Regional Government Strategies In The Development Of Sumenep Keraton Tourism In The Perspective Collaborative Governance

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ABSTRACT
Sumenep Regency has high tourism potential where there are about 32 tourist attractions in which one of them is Sumenep Palace. However, in 2016 Sumenep Palace is still less touristy compared to other tourist attractions such as Lombang Beach which can attract around 66,000 tourists, while Sumenep Palace is only about 49,000. Also, some travel agents also still do little tourism promotion, because they prefer to offer beach tour packages. Therefore, for tourism development to run optimally, Sumenep Regency carries out a collaborative strategy involving the private sector and the community. The research method used was the descriptive qualitative method to provide an overview of the policy of Sumenep Regency Government in developing tourism of Sumenep Palace based on a collaborative approach. Data collection techniques are carried out through the process of observation, interviews, and documentation. The theory used is collaborative governance by Chriss Ansell and Alisson Gash which emphasizes that collaboration is carried out formally between government and non-government actors, where the government becomes the initiator in the partnership. The results showed that the company included government actors carried out by Disparbudpora, travel tourism agents and klenengan art groups. Each of these actors has acted as a facilitator, carried out tourism promotions, and supported the implementation of collaboration activities. The achievements of collaborative activities indicate the presence of increasing tourist visits from 2016 to 2017, but in terms of local revenue, the contribution is still not that significant. Overall, the realization of the collaboration is supported by a forum for dialogue, trust, and commitment between actors. But there are some drawbacks in the absence of regulations to help the collaboration process, the absence of hotel and restaurant involvement and the lack of the participation of travel agents.

ABSTRAK
perwujudan kolaborasi didukung dengan adanya forum dialog, kepercayaan, dan komitmen antar aktor. Namun ada beberapa kekurangan yakni dalam hal tidak adanya regulasi untuk mendukung proses kolaborasi, tidak adanya keterlibatan hotel dan restoran dan masih minimnya keterlibatan agen travel wisata.

Kata Kunci: Strategi Pemerintah, Collaborative Governance, Pengembangan Pariwisata

INTRODUCTION

Sumenep Regency is one of the regions that have a lot of tourism potential where each year there is an increase in number. In 2015 there were 13 attractions. In 2016 it increased to 20 attractions and currently in 2017, there are 32 attractions. However, only a few of the many tourism potentials in Sumenep, especially marine tourism, are three main destinations, namely Gili Iyang, Gili Labak, and Gili Genteng or Pantai Sembilan. Likewise with one of the famous tours in Sumenep Regency, namely the Sumenep Palace tour. Sumenep Regency has a slogan that is "Sumekar," which means "Sumenep Keraton" because since the past this region has dozens of palaces as one of the governments of the Adipate. Therefore, it is proper for the development of Sumenep Palace tourism to be done optimally by the local government so that it is by the motto of Sumenep Regency.

Sumenep Palace can be said to be still less attractive to tourists. This can be seen from the number of tourists in Sumenep Regency. In 2017 tourists visiting the Sumenep Palace numbered around 40,000 tourists while in Lobak Beach Tourism could reach about 65,000 tourists. One of the reasons that led to the notoriety of the Sumenep Palace was the lack of support for tourism facilities, namely the Travel Agent. During this time, travel agents did not enter tour packages to the Sumenep Palace and only to several beach attractions and Asta Tinggi religious tourism.

However, the development of Keraton Sumenep tourism has been faced with various problems. First, the growth of Sumenep Palace tourism destinations has not been optimal, and this can be seen from the lack of promotion carried out by tourist travel agents and the Sumenep Regency Government. Second, there is not yet optimal public awareness in the Sumenep Palace Tourism Area destination. Third, there is a lack of synergy between government-owned tourism agencies and other related parties, one of which is a parking manager. Also, in terms of tourist visits, the Sumenep Palace Museum is still left behind compared to other tourist objects such as Asta Tinggi and Lombang Beach, wherein 2017 there were around 65,941 tourists.

Based on the above problems, it can be said that the Sumenep Regency government needs to carry out specific strategies to develop the Sumenep Palace tourism. This strategy can be carried out by carrying out a collaboration with several relevant stakeholders to support the development of the Sumenep Palace tourism. Efforts to go through collaborative
governance are strategic because, in practice, the Sumenep Regency government will certainly not be a single actor in developing palace tourism, but requires other actors from the private sector or the community.

The application of collaboration is critical in the administration of government because basically, the government has a limited capacity both in terms of resources, budget, and capabilities in public management, including in the context of tourism development. Therefore, so that the development of Keraton Sumenep tourism can run optimally, the Sumenep Regency government must carry out collaborations with various parties namely tourism business activities such as travel agents and the community. This is because collaborative governance is an effective approach both in policy making and public management (Ansell and Gash 2008). The involvement of non-government stakeholders can help government performance in several ways both in the context of promotion and implementation of tourism activities or events held at the Sumenep Palace. Sumenep Palace attractions can be said to be still less attractive to tourists. This can be seen from the number of tourists in Sumenep Regency. In 2017 tourists visiting the Sumenep Palace numbered around 40,000 tourists while in Lobak Beach Tourism could reach about 65,000 tourists. One of the reasons that led to the notoriety of the Sumenep Palace was the lack of support for tourism facilities, namely the Travel Agent. During this time, travel agents did not enter tour packages to the Sumenep Palace and only to several beach attractions and Asta Tinggi religious tourism.

