case the private and the public.

1. *The mechanism of public-private partnerships in the tourist area of Raja Ampat Strait Dampir*

Since 2006, Raja Ampat District Government has declared 6 Regional Marine Conservation Area (KKLD) which eventually gave birth to a Regional Regulation (PERDA) that PERDA No. 27 Year 2008 on Regional Marine Conservation Area. One is KKLD Dampier Strait which has an area of 303 200 hectares with an area of 8699.484 hectares of coral reef, mangrove forest area amounting to 5,118 Ha and was one of 6 KKLD which has the potential of marine resources is very high because it has the largest *dive spot* and a favorite of divers when to Raja Ampat. The divers can easily find typical spots like *manta point* and *blue water mangroves*. In addition, the potential for pelagic fisheries are also very high, such as tuna and mackerel.

Pengelolaan KKLD Dampier Strait to be decided collectively and management is done in a participatory manner with the involvement of various *stakeholders* including government, civil society and other institutions as well as the high adherence of the rules applied in the zone which has been set up. In building partnerships, there should be a clear mechanism in the preparation in its partnership agreement.

Reasons that underlie occurrence partnerships among others berelated with presence case financing (financial), design, construction, operation and maintenance of infrastructure and service the public. Among them important is partnership in the financing mechanisms, the determination of the contract, and evaluation. The mechanism of the partnership between the government and private sectors in the tourist area of

Raja Ampat strait Dampir regarding financing mechanisms, mechanisms for determining the contract and evaluation mechanisms. Raja Ampat district government health with the private sector in terms of financing, which we know in the implementation of the strait tourist area Dampir costly, ranging from procurement through to maintenance travel tool. On the implementation of public-private partnerships in the tourist area of Raja Ampat Dampir strait, the assistance provided by the CII (Conservation International Indonesia) as private party done gradually, under an agreement listed in MoU. Help other agreements and agreements contained in evaluated MoU / controlled by the government embarked on the reports of the results of monitoring conducted by the government and the private sector, so that the reports containing the various results of the evaluation. For example course evaluation regarding health condition charcoal, the number of fish populations and the impact of the economy. So that the implementation of this development is controlled and run well.

The mechanisms contained in the partnership between the public and private partnership in the area of Raja Ampat district Dampir strait can not be separated from the contract determination mechanism, the financing mechanism and mechanical evaluation me. Provan and Milward (2000) [3] said that the effectiveness of the partnership will be good when the Regional Marine conservation mechanisms to provide benefits to both parties that the government and the private sector involved.

Mechanism referred to in the hollow state that distinguishes the administration in general is a bureaucratic mechanism where the hollow state government to provide command and control mechanisms, in other words when the government in cooperation with the private sector or third-party majority of public service does not mean the government lost control function. The purpose of government involving the public and private not because they desire to get advantages of cooperation. Government, community and private sector in order to participate in the development of society has responsibility in determining the direction and management of government management in the area so the decision by the government based on the Aspirations of the people. Partnership between the government and private sectors in the region Strait Tourism Raja Ampat begins Dampir with many parties, especially from investors in the tourism sector who are interested to invest in view of the Strait of Dampir when Viewed in terms of tourism has a very high aesthetic value , Based on the Raja Ampat district government then initiated a remedy to preserve the natural wealth that is extraordinary through a local regulation (PERDA) No. That PERDA 27 of 2008 on regional marine conservation areas.

A partnership that lasted for managing the Strait Dampir have a common conceptual proposed by Lienhard (2006) [5] and Gazley and Brudney (2007) [6] which is a partnership of at least involve the government agencies which in this case represented by the Department of Tourism and the Department of Marine and Fisheries as well as the Regional Development Planning Board as an institution that represents the interests of local governments Raja Ampat with partner parties. Actors involved seeks synergy between its mission with common interests. Effectiveness of partnerships undertaken continue to be pursued through coordination mechanisms between actors in the utilization of the wealth of Dampir Strait region. In partnership unification

occurs, utilization, and the synergy of government resources, public and private. If there is a risk of the parties with a willing partner to share the risk for resolve the problems faced.

