

WATER TOURISM CONFLICT RESOLUTION THROUGH GOOD GOVERNANCE (STORY FROM INDONESIA)

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Abstract

This paper discuss good governance model for conflict resolution around water tourism area in Indonesia. This paper developed structural factors that influence water tourism such as the population, economic development, regional generated revenue, real-time sector revenue, poverty rates, and water management which is the focus of the study affected the rising of the water conflict. This study is field research qualitative study. The objects in this research are water tourism stakeholders which are composed of three different water tourism management in Karanganyar, Central Java, Indonesia, namely Grojogan Sewu, Jumog and Peblengan. This study conducted in Karanganyar as a district that has a natural beauty with huge potential to further develop its natural attractions. The data sampling is done by observation and interview. From the result of this study it can be concluded that (1) there needs to be a clear explanation for the villagers near the water tourism area that the natural resources of water needs to be preserved and used moderately ; (2) a communication needs to be established between the stakeholders and those using the water resource, for the sake of the villagers' welfare as well as the economic improvement; (3) the government, both the regional government as well as the central government need to make regulation to keep the condition of the nature without ignoring the possibility of conflict ensuing because of water usage by the villagers; (4) increasing the role of the villagers in managing the water resource so that there will be no prolonged conflict in the future.

Keywords: Conflict Resolution, Water Tourism, Good Tourism Governance, Indonesia

1. BACKGROUND

Indonesian Government during the new order era applied centralization system in managing the government system. The management of the governing system was fully in the hand of the central government, including all the policies, authorities, up to responsibilities. The regional governments during the new order were passive and only held small parts of the overall responsibilities. However, as time goes by, the urge to execute regional autonomy sparked. The urge came from the internal as well as external condition of Indonesia during that time. The internal came in the form of the people's demand for transparency and autonomy (decentralization), while the external condition was from the demand of competing force from each countries because the world globalisation.

The decentralization system in government management was not used anymore since the application of Law No. 22/1999 that also marked the end of Soeharto's reign as a president. The law No. 22/1999 underwent an amendment and changed into the law No.32/2004 related to regional autonomy. The law No.23/2004 implies maximum regional autonomy for the regional governments (Halim, 2012). The autonomy is given for each region in order to give each government the possibility to explore and manage their own resources for the sake of the

people's well-being. The regional autonomy is given to all governmental management divisions at the regions, including resource management such as water resource.

The application of regional autonomy brings consequences towards the authority of certain regions in managing it's own natural resources. The resource management causes exploitation especially the water natural resources. This causes a shift of water resource which initially was resources for the people's well-being, into a resource of commercial commodity. The areas with water resource usually would regulate certain limitations of water usage as well as labeling cost for any regions or countries enjoying the water resource they have. Conflict would arise when the usage quote and the costs were not in balance (Halimatusa'diyah 2013).

In term of natural resource, economic commodity in free market would boil up a conflict of interest between groups with better natural resources and group with less or even no natural resources. Thus, the social gap urges the spark of conflict. Social gap and conflicts related to natural resource come out as a result of pollution and natural damages occurred as well as inequality of profit distribution from the natural resource (Green 2005).

Tourism is one of the largest industries in the world, contributing as much as 9% for Gross Domestic Product (GDP) and this sector has been identified as a

potential income (Ahmad 2013). Tourism section could also be considered as a significant contributor in government's effort in differing the dependent on primary export products (natural gas and oil). Hence many government plans are directed in the tourism sector (Scheyvens 2011).

Tourism is a tool that is hoped to be able to cause significant improvement of the people's well-being in Indonesia. That is why tourism development always becoming the priority for the government. The national goal of Indonesia in improving the people's well-being through tourism is engraved in the Indonesia Constitution - UU No. 10/2009 about tourism. In section 4 of UU No. 10/2009, it is mentioned that the objective of tourism is to improve the economic development, enhance the people's well-being, abolishing poverty, solving the problem of many unemployed people, preserve the nature, environment, as well as resources, advancing the culture, polishing the country's image, building nationality, empowering the country's dignity as well as tighten the unity of the country both within and outside with the other countries.