LITERATURE REVIEW

This study consists of several previous studies that have relevance to the collaboration aspects of Sumenep Palace tourism development both in terms of theoretical and elements of the implementation of tourism development in general. Collaboration between stakeholders in the event of Sunan Giri Religious Tourism in Gresik Regency stated that the problem of tourism development includes aspects of reducing the number of tourist visits, weak coordination between the local government and tourism manager Sunan Giri, and poor access transportation to tourist sites (Leman 2018). This research shows that to overcome these problems; collaboration is carried out between several stakeholders including the Regional Government of Gresik Regency, Tourism Technical Management Unit of Sunan Giri, Sunan Giri Foundation, Village Government, Semen Gresik Company, and the local community. Collaboration conducted based on institutional designed is based on Ansell and Gash theory which consists of direct discussion, building trust, commitment to the process of cooperation, mutual understanding, and temporary results.
Government Strategic Collaborative Partnership in Tourism Affairs (Study in Malang and Batu City Governments) states that cooperation between regional governments in developing tourism is a tricky thing to do between Malang City Government and Batu City (Hardini 2018). This is because the two cities experienced problems related to traffic congestion that occurred in the area of Malang City and Batu City, especially on holidays which could hamper access to tourists who would visit the two cities. Also, the two regional governments' strategies are still short-term and not synergistic. The results of this study offer a join service concept in tourism cooperation by applying guidelines for inter-regional cooperation based on policy Government Regulation No. 50 knows 2007 on Inter-Regional Cooperation Procedures which includes stages of initiation, preparation, the establishment of inter-regional cooperation institutions, implementation, and evaluation monitoring.

Community Based Tourism and Networking: Romanian Vicri. This study aims to describe the role of local actors, especially the part of village heads and externals such as NGO’s who network in the CBT process carried out in Viscri Village, Romania (Iorio and Corsale 2014). The results of this research show that networks carried out by local and external actors can overcome some tourism constraints that have occurred that are related to limited budgetary resources, remote locations, and the lack of community tightening and the democratic climate of community participation in tourism development. In the area. This research uses the concept of the network in the process of implementing CBTS stakeholders or actors involved not only local actors but also internationally with the involvement of international NGOs.

The Partnership in the Management of the Tourism Sector (Study on Tirta Wisata in Jombang Regency) (Kurniawan 2013). This study examines the pattern of the Partnership in the Management of the Tourism Sector between the government and the private sector on Tirta Wisata attractions in Jombang Regency. The study presented a collaborative relationship between the public and private sectors in the management of the tourism sector. The results of these studies lack the involvement of community roles. While the theoretical foundation used is the partnership model. The cooperation carried out is more oriented towards economic growth in business activities.

Based on the previous studies above, the relevance of this research is related to the context of collaboration or collaboration in tourism development. But some previous studies have differences related to the theory used. Previous research used several methods namely network theory, intergovernmental cooperation, and the public, private partners. But this research has similarities with the last previous research related to the theory used where the
method used is collaborative governance from Ansell and Gash. It will be difficult to say that, in the study that will be carried out by the researchers, they will not fully take the institutional designed aspects, but link them to the implementation or technical implementation in the collaboration process between the Sumenep Regency government and other stakeholders in the Sumenep Palace tourism development.

1. Government Strategy

The concept of strategy originally came from a business organization or company. Approach becomes a way for organizations to make decisions, implement work programs, and solve problems. Therefore, the strategies that have been made must be applied to solve the problem. Thus the approach will be able to be measured, and its success will be known if it refers to the process of implementation. Strategies are not only needed in organizations such as companies, but the government needs to make strategies as a way to achieve goals in a directed and planned manner. Determines and displays long-term organizational objectives that involve the entire level of the organizational hierarchy (Hax and Majluf 1988). The explanation above shows that the strategy becomes a fundamental aspect of an organization, so the organization has direction and objectives and can solve and solve problems. Also, the approach of an organization can reduce resources in achieving targets that are not only temporary but are long-term in nature.

Furthermore, Salusu has a more straightforward definition that strategy is a method that uses the skills and resources of an organization to achieve its goals through effective relationships with the environment in the most favorable conditions (Salusu 2015). While Kertonegoro argues that the concept of strategy as a comprehensive and integrated plan concerns the activities of the leading organization that will determine its success in achieving a subject in a challenging environment (Kertonegoro 1994), in other words, a specific strategy of a person must be able to use all forms of resources and capacity to achieve the desired goals by the government. Procedures address the challenges faced by an organization that hopes an can achieve success.

2. Tourism Development

The development of a tourist attraction must be able to create product style regarding attractiveness, differences with other objects, tourist facilities, transport and facilities accommodation, telecommunications, and other supporting facilities (Yoety 2008). Thus the development of tourism in practice is comprehensive because it does not
only focus on tourism objects but also several supporting facilities such as transportation, communication, lodging, and other facilities.

Construction of a tourist attraction should be designed, referring to the potential appeal of owned attraction by way of relating to the criteria of successful development that includes a variety of eligibility which provides for financial feasibility, feasibility socioeconomic local, possible technically and environmentally viable life (Suwantoro 2004). In other words, before implementing tourism development, the government needs to consider its financial capacity or budget.