2. *The structure of partnership between government and private sectors in the tourist area of Raja Ampat Strait Dampir*

Structure partnership always DIPA of the degree of risk borne by both parties, the necessary expertise both sides, and the implications arising from the cooperation is done. When analyzing the partnership took place in Dampir Strait the partnerships that have been carried out apparently not conducted solely between the government and the private sector, but the public is also a partnership with the private sector and non-governmental institutions. Therefore, there are two forms namely; 1) between the private sector with the land owners / land that is in the form of land lease rights / land. The lease rights occurred after the private sector get their between understanding. The lease rights that vary between 5-50 years. 2) a partnership between private parties (employers diving) with the government in terms of utilization for the benefit Dampir Strait Diving activity. Therefore, land or location occupied by a variety of resorts that previously belonged to the community is the result of an agreement between the private sector with the public, while the diving activities promoted by the private sector is in the area of the Strait of Dampir. 3) a third party who participated in partnership with the government is a non-governmental organization that operates to preserve the Strait Dampir in operational gain operational costs of foreign parties. While the Coremap is also a non-governmental organization that acts together with the CII but this organization was formed by the central government. Although the existence of this Cormep by the local government considered taking local authorities because it seems to control the Strait Dampir succession.

The actual condition has lasted mentioned above when associated with hollow state theory proposed by Provan and Milward (2000) [3] can be concluded that the structure will be effective when integrated network. But only when this integration through a single centralized core agency. This structure facilitates the creation of integration and coordination, and relatively more efficient, hollow structures contained in this state to explain the role of each party involved in the management of Dampir strait region, namely the government, the private sector and the public. Government in this case only act as a facilitator and regulator. The investment needed to make the Strait Dampir as tourism objects that attracted tourists as well as a wide range of accompanying services are solely the responsibility of private parties. Ownership of assets is the common property of all parties involved in the partnership. The local government is the owner of the public representing Strait Dampir (*principal*), the community is the owner of the land / private land and is the owner of the infrastructure and its facilities and infrastructure to enjoy the tourism objects in the Strait Dampir. Operational and management is carried out by private companies, the risk of commercial, technical expertise, managerial policies, efficiency, investment indirectly, political commitment becomes high. As a result of tariff then becomes high so that investment can be returned and even beneficial. In addition, the regulatory framework as a reference in managing

the object, so that the information related to the management becomes very important especially for the government in the framework of the supervision and coordination mechanism.

The approach used in partnership with the government only between the parties other actors conceptually according Khanon (2010) are grouped into four approaches, each of these approaches, namely; 1) partnership as a tool of governance and management; 2) a partnership as a means of financial preparation; 3) partnerships as a tool of the development process; and 4) a partnership as a language game. Noting the practice of partnership in the management of Dampir Strait between the parties in partnership, the approaches used can be categorized into the approach as a means of governance and management. That is part of the government to provide new ways of providing public services that are not accessible if done alone by the government, both in terms of the capital, knowledge/skills and technology. The approach taken tends to be organizational relationship between private sector organizations and non-governmental organization. In such cooperation when there is a risk that all parties should be able to share the risk, especially in the context of the management of Dampir Strait, but all can occur when co-ordinated by the local government.

3. *Incentives partnerships between government and private sectors in the tourist area of Raja Ampat Strait Dampir*

Provan and Milward (2000)[3] in his study of the network (*the hollow state*) suggested that funding will either be able to create performance or better performance than the minimal funding system. The stability of the relationship between agents are also influential because a stable system that can raise capital and increase the price. A stable system, although designed to be minimal or funding is not enough, given the freedom of individuals or institutions contained therein are able to solve problems and be able to reach agreement in the system of division of labor. Stability gives confidence that the cooperation would have a good result because it serves to provide clear confidence to investors, which means that if they invest for the long term would be likely to benefit.