In Indonesia, many of the regional governments either directly or indirectly depend on the tourism in their regional generated revenue - Pendapatan Asli Daerah (PAD). One of the examples of how a regional government depends on the tourism sector for its PAD can be seen in Karanganyar Regency. Based on the annual financial report in 2010 up to 2013, the tourism sector of Karanganyar Regency contributes as much as 1% of the total regional retribution. Even though the number is not quite significant, the impact of the tourism sector indirectly will live up the other sector such as lodgings, restaurant & dining places, as well as parking lots.

Karanganyar Regency is located bellow Mount Lawu at its west side, or east of Solo or Surakarta (Tourism and Culture Department of Karanganyar Regency, 2015). With its beautiful panorama, Karanganyar Regency has potential in tourism department, especially in water attraction. According to the Tourism and Culture Department of Karanganyar Regency, there are at least 6 to 15 natural tourism spots (water) in Karanganyar. However, the fact that abundance of natural resource (water) becoming an important part of the tourism, has created a trouble instead. Conflicts emerge between the government (as the regulator or the authorities in charge), the investors and the native of Karanganyar (as the one using the water at the tourism spots).

The tourism spots with supporting natural beauty, still hides several problems that must be tended and solved immediately. There are all kinds of problem and it has to be solved in order to achieve successful tourism development. Conflict of natural resources mainly water resources happens between the people as the managers, with an investor at Karanganyar Regency. It creates various problems which later causes the decrease of the tourist's interest for the tourism spots there.

This study discusses on three natural tourism spots (water) in Karanganyar Regency which are GrojoganSewu (waterfall), SaptaTirtaPablengan, and GrojoganJumog. Those three tourism spots (water) at Karanganyar Regency have problems and conflicts related to their management. The management

problem of those three tourism spots is related to the organization, distribution, financial, capacity, as well as management. The management problem involves internal and external stakeholders in managing the tourism spots (water). The stakeholders are the people around the tourism spots, the Regional Government of Karanganyar Regency, the Manager (Independent), and the Investor.

Grojogansewu has problems related to Organization, Distribution, and Financial. An interview with "Mr. S" at "GrojoganSewu" area shows that the water for the people was not distributed evenly because the water distribution was concentrated only at "GrojoganSewu" which is at the north part of Tawangmangu. In 1999, regional autonomy causes "GrojoganSewu" to be an object of dispute between the central government and the regional government. The management of "GrojoganSewu" is done by an independent party, but with various reasons the independent party refused to contribute and increase the retribution. The resolution for the problem was by holding a meeting and coordination was done in daily basis for the people using the water, stop adding the numbers of parties managing the water in the tourism spot, and for the people, it is forbidden to add the amount of water distributed and there shall be no new waterway based on fair distribution, both for household needs as well as for commercial needs.

The management of Jumog Waterfall was done by the Village's Owned Enterprises (BUMNDes). However, there are still problems with the management of GrojoganJumog. The problem is mainly from the different treatment of the people with assets and those without. The people who have assets or shares on the waterfall area are given authority to manage and process the resource without having to pay any retribution, but this does not apply for those who do not have any shares on the waterfall. Regional government has the tendency to let the management of the waterfall run in the hands of the people, without having any intention to join in for help and this causes the existence of conflicts to be somehow ignored. This gets worse by the difficult access to the waterfall. The resolution is done by holding a regular meeting to improve the management of the water, cleaning the areas around the stream, establishing organization that involves the people living around the area, the governments from the village as well as the region work together to improve the potential of the tourism spot management, and the regulation that fixate the usage of the water by people from the other area have to pay for contribution for the sake of the preservation of the existing water sources.

