

## Examining the Crisis Leadership of Public-Private Partnership in Ecological Based Tourism of Bromo Tengger Semeru

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### ABSTRACT

Tourism is a vital sector in Indonesia's economy, particularly in regions like the Bromo-Tengger-Semeru National Park, yet it faces significant challenges that highlight the need for effective crisis leadership within public-private partnerships for better collaborative governance. This study is aimed to evaluate the role of crisis leadership within the public-private partnership of tourism collaborative governance. This study employs a cross-sectional study involving 304 respondents from various stakeholder from Bromo-Tengger-Semeru National park (BTSNP). The study employs the SEM-PLS data analysis to evaluate the measurement model and structural model. The results of the study indicates that the important role of Public-Private partnership on collaborative governance is only indicated by several dimension, especially those of Governance, Mutuality, and Administration. However, the interaction moderation indicates that crisis leadership is only able to enhance the mutuality, norm and trust. The further discussion related to the finding is elaborated within the papers. The originality of this paper is by presenting a picture of ecological tourism management in Indonesia through the lens of public-private-partnership.

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### INTRODUCTION

Navigating during VUCA (volatility, uncertainty, complexity and ambiguity) within tourism context seems is importance to define the resiliency of tourism sector (Della Corte et al., 2021). COVID-19 has had high social, economic and environmental costs

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globally. Among all the industries, the tourism industry is one of the most heavily affected. As the pandemic spread, many countries and cities closed their borders. In 2020, international tourist arrivals decreased by 93 per cent compared to 2019 ([uwto.org, 2021](https://www.uwto.org)). The pandemic has also brought about significant changes in consumer needs and behaviour, posing major challenges for tourism destination managers and business actors ([Sarwar et al., 2021](#)). In order to recover from the crisis, an effective and responsive way of governance has been required ([Neupane, 2021](#); [Vargas, 2020](#)). The government has a role in regulating community governance ([Andres & Chapain, 2013](#)). Authority and rules can secure order and are relevant to situations where there is a hierarchical system ([Wan & Bramwell, 2015](#)). Therefore, an effective and responsive government is needed to ensure order, especially during the COVID-19 pandemic. The government can rely on traditional bureaucratic command and control mechanisms to regulate tourism ([Valente et al., 2015](#)). Bromo Tengger National Park also reported a constant decreasing visitors due to crisis during covid-19 as visitors are strictly prohibited to gather in a public spaces ([Pambudi et al., 2020](#)).

Effective and responsive governance for tourism crisis management requires the government to shift its role from a driver to an enabler to facilitate stakeholder collaboration towards a common goal ([Blackman et al., 2011](#)). This condition is important for the tourism industry, given its highly interdependent nature ([Wan et al., 2022](#)). Additionally [Wan et al., \(2022\)](#) states that the urgency and importance of building public-private partnerships during the pandemic was recently underlined by the United Nations World Tourism Organization (UNWTO) in its "2020 Global Guidelines to Restart Tourism".

Public-private partnerships (PPPs) have been increasingly utilized in the tourism sector as a means to promote sustainable development and alleviate poverty in host communities ([Deladem et al., 2020](#)). However, despite their potential benefits, PPPs in ecological tourism also face several limitations. One of the key challenges is the complexity of project approval procedures, gaps in the legal framework, and the lack of effective support for these practices in the media, which hinder the development of PPP practices in tourism. Additionally, stakeholder opposition has been identified as a central aspect of PPP failure, which has not received sufficient attention in the context of tourism ([Azazz et al., 2021](#)). Thus, to prevent and to stipulate resolution towards the failure towards the collaboration in PPP, crisis leadership by the focal point is necessary for tourism resilience ([Wan et al., 2022](#)) and tourism sustainable management ([Della Corte et al., 2021](#)).

Based on this finding we propose the role of crisis leadership to enhance the collaborative governance of ecological tourism in Bromo Tengger Semeru National Park (BTSNP) during covid-19 crisis. Crisis leadership in public-private partnerships (PPPs) of ecological tourism is a critical aspect that requires attention, especially in the context of the challenges posed by crises such as the COVID-19 pandemic. The COVID-19 crisis has significantly impacted the tourism industry, necessitating a new model of tourism governance that combines short- and medium-/long-term perspectives ([Vargas, 2020](#)). In the case of Macao, crisis leadership played a pivotal role in fostering the partnership by establishing clear communication structures, encouraging collaboration between government bureaus and tourism businesses, and devising recovery schemes ([Wan et al.,](#)

2022). This highlights the importance of effective crisis leadership in navigating the challenges faced by PPPs in ecological tourism during crises.

