

Research Article

Network Governance in the Tourism Policy: The Case of Padang, West Sumatra

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Abstract.

As the capital city with a beautiful landscape, Padang has a huge potential as the center for development growth of West Sumatra province through its tourism sector. Besides its natural landscape, Padang also has historical sites, culinary uniqueness, and halal tourism that attract both local and foreign tourists to visit this region. This study then aims to explain the implementation of network governance in the tourism public policy in Padang City, so that the tourism performance in Padang can be optimized. The method used in this study is a qualitative research method with a literature review design by studying and analyzing secondary data. The results show that the government of Padang City has applied network governance to improve the formulation and implementation of its tourism policy. The application can be seen through the government's efforts in conducting cooperation and collaboration with private actors, local communities, and other government agencies. Nevertheless, this implementation has not been optimal because there are some challenges faced by the governments, such as a lack of infrastructure and human resources capability.

Keywords: network governance, public policy, tourism

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1. Introduction

Structures and processes of government have been transformed since the 1980s, triggering the creation of new forms of networked governance and policy-making. This is because governments were regarded as ineffective in balancing broad-ranging corporate and public interests, and relatively slow in addressing many complex policy issues, particularly in a rapidly globalizing world economy nowadays. These criticisms then stimulated renewed interest in public participation and democracy as well as a reinvention of political governance and government structures [1]

Network governance then emerged which refers to the use of information technologies—such as the Internet, mobile computing, and Wide Area Networks—by government agencies in order to carry out interactions and communication with citizens, other government agencies, and business organizations [2]. Network governance also often signifies an institutionalized, but self-regulating and informal relationship between

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public and private actors who work together to address political problems. By transferring such power from the state to a wider set of concerned stakeholders and private actors, network governance makes it possible to enhance and disperse political power and pluralism. According to Larsson [3], network governance consists of a liberal art of government that contradicts neoliberal rationality because it advances collaboration, deliberation, pluralism, and participation rather than markets and competition.

In many areas of policy, including tourism, old forms of bureaucratic and centralized policy-making were replaced with new forms of partnerships, collaboration, and interactive governance. Tourism is regarded as a system in which tourists enjoy the tourist's objects and attractions in certain destinations [4]. Meanwhile, the World Tourism Organization (OMT) defines tourism as a set of activities, but from the perspective of demand. From the supply perspective, tourism should also be considered as activities underlying political, economic, environmental, and socio-cultural dimensions that result in a quality of life perception for its users or tourists [5]. Thus, there is no single concept of tourism because of its complexity and there are no equal territories or regions with the same types of tourism products.

The sector of tourism is considered one of the largest and most diverse economic activities in the world. Due to the role of tourism as a proactive activity that retains sustainable development for the future, it is regarded by many state governments as a tool for creating a more prosperous community and a great opportunity for economic development. Therefore, tourism policy should work in stimulating and controlling the development of tourism, and should also be concerned with protecting the interests of society [5]. Tourism development then becomes an important strategy to increase the economic development of the region. By developing the tourism sector, the tourism industry will be more advanced and job opportunities will be increased. This is because the development of the tourism industry can absorb 3-5% of manpower within the country [6].

This is why tourism is also becoming a crucial industry in Indonesia. It can increase the foreign exchange value and economic growth within the country due to the high amount of tourists [7]. Moreover, since the 1970s, the demand for tourism from developed countries has continuously increased. This was remarked by the rapid growth of tourists and followed by the shift of destinations from the Central Sea and Caribbean Island to the Asia Pacific region. However, despite Indonesia entering the destination network of global tourism through Bali, the country had only recorded within the global tourism market since 1990 when around two million foreign tourists visited it.

The study of network governance in the Indonesian tourism policy has been previously conducted. Indrianto et al. [8] conducted a study about the roles of the government as a stakeholder in developing destinations in Surabaya, East Java. The government represented by the Surabaya Tourism Office (STO) already has various plans and strategies to develop the tourism sector in the city. Along with other stakeholders, the STO is trying to make Surabaya as an attractive venue for Meeting, Incentive, Conference, and Exhibition (MICE). This plan has been successful because in 2016, Surabaya became the host of the Preparatory Committee Habitat III Conference by the United Nations. Prasetyanti & Nugroho [9] then studied *Kampung Warna-Warni* in Malang and it has succeeded in mobilizing creativity, local societies, and actions into sustainable tourism because government and community shared their roles and interests. By implementing the framework of participant-network governance, the community can decide the strategy that can lead their *Kampung* to obtain a better value and perception as a tourism destination.