The SaptoTirta Area, Pablengan, is a natural tourism spot located at the highway connecting Karangpandan and Astana (royal cemetery) MangadegGirilayu. The conflict of this area arose between the Regional Government (Pemerintah Daerah, Pemda) Karanganyar with Mangkunegaran Surakarta family, related to the authority for water management around SaptoTirta area. The authority implies toward the management of water usage as well as the procedure on pilgrims visiting the royal cemetery of MangadegGiriBangun. The conflict resolution of this problem is by the involved parties in SaptoTirta area, which are PemdaKaranganyar and

Mangkunegaran Surakarta Hadiningrat, holding up a gathering to distribute various workload needs to be done. Visitors have to take a bath to purify themselves before they started their pilgrimage at the cemetery and that will results in busy day not only at certain times (Jum'at or 1 Suro).

This paper is trying to see how conflict resolution to handle problems around water tourism area at Karanganyar Regency has developed structural factors such as the population, economic development, regional generated revenue (Pendapatan Asli Daerah, PAD), real-time sector revenue, poverty rates, water management which is the focus of the study affected the rising of the water conflict. The difference in structure often causes the existence of alternative choice for revenue improvement as well as regional welfare through the compensation cost of water usage by other regions. If an agreement regarding the water usage compensation fee is not established, then conflicts often become the solution as a form of negotiation and protest from the regional government owning the water resource.

2. LITERATURE REVIEW

UU No. 7/2004 about Water Management explains that water resource is a blessing from God the Almighty and give advantage for the sake of the well-being of all the Indonesian people in every sectors. In tourism sector, depending on the clean water source and other important factors of clean water usage (Gossling et al. 2012), clean water supplies, poor water quality and limited or media description of critical water supplies could create a bias that endangers the image of tourism destinations (Gossling et al. 2012; Hall 2010; Hall and Härkönen 2006).

The continuity of tourism depends on the quality of the water as well as the quantity of the water (Cole 2012). In 2020, the tourism contribution for the water usage have the tendency to be keep increasing, marked by i) the increase of the tourists number, ii) high hotel standard, and iii) the increase of water usage intensity for tourism activity (Gossling et al. 2012). The increase of the tourism contribution caused water supply to decrease, and of course this causes a big challenge to raises before the people, but this also have to be a strategic consideration and an important factor in the company planning, including tourism company. One of the strategic questions including, for example, how the tourism operator could give contribution in the preservation as well as responsibility towards the water, responsibility for the water management at the tourism spots, the tourism manager has to really being involved in the planning of the water management (Becken 2014). When the water is considered to be a critical resource, various indicators to measure the water supply and water usage intensity has been developed, generally with the objective to decrease water consumption by decreasing direct water usage (Gössling 2015).

The abundance of natural resources could increase the risk of a conflict, has become a pioneer in how to see relation between natural resource and conflict (Halimatusa'diyah 2013). Conflict itself is a differences between groups who competes in authority and usage, as well as responsibility on

natural resources (Green 2005). Other than that Sultana (2011) stated that the usage, management, and ownership as well as conflict could be mediated through social authority relation, but also through emotional geographic whereas the gender subjectivity and emotional is natural relation of the people in everyday life. Contest for resource and conflict is not only a material, but also an emotion, mediated through the body, space, and emotion.

The limited natural resource (water) causes water shortage. This shortage brought main risk of international conflict fighting over natural water resource. Internal conflict risk in a Country is actually greater than the external one. The conflict happened not only because of water shortage, but also because changes adopted by the organizations in order to adapt with the water shortage conditions (Ohisson 2000). The importance of water in a situation such as water shortage often causes problem in everyday life. Thus, conflict for water dominance could not be avoided (Gossling et al. 2012). Other than that, water usage conflict is also caused by the factor of increasing water need while there is a shortage of water supply (Chanya et al 2014). This conflict often surfaced not only between people with interests, but also between areas upstream and downstream in the process of water relocation from farming and industry (Wang et al 2015).

The conflict proofs the need of conflict management. Management could be done by withdrawing, problem solving, and forced obedient. Individualistic culture usually chose forced obedient as the conflict management more often than those with collective culture (Kaushal and Kwantes 2006). Collective culture has an interesting style for conflict management. Compromising and problem solving are more preferable for conflict management than in place with individualistic culture (Holt and DeVore 2005).