Furthermore, the study by Riggio & Newstead (2023) emphasizes the critical role of leadership during crises, highlighting that there is no situation where leadership is more important than during a crisis (Riggio & Newstead, 2023). This underscores the significance of crisis leadership in the context of PPPs in ecological tourism, where effective leadership is essential for steering partnerships by means the collaborative governance within crisis condition. Additionally, the study by Vargas (2020) emphasizes the need for a new model of tourism governance in response to the COVID-19 crisis, indicating the importance of adaptive and forward-thinking leadership in addressing crisis situations in the tourism sector (Vargas, 2020).

Moreover, the study by Deladem et al. (2020) focuses on the role of PPPs in sustainable tourism development to alleviate poverty, highlighting the potential for crisis leadership to address socio-economic challenges in ecological tourism through effective PPPs (Deladem et al., 2020). This underscores the broader impact of crisis leadership in PPPs, extending beyond immediate crisis response to long-term sustainable development goals. Additionally, the study by Cheng et al. (2018) emphasizes the importance of PPPs in sustainable tourism development, indicating that both public and private partners potentially fulfill a leadership role in driving sustainable outcomes.

Previous studies underscore the government's important role (Blackman et al., 2011; Vargas, 2020). During a pandemic, governments are key players in addressing key challenging issues, such as establishing isolation measures, hygiene requirements and ongoing support for tourism businesses. Several studies have also demonstrated the important role played by city leaders, whose leadership style and methods can significantly influence the recovery of the tourism sector (Abbas et al., 2021; Senbeto & Hon, 2021; Wan et al., 2022). At the same time, the government needs to facilitate public-private partnerships to ensure different sectors fully understand and cooperate with the new government requirements and to assist in offering new and innovative tourism products to accommodate market changes (Mariani & Kylänen, 2014).

This research aimed to investigate the role of crisis leadership towards the public private partnership to explain the collaborative governance regimes model during the crisis condition (such as pandemic and eruption), especially within the covid-19 within the ecological tourism context in BTSNP. Research is needed to answer not only the role of government in times of crisis, such as the COVID pandemic, but also how the government can forge an effective network of partnerships between public and private stakeholders in times of crisis and how tourism-dependent communities, policymakers, and industry can work together through shared roles and formulate strategies for recovery.

## METHOD

The methodology used in this study is to use a quantitative method using an explanatory approach. This approach involves collecting and analyzing quantitative data first, followed by collecting and analyzing qualitative data to explain or elaborate on the quantitative findings (Creswell & Clark, 2017; Olivier & Burton, 2020). The use of this method in public private is recommended to investigate the general roles of the government during crisis (Wan et al., 2022). The data collection method in this study used

a survey method. Based on the data collection, the data from this study can be categorized into cross-sectional research, namely activities held within a certain period (Azmat & Ahmad, 2022).

In this study, the total population of the study was unknown. Therefore, to determine the number of samples, the researchers used the Machin and Campbell formula (Machin et al., 2009). Based on calculating the number of samples in the calculations described are 304 respondents. The sampling technique in this study used a purposive sampling technique. The purposive sampling technique is a technique for taking samples of anyone who fits the conditions set. The criteria set in this study are that all stakeholders are actively involved in the environment around the Bromo Tengger Semeru National Park.

This research propose 6 construct namely the norm & trust, Administration, autonomy, mutuality, governance, collaborative governance, and crisis leadership. The use of collaborative governance dimensions to review the PPP interaction has been used by prior research in various context where the government is the central focal point (Anderson et al., 2017; Mauldin, 2012; Verweij et al., 2022). To measure the construct this research develop a set of research instrument consist of several list of statement on each construct. The measurement scale within the item is use five scale Likert scale as recommended by previous research (Azmat & Ahmad, 2022). The detailed statement on each is presented in Table.

