

Research Article

The Collaborative Promotion Model of North Toraja Tourism

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Abstract: The fact that Tourism Promotion Board is considered slow and less involved in promotional activities initiated by Department of Tourism and Culture of North Toraja leads a question raised in this study. This quantitative study aims to identify the most suitable collaborative model proposed by Agranoff & McGuire's (2003) model in promoting tourism of North Toraja. The study distributes a set of questionnaire to the Department of Tourism and Culture of North Toraja, Tourism Promotion Board, hotels and restaurants in North Toraja. Among the six collaboration management models by Agranoff & McGuire, the most suitable model is jurisdictional-based management model. This model focuses on collaboration between institutions in taking strategic actions, such as cooperation with other actors who have resources and capabilities in funding, expertise and information. The Tourism Promotion Board is one of government partners that has financial resources besides the Local Government Budget (APBD) that can be obtained from its cooperation with hotels and travel services incorporated in it as well as its undoubted capabilities since it consists of tourism stakeholders who are competent in their fields in promoting tourism in North Toraja regency.

Keywords: Collaborative, Promotion, Tourism, North Toraja.

INTRODUCTION

Indonesia faces many challenges to become a developed country by 2025. As reported by Central Bureau of Statistics (BPS), economic growth in the third quarter of 2018 is 5.17% while Indonesia needs a minimum of 7% as capital to become a developed country. One of the biggest and fastest growing economic sectors is tourism (BPS, 2018). This led the government for the 2015-2019 period to include tourism as a strategy to improve the economy. Seen from the social aspect, the economy can increase people's income, expand employment opportunities, increase government income, increase foreign exchange earnings, increase national entrepreneurship and contribute to regional development.

North Toraja is one of regencies in Toraja with tourism as leading sector in its economic growth. This regency consists of 21 sub-districts with 1,151.47 km² and has various potential natural and cultural tourism objects. These potentials attract domestic and foreign tourists to visit North Toraja.

The promising economic growth is in accordance to Realization of Local Government Revenue. According to Central Bureau of Statistics (BPS) in 2018, the North Toraja Realization of Local Government Revenue is increase Rp 361.13 billion, from Rp 873.26 billion in 2016 to Rp 1,234.39 billion in 2017. In line with the improvement of income, the realization of routine expenditure also showed an increase from Rp.881,96 billion in 2016 to Rp 1,712.10 billion in 2017 or an increase of Rp 830,14 billion (BPS North Toraja, 2018).

The realization of regional revenue from the tourism sector is inseparable from national and international events. National and international events held almost every year are part of the tourism agency's efforts to promote tourism in Toraja. However, the growth of tourists visiting has not been very significant. As a result, a number of tourism associations industry in South Sulawesi urged the regional government to establish a tourism promotion board to boost tourist visit rates since the relevant agencies and associations have not effectively stimulated the tourism sector.

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The Government of North Toraja in 2018 established the Regional Tourism Promotion Board. Establishment of the association to promote the local tourism can use the Presidential Decree Number 22 Year 2011 on the Indonesian Tourism Promotion Board as the foundation. Determination of Presidential Decree No. 22 of 2011 is the mandate of Act No. 10 of 2009 Article 36 where the government will facilitate the establishment of the Indonesian Tourism Promotion Board based in the capital city of the State.

The Government of North Toraja established Regional Tourism Promotion Board to promote tourism objects by distributing flyer, booklets, guide books and other audio-visual recordings with standard quality, various international advertisements and magazine articles, participate in international, national and regional events related to tourism promotion.

North Toraja Tourism Promotion Board is one of government partners. According to the Chairperson of the Indonesian Travel Agencies Association (Asita) in South Sulawesi, the promotion board is needed as a partner of the regional government to sell tourist attractions to domestic and foreign tourists. BPP of 2018-2021 in the next three years we will focus on 50% of conventional marketing, namely events and trade shows, and 50% on e-marketing.

The BPP management of 2018-2021 faces many obstacles in promoting tourism in North Toraja. According to the Chairman of North Toraja BPP, Yohan Tangkesalu, the biggest problem of the Tourism Promotion Board is the lack of portfolio products or the small number of tourist attractions. In terms of numbers, there are many tourism objects, but most of them are similar, namely traditional houses and graves. In addition, the problem of inadequate infrastructure is one of the inhibiting factors that makes tourists uncomfortable and refuse to visit.