Also, to develop tourism, it is necessary to pay attention to the development of elements of tourism which cover the following aspects:

a. Attractiveness
   Tourist attraction means everything in the tourist area that can attract tourists to visit a city. Something that can attract tourists includes objects that are available in nature, human creations and people’s way of life. Middleton said that tourist attraction is related to dance power from the location or tourist attractions or the site attraction and attraction in the form of events or events that support or are called event attractions (Middleton, Fyall et al. 2009).

b. Infrastructure
   Adequate infrastructure is needed to be able to support services and as supporting facilities. So that the achievement of tourism attractiveness cannot be easily achieved if there is no necessary infrastructure. Because infrastructure development indirectly can provide benefits (can be used) for residents as well as supporting tourism development. In infrastructure development not only concerns about the construction of transportation infrastructure (roads, ports, railways, etc.) but also for the supply of drinking water channels, electric lighting, as well as waste disposal.

c. Amenity
   Amenities are all forms of facilities that provide services for tourists for all needs during their stay or visit a tourist destination. The aspect of facilities is also called tourism infrastructure or all facilities that allow tourism facilities to thrive and can provide services to tourists to meet their diverse needs. Tourist facilities a facility and infrastructure that must be supplied by tourism managers for the needs of tourists. Because the needs of tourists are not only about the beauty of its natural charm or the uniqueness of tourist attractions but also the need for tourism facilities and infrastructure. Such as accommodation facilities, which include
sanitation, health, security, communication, entertainment, lodging/hotels, restaurants, banks, souvenir shops, public toilets, health centers, places of worship, and so on.

d. Accessibility

Accessibility in tourism has to do with the level of convenience of tourists to reach a tourist attraction. Availability of an important thing is also to be considered, considering that one of these aspects can have a significant influence on tourists. Transportation facilities in tourism are very closely related to accessibility, which means that the frequency of users of vehicles owned can influence long distances as if they were close.

e. Local Community

Local people are indigenous people who live in tourist areas. So, this is the community that will be the primary key to tourism because they will provide the majority or attractions as well as determine the product of a tourist. It is this local community that has been involved before the development and planning.

3. Collaborative Governance

Collaborative governance is a concept that emerges from the background of two aspects, namely the paradigm shift in the government from the government to management and the existence of complex problems that occur within the community (Emerson and Nabatchi 2013). The concept of control is the involvement of actors outside the government who respond to public problems (Dwijanto 2005). The practice of governance aims to provide public services by involving actors from the community and market mechanisms. Further, kraft governance is a process comprising the policies implemented by the government, private sector (private) and public, in the hope of resolving the complexity of the problems in society that does not involve only the government but also those of other actors.

Collaborative Governance is a government that is structured by involving a public body and non-governmental organizations in a formal decision-making process that is oriented towards consensus, and there is a division of roles to implement public policies or manage federal programs and public assets (Ansell and Gash 2008). Collaborative Governance is a response of the wishes of stakeholders involved in the implementation of development as well as responding to the limitations of government funds that cannot keep up with events in people's demands on government performance.
The implementation of collaborative governance has several objectives that can provide benefits to the government. Collaboration can be a solution in resolving complicated public affairs, the answer to the failure of policy implementation, budget efficiency, can mobilize the political interests of each actor and reduce the conflicts between interest groups that are sometimes difficult to suppress. In other words, collaboration is done because of the complexity of the interdependence of each institution. The partnership is also considered to be a result of the diversity of interests between each group, thus giving rise to a collaboration.

There are six essential criteria set out to define Collaborative Governance, which includes forums initiated by the government, involving non-government actors, each actor directly involved in decision making, and the discussion is formal and is a joint meeting, consensus-based decision making, focus collaboration in the context of policy and public management (Ansell and Gash 2008). Thus a partnership still shows that the government is the leading sector, even though it involves non-government actors. Also, collaboration must be carried out in a formal and consensus manner and carried out both in the process of formulating and implementing policies, as well as in the context of public management.

Collaborative governance has a stage in its implementation which in detail can be described as follows (Ansell and Gash 2008):

a) **Start Condition**

This initial condition is an initial condition where the Collaborative Governance process is carried out. In this case, the initial conditions are usually motivated by the same vision of the goals to be achieved, and the benefits gained in the collaboration process.

b) **Facilitative Leadership**

Leadership is a facilitator to be later able to bring the elements involved in the collaboration process. Leadership is critical to be able to embrace, empower and include all the factors involved so that the collaboration process can go as desired. The facilitative leadership role is one of the essential things to allow the involved elements that are weak so that later they can adjust.

c) **Institutional Design**

This refers to how the Collaborative Governance forum is designed, participated, all members also attend the conference, has a clear baseline, and the process is open. In this tourism development program, the primary reference that is held is Law Number 10 of 2009 which is about Tourism.
d). **Collaborative Process**

This collaboration process describes a stage that all members involved will pass. Gray defines a collaborative process into three phases, namely setting problems, setting direction, and implementing. Where in the process there are interrelated variables. *Face to face dialogue*, namely face-to-face meetings or often called communication directly between parties concerned. So that there is interactive between parties to discuss a common interest, with direct contact, it is expected that no party feels disadvantaged.