Finally, the proposed structural model is evaluated using structural equation based on partial least square approach (SEM-PLS). The grand analytical process is including the evaluation of measurement model and the evaluation of structural model (Hair Jr. et al., 2017). Within the evaluation of measurement, each of construct is evaluated based on the construct validity & reliability. Based on the measurement model, all of the proposed manifest variable has met the validity and reliability test. The convergent Validity test shows from loading factor is above 0.7 and Average Variance Extracted Value is above 0.5. Furthermore, the discriminant validity in Table 1 indicates that the square root of AVE on each construct has met the Fornell-Larcker criteria. In addition to validity test, the reliability test indicates that both the Cronbach alpha (alpha) value is above 0.6 and composite reliability (CR) is above 0.7. From the evaluation of measurement model, the proposed model and measurement model has met the internal consistency criteria, thus the data can be analyzed on structural model evaluation.

**Table 1.** Measurement Model Results

Item	Loading	Alpha	CR	AVE
<b>Administration</b>		0.676	0.805	0.591
People representing partner organizations work well together	0.892			
Partner organizations leverage organizations in spanning collaboration	0.840			
Partner organizations try to take full advantage of my organization	0.815			
Your organization will cooperate fully if the partner organizations work well	0.766			
Your organization can rely on partner organizations to fulfil obligations	0.709			
<b>Autonomy</b>		0.671	0.816	0.597
Partner organizations, including yours, rely on managers to work together	0.925			
Your organization relies heavily on formal communication when working with partners	0.519			

You, as a representative of the organization, really understand your roles and responsibilities as a member of the collaboration	0.806			
Collaborative Governance		0.886	0.917	0.687
You as a representative of your organization, feel squeezed to unite goals with partner organizations	0.780			
Your organization is open to partner organizations when providing resources (time, money, effort, etc.)	0.807			
As a representative of your organization, you are allowed to make commitments without getting approval from your organization.	0.730			
<b>Crisis leadership</b>		0.916	0.938	0.754
Partner organizations positively influence your organization to provide the best service.	0.860			
Your organization sends clients to partner organizations and vice versa	0.614			
The goals and activities of your organization are the same as those of partner organizations	0.734			
Your organization and partner organizations collaborate using existing resources to achieve common goals	0.755			
<b>Governance</b>		0.875	0.91	0.671
Your organization relies on formal agreements that define relationships with partners	0.783			
Your organization relies on standard procedures when collaborating with partners	0.885			
Your organization participates on a steering board or central committee when establishing partnerships with partners	0.814			
Partner organizations take collaboration with your organization seriously	0.898			
Partner organizations, including your organization evaluate the cooperation carried out	0.699			
<b>Mutuality</b>		0.752	0.832	0.556
There is an improvement in the tourism object management system	0.803			
The number of variations of tourism attractions increased after the collaboration	0.860			
There are additional tourism complementary features (additional products that can be sold)	0.833			
I feel satisfied with all partners in collaboration	0.828			
with the collaboration, I feel there is an increase in income	0.820			
<b>Norm &amp; Trust</b>		0.864	0.903	0.651
I can negotiate when there is a crisis in collaboration	0.896			
I can control myself when there is a conflict of opinion	0.828			
I understand the basics of law relating to tourism management	0.955			
I can understand situations in collaboration thoroughly	0.924			
I have high self-confidence	0.719			

Source: Author, 2023

**Table 2. Fornell Larcker Discriminant Validity**

	Administration	Autonomy	Collaborative Governance	Crisis leadership	Governance	Mutuality	Norm & Trust
Administration	0.769						
Autonomy	-0.161	0.773					
Collaborative Governance	0.638	-0.204	0.829				
Crisis leadership	0.745	-0.201	0.837	0.868			
Governance	0.695	-0.205	0.916	0.859	0.819		



Mutuality	0.644	-0.144	0.668	0.808	0.783	0.746	
Norm & Trust	0.676	-0.222	0.808	0.826	0.843	0.785	0.807