Furthermore, a study carried out by Nusantara et al. [10] also showed that two different tourism development approaches in Surakarta resulted in relatively balanced stakeholder assessments. This is because stakeholders in Surakarta maintain a differentiated and balanced view of the respective impacts of the different tourism policies and their development approaches. However, Widaningrum & Damanik [11] stated that the Komodo National Park and Labuan Bajo City are still experiencing problems with network governance, including communication among tourism stakeholders that cause their plans and activities to become less synergistic. This is because the planning and management of tourism development is concentrated in a few institutions, thus the mobilization of resources is difficult to carry out.

Different from those previous studies, this study focuses on tourism in Padang, West Sumatra province. We need to understand first that West Sumatra is located in the west coast area of the Sumatra Island. This province has 12 regencies and/or cities and is known as the national tourism destination region because it has 10 destination areas of the national tourism development region, including Padang or the capital city of the West Sumatra province Yusri et al., [12]. The meaning of Padang is a wide mainland because the topography of the city consists of a low mainland that is surrounded by hills Faiha & Sugiati, [13]. The total area of Padang is 694.96 km² and more than 60% or 434.63 km² of its area is a hilly area with protected forests, and the rest is effectively urban areas. The topography condition is varied—49.48% of the land area of Padang is on an area with a slope of more than 40% and 23.57% is on a gentle slope area. As the capital city, Padang has a total administrative area of around 414.96 km² Putri, [14].

Based on Table 1, we can see that the number of tourists had increased per year. However, this number had significantly decreased in 2020 due to the Covid-19 pandemic because the government had implemented social restrictions that hampered the tourism activities. We also cannot obtain the number of tourists visit in 2017, 2018, and 2022 because the website of Statistics of Padang Municipality did not provide these data.

TABLE 1: The Number of Tourists in Padang City.

Year	Domestic Tourists	Foreign Tourists	Total
2011	2,252,336	47,609	2,299,945
2012	2,965,807	139,119	3,104,926
2013	3,001,306	53,057	3,054,363
2014	3,199,392	54,967	3,254,359
2015	3,298,454	57,318	3,355,772
2016	3,628,299	45,194	3,673,493
2019	5,384,236	88,351	5,472,587
2020	2,562,966	21,660	2,584,626
2021	1,000,732	1,538	1,002,270

Source: Statistics of Padang Municipality (2022)

This study then aims to explain the implementation of network governance in the tourism public policy in Padang. Not only that, but this study also tried to fill the knowledge gap because there is no previous study that focused on network governance in Padang's tourism public policy. This is very important because Padang has become one of the tourist destinations in Indonesia, both for domestic and foreign tourists. The city has unique cultures and beautiful places to visit, such as cultural tourism, maritime tourism, sports tourism, and culinary tourism Minarni & Yusdi, [15].

2. Methods

In conducting this study, the authors used a qualitative research method to understand the ideas and experiences in a more detailed way, as well as discover deeper information regarding the unit of analysis. We used Padang City as a unit of analysis by focusing on its tourism public policy and development. By implementing a qualitative method, the understanding of a unit of analysis can be obtained more comprehensively. The authors then focused on searching, collecting, and analyzing non-numerical data. This is why we decided to implement a literature review by reviewing and studying various publication materials. In order to obtain trusted and credible data, we mostly used journal articles as references, followed by books, conference proceedings, and online articles.

There are several steps carried out by the author in formulating this study. First, we collected various types of relevant data and information regarding our research topic. We focused the search by using some keywords, such as network governance, tourism, Indonesian tourism development, and Padang tourism development and public policy. These data were obtained from SCOPUS and SINTA journals to ensure the credibility of the data. Second, after all the data was collected, the author then conducted a review and analysis by carefully reading the data. The non-relevant data had not been included as references, meanwhile, several important and interesting points had been noted and highlighted. Third, the finding result was then further developed and formulated into the study. We also provide recommendations for the stakeholders to improve the implementation of network governance in Padang tourism.

