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Rice terrace as a support for sustainable mass tourism in the perspective of collaborative governance in Tegallalang tourism village Gianyar

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Abstract--Tegallalang Rice Terrace is the advantage and characteristic of Tegallalang village tourism. The potential of tourism villages can be an opportunity for local governments to increase Regional Original Income (PAD). When the tourism sector provides great benefits to the community, of course the community's pragmatic thinking is inevitable. The development of tourism support is increasingly massive in the rice terrace area, causing the phenomenon of conversion of agricultural land functions. In this case, the presence of the government is needed to prevent the phenomenon of land conversion and erosion of value through regulation. This study uses a qualitative research type with a descriptive approach combined with a collaborative governance perspective. This study shows that the existence of the Tegallalang rice terrace is in a development towards a sustainability crisis. However, the role of "customary elders" such as the initial initiators of the rice terrace is essential in maintaining a

sustainable rice terrace through regulations agreed upon by both the western and eastern parties. From a collaborative governance perspective, management is decentralized from the local government by giving authority to local communities to fully manage the rice terrace. Although the private sector contributes to managing the view to attract tourists, their involvement is more commercial than collaborative. This condition reflects the potential for synergy that has not been optimally utilized between tourism object managers and the private sector to increase tourism appeal while maintaining environmental sustainability.

Keywords---Rice Terrace, Sustainable Mass Tourism, Collaborative Governance.

1. Introduction

Tegallalang Village is a tourist village that has its own appeal for tourists, making it a tourist destination. The existence of Tegallalang as a tourist village is supported by the government through Gianyar Regency Regional Regulation Number 16 of 2012. This is inseparable from the utilization of the potential of Tegallalang village in the form of natural beauty. One of them is the Tegallalang Rice terrace which is the advantage and characteristic of Tegallalang village tourism. Rice terraces are tourism that carries the concept of nature tourism or ecotourism with emphasis on agriculture and community activities in the rice fields. Ecotourism is a tourist trip to a natural area to learn about culture or preserve it without changing the ecosystem, and on the one hand is able to generate economic opportunities that make conservation have utility value for the local community (Asy'ari et al. 2021). This is in line with the philosophy of the traditional Balinese Tri Hita Karana community, one of whose teachings views the importance of maintaining harmony between humans and the environment or called Palemahan. Internalization of traditional values encourages the creation of a sustainable mass tourism, namely tourist activities in the Tegallalang tourist village that can have an economic impact without causing damage to the environment.

The potential of objects in tourist villages can be an opportunity for local governments to increase Regional Original Income (PAD). Roldan et al. (2020) in Hens and Thinh (2021) argue that tourism has a positive impact on the economy, contributes to the Gross National Product (GNP) and distributes business opportunities to surrounding businesses or provides a trickle down effect. The attraction of tourist attractions encourages an increasingly massive number of tourists, which of course will be directly proportional to the community's economy and have a positive impact on the Regional Original Income (PAD) of the Gianyar district government. Tourism has significance in increasing Gianyar's PAD, especially after the pandemic. Quoting the statement of the head of the Gianyar tourism office from Bali Express, Gianyar's PAD has plummeted after the pandemic, but since tourism has reopened, PAD has increased revenue through the collection of levies on tourist attractions by 50% (Rastana 2022). This further

shows that tourism is a driving sector (leading sector), especially in driving the regional original income of Gianyar district.

When the tourism sector provides great benefits to the community, of course the pragmatic thinking of the community is inevitable. Tegallalang tourist village has become a promising business field for investors or wealthy people. The development of tourism support is increasingly massive in the rice terrace area, causing a phenomenon of conversion of agricultural land. This has an impact on the sustainability of the rice terrace as a tourist attraction that offers an ecotourism concept. On the other hand, without realizing it, this will cause a degradation of the Tri Hita Karana value, which has implications for the sustainable value of tourism and influences the money-oriented governance system. In this case, the presence of the government is needed to prevent the phenomenon of land conversion and erosion of value through regulation.