Source: Author, 2023

## RESULTS AND DISCUSSION

### Results

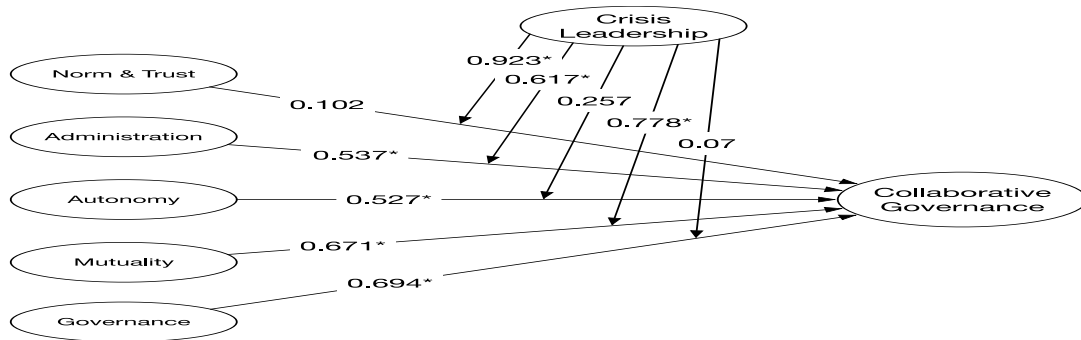
The results of data analysis is presented in Table 3. The respondent profile of each category indicates that most of the respondent were women by 59%. The age of respondent is ranged from 24 to more than 56 years old, where the dominating age are between 32 to 39 years old by 35%. The educational level of the respondent is mostly at undergraduate level. From the role within BTS, most of the respondent are SME's owned and regional government actors.

**Table 3.** Respondent Demographic Profile

Profile	Frequency	Percentage
Gender		
Man	132	43.3%
Woman	172	56.7%
Age		
24 – 31	56	18.3%
32 – 39	108	35.6%
40 – 47	73	24.0%
48 – 55	35	11.5%
≥ 56	32	10.6%
Education Level		
Diploma 1	6	1.9%
Diploma 3	29	9.6%
Undergraduate Level	99	32.7%
Elementary School	18	5.8%
Senior High School	105	34.6%
Junior High School	47	15.4%
Role within BTS		
Tour Operators/Street vendors Association	18	5.8%
Tourism Actors/SME's	94	30.8%
Tourists/Tourists	44	14.4%
Regional government	67	22.1%
Local Government	41	13.5%
BTSNP Manager	44	14.6%

Source: Author, 2023

From Table 3, it is known that the R square value is 0.938. In contrast, the proposed model, which consists of five independent variables, can explain collaborative governance of 93.8%, whereas other variables outside this study can explain the other 6.2%. Based on the results of the predictive relevance analysis, it is known that the Q-square value is 0.554, which means that this research has a good observation value because the Q-square value is > 0 (zero). The analysis of hypothesis testing presented in Table 4 and Figure 1 indicates that the mutuality, governance, and crisis leadership variables can directly affect collaborative governance. In contrast, the variables norm & trust, administration and autonomy do not have a significant effect. Furthermore, from the effect of moderation testing, it is known that the crisis leadership variable can moderate the influence of norms & trust on collaborative governance and moderate the effect of mutuality on collaborative governance (Table 4 & Figure 1).



**Figure 1.** Structural Model of Hypotheses Testing  
*Source:* Author, 2023

**Table 4.** Hypotheses Testing Results

Hypotheses	Estimates Value	Standard Deviation	T Statistics	Results
<b>Direct effect</b>				
Norm & Trust → Collaborative Governance	0.102	0.263	0.389	Non-Significant
Administration → Collaborative Governance	0.537	0.203	2.645	Significant
Autonomy → Collaborative Governance	0.527	0.231	2.281	Significant
Mutuality → Collaborative Governance	0.671	0.319	2.105	Significant
Governance → Collaborative Governance	0.694	0.252	2.754	Significant
Crisis leadership → Collaborative Governance	0.782	0.396	1.977	Significant
<b>Interaction Moderation</b>				
Norm & Trust x CL → Collaborative Governance	0.923	0.234	3.944	Significant
Adm x CL → Collaborative Governance	0.617	0.235	2.625	Significant
Auto x CL → Collaborative Governance	0.257	0.395	0.652	Non-Significant
Mut x CL → Collaborative Governance	0.778	0.361	2.155	Significant
Gov x CL → Collaborative Governance	0.070	0.504	0.41	Non-Significant

*Source:* Author, 2023

**Discussion**

From the presentation of the results above, it is known that only governance has a positive influence from the public-private partnership dimension. This can be caused by the occurrence of public-private-partnership within the TN-BTS environment, which still needs to be mature enough (settle). This is in line with our previous finding, where the implementation of a settled partnership among stakeholders is indicated by the existence of promotional activities related to continuous collaboration (Sentanu et al., 2023). Furthermore, Abbas et al. (2021) argued that in cases of managing regulations with low professionalism can be reduced by reducing the intensity of regulation from the central government. Thus, the decentralization function is something that can improve PPP in collaboration. The detailed discussion related on each results is presented in the following discussion.

