Research Article

Public Governance and Leadership: Toward Good Tourism Governance

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Abstract.
Public governance and leadership are essential for advancing sustainable tourism development in the face of growing global volatility, uncertainty, complexity, and ambiguity (VUCA). Through a qualitative methodology, this research examines the dynamics of effective tourism governance in two Indonesian villages (Glawan and Nyatnyono). This research investigates the influence of leadership practices, community engagement, and collaborative governance on tourism growth in rural areas through comprehensive interviews, field observations, and focus group discussions with local leaders, community members, and tourism stakeholders. The results underscore the significance of adaptive leadership, promoting collaboration, transparent decision making, and community empowerment in managing VUCA settings and enhancing resilient and sustainable tourism governance. The research highlights the need for tailored policy interventions that align with local values and interests, creating a collaborative framework to ensure that tourism growth benefits the entire community while preserving cultural and environmental resources.

Keywords: public governance, leadership, collaboration

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1. Introduction

In the context of village leadership within a VUCA (Volatility, Uncertainty, Complexity, Ambiguity) bureaucracy, particularly for tourism destinations, it is crucial to understand the multifaceted challenges and strategies that local leaders must employ. The VUCA environment presents unique challenges that require adaptive leadership styles and frameworks to navigate effectively. Village leaders must manage local resources and community engagement while aligning these efforts with broader tourism strategies that can enhance the economic viability of their regions.

The Village Law in Indonesia serves as a foundational framework for local governance, emphasizing principles such as participation, cooperation, and empowerment [1]. These principles are essential in a VUCA context, where community involvement and local knowledge can significantly influence tourism development. By fostering a

self-governing community, village leaders can leverage local values and traditions to create authentic tourism experiences that resonate with visitors while preserving cultural heritage.

Moreover, the role of leadership in a VUCA environment is underscored by the need for resilience and adaptability. Leaders must cultivate an organizational culture that encourages innovation and responsiveness to change. This can be achieved through strategies such as sensemaking theory and change management frameworks, which help leaders interpret complex situations and make informed decisions [2]. Additionally, self-leadership is vital, as it empowers individuals within the community to take initiative and contribute to collective goals, thereby enhancing overall performance and adaptability [3].

Effective stakeholder management is another critical aspect of village leadership in tourism. Engaging diverse stakeholders, including local residents, businesses, and government entities, is essential for balancing power dynamics and ensuring that tourism development benefits the entire community [4]. This participatory approach not only mitigates resistance to change but also fosters a sense of ownership among stakeholders, which is crucial for sustainable tourism practices.

In the Indonesian context, the constantly changing nature of tourism, influenced by various external factors, requires a thorough understanding of the involved stakeholders and their respective roles. This understanding is crucial for promoting collaboration and ensuring sustainable tourism practices. Stakeholder identification begins with recognizing the diverse actors involved in tourism development. These actors include local communities, government agencies, private sector businesses, non-governmental organizations (NGOs), and tourists themselves. Each stakeholder group has unique interests and influences that can significantly impact tourism outcomes. For instance, local communities are vital for preserving cultural heritage and providing authentic experiences, while government entities are essential for regulatory frameworks and infrastructure development [5]. The participatory approach to stakeholder engagement, as highlighted by Čeh et al., emphasizes the importance of involving stakeholders in the decision-making process to enhance the competitiveness of tourism products [6]. This participatory methodology not only aids in identifying stakeholders but also fosters a sense of ownership and accountability among them.

The leadership in Glawan Village focuses on its natural conditions, especially agriculture and traditional handicrafts, which attract tourists looking for an authentic rural

experience. Glawan encounters challenges due to inadequate infrastructure and a lack of external investment, requiring village leaders to use adaptive leadership strategies. The authorities in Glawan are working to integrate tourism into the existing socio-economic framework by encouraging strong community participation and utilizing local values, while preserving the village's culture.

The village of Nyatnyono has gained recognition for its tourism based on its rich village culture and religious sites, such as the Sendang Keramat Kalimah Toyyibah Hasan Munadi spring. The village leadership places a high priority on environmental sustainability and carefully manages the number of visitors to prevent overuse of the village's natural resources. In a volatile, uncertain, complex, and ambiguous (VUCA) environment, Nyatnyono's leaders must continually adapt to unpredictable fluctuations in tourist numbers, changing economic conditions, and evolving environmental challenges. Effective leadership requires striking a delicate balance between tourism development and the preservation of the environment, which is at the core of Nyatnyono's appeal to tourists.