The problem in developing tourism sector is complex. The lack of tourist interest in North Toraja cannot be resolved by the Tourism Department and the Tourism Promotion Board. Other parties related to infrastructure improvement and tourist hospitality need to work together. It is necessary to cooperate with stakeholders to promote tourism in North Toraja. The collaborative model is the main focus of this research. In general, Indonesian tourism also requires a touch of public relations. This function can be stretched broadly as a marketing function. (Adams, 2006; Adi, 2014).

Raharja (2010) argued that the concept for studying cooperative relations based on the nature and form of decentralization and the governance paradigm involving government agencies and non-state organizations over the same resources is collaboration. Collaboration is dynamic, interdependent and as a whole integrated with the strategy dimension and the

activity dimension in it. Within these dimensions are indicators: individual goals - shared goals, capacity structures, instruments, commitments - stamina, and collaborative management. Specifically in the field of public services, the notion of collaboration refers to voluntary and reciprocal support between two or more different public sector bodies. In other words, between public and private administration, including non-profit organizations. Various sectors provide support for one another in the context of public services that are part of the government's mission. This study aims to identify the most suitable model for collaborative promotion model of North Toraja based on the Agranoff & McGuire, (2003).

METHODS

Research Design

This study is using a quantitative approach. It emphasizes on the numerical data starts from the data collection to the data presentation (Arikunto, 2006). Based on the problem of this study, which is the needs to identify the influence of activity and strategic dimension of North Toraja Tourism Promotion Board based on the collaboration model of Agranoff and McGuire (2003), therefore this study is a correlational study. This study was conducted on June to September 2019 in North Toraja.

Data Collection

The purpose of data collection is to discover such information related to the topic of the research in order to explain the issue objectively (Ezeamama *et al.*, 2005). The data collection techniques of this study is questionnaire and observation.

Data Analysis

The data analysis technique in quantitative study starts with processing the collected data in the field following normative reference scale to measure the variables and indicators of the study to one another (Harbani, 2012). Besides, in analyzing the data, the average score reveals the participants' responses towards the items in questionnaire and the frequency table classified the score. The result of questionnaire divided into five categories, very high, high, enough, low, and very low.

RESULTS AND DISCUSSION

The principal of governance in North Toraja has prioritized the construction of tourism destination development. The results of interviews and observations in the field showed the participation of all stakeholders (the regional government, local communities, and the Toraja Tourism Foundation). As Sunaryo (2013) explained that the good governance of tourism has coordination and synchronization of programs between stakeholders and the involvement of active participation between the government, the private sector, the tourism industry, and bound local communities.

"Making North Toraja as the Main Competitive and Sustainable Tourist Destination Area" is the vision of North Toraja Culture and Tourism Department. In its implementation, the Department of Culture and Tourism as regulator and facilitator conducts a transparent development of culture and tourism, accountable and prioritizes the interests of the community, with the following missions:

1. Development of Tourism Attractions

This mission implies the need to improve the quality of regional tourism objects, develop superior tourism areas / ODTW areas, create various regional tourism products and improve the management of regional natural and cultural tourism.

2. Development of Human Resources and Tourism Institutions.

This mission implies the need to enhance institutional cooperation between the government, the private sector and the community in the development of regional tourism.

3. Development of Economic Tourism.

This mission implies the need to increase regional tourism promotion activities, as well as exposed the widest possible space for investors to invest their capital in tourism, therefore more employment are opened.

4. Preservation of Customs and Culture.

This mission implies the need to continue to develop and preserve the customs and culture of the region and to increase efforts to develop cultural values.

5. Development Of Diversity And Cultural Richness

This mission implies the sustainable updating management of existing cultural diversity and improving the management of regional culture.

The regional government in developing tourism in North Toraja also involves the community. The involvement is through the profit sharing, which were then used for maintenance and preservation of tourism objects.

Table 2 Profit Sharing of Tourism Attractions

No.	Tourists Management	Profit Sharing	
1	Foundation (notarial deed)	60% for foundations	40% for local governments
2	Non-foundation (Family / farmer)	50% for tourism objects	50% for local governments

Source: Processed data, 2019

North Toraja tourism is developed with an orientation towards the empowerment of local communities that prioritizes the role and participation of local communities. As Murphy in Sunaryo (2013)

stated that the main element of tourism activities is activities based on the local community. Therefore, it really requires the involvement of local communities to have sustainable planning and development process.