Local wisdom such as humanity, togetherness, brotherhood and other characteristics are gradually gone from the culture of the people these days. Vision as well as the ideology of development, which suggest more on economic, physical, and material development, more or less affect the way people thinking, away from the spiritual and local wisdom they used to apply and believe in. Resolving a conflict with wisdom, through humanity approach is a wonderful thing. Local wisdom of the people around the area should be done by preserving the nature (Wibowo 2007).

Conflict resolution by improving the local management could be successful. However, without an active support from the government, the conflict would last longer instead. Conflict Management and Resolution depends on the government's capability to (i) classifying positive and negative conflict; (ii) pinpointing the root of the conflict as well as thinking up a solution for the root problem; (iii) strengthen the capacity of the government's institution in conducting conflict management (Bennett et al 2001).

Solving a conflict for water resource is a complicated task. Power and wisdom are important quality needed, but regulation also plays an important part in this. Conflict resolution only possible when both parties consider the solution suggested in fair situation (Mianabadi et al 2014). Instrument conflict resolution does not work well in

solving the conflict for water allocation, because they ignore the interests and advantage from those with interests over the water, especially groups with interests (Wang et al 2015).

While cooperation and conflict could line up together, water conflict happens while the water demand is high, while the supply is low. There is a restrain towards conflict. In the end, generally cooperation when water problem shows up while the water demand is lower and supply is higher, restrain from the ensuing conflict (Böhmelt et al 2014). Dialog approach is done to develop participation process of the people in resolving the water conflict (Chanya et al 2014).

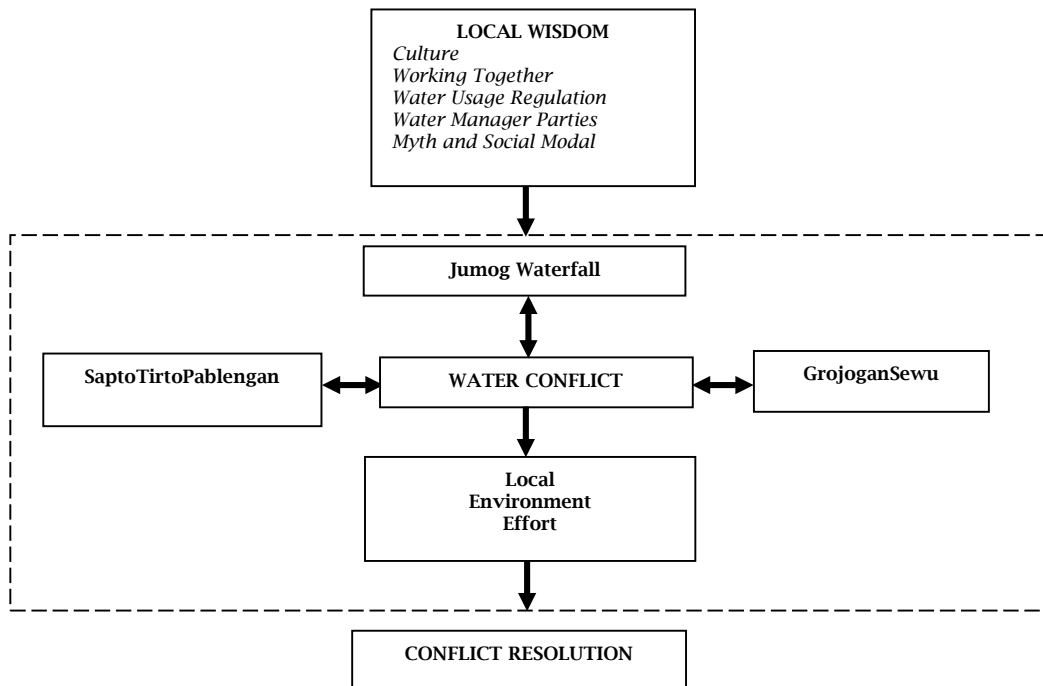
Struggle over water resource has caused a conflict between the interest holders. Therefore, conflict resolution is focused more on negotiation process (Mianabadi et al 2014). There in an opinion that stated, transaction happened during negotiation agreement, is an obstruction in conflict resolution mechanism in this water agreement. The transaction cost never the same and depends heavily on the

context of where the negotiation is held (De Bruyne and Fischhendler 2013).