The hypotheses testing indicates insignificant results which means there is inability of norm and trust within the public-private partnership within the BTSNP context during the crisis. The failure of norms and trust in collaborative governance within the BTSNP can manifest in several ways. For example, stakeholders may fail to

participate fully in the process, withhold information, or act in ways that are inconsistent with the group's goals (Ansell & Gash, 2018). They may also engage in behavior that undermines the group's sense of trust and cohesion, such as making personal attacks or engaging in positional bargaining (Parks et al., 2013). In extreme cases, the failure of norms and trust can result in the collapse of the collaborative process, or a decision that is not supported by all stakeholders and is therefore less likely to be implemented successfully (Gillespie & Dietz, 2009).

To overcome the failure of norms and trust in collaborative governance, it is important to prioritize building relationships and creating a shared sense of purpose among stakeholders. This can involve investing in communication and conflict resolution skills, establishing clear and consistent norms and expectations, and addressing power imbalances or other sources of distrust (Davies & White, 2012; Gillespie & Dietz, 2009). Additionally, it may be helpful to establish mechanisms for monitoring and enforcing norms and holding stakeholders accountable for their actions, such as peer review or independent oversight.

Second, while administration can play a facilitative role in collaborative governance by providing resources, expertise, and logistical support, its influence is generally more indirect than direct. This is because collaborative governance is a bottom-up approach, where stakeholders are responsible for identifying and defining problems, developing solutions, and implementing them (Koontz & Newig, 2014). In contrast, administration typically operates from a top-down perspective, with defined roles and responsibilities and established hierarchies (Kim et al., 2014). In summary, while administration can have a supportive role in collaborative governance, its influence is often indirect and limited by bureaucratic and political considerations. Successful collaborative governance depends on the active engagement of stakeholders and their ability to work together in a flexible, creative, and constructive manner.

Thirds, while PPPs can be useful tools for delivering public goods and services, the degree of autonomy afforded to private partners can also limit the potential for collaborative governance. This is because a high degree of autonomy can create power imbalances between the public and private sectors, which can lead to conflicts of interest, information asymmetry, and reduced transparency (Martínez-Ferrero et al., 2016; Marx, 2019). For example, if the private partner has significant control over project design and implementation, they may be less accountable to the public and less responsive to their needs and preferences (Acar et al., 2008; Arandel et al., 2015; J. M. Brinkerhoff, 2002). Additionally, if the private partner has significant financial or legal leverage, they may be able to use this to their advantage, at the expense of the public interest. This can create a situation where collaboration is less effective, as the private partner has less incentive to work with the public sector to achieve shared goals.

In PPPs, mutuality can be enhanced by establishing clear and transparent communication channels between public and private partners, promoting stakeholder participation and feedback, and establishing mechanisms for shared decision-making. This can help to build trust and foster a sense of shared ownership, which can improve the likelihood of successful collaboration and shared outcomes. Additionally, mutuality can help to promote a more equitable distribution of benefits and risks between public and private partners (Arandel et al., 2015; J. M. Brinkerhoff, 2002). When partners share a common set of goals and interests, they are more likely to negotiate mutually beneficial



agreements that reflect the needs and priorities of both sectors (D. W. Brinkerhoff & Brinkerhoff, 2011). This can lead to better outcomes for the public, as well as improved efficiency and effectiveness in service delivery. Moreover, mutuality can help to promote learning and innovation within PPPs. When partners share a common set of goals and values, they are more likely to be open to new ideas and approaches, and to engage in ongoing learning and adaptation (Cannata et al., 2017). This can help to improve the effectiveness of PPPs over time, and to generate new ideas and best practices that can be shared across sectors. In summary, mutuality constructs can have a positive impact on collaborative governance in PPPs, by promoting shared understanding, trust, equity, learning, and innovation. By fostering a culture of collaboration and partnership, PPPs can become more effective tools for delivering public goods and services, while also promoting the development of strong and sustainable relationships between public and private partners (Berrone et al., 2019; Dwyer et al., 2020).

Fourth, the governance in public-private partnerships can significantly increase collaborative governance in tourism, leading to a range of positive outcomes for both public and private partners, as well as for local communities and tourists. By working together through collaborative governance, public and private partners can build stronger and more sustainable partnerships, leading to more effective and innovative tourism development initiatives (Bramwell, 2011; Bramwell & Lane, 2011; Bramwell & Sharman, 1999).