2. Methods

Moreover, the complexity of stakeholder relationships in tourism requires systematic approaches to identify and analyze these relationships. The research focuses on two rural villages in Indonesia (Glawan and Nyatnyono) known for their emerging tourism potential. The qualitative methodology was chosen to enable in-depth analysis of the leadership practices, stakeholder engagement, and governance processes that contribute to sustainable tourism development in these areas. Veloso discusses an innovative process that combines stakeholder identification with criteria and indicators to assess the potential for sustainable tourism development [7]. This approach involves semi-structured interviews and document analysis, which help understand the interconnections among stakeholders and their contributions to the tourism ecosystem. Such methodologies are crucial in a VUCA context, where rapid changes can alter stakeholder dynamics and necessitate agile responses

3. Results and Discussion

3.1. Leadership Role: Promoting Collaboration

Progress after progress in the field of information and communication technology (ICT) systems The importance of leadership in tourism governance is increasingly recognized as a way to facilitate collaborative strategies that enhance the sustainability and resilience of tourism initiatives. For example, collaborative governance emphasizes the interactive processes among stakeholders to achieve shared goals and improve service delivery [8]. This is particularly relevant in the context of tourism kampongs in Yogyakarta, where local communities, governments, and tourism organizations work together to create diverse attractions catering to domestic and international tourists. These collaborative frameworks enhance the tourism experience and empower local communities by integrating their cultural and historical assets into the tourism narrative.

The key characteristics of effective leadership in promoting collaboration include using transformative strategies to encourage knowledge-sharing and innovation among stakeholders. For example, leaders can take on integrative roles that facilitate communication and collaboration between different parties involved in tourism development [9] This is especially important in regions where tourism plays a major role in the economy, as collaborative governance can result in more inclusive decision-making processes that represent the needs and aspirations of local communities [10] . By fostering an environment of trust and shared responsibility, leaders can improve the effectiveness of collaborative efforts in tourism governance.

Glawan Tourism Village aims to enhance the tourist experience by offering educational tourism activities that promote environmental appreciation and benefit the local community's environment, culture, and economy. The village is committed to implementing ecotourism to support sustainable tourism development goals.

However, developing Glawan Village into a tourist destination has been challenging. Several problems have surfaced, including the limited budget for improving facilities and infrastructure, the absence of a Village-Owned Enterprise (BumDes) institution, and the lack of certification as a tourist village by the Regent of Semarang Regency. These issues are compounded by the need for more network cooperation among various sectors and stakeholders involved in the development of Glawan Tourism Village.

The challenges faced in developing Glawan Tourism Village are part of the VUCA phenomenon, which has made the world more uncertain and rapidly changing. Overcoming this phenomenon is crucial to ensure the successful implementation of tourism activities. Anticipating and addressing the VUCA phenomenon is a collective effort that requires the attention and collaboration of everyone, as every individual has a role to play.

Leadership is a key factor in addressing the challenges faced in developing Glawan Tourism Village. Every individual has the potential to become a leader, and with leadership comes responsibility. In today's rapidly changing world, agile leaders are needed—individuals who can think quickly and act decisively in the face of uncertainty. This applies to village leaders as well, as they are essential in influencing and guiding their communities.

The Head of Glawan Village provides guidance and motivation to the villagers to continue developing village tourism activities. He also has a talent for spotting potential development opportunities. To further enhance Glawan Village's tourism, we seek the support of external parties. For potential collaborations, Glawan Village's tourism management is in talks with PT Pertamina Lubricant SR IV Semarang and the State University of Diponegoro University Semarang. Working with external partners will help expedite the development process and steer it in a positive direction. Mr. Agus Supriyadi is open to change and is willing to embrace it for the greater good.

Nytanyono Tourism Village aims to become a leading national-level religious tourism destination. The support of the village leader is crucial for the success of a joint venture, just as the role of the village head is important in supporting and facilitating Nyatnyono Village as a religious tourism destination. Mr. Parsunto, the Head of Nyatnyono Village, has provided full support to the tourist village by paying attention to destination managers (tomb & spring) and the local associations (ojek, omprengan, warung) that operate around the tourist area. This support is further facilitated by an institution called BUMDes. Being a local resident who grew up in Nyatnyono Village, Mr. Parsunto is well-versed in the activities of pilgrims in his environment, which makes him well-suited to lead a village with the status of a religious tourism destination. He plays an active role in directing the commitment and support of the Village Government for the development of religious tourism in Nyatnyono Village.