3. Results and Discussion

3.1. The Concept of Network Governance

Network and system administration is a branch of engineering. However, it is more concerned with the operational management of human-computer systems. This concept addresses the users of the technology and the technology of computer systems on an equal basis [16]. Thus, a system administrator works for users. They should work for the benefit of a whole community, not focus on one or two selfish needs. This aims to improve inter-organizational coordination and quality of policymaking by using network management Klijn & Koppenjan, [17]. However, Netelenbos [18] stated that network governance is the result of a crisis of representative institutions. It is a functional response to governability issues which includes the problem of authority and legitimacy. Therefore, the emergence of network governance should be understood as a search for new legitimation practices.

Wang & Ran [19] then added that network governance is a response to complex problems, task complexity, and environmental uncertainty which use social mechanisms for safeguarding and coordinating the exchanges to reduce transaction costs. There are at least three distinctive themes in network governance, namely network properties, network management, and network development. Network governance research then originated from the academic interests in state theory, corporatism, policy network, co-delivery of services, and co-implementation, when stakeholders or interest groups in the political system defuse conflict and create broad consensus on policies [19]

As an alternative to traditional sovereign rule, network governance refers to self-regulating collaboration between public and private actors who cooperate to overcome public issues. In this context, a network is regarded as advancing an expansion of the public sphere, a broader management of public issues, a cultivation of inclusive policy-making, and the empowering of communities. This will create new ways of connecting citizens and stakeholders to public policy-making, thus coping with the constraints related to party politics and representative democracy [3]. Moreover, Kapucu explained that a network consists of nodes/actors and ties/relationships connecting the nodes. Nodes include individuals, groups, organizations, regions, and countries. Meanwhile, ties are different forms of relationships, such as similarities and interactions. Unlike the hierarchical control-and-command coordination structure, networks rely more on interdependent relationships to function and exhibit a more flexible and horizontal coordination structure. Network governance is then defined as the use of formal and informal institutions to allocate resources and coordinate joint action in a network of organizations.

Therefore, the concept of network governance explains the increasing efficiency and reducing role problems for agencies/organizations that exist in conflicting or volatile environments within public and private sector organizations. Efficiency will be increased through decentralized problem-solving and distributed knowledge acquisition, and effectiveness can be enhanced through the existence of collective solutions to global issues Mahadiansar et al., [20]. Indeed, network governance emphasizes the role of trust, horizontal relations, social norms, and social capital when addressing issues in collective action. Network governance is deemed most suitable to deal with complex problems cutting across policy sectors and disciplines. This is because single organizational actors cannot address various problems and meet their goals independently due to a lack of resources [21]

Network governance then becomes a specific style of politics that is aimed at resolving two interrelated problems. First, it includes demands for inclusion and participation to overcome distrust of public agencies and a crisis of legitimacy. Second, it seeks to optimize the governability of complex modern societies in which the self-regulation and autonomy of citizens, non-governmental organizations, and private actors are safeguarded and promoted [3]. Network governance is then deemed capable of improving a new deliberative pluralism that has the potential to establish a trust-based consensus on the means and purposes of social life. This is because network governance is based on the principles of trust, negotiation, reciprocity, and mutual interdependence among actors.

In recent tourism research, network governance has been among the most considered topics, particularly regarding the issues of the management and development of networks in tourism destinations. Tourism literature began to consider networks, partnerships, and collaboration as desirable organizational structures to promote sustainability, profitability, and commercial effectiveness. In this context, destination management of marketing organizations (DMOs) is one of the most studied organizational set-ups to deal with the governance and cooperation issues in destination. DMOs need to account for stakeholder involvement, professionalism, efficiency, and effectiveness. This is why networking capability plays an essential role in ensuring the success of DMOs [22].

Network governance has become popular within the tourism sector because it represents the mutual dependency between the government and other stakeholders, thus providing a bridging ground that encourages effective planning and integrated decision-making. In other words, network governance represents a good governance model by ensuring a balance in decision-making and management within the tourism sector. This is because intensive and extensive consultation with stakeholders is the way to achieve positive outcomes of tourism policy. The governance praxis also emphasizes the pluralist nature of the policy process. This process can be implemented through the formation of policy networks connecting state and non-state actors who share similar interests and agree on the tools needed to achieve goals [23]