On the other hand, dealing with unexpected situations reflected by crisis leadership is known to have a positive and significant influence. This means that the government's role as the center of collaboration must be able to reduce panic and provide an understanding of alternative solutions in dealing with crises. Wan et al. (2022) argue that the government as a policymaker is central in dealing with crises such as the COVID-19 pandemic. Some things that can be done include the 4 steps of the problem setting, direction setting, structuring and outcomes (Wan et al., 2022). Furthermore, Khorram-Manesh & Burkle (2020), in a crisis such as COVID-19, the role of crisis leadership in a public-private partnership is important.

Crisis leadership can play a critical role in shaping the relationship between public-private partnerships (PPPs) and collaborative governance. During times of crisis, such as natural disasters, pandemics, or economic shocks, the ability of public and private partners to work together effectively through collaborative governance becomes even more important. Crisis leadership can help to foster a culture of collaboration and partnership, while also providing direction and guidance to public and private partners. Here are some ways in which crisis leadership can impact the relationship between PPPs and collaborative governance: 1) facilitating communication and information sharing: Crisis leadership can help to ensure that public and private partners are communicating effectively and sharing information in a timely manner (Mora Cortez & Johnston, 2020). This can help to improve the quality of decision-making and ensure that resources are being used in an effective and efficient manner; 2) Building trust and mutual understanding: Crisis leadership can help to build trust and mutual understanding between public and private partners (Kapucu, 2011; Kapucu et al., 2010). By working together through collaborative governance during times of crisis, public and private partners can develop a shared sense of purpose and commitment, leading to stronger and more sustainable partnerships in the long term; 3) Fostering innovation and creativity:

Crisis leadership can also help to foster innovation and creativity in the development of new solutions and approaches to addressing the challenges posed by a crisis (Torfing et al., 2019). By encouraging public and private partners to work together through collaborative governance, crisis leadership can facilitate the development of new ideas and approaches that might not have been considered otherwise; 4) Ensuring effective resource allocation: During times of crisis, there is often a need to allocate resources quickly and efficiently. Crisis leadership can help to ensure that resources are being used in an effective and efficient manner, while also taking into account the needs and perspectives of all stakeholders (Ritchie, 2004); 5) Supporting sustainable and equitable recovery: Finally, crisis leadership can help to support a sustainable and equitable recovery from a crisis (Schneider et al., 2010).

In summary, crisis leadership plays a critical role in shaping the relationship between PPPs and collaborative governance during times of crisis. By facilitating communication, building trust and mutual understanding, fostering innovation and creativity, ensuring effective resource allocation, and supporting sustainable and equitable recovery, crisis leadership can help to ensure that public-private partnerships are effective tools for addressing the challenges posed by crises.

## CONCLUSION

Effective and responsive governance for tourism crisis management requires the government to shift its role from a driver to an enabler to facilitate stakeholder collaboration towards a common goal. During a pandemic, governments are key players in addressing key challenging issues, such as establishing isolation measures, hygiene requirements and ongoing support for tourism businesses. Therefore, research is needed to answer not only the role of government in times of crisis, such as the COVID pandemic, but also how the government can forge an effective network of partnerships between public and private stakeholders in times of crisis and how tourism-dependent communities, policymakers, and industry can work together through shared roles and formulate strategies for recovery. COVID-19 tourism research should not only be a means of overcoming the crisis and continuing the previously charted economic growth trajectory. The research should lead to refocusing, reframing and reinterpreting the research question, methodology and results. The role of tourism stakeholders is expected to redirect action, behaviour and evolution. Furthermore, from the effect of moderation testing, it is known that the crisis leadership variable can moderate the influence of norms & trust on collaborative governance and moderate the effect of mutuality on collaborative governance.

From the presentation of the results above, it is known that only governance has a positive influence from the public-private partnership dimension. This means that the government's role as the center of collaboration must be able to reduce panic and provide an understanding of alternative solutions in dealing with crises. This approach not only builds public trust but also enhances the overall effectiveness of future collaborative efforts.

However, our research is conducted with several limitation. First, from our study we conclude that there is immature PPP practices within the BTSNP context. This results may differs with another research where the PPP practices are settled down. Second, the governmental role as the central point in crisis leadership seems to have a narrow focus

as within the BTSNP issues during crisis. Thus future studies could investigate deeper this issues by conducting in-depth interview investigating the crisis leadership role of the government as the central point as the ecological based tourism is more governmental centric rather than private sector centric.

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