Based on the explanation above, this research is important to be raised with the title "rice terrace as a support for sustainable mass tourism in the perspective of collaborative governance in Tegallalang tourism village, Gianyar." The questions that arise in this research are (1) how is the existence of rice terraces in supporting sustainable mass tourism?, (2) how is the collaborative governance strategy in preventing land conversion due to people starting to think pragmatically?

This study has an urgency in examining the role of rice terraces as a supporter of sustainable mass tourism. Tegallalang village is one of the tourist villages that exist because of the existence of Tegallalang rice terrace. Rice terraces provide uniqueness in this study because they are seen as ecotourism-based tourism. In other words, rice terraces offer sustainable tourism without modifying nature, in other words, harmonizing humans with nature. However, the impact of tourism support development is a problem, on the other hand it cannot be denied that there are benefits generated from development, but we cannot close our eyes to the fact that the development carried out is actually an obstacle in developing sustainable tourism and in accordance with the Tri Hita Karana philosophy due to the phenomenon of agricultural land conversion. Therefore, it is important to know how collaborative governance is the answer to this problem.

2. Method

This study uses a descriptive qualitative research type. The study was conducted by emphasizing the process and meaning of the phenomena being studied. The research approach was taken based on philosophical assumptions to produce a research design (Creswell and Creswell 2018). This study produces data that is of quality, interpretation and interpretation from researchers who have been processed from the results of data collection. The study uses two data sources, namely primary and secondary. Primary data comes from the results of direct interviews and direct observations at the research location. Selltiz (1959) said that observation is a major asset in research because it can record behavior and events that occur. Secondary data in this study is supported by information obtained by researchers from official websites, relevant research results and books. Miles and Huberman model is used for data analysis strategy. The first

analysis strategy reduces the collected data. Reduction aims to select relevant data used from the results of data collection (Matthew B. Miles, A. Michel Huberman 2014). Then the data is presented until the final stage of drawing a conclusion.

3. Discussion

3.1 Sustainable mass tourism at Tegallalang rice terrace

The development of Tegallalang rice terrace tourism has resulted in various significant impacts on the environment, social and economy. The developing tourism offers rice terrace objects as a selling point. However, in its implementation, the development carried out in an effort to support tourism has shifted the importance of the environment as an aspect that should be prioritized. In line with the findings of the interview with the Director of Tegallalang Rice Terrace, I Made Dauh Wijana argued:

“...sometimes this is what happens in practice when utilization, for example, means that it is certain that it is a threat to land conversion, it cannot be avoided, that's for sure. Now try to look at the buildings here, in Ceking too, where there used to be villas here, there weren't any, now there are lots of villas too, so those who can't access them can't open a restaurant business, they open villas. Then, moreover, well that will continue to happen, when there are villas, we will inevitably have to open tourist visiting hours longer. Well, when that happens, what should be done, there must be an event, it will become a vicious circle of land conversion.” (Interview, Monday 27 May 2024)

Tegallalang rice terrace has attracted tourists visiting the tourist attraction. This is also because the management facilitates tourists with various types of entertainment which on the one hand has become a fulfillment of business interests. The visits that are carried out are increasingly massive followed by a change in the way of thinking of rice terrace management which was initially as a natural scenery tourist attraction shifting towards exploitation of nature which has an impact on the agricultural aspect. In this case, the sustainability of nature that is most affected is the rice field area. As a result of land conversion, the social order of society is also affected, namely subak. Subak is a traditional irrigation system of the Balinese people equipped with the social structure of the subak community. The existence of subak is directly proportional to the phenomenon of land conversion which causes rice fields to decrease.