According to Beaumont & Dredge [24], local tourism governance effectiveness has six dimensions, such as (1) vision and leadership; (2) transparency and accountability; (3) positive cultures, engaged communities, and constructive communication; (4) developing knowledge, learning, and sharing expertise; (5) acceptance of diversity and the pursuit of equity and inclusiveness; and (6) clear roles and responsibilities of participants as well as clear operational structures and processes of the network. Furthermore, there are three modes of network governance in tourism, namely (1) lead organization-governed networks; (2) participant-governed networks; and (3) network administrative organizations (Beaumont & Dredge. Besides that, network governance also utilizes all the forms of networks to deliver tourism information and services to citizens. The central and local governments need to digitize their internal and external operations as well as utilize networking systems efficiently to obtain better quality in the implementation of tourism policy. It can promote and facilitate more accessible tourism services, allow greater public access to tourism information, and make the government more accountable to citizens.

3.2. The Development of Tourism Public Policy in Indonesia

Public policies in tourism refer to the set of conditioning factors and basic guidelines that express the ways to achieve the tourism objectives of the country. In this context, the country should act as a link between all levels of government, private sectors, and the community to coordinate actions associated with tourism [5]. This is because no tourist destination can have high sustainability, high competitiveness, and high attractiveness if its main players do not operate from a systemic perspective. Meanwhile, Roslina et al. ([25] defined tourism policy as a set of rules, objectives, directions, norms, and development or promotion tactics that serve as a framework for individual and collective actions that affect long-term tourism development. Tourism public policy will determine the actions of a destination, district, province, and country in promoting and developing tourism. This policy can ensure that visitors or tourists obtain the best possible service and have an unforgettable experience. At least, two elements are shaping the tourism policy-making process, namely the actors which includes institutions, significant individual, and interested groups; and the policy environment which includes power arrangements, values, and institutional arrangements..

In Indonesia, two tourism laws were created in different political situations. First, Law No. 9 of 1990 that created during the Soeharto era. At that time, Indonesia adhered to the ideology of Pancasila Democracy which was based on the values of Indonesia itself as a nation. This law mostly regulated the economic activities in the tourism sector, such as tourism object and attractiveness, tourism business, role of society, empowerment, transfer of several tasks to the local government, criminal provision, and conclusion. Active involvement from society was also regulated—the government encouraged society to actively participate in tourism development. The tourism development had not taken sides both liberal-capitalist and socialist-communist. Instead, the development is rooted in Indonesian values which focus on kinship and mutual cooperation [26].

Second, Law No. 10 of 2009 that created when Indonesia achieved the era of real democracy. Several substances within this law include rights and duties of society, tourists, businessmen, central and local governments, comprehensive and sustainable tourism development, cross-sector coordination, management of the strategic region, tourism promotion agency, tourism association, business standardization, tourism workers' competency, tourism workers' empowerment through human resource training, and empowerment of micro, small, and medium-sized enterprises within and surrounding the tourist destination. Therefore, Law No. 10 of 2009 regulated tourism activities based on a wider perspective of economic development than Law No. 9 of 1990. This

law then creates a big opportunity for a liberal-capitalist economic system because stakeholders who have a lot of capital can invest in the tourism destination eliminating local stakeholders who have smaller capital [10]

The national development of tourism is one of the sectors which has big potential. According to Kholil et al. [27], the tourism industry is the third largest industry that contributes to the gross national income in Indonesia. This sector has been growing since the 1970s and has accelerated since the 1990s Firman et al.. The contribution of national tourism to foreign exchange creation has increased from US\$ 11.2 billion in 2014 to US\$ 15.2 billion in 2017. This was caused by the increase in tourists from 9.4 million people in 2014 to 15.8 million people in 2018 [28] This implementation had been mandated by Law No. 10 of 2009 that the implementation of tourism development must be conducted based on the principles of benefit, kinship, fairness and equality, balance, independence, sustainability, participation, democratic, and unity that is realized through the development of tourism by considering biodiversity, uniqueness, and richness of nature and culture as well as human need to make a tour. A good tourist destination should fulfill four components, namely attraction, amenity, accessibility, and ancillary [12].

Under the administrative era of President Joko Widodo, the tourism sector has become one of the main priority sectors in national development. The ASEAN Tourism Strategic Plan 2011-2015 was also inserted into the Indonesian domestic tourism policy. Therefore, several components of the ASEAN Tourism Strategic Plan 2011-2015 can be found in the Indonesian tourism policy, namely (1) the development of regional product, marketing, and investment strategy; (2) the improvement of tourism destination and industry; (3) the advancement of service facilities and connectivities; and (4) the improvement of human resources and service quality.