The private companies that invest in Raja Ampat, especially in the field of tourism is a partner of the government in the implementation of local development. Understanding the incentives not only understood in terms of money alone, the convenience provided by the government to the private sector is also an incentive. According Gorda (2004) is a means of motivating incentives in the form of the material, which is given as an inducement or booster deliberately to the workers so that within them arise great passion to improve the productivity of its work in the organization. Incentives is a means of motivation or the means by which the stimulation. In this case the government is committed to creating an investment climate by providing convenience and comfort for investors.

Another impact is always assessed in any partnership that does happen to share transfer of knowledge, skills and technology of the private sector to the government, including the public. This process is also included in the category of incentives is the outcome of the cooperation between the government and third parties. Information obtained in the field concluded that the *transfer of knowledge* in a general partnership between non-

governmental organizations that CII with the government and the public sufficient progress. Based on the information agencies such as CII lot of education about how to preserve the wealth of the strait Dampir, either through the actions of environmental preservation as well as through educational curricula taught in schools around the Dampir Strait. Such knowledge is integrated with local knowledge (*indogenous knowledge*) so easily accepted by society. The impact of the transfer of the then current knowledge in the area of the Strait of Dampir been very lack of environmental practices in the Dampir Strait for example, the destruction of coral reefs are a lot of dedicated people around as raw material foundation of the house, and fishing using fish bombs. Various conservation efforts have been carried out as a result of public awareness growth to no longer do the destruction of wealth Dampir Strait. Besides the CII, in the Dampir Strait there are also other actors, namely employers partnered Diving and Coremap representing the central government in efforts to conserve the region. These actors also also contribute to the transfer of technology, knowledge and skills but have different shapes Because different role.

The role of each party are partnered as mentioned earlier for example the village Cormep initiate rule making that aims to keep the reef area. Corals anywhere that could be taken and which one is not. These regulations are specifically regulated internally again in the form of asylum marine genera. Programs to rehabilitate coral reefs Cormep indirectly provide transfer of knowledge and skills to government and society.

Transfer of knowledge and skills also occur either langsung or indirectly because of the presence of employees working in the company who are alien to the region. Equipment and technology used by the company is very modern, and it is slowly employee or skilled local workforce will operationalize the equipment and technology that private companies operating in the Dampir strait. In addition to the type of partnership that is a concern in a partnership, the other concern is the approach used in the partnership occurs. Based on the information it can be concluded that the partnership occurs between the government, private sector, non-governmental institutions and the public is a form of partnership where the private tenant / community lands that are considered by the private sector lends itself to being the location of their company. After the agreement between the private sector and the community as the owner of the land, then the private sector take care of completeness various administrative requirements in the Department of Tourism and the Department of Fisheries and Marine Resources. Once the paperwork requirements proposed by the private sector has been verified and declared by local governments that private companies apply for an operating permit was declared compliant with the operation, then the private sector has been able to run its activities. In addition to the three actors, namely the government, private and masyarakat is a major partner, there are also other actors, especially in the context of the management and wealth preservation Dampir Strait. The actors in question is an organization or institution that is relatively independent of local authorities. The organization is a non-governmental organization that is one derived both from foreign countries represented by CII and one from the central government that is Cormap. It can be concluded that the partnership related to the management of Dampir Strait, the government is not constitute single actor.

Partnerships that occur in the management of Dampir strait consists of private, public and non-government organizations.

The relationship between the government, private sector, communities and NGOs in a partnership referred to as a network, where the effectiveness of the network will be well under the conditions of a stable network. This relationship will be very good if a network has sufficient funding, controlled the central and direct funding. Incentives in this partnership is more to what the contribution of this cooperation to the parties involved in such cooperation. However, this cooperation if the terms of the incentives, more visible to the public and the private sector (investors). Understanding the incentives here not only means that the material (money), the convenience provided by the government to the private sector is also an incentive. From the government itself has tried to facilitate the private sector to invest by way of a facilitator in the cooperation contract made between the public and private sectors.