“...i looked for one of the subaks that our traditional village has and has been agreed upon. I think this comes from a river in the Pakudui area, to the north. Or it could be from the Wos River in Pujung which has been divided up to here. However, if the rice fields have been given buildings, how will the water flow? Then, as a result of the rice fields being given buildings, farmers automatically do not go to the rice fields, then who will take care of the subak temple. The people involved in the subak organization can be maintained, but the existence of subak in the context of irrigation will be a problem if the rice fields have been turned into villas. It makes sense that no farmer who relies on rice fields can afford school fees like today plus the need to meet the style according to current developments.” (Interview, Wednesday 29 May 2024)

From the results of interviews conducted by researchers, it was found that the physical existence of subak is weakening along with the increasingly massive development of tourism. The Tegallalang Traditional Village has acknowledged how difficult it is to maintain subak even though the traditional village has made various efforts. One of them is by taking the source of subak spring water from the Wos River. Relying on water for subak located in the Tegallalang rice terrace area is considered inadequate because the water is only below, with the position of the terraced rice fields, so it is unable to irrigate the upper part of the rice fields. The efforts are considered by the Tegallalang traditional village head to be not yet successful enough, no matter how much effort is made to avoid subak degradation, it remains a problem due to farmers who decide to switch to becoming tourism actors. This is done by allowing their land to be built on buildings.

From the perspective of the land-owning farmers, rice terrace tourism causes conflict between the management side on the west (left) and the farmers who are the object of the view on the east (right). In line with the opinion of Ozturk and Eraydin (2010) in Sorensen (2011), massive tourism development is always accompanied by clashes with natural environmental conflicts. The east side which is the rice terrace asset is managed by farmers from Kedisan Village. The conflict occurs due to the unequal distribution of tourism fees while farmers are exploited to plant rice as an asset to attract tourists. Based on interviews with agricultural land owners, I Wayan Japa, quoted from Mongabay, argued:

“Fertilizer and seeds are also bought by ourselves from the farmer group. The maintenance costs are expensive, we are required to be sustainable, beautiful and look good, right? In the agreement with the manager, farmers are required to plant rice.” (Suriyani 2020)

The rice terrace management stated that they have made regulations to suppress the conversion of agricultural land, but in reality, the traditional village has not been able to stem the desire of the landowner farmers to convert the land. Although the management has stated that the rice terrace scenic object has essential value for the sustainability of tourism in the Tegallalang Rice Terrace. The traditional village does not allow for repressive actions because they realize that some of the rice terraces are agricultural land that is privately owned. If agricultural land ownership is collective by the traditional village, it is possible that governance can be carried out without any conflict. This was also emphasized through an interview conducted by the researcher with the Director of the Tegallalang Rice Terrace, I Made Dauh Wijana argued:

“...but until now we have to ask how the parties can respect that, this is what requires us to socialize massively, so that they realize why we made the “perarem” rules in order to control. Then what is the control, not in order to prevent them but this is what is sometimes often misunderstood, even though in the end they are for themselves. It's like you drink bitter medicine and don't want it even though you are cured.” (Interview, Monday 27 May 2024)

The traditional village made an agreement with farmers who owned rice fields in the view area by making a contract not to build buildings in the view area. The contracted view is claimed as belonging to the traditional village and must comply with the applicable rules. The method used by the traditional village has not been

successful enough in maintaining the view. As a result, in several areas, researchers found that souvenir traders had widened the building to the right edge of the view which should have been part of the view. This section is crowded with buildings such as restaurants, villas and souvenir traders which then have an impact on reducing the rice terrace view.

The existence of tourism in the rice terraces has not been able to make business actors, especially traders in the area, feel profitable. This can be seen from several traders who are quiet, due to competition with other shops. In fact, the Tegallalang rice terrace area is an area with rows of souvenir sellers on the busiest roadside. The conditions of the research findings with business actors reflect that rice terrace tourism is on the verge of saturation point. So that business actors, especially traders, feel no need to try to attract tourists to buy their products because they believe that fate moves to find profit.

3.2 Collaborative governance in sustainable mass tourism rice terrace Tegallalang

Of course, in order to maintain the beauty and sustainability of the Tegallalang Rice Terrace, proper and efficient management is needed. One concept that can be applied as an approach in managing the Tegallalang Rice Terrace tourist attraction is collaborative governance. Collaborative governance is a form of improving the concept of governance that urges the division of government roles with other parties so that synergy can be realized in good governance (Yasintha 2020).