The Indonesian government has also implemented a sustainable tourism concept to realize adequate tourism development based on local culture, priority on local people, social acceptance, eco-friendliness, and non-discriminatory. The government is then sorting out this tourism development by improving the potential of local tourism. Based on Presidential Decree No. 57 of 2017, sustainable tourism is a new approach relating to economic development in the tourism sector which has been carried out intensely by local governments. It aims to achieve sustainable development goals, such as accelerating economic development, conserving nature, and improving the community's welfare. This is in line with Tourism Ministerial Regulation No. 14 of 2016 on the sustainable tourism guidelines which have been adjusted with several indicators provided by the

United Nations World Tourism Organization (UNWTO) and recognized by the Global Sustainable Tourism Council ([4]).

In the range of 1879-2022, Indonesia has created 59 policies on tourism development. There are various discussions within these policies, namely (1) accessibility to facilitating tourist movement on their way through land, sea, and air transportation modes; (2) activity to support tourism events that have been conducted in Indonesia; (3) amenity as a component that combines the needs of tourists with their facilities, such as food courts, hospitals, and tourist information centers; (4) attraction as an object that can attract interests and influence tourists' travel decisions; (5) tourism business to improve economic development; (6) environmental aspects to preserve the nature and maintain the quality of environment; (7) technology adoption to provide easier way for tourists in their vacation; and (8) creation of the task force, such as National Tourism Advisory Council, Working Group to Support the Implementation of a National Tourism Recovery Working Group, and Indonesian Tourism Promotion Agency..

Indeed, the purpose of the national tourism policy is in line with the local tourism policy, namely improving the economic development in Indonesia. The national framework plays an important role in facilitating a balance with increased local tourism expenditure, thus it will also increase both local and per capita income [29]. This is because tourism activities can create jobs and develop micro, small, and medium enterprises (MSMEs) that will provide huge benefits to Indonesian economic development. In the OECD Tourism Trends and Policies 2022, it was also reported that local tourism is a driver of the Indonesian tourism economy accounting for 84% of national tourism expenditure in 2019 [30]. This is why in its tourism policies and programs, Indonesia is focused on reskilling and upskilling tourism stakeholders and businesses in local communities and MSMEs in destination management, marketing, entrepreneur assistance, digital literacy, and related subjects.

The network governance is also well-implemented in the local tourism sector because the Indonesian government has conducted cooperation with some national and international stakeholders. For example, Indonesia held Tourism Development Training in several tourism villages that were impacted by the Covid-19 pandemic. The training was part of the Employment and Livelihood program in collaboration with the Indonesian Ecotourism Foundation (Indecon). This was organized by the International Labour Organization (ILO) and three United Nations (UN) agencies in Indonesia, and funded by the UN Covid-19 Response and Recovery Multi-Partner Trust Fund (UN MPTF) (International Labour Organization, 2022). Moreover, cross-ministries coordination has also been conducted. In 2020, the Ministry of Tourism and Creative Economy and

the Ministry of Health launched the Cleanliness, Health, Safety, and Environmental Sustainability (CHSE) protocol, training, and certification in preparing the tourism sector post-pandemic. By collaborating with local certification institutions, the program has successfully certified almost 12,000 tourism businesses in 34 provinces and 403 cities ([30]).

3.3. Padang City as an Important Destination in Indonesian Tourism

As the capital city, Padang has a huge potential as the center of development growth in West Sumatra province. The economic growth is crucial because it can increase the welfare of the society. The success of tourism development increased of foreign exchange, strengthened rupiah values, and created various economic activities that can provide more job opportunities. In the 2000s, the tourism development in West Sumatra began to reach its golden age. The number of tourists who visited West Sumatra was 334,821 in 2000 and increased significantly to 1,120,164 in 2004 [5]. The tourism statistics between 2006 and 2016 also showed the increase of domestic and foreign in Padang City by 2.6% in every year. This had an impact on the increase in labor absorption capacity by 1.4% per year [6]

Therefore, the Padang government more concentrates on industrial development in terms of service sectors, particularly tourism. Padang has carried out several steps to improve its tourism destination, such as planning, budgetary, actualization, reporting, and implementation process [4]. The tourism industry then becomes one of the primary keys for the future development of the city. This is because tourism can provide a huge opportunity for economic development by increasing the role of restaurants, hotels, small traders, and other economic aspects or actors in the tourism destination areas.