A portion of the village funds is allocated explicitly for developing the tomb and spring areas, including the bus terminal, parking lot, SME area, and public toilets. In

2024, 300 million village funds were allocated to expand bus parking at the Tomb of Mbah Hasan Munadi. Mr. Parsunto has demonstrated his total commitment to the development of religious tourism, as evidenced by his comprehensive knowledge and responses. BUMDes members interviewed recognized him as a communicative leader. He actively listens to and monitors the progress of tourism through his parties who work in the field and the community in general. When he does not receive information, Mr. Parsunto takes the initiative to seek information from the relevant parties. BUMDes plays a critical role as the right hand of the Village Head in monitoring tourism and economic activities in Nyatnyono Village.

This good communication climate is supported by research showing that the Village Head is the leading figure in fostering good communication within internal and external institutions. Mr. Parsunto is a vigilant leader who only approves some ideas or inputs from BUMDes or other parties. This vigilance is validated by research showing that the process of formulating Village Regulations in Nyatnyono Village often encounters differences of opinion between the village head and the BPD. This demonstrates the leadership of the Nyatnyono Village Head, who is vigilant and idealistic in upholding his principles and vision.

In addition to promoting collaboration, leaders must also focus on the principles of inclusive governance. This involves involving local communities in the planning and implementation of tourism initiatives, ensuring that their voices are heard and their needs are addressed [11]. The governance model for inclusive tourism village development in Klungkung Regency illustrates how collaborative governance can drive inclusivity by integrating various stakeholders into the decision-making process [12]). Such inclusive practices not only enhance the legitimacy of tourism initiatives but also contribute to the social and economic well-being of local communities.

Furthermore, the role of leadership in promoting co-creation among stakeholders is increasingly recognized as a means to enhance public value in tourism governance. By involving local communities and other stakeholders in the co-creation of tourism experiences, leaders can foster a sense of ownership and pride among residents, which is crucial for sustainable tourism development [13]. This collaborative approach not only enriches the tourism experience for visitors but also strengthens community ties and enhances the resilience of local economies.

3.2. Challenges in Achieving Good Tourism Governance

Achieving good tourism governance poses numerous challenges due to the complex interaction of different stakeholders, regulatory frameworks, and socio-economic factors. These challenges are especially prominent in regions where tourism plays a significant role in the economy, requiring a deep understanding of the dynamics involved in governance processes. Effective tourism governance involves integrating diverse interests and balancing competing priorities, which can sometimes result in conflicts and inefficiencies

One of the main challenges in achieving effective tourism governance is the need for collaboration among stakeholders, such as local governments, private sector entities, and community organizations. Research indicates that successful tourism development relies heavily on the synergy between these stakeholders, each of whom plays a distinct role in the governance framework [14]; [15]. For example, local governments are responsible for planning, management, and coordination, while private sector actors contribute investment and innovation. However, the lack of cohesive communication and collaboration can lead to fragmented governance structures that hinder the effective implementation of tourism policies [16]. This fragmentation is often worsened by entrenched interests and resistance to change, which can stifle innovation and adaptability within the tourism sector.

Local governments often struggle to effectively manage tourism development due to resource constraints such as limited financial and human capital. In Colombia, for instance, public authorities have faced challenges in adapting tourism governance to a rapidly changing environment. This has led to weak regulatory frameworks and insufficient enforcement of laws related to tourism operations. As a result, ineffective governance can lead to poorly designed policies and inadequate implementation, making sustainable tourism development more difficult [17].

The development of tourism villages requires cooperation networks involving various sectors and stakeholders. Sharing the burden through cooperative relationships can make challenges seem lighter in today's rapidly changing and uncertain world. Quickly fulfilling limitations and needs becomes much easier through a network of stakeholders. Glawan Tourism Village is currently establishing a helix-shaped cooperation network called Quintuple Helix. This network consists of government, academia, the private sector, culture-based communities, publication media, and the natural environment. The

aim is for this Quintuple Helix model to address the current problems and obstacles faced by Glawan Village.

The challenges faced by Glawan villages include: 1) limited financial resources, which constrain their ability to invest in infrastructure and marketing, essential for attracting more tourists and enhancing visitor experiences. 2) Capacity building, involving the need for training and development of local leaders and community members to improve governance practices and enhance their sustainable tourism management skills. 3) Balancing development and conservation, ensuring that tourism development does not compromise the natural and cultural heritage of the villages. 4) Adapting to VUCA conditions, such as uncertainty in external factors like changes in tourism demand, economic instability, and environmental risks, which require adaptive governance strategies to sustain tourism development.