Table 3 the Role of Tourism Managers/ Stakeholders

Stakeholders	Roles
Government	<ul style="list-style-type: none"> · Supports the development of tourism destinations and marketing with global competitiveness, · Preserves and develops culture based on noble values, · Develops cultural and tourism resources, · Creates clean and accountable management and friendly public services, · Conducts coaching and cooperation in the development of arts, crafts, and culture to improve the economy of the community.
Private Institutions	<ul style="list-style-type: none"> · Pay taxes or retribution · Involve the community as tourism workers · Obey the rules of the Regional Government · Invite foreign investors · Provide goods and services for meeting the needs of tourists and organizing tourism
Foundations / Families	<ul style="list-style-type: none"> · Maintain kilter · Participate in sharing energy, funding, skills and social · Get involved in planning · Pay taxes or retribution

Source: Processed data, 2019

The Tourism Products Of North Toraja

Identification of the potential of North Toraja Objects and Attractions can be done by approaching the criteria for attractions, amenities, and accessibility as shown in Figure 1.

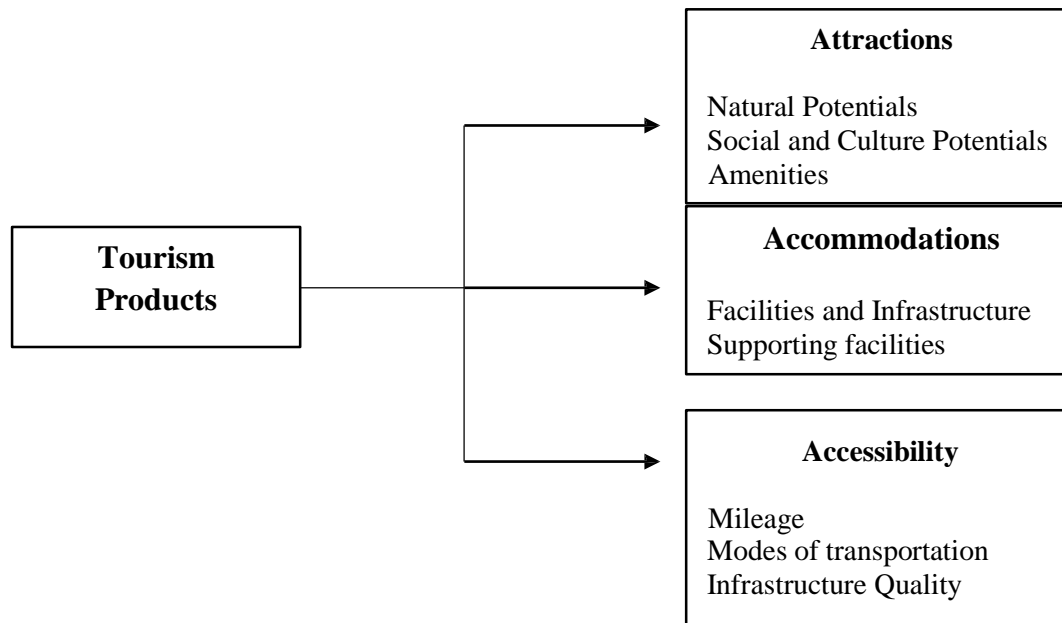


Figure 1. Identification of Tourism Potential (Prihantoro, 2012)

The aspect of Tourist Attractions shows that North Toraja has cultural attractions, natural potential, history and agro-tourism. This facility occupies the most important part in tourism. Facilities in tourism

such as the availability of five-star hotels, motels, and restaurants. The following is the presentation of accommodation facilities in North Toraja.

Table 4 Number of Hotels and Restaurants in North Toraja 2014-2017

Hotel		Restaurants
Starred	Non-Starred	
13	32	20
13	32	20
13	32	20
11	32	27
11	19	29

Source: North Toraja Central Bureau of Statistics (BPS), 2018.

The five-star hotels in North Toraja include Heritage Hotel, Luta Resort Toraja, Misiliana Hotel Rantepao, Indra Hotel, Toraja Prince Hotel, Marante Toraja Hotel, and many more. Tourists can find restaurants in Rantepao or around the tourist objects.

Other supporting tourism facilities such as accommodation (hotels, guesthouses, homestays), restaurants, souvenir shops, transportation and tourist information and travel agents are also available in North Toraja. Tourists can easily obtain this information directly at the Department of Culture and Tourism of the North Toraja which is located at Jalan Ahmad Yani Number 62 A Rantepao.

The level of accessibility to the location of attractions is one important elements in tourism activities. Affordability and ease of reaching tourist sites can encourage tourists to visit. The accessibility of tourist destinations is determined by several factors, such as road conditions, mileage, travel costs and transportation systems (type of vehicle, quality of vehicles, and quantity of vehicles).