The most prominent tourist destination in Padang is beaches and islands because the city is directly adjacent to the Indian Ocean. This city has an 84 km coastline with 72,000 ha of water as well as 19 small islands scattered around its territorial waters (Prarikeslan et al., 2020). This is why Padang has considerable marine tourism potential because it has vast waters and many small islands. One of the popular islands in Padang is Pasumpahan Island which is quite close to the city centre and very easy to reach. Besides, there are several beaches that mostly visited by tourists, including Pariaman Beach, Carocok Beach, Pasumpahan Beach, Air Manis Beach, Pagang Beach, and Pamutusan Beach [13] Padang also has coastal tourism objects, such as Pasie Nan

Tingo, which has become one of the big fishing villages in the city and has coastal tourism potency.

Furthermore, Yusri et al. [12] explained that there are three popular beaches in Padang. First, Bungus Beach which has a calm atmosphere, beautiful scenery, and hills around the beach. Second, Nirwana Beach is often called a heaven beach because it has an incredible panorama, including white sand. The seawater can even be used for therapy so Nirwana Beach is always crowded with tourists. Third, Pasir Jambak Beach has a natural panorama because there are many trees on the side of the sea. It makes the beach becomes very chilly and cozy. From 2011-2020, the condition of climate comfort level in beach destinations in Padang had a good result. Putra et al. [7] examined that by using the Holiday Climate Index (HCI) method, the climate comfort level was approximately 58,6-71,6. The result obtained from direct measurement also provided a good score with an HCI value of 70-80.

Padang also has Kampuang Jao, as the trade center which is also often visited by tourists. In this area, there is a Padang Supermarket as the biggest traditional market since the Dutch colonial era. Padang also has three famous modern supermarkets, including Plaza Andalas, Rocky Plaza, and SPR Plaza. Not only that, Batang Arau also became a tourist destination because of its historical background. The Dutch East India Company (VOC) made Batang Arau as a port for its warehouse in 1667. Since then, Padang has emerged as a strategic city and become a trading center. The development in Padang City reached its zenith during the colonial era, especially when it had been planned as a capital city of West Sumatra province in 1938. At that time, the colonial government began to establish several facilities and infrastructures within the city, including houses for colonial officers, arms storage, military barracks, hospitals, and trade houses. Batang Arau is even regarded as a heritage that is protected by the Padang City Regional Regulation No. 4 of 2012 on the Regional Spatial Plan of Padang City Year 2010-2030 [28]

Moreover, the culinary tourism destination in Padang also become more popular. This city has various unique dishes and many Padang restaurants have been established in other cities and islands in Indonesia. According to Besra, Padang culinary has three main strengths, namely (1) the taste of the dish is distinctive and suits the tastes of many people; (2) Padang culinary can be found in almost all cities in Indonesia and even other countries; and (3) many types of dishes are offered. Padang is also known for its halal tourism destination. The city is ranked fourth as the best halal tourism in Indonesia based on the Indonesia Muslim Travel Index (IMTI) in 2018 [31].

With the tourism potential of West Sumatra, the government officially launched the Taste of Padang tourism destination branding in November 2017. It was the result of a Focus Group Discussion (FGD) led by a branding consultant from the Indonesian Ministry of Tourism. The Deputy Governor of West Sumatra and the head of the tourism agency have decided that the Taste of Padang branding is legal and deserves to be implemented in the tourism sector. In the Regional Medium-Term Development Plan (RPJMD) 2016-2021 of West Sumatra province, the government committed to making West Sumatra, including Padang, a major destination for religious and cultural-based tourism [28]

3.4. The Implementation of Network Governance in Padang Tourism Public Policy

Network governance can complement and intersect with tourism issues and bring into focus the role of government, its relationship with private actors and community interests, and the effects of these relationships on Padang tourism policy content. Good tourism governance can be achieved if stakeholders successfully implement network governance by embracing and integrating multiple substantive issues and effectively working with each other to facilitate good tourism management. It requires collaborative structures and practices that allow a balance between bottom-up and top-down approaches to the formulation and implementation of tourism policy in Padang. By doing this, the management of Padang tourism can be more responsive, accountable, and transparent [1]

If we look into the missions of the government of Padang City, it contains some elements of network governance, namely (1) achieving quality education to produce human resources who are faithful, creative, and competitive; (2) realizing Padang City as a trade center in the West Sumatra region; (3) realizing Padang City as a convenient tourism destination; (4) improving public welfare and economic development; (5) creating Padang City that is safe, clean, friendly, and respecting local culture; and (6) realizing good and clean governance (Adona et al., 2019).