*Trust building*, build trust between the parties involved that all parties involved do have the same goal in taking the best policy for all parties. Trust is usually made from communication between related parties. *Commitment to Process* is a commitment to carrying out a process to achieve the desired common goals. Then *share understanding*, which is to share knowledge and understanding in collaboration, that the mission and forum that are created is a shared responsibility. And the last is *outcomes*, namely the results obtained from the ongoing process that can provide benefits and strategic value by all parties.

c). **Intermediate Outcomes**

Continued results from the collaboration process are realized in the form of real output or output. This is a critical process result and essential in developing a momentum that can guide the success of a collaboration. These intermediate outcomes emerge when possible goals and benefits from cooperation are relatively concrete and when ‘small wins’ of collaboration can be possible.

Thus, based on the explanation above, Collaborative governance in its implementation has a series of stages consisting of several components. These components become factors that can influence or determine the success of collaborative management. Therefore, each actor or stakeholder involved in collaborative governance must pay attention to these components. Also, the stages of *collaborative governance* also show that the implementation of collaboration does not necessarily require the involvement of government, private and community actors, but is also supported by the existence of essential components which include initial conditions, facilitative leadership, institutional design, and collaborative processes, as well as temporary results from the collaboration that can be a reference and feedback for future collaboration organizers.

In the discussion, this study seeks to link the collaboration process technically which occurs in the context of Sumenep Palace’s tourism development with a
collaborative process based on Ansell and Gash's theory which consists of face-to-face dialogue, trust building, and commitment to the process. Also, this study will also examine the results obtained in the process of collaboration between stakeholders.  

METHOD

The type of research used in this study includes the kind of descriptive analysis with a qualitative approach by providing descriptions or descriptions of collaboration carried out by the Sumenep District Government and other actors such as the private sector through travel agents and the Klenengan arts community. Furthermore, the researchers conducted the process of collecting data through interviews with the informants with *purposive sampling*. Determination of the person interviewed was done *purposively*, which was chosen with specific considerations and objectives *(Sugiyono and Kualitatif Dan 2008)*. Based on this method, the research subjects or informants in this study include employees in tourism and marketing in the Disparbudpora of Sumenep Regency; travel agent business entrepreneur Kencana Mas and Madura Trip; and klenengan music artists Kuda Panole.

This research uses two sorts of data sources such as primary data and secondary data. The primary data is the result of interviews and secondary data consist of the Performance Accountability Report of Government Agencies (LAKIP) Department of Tourism, Culture, Youth and Sports (Disparbudpora) in Sumenep Regency in 2017, Strategic Plan (Renstra) in District Shudpora Sumenep in 2016 - 2021, tourist visit data in Sumenep Regency. Data collection is carried out by the process of qualitative research, namely through the process of observation, interviews, and documentation *(Moleong 2004)*. Data collection is carried out in two parts, namely at the beginning of the research process and at the end of the research process. While the data analysis techniques used are technical qualitative data analysis which includes data collection, data reduction, data review, and conclusion *(Miles, Huberman et al. 1994)*.

RESULT AND DISCUSSION

The collaboration carried out by the Sumenep Regency Disparbudpora is also an effort to carry out the mandate of the 2016-2021 Disparbudpora Strategic Plan which aims to increase tourist attraction and preserve the local artistic and cultural values of Sumenep Regency *(Disparbudpora, Sumenep Regency, 2016)*. To achieve this goal, implementing collaboration with other parties is a strategic choice from Disparbudpora.
1. The Sumenep Regency Government Strategy in Sumenep Palace Tourism Development

Sumenep Regency also has cultural attractions that are no less interesting than natural tourism in the form of beaches, namely the tourist attraction of the Sumenep Palace. This is because the Sumenep Palace is the only palace in East Java Province. Therefore, the tourism development of the Sumenep Palace is a strategic step that needs to be carried out by the Sumenep Regency Government through the Regional Devices Organization which has a duty in tourism, namely the Department of Tourism, Culture, Youth and Sports (Disparbudpora) of Sumenep Regency.
Palace Tourism Development itself is a mandate that must be carried out by Disparbudpora based on the Regional Medium Term Plan (RPJMD) of Sumenep Regency 2016-2021. This is by one of the strategic issues that have been determined in the Sumenep Regency RPJMD in 2016, namely the importance of preserving the culture of insight into local wisdom. Thus the Sumenep Regency Government indeed considers that the development of Sumenep Palace tourism is also a rarity to keep the local culture and knowledge of Sumenep Regency.

Strategic Plan (Renstra) Disparbudpora of Sumenep Regency in 2016-2021. This is indicated by the existence of several programs such as tour package programs that work with travel agents or travel agents; tourism promotion and marketing that is not only done by Disparbudpora but also carried out by several travel travel agents; the implementation of art and culture in tourism objects through klenengan art performances at the Sumenep Palace. Thus there are three essential aspects in some of these programs, namely the effort to empower the local tourist travel agency Sumenep; tourism promotion, and preservation of the arts and local culture of Sumenep Regency through klenengan music.