The tourist area in North Toraja can be accessed using land and air transportation. For land transportation vehicles that can be used include cars, buses and motorcycles. Then air transportation can use a pioneering aircraft through Pongtiku Airport, which is located at Buntu Kunyi', Mengkendek, Tana Toraja.

Mostly, tourists visit North Toraja by cars or minibuses for its cheaper cost. The route taken by tourists from outside of South Sulawesi can use the Makassar regional road route (Sultan Hasanuddin International Airport) to Toraja, while for local tourists, they can use local roads that connect regions between regencies in South Sulawesi from various directions. The distance from the Capital of the Province to the capital of North Toraja is around 350 km and the travel time is around 7-8 hours. In 2015, the length of roads in North Toraja reached 1,145.80 km and according to surface type, it consists of 243.50 km of asphalt roads, 434.60 km of gravel roads, 206.70 km of dirt roads and 261,00 km of others (BPS North Toraja, 2017).

Tourism Promotion Board of North Toraja

Tourism Promotion Board of North Toraja is an independent institution adjoining the North Toraja Department of Tourism and Culture, especially in the field of tourism promotion, which conducts daily consultations in development and promotion activities programs to the implementation of tourism promotion policies.

The Tourism Promotion Board of as the government partner is a private and independent institution. It was established by Bupati of North Toraja Decree number 339/X/2018 on 29 October 2018 with a maximum tenure of 3 (three) years and may be reappointed for 1 (one) subsequent working lives.

North Toraja Regency Tourism Promotion Board refers to the laws and regulations that apply as the basis for operational law. (1) Law No.10 of 2009 concerning Tourism, article 43 concerning the Regional Tourism Promotion Board, (2) Presidential Instruction No. 16 of 2005 concerning Culture and Tourism Development Policy, (3) Government Regulation No. 50 of 2012 concerning the National Tourism Development Master Plan (RIPPARNAS), (4) North Toraja Regency Regulation Number 4 of 2010 concerning the North Toraja Regency Long Term Development Plan, (5) North Toraja Regency Regulation Number 5 of 2010 concerning Government Affairs as the Authority of North Toraja Regency Government, (6) North Toraja Regency Regulation Number 3 of 2012 concerning Spatial Management Planning for North Toraja Regency.

Based on Law No. 10 of 2009 article 49 concerning tourism sources of funding for the North Toraja Tourism Promotion Board, there are some financial supporters, such as: (1) Stakeholders, (2) Legal and non-binding sources in accordance with statutory regulations, (3) State/National Budget (APBN) and Local Government Budget (APBD) grants, (4) Management of funds sourced from non-budget revenues and expenditures of the State and Local Government Budget must be audited by a public accountant.

The result of data analysis shows that the collaboration models identified in tourism promotion of North Toraja are (1) Jurisdictional-based Model, (2) Abstinence Model, and (3) Donor-Recipient Model. The Jurisdictional-based model has been identified and shows that the activity and strategy dimension are in the very high category. The local government has carried out a good collaboration with the North Toraja Tourism Promotion Board by involving the tourism industry and the management of tourist attractions. There are still two models, namely the Abstinence Model and Donor-Recipient which shows the low collaboration that occurs between the local government and the tourism industry in promoting tourism in North Toraja.

It is important to remember that in Law No.10 of 2009 on Tourism, says that Tourism Promotion Board is one of partners for the government. This study also reveals that the funds from the regional budget owned by the regional government in this case the North Toraja Culture and Tourism Department for the North Toraja Tourism Promotion Board is limited in financing the promotion of tourism, so it must cooperate with the tourism industry, such as hotels, restaurants and tourist attractions.

Technically, hotels joined in PHRI (Indonesian Hotels and Restaurants Association) in cooperation with the North Toraja Tourism Promotion Board are also promote tourism destinations and events to be held in Makassar. For instance, the implementation of the Toraja International Festival there were a number of hotels promoting it on their social media pages. On their social media the distance between the hotel and the place of the activity is stated so that besides promoting the Toraja International Festival event they are also promoting their hotel.

Unlike the flyers and social media pages owned by the North Toraja Culture and Tourism Department, they did not mention the name of the tourism industries. It only mentions tourism destinations and events that will be held by the North Toraja Culture and Tourism Department.

There are some differences between the Department of Culture and Tourism and the Tourism Promotion Board in terms of the development of the promotion of tourism. The Tourism Promotion Board conducts researches, then the government analyzes the data from the results. One of the researches is on the services given by hotel employees. If it is found not friendly, the Tourism Promotion Board will conduct a workshop because the image created by employees of the hotel is part of promotion.