Moreover, the government also has five main goals and targets in the tourism sector, including (1) improving the management system of tourism object potentials by conducting planning activities that are directed, controlled, holistic, sustainable, and environmentally friendly; (2) improving the understanding and appreciation of Padang society on the cultural values of Minangkabau to maintain its identity that also becomes the tourist attraction; (3) advancing the development efforts of the tourism industry that

are oriented toward the empowerment of community-based economy by expanding job network and business opportunity; (4) realizing the tourism promotion strategy that is oriented toward effectivity, efficiency, quality, and informative that can increase credibility and existence of Padang tourism both nationally and internationally; and (5) providing support for the tourism services, facilities, and infrastructures

Padang City also become a target for the Indonesian government to implement halal tourism. In this project, the government has applied the network governance principle by collaborating with other stakeholders, such as the National Shari'ah Council (DSN), the Indonesian Council of Ulama (MUI), and the Business Certification Agency (LSU). By implementing halal tourism, the tourism public policy in Padang City prioritizes the Islamic values and cultures that will be further inserted into the Regulation of the Ministry of Tourism and Creative Economy. Not only that, but the government has also conducted human resources training, socialization, and capacity building. Furthermore, the government then works together with the Association of Indonesian Hotels and Restaurants (PHRI) to provide halal lodging and dishes. The government also cooperates with the Association of Indonesia Tours and Travel (ASITA) to create a halal tourism package for the religious tourism destination. The collaboration between the government and various stakeholders can bring halal tourism in Padang become more success.

Padang also has a Culture and Tourism Office which includes the Bureau of Program and Planning which is responsible for the implementation of Work Plan and Budget. This bureau will elaborate the sustainable tourism programs into the budgetary plan, so that Padang can achieve the tourism quality targets that are profound, comfortable, and safe. After formulating the program planning, the bureau will design a budget proposal and then budget details. In this planned budget, the concern of the Padang government is on the advancement of Gunung Padang Integrating Tourism Region (KWT) which includes five locations, namely Gunung Padang, Old Town, Padang Coast, Muara Harbor, and Air Manis Coast [4]. In the implementation of this planned budget, the local government collaborates with other stakeholders, particularly local communities and MSMEs which are located in those five locations.

The local government then realizes that the tourism industry has caused several impacts with the presence of a multiplier effect. This effect refers to the multiplication of national income arising from injections that occurred when the tourism industry flourished, thereby souvenirs, culinary, and hotel industries will be expanded as well because these industries can increase public welfare. After that, the Culture and Tourism Office will implement the impact resulting from this multiplier effect, starting from the

planning of well-designed tourism of Padang within five areas of advancement or locations of Gunung Padang KWT [4]

Together with the private actors, especially economic actors, the local government has reviewed the opportunity for revitalization of tourism destinations to develop tourism that is of interest to all people. The marketing of café and restaurants in Batang Arau has been further developed, given that the tourists are both locals and foreigners. In Batang Arau, the existence of classical European cafés is more dominant. This is because the local government and economic actors decided to adjust the contemporary development with buildings designated as cultural heritage buildings. Not only that, the local government also conducted collaboration with cultural tutors in Batang Arau. This further emphasized the government's effort to preserve and maintain the cultural heritage buildings despite the development of tourism sectors in Padang.

The implementation of network governance also can be seen through the development of Pasie Nan Tigo as an alternative to a new tourist village destination in Padang. In the development process, the government has involved community participation in the management of fisherman's fishing village, starting from planning, implementation, and monitoring. This is because local people play a crucial role in tourism development. After all, the resources and uniqueness of their cultures and traditions become the main driving factor of tourism village activities. Local communities that grow with a tourist attraction then become part of an interconnected ecological system.