Society gets some sources of incentives, either directly through the leasing of private land by the indigenous private sector and also through levies set by local governments to the tourists. In addition, the transition of knowledge is also a part of the incentive obtained from both the private and the public of the NGOs.

In terms of incentives, the public and the private sector more incentives this cooperation process. As for government incentives obtained in the form of PAD revenue was minimal. This occurs because the working relationship built upon the initiation of the private sector and the community without the involvement of the local government public claims Dampir Strait area as an area with the status of indigenous *customary rights*, so that people feel that the cooperation and land lease is going well, then the private sector should deal directly with the owners of land. In this context, indicated the existence of distrust most people to local governments, so that both in terms of judgment, calculation, and calculation of lease public land given to investors (private) can be said not too benefit the community. Although it appears that cooperation is intended to contribute to the improvement of people's income and contributing to development in Raja Ampat, but the reality in terms of both society and government incentives are not getting appropriate incentives.

Partnerships between the government, private, and community in the development of this tourism region becomes unclear because the government was not directly involved in the initial process of cooperation. The private sector is directly related to the community in the process of land lease contract agreement. The role of the new government came after private parties managed to reach an agreement with regard to the leasing community. Substantively, the contract carried an important aspect of cooperation. Society in terms of knowledge and support team of experts in calculating the cost of such cooperation are not available. This is due to lack of involvement of the government in the initial process of cooperation. While Robert Kuttner (1989) [8] says that privatization simply changing the venue, do not change the responsibilities of the public. This statement reminds us that the responsibility in achieving the objectives of cooperation relating to the public and public programs remain on the government's responsibility, but the

things that are *rule-oriented* instead of being focused and not be overstated in the public service.

IV. CONCLUSION

Based on the findings and discussions can be concluded that

1) In partnership mechanism at least involving government agencies which in this case represented by the Department of Tourism and the Department of Marine and Fisheries and Regional Development Planning Board as an institution that represents the interests of local governments Raja Ampat with partner parties. Actors involved seeks synergy between its mission with common interests. Effectiveness partnerships undertaken continue to be pursued through coordination mechanisms between actors in the utilization of the wealth of Dampir Strait region. In partnership unification occurs, utilization, and the synergy of government resources, public and private.

2) Structure of partnerships in order to manage the tourist area of the Strait of Dampir in Raja Ampat is not integrated but fragmented parties working together to achieve a common goal. When analyzed further forms of partnerships in the management of the Strait of Dampir a little different, especially when viewed from the side of government authority as principal. Conceptually, the government authority should be greater than other actors. But the reality in the management of tourism in the Strait Dampir Government is not dominant. This is due to the resources needed to manage eco-tourism area is partly controlled by the public /citizens. Similarly Cormep existence as an organization formed by the central government helped to erode the authority of local government. Various aspects that should be the size of the effectiveness of the partnership while underway can be said is not yet effective. This is because the government is more dependent on the private sector and non-governmental organizations (CII and Cormep).

3) Partnership in the management of the Strait of Dampir terms of the incentive is a discussion of the impact of the cooperation received by the public, private, and local governments. Strait cooperation on the management of Dampir, Private more impact in incentives. Although people receive some incentives from NGOs and the private sector, but due to the cooperation agreements carried out by the private sector and the public conducted in the absence of mechanisms and intermediaries experts involved and offer cooperation only from *the stand point* of the private sector, then the value obtained

society does not maximum. The most visible is the term of the lease public land that is not according to the rules and not commensurate with the value of rents received by the community. The local government's own incentives are minimal process management cooperation Dampir Strait. This is because people who have the *resources* directly by reference to *customary rights*. This fact which explains the initiation of cooperation carried out directly by the private sector and the public and does not involve local government.

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