2. The Sumenep Regency Government Strategy in Sumenep Palace Tourism Development Based on Collaborative Governance

Mapping of Actors Involved in Collaboration on Tourism Development in Sumenep Palace. As mentioned earlier, a collaboration is carried out by several actors consisting of government, private and community actors. Government actors can be in the form of organizations or institutions under the auspices of the government such as Dinas or OPD in the scope of local government. Private actors can be companies or business entities. While the community can be either individuals or in groups or communities. Furthermore, the mapping of the actors involved in collaboration is critical to find out whether, in the development of tourism in the Sumenep Palace which is carried out collaboratively, it has acknowledged the involvement of other non-government actors such as the private sector and the community. Therefore, for more details, refer to the table below:
Table 4.1 Profile of Actors Involved in Tourism Development in Sumenep Palace

<table>
<thead>
<tr>
<th>No.</th>
<th>Actor Name</th>
<th>Profile</th>
</tr>
</thead>
</table>
| 1   | Department of Tourism, Culture, Youth, and Sports of Sumenep Regency | • Disparbudpora of Sumenep Regency is an OPD that has the authority to develop Sumenep palace tourism  
• Engagement especially in the field of Tourism and Marketing |
| 2   | Tourist Travel Agent Kencana Mas Tour and Travel | • This agent is one of the travel agents who also offers the Sumenep Palace tour package  
• Established since 2015  
• This employee is Ramdhan and Dian as Director and Deputy Director  
• Has five employees who are *freelance* status  
• This travel agent has an office in Perumahan Battuan Blok F No 17, Sumenep Regency |
| 3   | Tourist Travel Agent Madura Trip                | • This agent is also one of the travel agents who also offer Sumenep Palace tour packages  
• Established since 2016  
• Director namely Choirul Ramadhani  
• Also has a *freelance* status system  
• This agent has an office on Jl. KH Wahid Hasyim Gang III, Sumenep Regency |
| 4   | Destination Asia Travel Travel Agent            | • This agent is an international tourist agency that specializes in providing tourism services in Southeast Asia and also has an office in Yogyakarta  
• This agent offered a Cruise Ship tour package which also took place in Sumenep Regency |
| 5   | Klenengan Art Group Community                   | • M Rifai chairs this art group  
• It consists of 30 members, but in each art performance only 15 people do it  
• The majority of its members are adults |

Source: Processed by Researcher, 2018

Based on the table above shows that in the collaboration of tourism development, Keraton Sumenep has involved government actors and non-government actors both private.
actors and the public. The government actor is the Sumenep Regency Tourism and Culture Office which covers Tourism and Marketing. While private actors, namely travel agency, which consists of Kencana Mas travel and tour, Madura Trip and Destination Asia travel agents. While the community actors involved were the Putri Ayu art group Klenengan horse group community.

a. Each Role of Actors in Collaboration on Tourism Development in Sumenep Palace

The actors involved in collaboration carried out by the government must consist of various fields or specific competencies and according to the needs of the government. Likewise in the context of the development of the Sumenep Palace museum tourism, the Sumenep Regency Government is not a single actor but is assisted by other actors in specific fields. The actors in the collaboration process of developing the Sumenep Palace museum tourism have their respective roles, with details as follows:

Table 4.2 Roles of Each Actor in Sumenep Palace Tourism Development

<table>
<thead>
<tr>
<th>No.</th>
<th>Actor Name</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Disparbudpora of Sumenep Regency</td>
<td>1. Collaborative facilitator</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2. Planning a timeline for Visit Sumenep activities</td>
</tr>
<tr>
<td>2.</td>
<td>Tourist Travel Agent</td>
<td>1. Sumenep Palace Tourism Promotion</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2. Assist in carrying out cultural festival activities at the Sumenep Palace in terms of providing transportation and tour guide accommodation</td>
</tr>
<tr>
<td>3.</td>
<td>Klenengan Art Community</td>
<td>1. Performing klenengan art performances</td>
</tr>
</tbody>
</table>

Source: Interview Results, 2018

Based on the table above, it can be seen that each actor has carried out several roles by their respective authority. As a government actor, the Disparbudpora of Sumenep Regency acts as a facilitator and plans or creates a timeline for Visit Sumenep activities in which there are cultural festival activities. The role of a facilitator also shows that the Disparbudpora of Sumenep Regency has shown aspects of facilitative leadership in the collaboration of Sumenep Palace tourism development. Meanwhile, tourist travel agents play a role in terms of promotion and help carry out cultural festival activities in terms of providing transportation accommodation and guiding foreign tourists whereas the Klole Kuda Panole art group community has a minimal role which is only performing klenengan art performances at cultural festivals.

b. Collaborative Program Conducted in Collaboration on Tourism Development at the Sumenep Palace
The implementation of the Keraton Sumenep tourism development collaboration was carried out through several cooperative programs. However, in this cooperation program, it does not involve in general tourism business activities such as hotels and restaurants, but only requires tourist travel agents. Even for travel agents do not include all travel agents who are active in tourism development in Sumenep Regency, but only involve two tourist agents namely Kencana Mas Tour and Travel and Madura Trip. Also, the collaboration also included the arts group community. The cooperation program was carried out in the form of programs and collaborative activities consisting of the Keraton Sumenep tourism promotion program, the Cultural Festival activities in August 2018 and the Keraton Nusantara festival held in October 2018.

In the promotion program, Disparbudpora involved two travel agents namely Madura Trip and Kencana Mas Tour & Travel. Travel agents in the hope of Sumenep Regency Disparbudpora so that promotions on Sumenep Palace tourism can run more massively and optimally and so as not to lose compared to other tourism such as beach tourism which is better known by tourists.