The Department of Culture and Tourism is limited to the development of destinations and products. It forbids to mention the brand while promoting a tourism object. In contrast to the Tourism Promotion

Agency, it has the freedom to innovate in developing North Toraja tourism promotion.

Based on the strategic dimension, the local government of North Toraja has carried out the collaboration well. The local government has taken strategic action by collaborating with other actors who have the resources and capabilities in terms of funding, expertise and information. Tourism Promotion Board has the funding power by innovating in collaboration with the tourism industry.

In addition, majority of the human resources of the Department of Culture and Tourism have no educational background nor working experiences on tourism. The collaboration with the Tourism Promotion Board, which consists of scholars and people engaged in tourism industry, is really helpful. Furthermore, the information obtained and the results of researches are taking into consideration in making decisions for the government in the advancement of North Toraja tourism promotion

Based on the activities dimension, the interaction between actors in this model is done through a process of bargaining and discussing in solving problems encountered in implementing the program. However, the role and the actors involved in the collaboration are still lacking. It is expected that the local government and Tourism Promotion Board to re-assess and embrace both small and great tourism industries, and the manager of tourism attractions to contribute actively in the promotion. All elements of society are engaged and have the same responsibility to promote tourism in North Toraja.

In associated with model of the collaboration Agranoff which consists of six combinations that jurisdiction based management, abstinence, top down, donor recipient, reactive management and contended management, it seems that majority of the respondents in both dimensions of activity and strategy chose Jurisdictional-based model, while the rest chose the abstinence model and the donor recipient model.

Jurisdictional-Based Model

This model is characterized by active collaboration (vertical dimensions) and opportunistic collaboration strategies (horizontal dimensions). The vertical dimension is the interaction of actors as part of their own work, but their activities follow a pattern from the outside. Therefore, bargaining and negotiation are important instruments in this model, which results in concessions unilateral and mutually beneficial solutions. The fact that the Tourism Promotion Board absorb the aspirations of all the actors of business tourism, including foundations that manage object tourism, such as IHRA, ASITA, and HPI, to hand-in-hand develop the tourism sector, as well as provide incentives for the achievement of bureaucrats and to the success of the world of business tourism.

The horizontal dimension explains the process of policy making and governance. Each actor (both public and individual) has their own strategic and operational policies. This dimensional horizontal model needs the government to intensively carry out communication and coordination with the associations of tourism objects as well as the community so that the targets in the vision and mission can be accomplished.

Abstinence Model

The model is more extreme than jurisdictional-based models because there is an element of unwillingness (abstained) to collaborate and chose not to involve in the various promotion programs because (1) refuse the any interventions especially from other parties; (2) lack of capabilities in playing a role in the game; (3) choose going it alone.

There are three factors that led respondents chose the abstinence model, (1) some jurisdictions are objected to the involvement of government on the territory and politics because the challenge of internal opposition, the additional workload, financial, other regulations and related to the scarcity of resources both time and personnel capabilities.

Therefore, the Tourism Promotion Board, the need to do a synergy and strengthen working network such as the foundation that manages the object of tourism, IHRA, ASITA, HPI and others to synchronize programs and coordination of cooperation in the development of tourism in North Toraja.

Donor Recipient

This moderate model is based on the idea that a number of actors master the information, expertise and skills to control policies that are consistent with many social interests. This model involves grantors and grante, because the actors in this collaboration system depend on each other. The main characteristic of this model is vertical collaboration with minimal horizontal collaboration.

There are several approaches that can be used in this model, one of them is a compromise. It means that the Tourism Promotion Board should actively participate to solving problems, and cooperate with the third parties. However, this model piled-up the programs, complicated, and the operating cost is very expensive.

CONCLUSION

Majority of the respondents chose the jurisdictional-based model among the six collaborative models proposed by Agranoff and McGuire (2003), the rest of the respondents chose abstinence model and donor-recipient model. According to the strategic dimension, the regional government of North Toraja

have collaborate well and according to the activities dimension, interaction between actors in this model is by bargaining and sitting together in solving problems while carrying the program. However, the existence of abstinence and donor-recipient model also shows that the involvement of actors is not optimum. In addition, the Tourism Promotion Board, the need to do a synergy and strengthen working network such as the foundation that manages the object of tourism, IHRA, ASITA, HPI and others for the implementation of synchronization programs and coordination of cooperation in the development of tourism in North Toraja.

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