This effect later causes the water conflict shown in the form of protest by the people such as, water shortage of water pollution, and transforms the farming field which considered not profitable into a tourism spot. This water problem happens between various actors, whether it is vertically between the people and the investors, or horizontal between farmers and farmers. The water conflict also happened in tourism area, especially during the drought season where the water intensity is relatively small. This study also attempt to see the similarity or difference of the conflict happened in GrojoganSewu, Jumog Waterfall and SaptoTirtaPablengan Karanganyar. After understanding the comparison between conflicts happened at these areas, relevant solutions are sought to solve the ensuing conflict.

Beginning from this thought, schematically, the train of thought of this study could be depicted as follow.

Figure 1. Research Model



2. RESEARCH METHOD

This unique problem that is used as the focus of this study in tourism areas is studied with qualitative descriptive method. The qualitative study here is a field research. This field research method is a method used to undergone social research by doing direct observation in the field and doing the written analysis later. This method is chosen because with this method, the researcher could comprehend the situation in real-time and more clearly. The data sampling is done by observation and interview, as well as library research.

2.1. Research location

The research is conducted by interviewing the tourism manager of GrojoganSewu, Jumog Waterfall and SaptoTirtaPablengan Karanganyar, and the stakeholders of water user at the area, in order to gather data from various perspectives. It is hoped that with this research, the researcher could understand the conflict over water including the area around tourism spot GrojoganSewu, SaptoTirtaPablengan, and Jumog Waterfall.

2.2. Data sampling

The data sampling technique used in this research is observation. Observation is done by directly

observing the research location, while recording the data of the observed phenomenon systematically. Interview is a data gathering method through asking questions (interview) directly towards the interviewee. During the process, the interview type is the in-depth interview, following a preset interview guide to asking questions for the parties directly involved in the water conflict.

2.3. Data analysis

Generally, the data analysis is conducted in several steps such as data reduction, by identifying units. At first the units are identified up to the smallest count found in the data which would have certain meaning when connected to the focus and problem of the research. Then Categorization is done, which is a process to classify the units into several groups with the same similarity. The next process is sterilization, which is a process of finding relation between one category with the others. The last process is drawing conclusion. Data verification in this research is done continuously during the research. After the data gathering, the researcher analyzes and trying to find the meaning from the data gathered. The researcher looks for any pattern, theme, or relation, which later will be drawn as the conclusion.

The presentation of the result of this analysis is in narrative style, with additional charts and pictures. This is to make it easier for the reader to understand the research result which later will be attached with the result interpretation in accordance with the theory and frame of thought in general.

2. DISCUSSION

Conflict happens not because of the existence of differences between those with production facility and those without. It happens because there are differences in degree of authority and domination between associates. Social conflict becomes the structural source, which is the relation between authorities in the social structure of social organization. In other words, the conflict between groups, seen from the view of legality of authority relation exists or from the view of local social structure (Dahrendorf 1957).

Conflict does not root in the psychological, but in certain imperative coordinated in social association. Therefore, the parties winning the conflict of course would make the other parties bow down towards the authority of the winner. Factors that ensues conflict: (i) Individual difference, including differences in opinion and emotion; (ii) Background difference of culture, creating different personalities; (iii) Difference of interests between individual and group, and (iv) Changes of values, fast and sudden in the life of the people.

3.1. Local wisdom for Water Management

In the middle of all the violence and greeds as well of critical condition of local culture, the bond between individuals gradually thinned out. Despite that, at some places in Indonesia, there are still those who preserve the harmony of living together, with the guidance of the ancestor and local wisdom applied in the middle of the people's daily life. Resolving a conflict with wisdom, through humanity approach is a wonderful thing. The local wisdom comes in the form of tradition of using plain flour to resolve the conflict.