Historically, the management of the Tegallalang Rice Terrace tourist attraction was once managed by the Gianyar Regency government through the Tourism Office. In its development, the management rights of the Tegallalang Rice Terrace tourist attraction were handed over to the Tegallalang Traditional Village by forming an agency called the Ceking Tourism Object Management Agency (BPOWC). As the results of an interview with the Head of Tegallalang Traditional Village, Dewa Nyoman Rai Widiyana, stated:

“...the management of the Ceking tourist area was handed over by the government to the Tegallalang traditional village, so that the management of the area and its scenery is fully managed by the Tegallalang traditional village through a business entity whose institutional name is BPOWC. The management body of the Ceking tourist attraction is indeed the traditional village that absolutely manages the area.” (Interview, Wednesday 29 May 2024)

A program or policy in collaborative governance must involve other stakeholders through consensus or agreement. In relation to the management of the Tegallalang rice terrace tourist attraction, the other stakeholders in question are the village government, the community, and the private sector. However, in its implementation, the involvement of other stakeholders in the management of the Tegallalang rice terrace tourist attraction tends to be minimal or almost non-existent. As in the results of an interview with the Head of Tegallalang Village, Mr. Dewa Aris Besang, who stated:

“There is none, there used to be a program, we gave a program, the plan was that we would work together with the traditional village because the village land belongs to the traditional village, the village office does not have land, we can only work together. But there was a time in 2017 or 2018 if I'm not mistaken, we had a papingization program there in the parking area, but that cooperation has not been implemented until today, so we have no relationship whatsoever.” (Interview, Wednesday 29 May 2024)

In addition to the village office, the involvement of other stakeholders in the management of the Tegallalang rice terrace tourist attraction, namely the private sector, is also absent. The private sector around the Tegallalang rice terrace has its own different business orientation without directly interfering with the management of the Tegallalang rice terrace tourist attraction carried out by the Tegallalang Traditional Village. As the results of an interview with the Director of Tegallalang Rice Terrace, I Made Dauh Wijana, stated:

“...first they open a business in order to open a business so they can offer them there are also some who rent views, well that's their role. Rent a view in order to how when tourists enter their place of business, the view has also been managed well. There is a role, however, this role is like a double-edged sword, so on the other hand they are happy they can play a role there, on the other hand, the name of a business person must want how to utilize resources as much as possible, that's the main issue of business law.” (Interview, Wednesday 29 May 2024)

The existence of the community involved in a program or policy in the concept of collaborative governance is an object and subject that plays an important role. However, in the management of rice terrace Tegallalang, community involvement tends to be involved indirectly and not all communities participate. As the results of an interview with a trader at rice terrace Tegallalang, Mrs. Jero Lastini, who expressed:

“...No, this is a custom that manages traders without us being involved, for example if parking is prohibited, cleanliness is recommended.” (Interview, Wednesday 29 May 2024)

Likewise, it is reinforced by the opinion of the Director of Rice Terrace Tegallalang, I Made Dauh Wijana who stated that the role of the community, especially traders in rice terrace Tegallalang related to the management of tourist attractions, also plays a role but not fully and directly. Because traders are one of the supporters of the presence of rice terrace Tegallalang as a tourist attraction:

“Until now they have played a full role, no, because they are trading, they are opening a business. But we hope they have a role, if they can't, for example, what can they contribute in the context of this management. Until now, directly, no, because they, as entrepreneurs, happen to have an object there, right?.” (Interview, Monday 27 May 2024)

Based on the results of interviews found by researchers, it is known that the management of the Tegallalang rice terrace tourist attraction is still centered or centralized on the role of the Tegallalang traditional village through the Ceking Tourism Object Management Agency (BPOWC). The management of the

Tegallalang rice terrace tourist attraction is expected to be able to share its roles and tasks with other parties, namely the village office, the community, and the private sector. This aims to improve collaborative governance so that it can have a greater impact on the sustainability of the Tegallalang rice terrace tourist attraction.