In the cultural festival activities in its implementation involved tourist travel agents who took transport pick-up and accommodation to foreign tourists who arrived via Cruise Ships. Furthermore, when data were collected, there was a klenengan music group that had welcomed the arrival at the Sumenep Palace.

While the Keraton Nusantara festival activities in 2018. This activity is actually not an activity of the Disparbudpora, but it is an activity of the Sumenep Regency Government which involves several elements of Regional Organizations (OPD) which include Disparbudpora, Department of Industry and Trade, Communication Services and Informatics (Diskominfo), Public Works Agency (Dinas PU) and Resort Police of Sumenep Regency. Also, the festival’s palace Nusantara 2018 will also involve travel agents involved in aspects serve transport accommodation, lodging, and become your guests.

However, what is unfortunate in the cooperation program for the promotion of the Palace Museum is that there is indeed no support for bound cooperation contracts. So that impressed this cooperation program does not require travel agents. Also, the attraction factor of the Palace which is still inferior to coastal tourism is another cause. Whereas in terms of the cooperation program in the Cultural Festival, travel agency agents are also involved in only two travel agents.
While the musical music group is just as a technical executor by performing arts shows in the Palace without having a more role in the decision-making process when coordinating the implementation of activities.

c. Organizing Collaboration in Tourism Development Collaboration in Sumenep Palace

1) Early Coordination

Coordination between actors involved in the collaboration process of developing Keraton museum tourism is essential. This can strengthen the synergy between actors who are collaborating. Coordination between actors can be done through a direct dialogue process. Dialogue is not only shallow but can be useful in minimizing antagonism and disrespect between actors. So that the actors involved are expected to work together by the common goals.

Coordination conducted by Disparbudpora with travel agents is carried out in two aspects which are routine coordination that is done every three months to exchange information between Disparbudpora and the travel agency. This forum was conducted in the form of a meeting like a hearing between the agency and the travel agency. Also, coordination was also carried out at certain moments; namely, when preparing for the Visit Sumenep 2018 event, this activity was attended by travel agents involved and held on May 2, 2018. Coordination was carried out to welcome the arrival of cruise ships and course tourists. Moreover, this activity was also attended by foreign tourists. So that practically Disparbudpora also involves travel agents from both inside and outside Sumenep Regency.

Besides that, in the context of the implementation of the 2018 palace festival, the first coordination was held in August 2018. As a significant activity owned by Sumenep Regency, of course, coordination must be carried out carefully. The coordination of stakeholders namely OPDs in the Sumenep Regency Government was carried out in the form of meetings and led directly by the Regent of Sumenep. The coordination was carried out about four times before the event of the National Palace Festival in 2018 held on 28-31 October 2018. Mature coordination must be honestly carried out to realize mutual trust and mutual understanding between stakeholders so that the implementation of the archipelago palace festival can run successfully and increase the branding of Sumenep Regency as a tourism area that is worth a visit in East Java Province and even in Indonesia.
2) Implementation of Collaborative Programs and Activities

a) Implementation of the Sumenep Palace Tourism Promotion Program

The promotion collaboration was carried out after the travel agent agreed on an appeal from the Sumenep Regency Disparbudpora to make a tour package to the Sumenep Palace. The promotion is carried out through various media from each travel agency. During this time promotion through the media was carried out through the social media accounts of each tourist travel agent. Kencana tourist travel agent Mas Tour and Travel has an Instagram account with the name @kencana_tour_and_travel and a personal Instagram account from the director of Kencana Mas Tour and Travel @iam_ramdhan and Madura Trip travel agent who has an Instagram account with the name @MaduraTrip. Also, promotions are also carried out via broadcast via the Whatsapp application.

The promotional cooperation program is also carried out by the travel agency Kencana Mas Tour and Travel through the provision of a one-day city tour package or a day tour package. This package explores several tourist destinations in downtown Sumenep which include the Sumenep Palace, Jamik Mosque, Asta Tinggi, Lombang Beach, Sand Mattress Village, and Keris Village with the package price of Rp. 180,000. The travel agent added that the promotion delivered to the tourists was an interesting fact that the Sumenep Palace was the only heritage building of the only Royal Palace in East Java Province. This would convey the message that Sumenep Regency has the same tourist attraction in Yogyakarta because it also has a palace as a historical and cultural tour that should be preserved and proud by the people of Sumenep Regency.

b) Implementation of Cultural Festival Activities at the Sumenep Palace

The implementation of the promotional cooperation program is carried out by the Kencana travel agency Mas Tour and Travel through the provision of a one-day city tour package or a day tour package. This package explores several tourist destinations in downtown Sumenep which include the Sumenep Palace, Jamik Mosque, Asta Tinggi, Lombang Beach, Sand Mattress Village, and Keris Village with the package price of Rp. 180,000. The travel agent added that the promotion delivered to the tourists was an interesting fact that the Sumenep Palace was the only heritage building of the only Royal Palace in East Java Province.
Table 4.3 Schedule of Foreign Tourists in Sumenep Regency