According to "Mr. S", the manager of GrojoganSewu, the people hold a believe that people have to always preserve the natural resource and doing rituals at the spring of GrojoganSewu by bringing foods and doing purification rituals around the streams of the river for the longevity of the streams. This ritual is called "Dawuan", which is an annual rite. "Dawuan" also done at Jumog Waterfall annually said "MrSl", other than that, this is done to preserve the water supply so the people could farm and the soil is healthy keeping water supply for the future use too.

3.2. Conflict and conflict resolution in Karanganyar

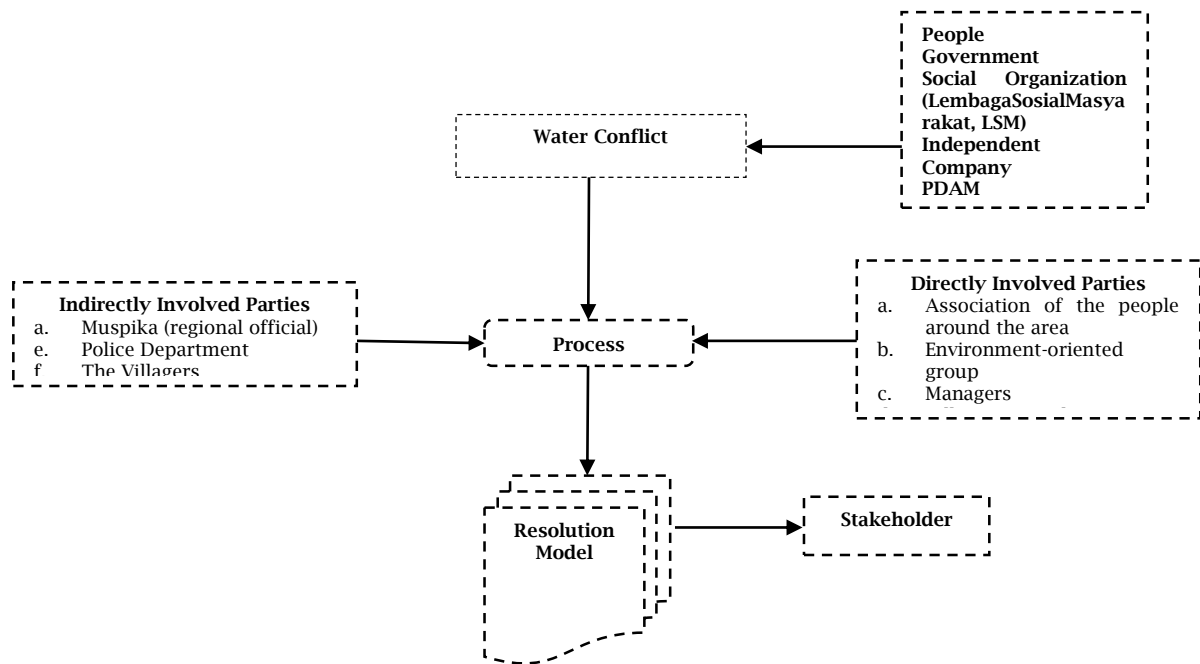
To give a sound resolution related to the management of water resource at Tawangmangu, there are several things need to be done to suppress the conflicts among the people. "Mr. J" stated that the conflict resolution could be done by involving a forum, focusing on the environment, to work together; Giving explanation for the people around the area, on how to properly managing water to preserve the nature as well as the quality of the water; Not mending with the existing regulation because that may trigger another conflict. "Mrs. DA" explained t5hat conflict resolution related to the problem with PemdaKaranganyar could be done by holding a socialization of the entrance fee for the water park at GrojoganSewu, which has been long since becoming the concern of the people around the area. Meanwhile, "Mrs. W and Mr. SS" stated that each leader of the groups shall have coordination with the rest of the member in suppressing the ensuing conflict.