In Nyatnyono Village, the management of religious tourism involves a collaborative effort between BUMDes, the Village Government, and tourism managers from special community groups closely associated with local religious leaders. While BUMDes and the Village Government provide support for tourism activities through infrastructure and external management, the day-to-day operations of the destination are primarily overseen by the tourism managers. However, there is a potential for conflict between BUMDes and tourism managers due to overlapping management responsibilities. Tourism managers, who have been responsible for managing the destination, may feel more senior and may clash with BUMDes if their boundaries are crossed. To prevent such conflicts, BUMDes is cautious to ensure that its policies and programs do not overly interfere with the internal affairs of destination management.

The Nyatnyono villages face several challenges, including: 1) overlapping management responsibilities. Collaborative governance involving BUMDes, the village government, and tourism managers may result in conflicts due to overlapping responsibilities. This can stem from the perception of tourism managers as more senior or experienced, potentially causing friction when BUMDes encroaches on areas traditionally controlled by the tourism managers. 2) power dynamics and seniority tensions. Tourism managers, closely linked to local religious leaders and community groups, may resist interventions from BUMDes, especially if they feel their authority is being undermined. Given the significant social and cultural influence of religious leaders in Nyatnyono, any power struggle could lead to divisions within the community. 3) balancing cooperation

and autonomy. While collaboration between BUMDes and tourism managers is crucial, striking the right balance between external support and operational autonomy is essential. BUMDes must be cautious not to overstep its role, ensuring that its policies and programs are supportive rather than intrusive. This delicate balance is pivotal for maintaining harmony and preventing operational disruptions. 4) conflict prevention and role clarity. To prevent conflicts, BUMDes must establish clear boundaries between its responsibilities and those of the tourism managers. Role ambiguity can lead to misunderstandings and conflicting interests. Effective communication and role clarification are essential for preventing potential clashes that could undermine the success of religious tourism in the village.

The role of knowledge and information in tourism governance is crucial. Effective governance requires access to accurate and timely information to inform decision-making processes. However, many regions face challenges related to knowledge gaps, including insufficient data on tourism impacts, visitor behavior, and community perceptions [18]. This lack of knowledge can hinder the ability of stakeholders to make informed decisions and develop strategies that align with the needs and aspirations of local communities. Furthermore, ineffective communication channels can exacerbate misunderstandings and mistrust among stakeholders, further complicating collaborative efforts [19].

Community engagement is another critical aspect of good tourism governance that often presents challenges. While local communities are essential partners in tourism development, their involvement is frequently limited by a lack of awareness or understanding of governance processes [20]. Additionally, local residents may have concerns about the impacts of tourism on their livelihoods and cultural heritage, leading to resistance against tourism initiatives [21]. To overcome these challenges, it is essential for leaders to foster inclusive governance practices that prioritize community participation and address local concerns. This can be achieved through regular consultations, transparent decision-making processes, and the establishment of feedback mechanisms that allow residents to voice their opinions and influence tourism policies.

4. Conclusion

The importance of good tourism governance in Glawan and Nyatnyono Villages highlights the crucial role of leadership in fostering collaboration among diverse stakeholders. Local leaders have played a key role in mobilizing community resources, forming partnerships, and promoting cooperation among the government, private sector, and local communities. In Glawan Village, the Quintuple Helix model demonstrates how leadership can bridge sectors to address tourism challenges by creating a collaborative network involving government, academia, the private sector, cultural communities, and the natural environment. Similarly, in Nyatnyono Village, leadership from religious figures and tourism managers has contributed to the development of religious tourism, despite potential conflicts arising from overlapping management responsibilities. Strong and inclusive leadership is essential to ensure effective and adaptive tourism governance in these villages.

However, challenges persist in achieving good tourism governance, particularly in navigating the complexities of stakeholder cooperation and addressing power dynamics. In Nyatnyono Village, overlapping roles between BUMDes and tourism managers could create tensions that undermine the effectiveness of tourism management. In Glawan Village, sustaining the smooth functioning of the Quintuple Helix model requires continuous commitment from all stakeholders to sustain collaboration and overcome resource limitations. Addressing these challenges requires leadership that not only promotes cooperation but also fosters role clarity, enhances transparency, and builds the capacity of all involved parties. The study emphasizes the importance of leadership that can navigate both the opportunities and challenges of tourism development, ensuring that governance structures are responsive, inclusive, and resilient.

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