<table>
<thead>
<tr>
<th>Arr.Time</th>
<th>Dept.Time</th>
<th>Duration</th>
<th>Stops</th>
<th>Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>11.00</td>
<td>12:00 p.m.</td>
<td>30 min</td>
<td>Depart Pier and drive to Jamik Mosque</td>
<td>By coach</td>
</tr>
<tr>
<td>11.30</td>
<td>12:15</td>
<td>15 min</td>
<td>Photo stop at Jamik Mosque</td>
<td>Photo stop</td>
</tr>
<tr>
<td>12.00 p.m.</td>
<td>12:30</td>
<td>15 min</td>
<td>The town square to museum walkthrough, Warm welcome by Saronen</td>
<td>Welcome</td>
</tr>
<tr>
<td>12.15</td>
<td>14.15</td>
<td>105 min</td>
<td>Visit Museum and Palace, enjoy Klenengan performance, Refreshment, and Batik or Kris exhibition.</td>
<td>Visit</td>
</tr>
<tr>
<td>14.15</td>
<td>3:00 p.m.</td>
<td>45 min</td>
<td>Back to Pier</td>
<td>By Coach</td>
</tr>
</tbody>
</table>

Source: Disparbudpora of Sumenep Regency, 2018

The table above is a series of events for foreign tourists visiting Sumenep Regency on August 20, 2018. Also, in the sequence of events tourists took a visit to the Palace of Sumenep. The tour began with a pick-up from the travel agency Kencana Mas and Madura Trip, which collaborated to provide pick-up accommodation for transportation of two large bus fleets to Kalianget port, which then continued to the Jamik Mosque in Sumenep Regency, Sumenep District Square, and Sumenep Palace, when foreign tourists arrive at the Palace at 12:30 and enjoy the Klenengan art performances, batik performances, and the typical Sumenep keris.
c) Implementation of the Archipelago Keraton Festival Activities in 2018

The Sumenep Palace festival activity is one of the collaborative activities carried out by the Sumenep Regency government to develop tourism, especially tourism in the Sumenep Palace. This activity is also very supportive of being the promotion of Kraton Sumenep in be more recognized nationally and internationally.

The Archipelago Palace Festival in 2018 held at the Sumenep Palace was held on 28 - 31 October 2018. This activity was attended by around 150 people of the Palace consisting of the people of the Keraton Nusantara and the people of the Keraton Abroad. Furthermore, the foreign Keraton community includes several countries in Asia such as Malaysia, Thailand, Brunei Darussalam, and Pakitan. Whereas in addition to Asia, namely from Belgium and the Netherlands. This activity seeks to introduce the culture of the palace which can also be a tourist attraction in an area, including Sumenep Regency. So that through this activity, it is expected that the Sumenep Palace is not only known for its national scale but also internationally. This is important because there is still a lot of mindset from the people who think that the Palace in Indonesia is only in Yogyakarta and Surakarta. But it turns out, in East Java Province there is also the Sumenep Palace which can become a leading attraction for tourism.

d). Monitoring and Evaluation

1). Activity Achievement

The achievements of the tourism development collaboration activities of the Sumenep Palace Museum are known by several aspects such as the number of tourists and the contribution of the tourism sector to the Sumenep District Original Revenue (PAD). This, of course, can be known by making a comparison between the achievements with the previous year. In this context, the contrast emphasizes the performance of activities in 2016 with the year 2017 for aspects of the number of tourist visits whereas the aspect of contribution to PAD refers to the achievement data in 2017. This is due to the supporting reports of the Disparbudpora activities of Sumenep Regency, namely in the form of the Government Agency Performance Accountability Report (LAKIP) Disparbupora Sumenep Regency 2017.
e). Tourist Visits

Tourists are an essential aspect of the world of tourism. Tourism development in an area can be seen from tourist visits in a tourist attraction. Likewise, with the development of tourism, the Sumenep Palace Museum must also be able to attract many tourists so that it can provide benefits to the region.

**Table 4.4 Outcomes of Tourist Visit Activities**

<table>
<thead>
<tr>
<th>A form of Activity</th>
<th>Achievement</th>
<th>In 2016</th>
<th>In 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increased Tourist Visits</td>
<td>8955,946 tourists</td>
<td>1,051,145 tourists</td>
<td></td>
</tr>
<tr>
<td>a. Archipelago tourists</td>
<td>854,614 a. Archipelago tourists</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b. International tourists</td>
<td>550 b. 4,046 foreign tourists</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Disparbudpora of Sumenep Regency, 2017

Based on the table above it is known that overall the performance of tourism development activities in the context of Sumenep Regency as a whole has increased in terms of the number of tourist visits. This refers to the comparison of tourist visits in 2016 and 2017. Based on the LAKIP document of Sumenep Regency Disapprbudpora in 2017 it is known that in 2016 the number of tourists amounted to 855,946 domestic and foreign tourists and experienced an increase in 2017, with tourists reaching 1,051,145 tourists. As for tourists visiting the Sumenep Palace and Palace attractions, you can refer to the following table:

**Table 4.5 Tourist Visits at the Sumenep Palace in 2016-2017**

<table>
<thead>
<tr>
<th>Number of Student Visits</th>
<th>In 2016</th>
<th>In 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>44,357 people</td>
<td></td>
<td>66,516 people</td>
</tr>
<tr>
<td>1. 289 Foreign Tourists</td>
<td></td>
<td>1. 575 Foreign Tourists</td>
</tr>
<tr>
<td>2. 44,608 Local Travelers</td>
<td></td>
<td>2. 65,941 Local Travelers</td>
</tr>
</tbody>
</table>