The conflict resolution is hoped to establish a solid schedule for water distribution for each parties. The best model for the conflict resolution is a forum held for every parties involved in the water resource conflict. An agreement must be reach related to the usage of water resource as well as the preservation of the said resource around the water tourism area.

Table 1. Conflict Resolution Model

<i>Problem</i>	<i>Objective</i>	<i>Conflict Resolution Process</i>		<i>Result</i>
		<i>Involve Parties</i>	<i>Roles of the Party</i>	
<p>A condition where there is a clash of goals between the parties, ensuing conflict. Marked by a tension in the relation between the parties and/ or the intention of avoiding each other.</p> <p>Factors of Conflict:</p> <ul style="list-style-type: none"> - Individual differences, including differences of opinion and emotion. - Difference of background of the culture causing different personalities. - Difference of individual and group interests. - Changes of value which happens so fast and sudden among the people's daily life. <p>The conflict ensuing at GrojoganSewu :</p> <ol style="list-style-type: none"> 1. Pemda demands ownership over the water tourism spot, GrojoganSewu 2. The people demand water supply without having to undergone complex procedure. 3. The company managing the tourism spot demands contribution fee for every water used for private and farming needs of the people around the area. 	<p>Making a conflict resolution model of management and processing of water resource, involving several parties with interests over the matter, which are:</p> <ul style="list-style-type: none"> - Pemda (Regional and Central) - Manager (Independent) - Social Organization (LembagaSosialMasyarakat, LSM) - People <p>It is hoped that the resolution method could suppress any ensuing conflict between stakeholders at GrojoganSewu, Karanganyar</p>	<ol style="list-style-type: none"> 1. Directly Involved Parties <ol style="list-style-type: none"> a. Association of the people around the area b. Environment-oriented group c. Tourism manager 2. Indirectly Involved Parties <ol style="list-style-type: none"> a. Muspika (regional official) b. Police Department c. The Villagers 	<ol style="list-style-type: none"> 1. Directly Involved Parties <ol style="list-style-type: none"> a. Facilitating the people to conduct a meeting. b. Gathering the villagers and grouping them into members with water distribution to solve the problem together. 2. Indirectly Involved Parties <ol style="list-style-type: none"> a. Contributing tree buds for reforestation program in the effort to preserve the water supply. b. Warn the environment-oriented group when there is any cheating villager and help in keeping the condition of the forest. 	<ul style="list-style-type: none"> - There is still no clear conflict resolution regarding the ownership of the water park. Whether it is the Regional Government of Karanganyar and Conversational Division of Natural Resource (BalaiKonservasiSumberDayaAlam, BKSDA) under the Ministry of Forestry. Therefore, further discussion needs to be done between the two parties. - Conducting an environment-oriented forum to talk about the best way to preserve the water. - Giving socialization for the villagers regarding the water usage both in preserving the nature as well as the quality of the water. - The group leaders coordinate their members to discuss the solution to keep the conflict to minimum and the representatives of the group shall convey their thoughts to the tourism manager and discuss together the best solution for all parties and from there, a schedule is made to regulate the water usage for each group with interest.

Figure 2. Flowchart. Conflict Resolution Model Good Water Tourism Governance



Notes :

→ : Data flow and reports

←..... : Reconciliation

4. CONCLUSION

From the result of the interview conducted and the analysis of the information gathered in this research, it can be concluded that:

1. There needs to be a clear explanation for the villagers that the natural resources, in this case, water, needs to be preserved and used moderately. Other than that, planting trees which held water have to be increased. Illegal logging of productive trees needs to be stopped as well.
2. A communication needs to be established between the stakeholders and those using the water resource, for the sake of the villagers' welfare as well as the economic improvement.
3. The government, both the regional government as well as the central government need to make regulation to keep the condition of the nature without ignoring the possibility of conflict ensuing because of water usage by the villagers.
4. Increasing the role of the villagers in managing the water resource so that there will be no prolonged conflict in the future.

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