3.3 Optimizing collaborative governance in sustainable mass tourism rice terrace Tegallalang

The management of tourist attractions is dominated by the traditional village under the Ceking Tourism Object Management Agency (BPOWC) without any cooperation with the village office. The view of the rice fields as an object of sale and purchase to tourists does not belong to the traditional village but to the local community so that collaboration between stakeholders must be created optimally. Over the years, it is undeniable that the Tegallalang rice terrace tourist attraction has been exploited amidst the vision that it wants to uphold, namely supporting sustainability based on business selling value. In supporting the optimization of sustainable management, communication has been carried out with the owners of the rice fields, especially farmer groups, to build an agreement to maintain environmental quality and reduce the implementation of development in the rice field area. I Made Dauh Wijana as Director of Tegallalang rice terrace, explained that:

“...for the first sustainable solution has made its name a customary village regulation on how every entrepreneur must collaborate with the agency. However, until now before they contribute, this is what we are trying for sustainability. So we make a rule when they want to exploit anything must coordinate with us is an effort so that exploitation does not go too far can be controlled.” (Interview, Thursday 23 May 2024)

Optimizing collaboration is also important to be done optimally, especially with the private sector as an actor involved in the management of the Tegallalang rice terrace tourist attraction. The private sector is the first actor to manage the rice terrace tourist area through various efforts built by offering natural beauty to tourists. Cooperation with the private sector will synergize tourism and environmental interests so that it has a positive impact on sustainability in the long term. Although there is no involvement of the village office, in realizing sustainable optimization the traditional village implements the socio-cultural values of Tri Hita Karana in preserving the natural potential of the Tegallalang rice terrace tourist attraction I Made Dauh Wijana as the Director of Tegallalang Rice Terrace, explained that:

“Actually, the ceking tourist attraction further confirms the importance of Tri Hita Karana, so establishing a balance between nature, humans, parahyangan, pawongan, and weakening. That balance is precisely what we have the ability to do to ensure balance. For example, if we have income, then we make it there for the interests of the ceremony at the temple. So if here funding can be shared for parahyangan activities, related to pawongan we have a program for the community, then the palemahan side organizes the environment and waste is managed well as long as public awareness is controlled.” (Interview, Thursday 23 May 2024)

Maintaining the potential of the Tegallalang rice terrace tourist attraction is not only done based on the Tri Hita Karana concept, spiritual activities, and building temples in the tourist area, but in the long term the Tegallalang rice terrace tourist manager strives to produce distinctive products including merchandise and attractions that tell the history of agriculture in Ceking from the beginning to the future, so that the younger generation has the awareness to maintain the existence of tourism that has a positive impact on village income. Optimization in the management of the Tegallalang rice terrace tourist attraction, especially human resources, has also participated in training conducted by the Gianyar Regency Tourism Office so that it is expected to be able to manage tourism well amidst the lack of involvement of the role of the village office and the private sector in accordance with the concept of collaborative governance.

Conclusion

From the research results, it can be concluded that the increasingly massive development of Tegallalang rice terrace tourism has an impact on the sustainable side. On the other hand, sustainable mass tourism is developing in maintaining the sustainability of nature in the scenery, namely the opposite side. However, the increasingly massive tourism in Tegallalang rice terraces has caused the natural aspect to be sidelined due to the development of tourism support in the rice field area. The logical consequence of this has an impact on the subak in the rice terrace area as a traditional irrigation system for the Balinese people. However, the existence of traditional elders has prevented development in the rice field area through a traditional village policy called *perarem*. The management of Tegallalang rice terraces is fully carried out by the Ceking Tourism Object Management Agency (BPOWC) which is seen from the perspective of collaborative governance as a result of the decentralization of authority for managing tourist objects from the Gianyar Regency Tourism Office to the Tegallalang Traditional Village. Collaboration is carried out by the traditional village with the community even though there is no interference from the village office as a form of government collaboration. The collaboration in managing the Tegallalang rice terrace view with the private sector is carried out even though the governance tends to be commercial in nature compared to collaborative development for sustainability. So that optimizing the implementation of collaborative governance is considered an effort that needs to be carried out by Tegallalang rice terrace managers in realizing sustainable Tegallalang rice terrace tourism.

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