Source: Disparbudpora of Sumenep Regency 2016 and 2017

Based on the table above shows that the number of tourist visits coming to the Sumenep Palace has increased. Data from Disparbupora stated that in 2016 total tourist visits were 44,357 people with details of 289 foreign tourists and 44,608 local tourists. While in 2017, the total number of tourists reached 66,516 with more information on 575 foreign tourists and 65,941 domestic tourists. Thus there is an increase in the number of tourists around 22,159 tourists.
1) Contribution to Sumenep District PAD

The collaboration carried out in the development of Sumenep Palace tourism is also expected to be able to contribute to the revenue of Sumenep Regency. Because tourism today can be an alternative for regional areas to obtain economic benefits for the region. In 2017 the percentage of the tourism sector's contribution to Sumenep Regency's income of 0.126% was obtained from the realization of the tourism sector of Rp. 2,738,850,367, divided by the realization of revenue of Sumenep Regency in the amount of Rp. 2,160,903,709,742. This figure is significant and shows that the private sector still needs to be raised in Sumenep Regency, to generate greater contributions to the Sumenep District PAD. So that Sumenep Regency not only depends on the mining sector but also on the tourism sector.

Also, for the unique contribution of the Keraton Sumenep tour, Disparbudpora does not have its data. However, when referring to the number of tourist visits to the Sultanate of Sumenep in 2017 which reached 66,516 tourists and the cost of entering the Palace ticket which amounted to Rp. Five thousand for each tourist, then Sumenep regency's income could reach around Rp. 332,580,000.

1) Problems faced in the Collaboration Process

Collaboration by actors in the development of tourism in the Sumenep Palace Museum also experienced several problems. Although overall the collaboration process has been carried out well, where several collaborative methods both in the aspect of coordination and implementation of activities have provided space for actor involvement. Actors such as travel agents, and the Klenengan arts group community. Some of the problems faced include covering the first, lack of regulatory support or legal aspects in the collaboration process. The lack of support for regulatory and legal issues in the implementation of collaboration between Disparbudpora and travel agents and art groups makes partnership have a lack of cooperation. Because indeed a company must be supported by regulations or other legal aspects so that the implementation of collaboration runs smoothly and has explicit references and not just implementing partnership.

Second, there is no direct collaboration with Hotels and Restaurants. The involvement of hotels and restaurants is only limited to providing information on tourist visits which data to the place of business of each. Furthermore, for the Sumenep Regency Disparbudpora, if it is a matter of attracting tourists, it is indeed the business of each hotel and restaurant. During this time, Disparbuspora only collaborated with travel agents, even
though in the particular context of Keraton tourism development in its promotional field, it only involved two travel agents namely Kencana Mas Tour and Travel and Madura Trip. Third, there is still a lack of involvement of tourist travel agents. There are two aspects of the problem which are suspected of being the cause of the lack of the participation of travel tour agents in carrying out tourism promotions in the Sumenep Palace. These two aspects include the loss of the tourist attraction of the Sumenep Palace compared to other tourism objects such as coastal tourism and concerning the willingness of local travel agents to open tour packages to the Palace and not only to beach tourism packages in Sumenep Regency. Therefore, so far the collaboration process that has been carried out correctly on the Sumenep Palace tourist attraction is only carried out by the Agencies of Kencana Mas tour and Travel and Madura Trip while other travel agents such as Madura Vacation and Nata Tours focus on beach tourism promotions.

CONCLUSION

Collaboration is carried out so that tourism development of the Palace Museum can run optimally. The partnership was carried out with several actors who were travel agents consisting of Kencana Mas Tour and Travel, Madura Trip, and Destination Asia, as well as the Klenenengan art group community with Putri Ayu Horse Panole. The initial coordination was carried out through regular 3-monthly meeting activities and at the coordination meeting for the preparation of cultural festivals that welcomed foreign tourists and the development of the 2018 Palace of Nusantara festival which involved related OPDs.

The implementation of the collaboration program and activities were carried out in two ways, namely the Keraton Sumenep tourism promotion program, the application of cultural festivals and the Nusantara palace festival at the Sumenep Palace. While the results of collaboration are seen with an increase in tourist visits between 2016 and 2017. However, in terms of contribution to PAD Sumenep, it seems that it does not provide significant results. Also, several problems include the absence of regulatory support or legal aspects in collaboration with Travel Agents and the Kleningan Art Group; there is no collaboration with Kotel and restaurants and the lack of involvement of travel agents.
RECOMMENDATION

Based on the problems or problems that arise in the collaboration of the development of tourism in the Sumenep Palace Museum so that that collaboration can run optimally, several things are needed which include:

1. It is necessary to issue regulations or other legal aspects such as Decree of the Regent or Head of Disparbudpora to support and become a reference for the implementation of collaboration. So collaborations can be carried out precisely according to the decisions of each actor involved.

Disparbudpora needs to take the initiative to cooperate with hotels and restaurants. This can be done by offering several collaborative programs which will undoubtedly be mutually beneficial for both parties.

2. Sumenep Regency Disparbudpora needs to increase cooperation with other travel agents, because so far all those involved were Kencana Mas travel agents and Madura Trip. In fact, in Sumenep Regency there are several other travel agents, namely Nata Tours and Madura Vacation.

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