The government of Padang City has tried to improve public participation in the implementation of tourism public policy, particularly regarding the realization of a sustainable tourism program. Within its implementation, the regional office of Culture and Tourism has engaged all stakeholders registered in Penta Helix, starting from the government, business, academics, community, and media. The involvement of these stakeholders begins with the planning, budgeting, actualization, and reporting process of the tourism program. However, this public participation is overseen not only from Penta Helix elements, but also from two aspects, namely the determination of public policies and budgeting. This is why the government has always advised the public to be more interactive and proactive to participate in the Community Consultations on Development Planning [4]

Nevertheless, there are several obstacles faced by the government of Padang City that impede the implementation of network governance within its tourism policy, namely (1) the regulations are not effective to develop and control the tourism development; (2) the lack of tourism facilities and infrastructures; (3) the lack of quantity and quality of tourism human resources who are professional and have high skill; (4) the promotion and

marketing program is still not optimal so that it cannot give sufficient contribution to the locally-generated revenue; and (5) the development of management and preservation of regional tourist and cultural objects and attractions has not been optimal [14]

Furthermore, Padang is still having no program coordination and harmonization between stakeholders and related sectors. This makes the collaboration between the government and stakeholders only focus on certain tourism destinations, and not give enough attention to other destinations, especially are located in the cloistered areas or unpopular destinations. Besides that, there is also the lack of a network of community-based partnership relations [14] This means that community participation is limited because it is not equally distributed within all tourism destinations in Padang.

The display of information in Padang needs to be developed because it still lacks information regarding tourism objects. Information and communication are crucial in the implementation of network governance. But in Padang, citizens can only receive the information from the brochure and the Tourism Information Center through the Tourism Office. In the guideline book of tourism, tourists can obtain information regarding tourism objects in Padang and a trip route picture that can be followed [13]. However, on the website provided by the Culture and Tourism Office of Padang City, there is only information about the name and type of tourist attraction. Meanwhile, other information like geographical position and road route to the tourism destination is not available.

As a consequence, the information regarding tourism in Padang City is still not properly socialized. There is no information technology-based system or application that can facilitate tourists in searching for the destination location in Padang City . The government also has no method for calculating the number of visitors and correcting the data. Thus, the present data cannot be used as the standard to define the number of tourists in West Sumatra, including Padang [31]. By providing not enough information regarding tourism, the implementation of network governance is threatened to fail. This is because some dimensions of local tourism governance effectiveness have not yet been realized, namely transparency and accountability as well as developing knowledge, learning, and sharing expertise.

4. Conclusion

Padang, the capital city of West Sumatra province, has a huge potential as the center of development growth, particularly from the tourism sector. The government of Padang City then applied network governance to improve the formulation and implementation of its tourism public policy. However, there are some obstacles encountered in the

policy implementation process. The tourism information is not properly provided by the government. This lack of information can hinder the policy-making process within the Padang tourism sector. Not only that, but there is also a lack of tourism human resources with high skills. It includes human resources within the local government agencies who are responsible for the formulation and implementation of tourism public policy. Due to the lack of knowledge and high skills, the tourism public policy cannot be implemented effectively.

Therefore, this study then gives several recommendations to the government of Padang City, so that the formulation and implementation of tourism public policy can be optimized. First, the government should recruit more computer programmers in the network administration of the tourism sector. This is because computer programmers would be efficient at resource usage, and they would be more secure and reliable. Second, the participation from the local community should be increased. The government also needs to accommodate the ability and desire of local communities to be involved and obtain maximum benefit value from tourism development. Third, the government should expand their cooperation ties which are not only limited to the business actors and local communities, but also to the university to provide input for the sustainability of community-based tourism development.

Fourth, the government needs to consider media-based social networks. This is because the advancement of new communication technologies and social media has greatly increased consumers' relative networking capability and power. The technology then can be used as an online distribution channel and online travel communities. Fifth, local government and other related stakeholders should provide more financing so that the process of network governance can develop better. This financing can be used to develop remote sensing technology and Geography Information Systems (GIS), so that the information can be obtained more easily in a short time. Sixth, tourism public policies must be the result of careful planning that originates tourism plans, projects, or programs. The local tourism policy also should be connected to the national tourism policy, and the central government must give its full support to the development of the tourism sector in Padang City.

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