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Management of The Kayangan Api Tourist Attraction to Create Superior Tourism: Adaptive Governance Analysis

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Abstract. This study aims to analyze adaptive governance in managing the Kayangan Api tourist attraction to promote superior tourism in Bojonegoro Regency through collaboration, flexibility, and learning processes. Adaptation is necessary to meet the demands of better tourism management. This research uses a qualitative descriptive method. Primary data sources include interviews and observations, while secondary data come from documentation collected at the research site. The informant selection was done through purposive sampling, based on criteria indicating that informants are knowledgeable about the Kayangan Api tourist attraction. The results show that adaptive governance in managing Kayangan Api includes collaboration between the Department of Culture and Tourism and Perhutani through profit-sharing agreements, flexibility in services—particularly for tour guides—and a learning process where managers evaluate criticism and suggestions. The challenges identified include the need for tour guides to be more responsive, innovative, and for tourism promotion to be optimized.

Keywords: Gender Equality; SDGs; Women's Empowerment; 3T Region

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INTRODUCTION

The tourism sector will reach 1.8 billion visitors with an annual growth of 1.3% by 2030 (UNWTO, 2016). The growth in the number of tourists visiting various destinations increases competition between destinations. Destinations must be able to compete to gain a profitable position in the global tourism market (Cronjé & du Plessis, 2020). Tourist destinations must create competitive advantages to attract more visitors in today's tourism market (Ying Sin et al., 2021).

In Indonesia, the number of foreign tourist visits at all entry points in January 2024 was 927,746, consisting of 760,036 trips, or 81.93% through immigration records and 167,710 visits, or 18.07% through Mobile Positioning Data records at border entry points. This number was recorded as increasing by 16.19% compared to January 2023, which amounted to 798,469 visits (Kemenparekraf, 2024). Tourism in Indonesia is appealing because it is not found in other countries (Fitriyah, 2023). Indonesia is one of the most popular tourist destinations because of its beautiful natural wealth and high level of hospitality (Fibriasari et al., 2024). Over the past few years, the competitiveness of tourism companies has become the most dominant issue in the tourism sector (Margaret Walsh, Patrick Lynch, 2010).

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East Java region is a region that has many historical heritage sites that need to be known and preserved (Fathoni & Lanrong, 2021). The development pattern of culture-based tourism should not lead to imitation tourism (Made, 2015). According to (Muktiyah Kumala et al., 2017) Research on the analysis of the potential of the tourism sector as a leading sector has yet to be done to find out which regencies/cities have the tourism sector as a leading sector in East Java. Bojonegoro Regency is one area with many exciting tourist destinations that can be developed. However, the number of tourists is small, and many people do not know what tours are available in their area (Hareen, 2016). In addition, there are also tourist attractions that can maintain their existence, such as the Kayangan Api tourist attraction. Kayangan Api is a source of eternal fire located in Sendangharjo Village, Ngasem District, Bojonegoro Regency. This tourist attraction is managed by the Bojonegoro Regency Culture and Tourism Office. The management has adapted by making Kayangan Api a leading tourist attraction (Disbudpar, 2022).

Superior tourism, by definition, can be interpreted as a tourist attraction that has competitiveness and can compete with other tourist attractions (Jamin & Ariana, 2020). Tourism helps shape the image of an area by having tourist attractions that are unique to that area (Aushafina, 2018). Therefore, superior tourism is an exciting research objective that needs to be highlighted. Some previous studies by (Maya Sofiana, 2024) Findings show that the number of visitors to the Kayangan Api tourist attraction has declined recently.

The table 1 shows that the number of visitors to the Kayangan Api tourist attraction in Bojonegoro Regency significantly declined in 2024 compared to 2023 (Bojonegorokab, 2024). Research result (Wiraloka & Mukzam, 2017) The supporting factors that make a tourist attraction superior are the existence of natural potential and cultural potential. The inhibiting factors come from lacking information systems and undirected tourism promotion. Meanwhile, according to (Nugrahutama, 2014) The development of tourist attractions benefits local communities by helping them adapt to the environment and encouraging adaptive behaviour. In addition, research (Endang Agustin, 2022) Adaptive governance is related to how stakeholders provide solutions to adapt or not.

According to (Tanjung & Tanjung, 2023) Tourism must consider the principles of community participation, education and training, and promotion. Let us look at the current decline in the number of tourists to Kayangan Api. It shows that there needs to be more collaboration between the Department of Culture and Tourism and other stakeholders in carrying out activities to attract tourists.

Table 1. Tourist Data for Kayangan Api Tourist Destination, Bojonegoro

No.	Year	Name of Tourist Attraction	Domestic Tourists	Foreign Tourists
1	2024	Kayangan Api	37.876	0
2	2023	Kayangan Api	114.866	101
3	2022	Kayangan Api	35.574	0
4	2021	Kayangan Api	36.819	0
5	2020	Kayangan Api	25.872	0

Source: Satu Data Bojonegoro

Management of tourist attractions is good if it is flexible. The managers of the Kayangan Api tourist attraction do not openly apply the presence of tour guides in the tourist attraction, but they only provide tour guides if tourists need them. A guide explains an object being viewed (Johcensky, 2022). The success of an organization is primarily determined by its ability to develop its institution into a learning organization (Endang Agustin, 2022). In this case, it is how the learning process is received. The Department of Culture and Tourism must innovate to attract tourists through effective social media promotions. Currently, the only promotional media available are the Instagram account and the Department of Culture and Tourism website. In contrast, unique social media platforms for Kayangan Api, such as Instagram and TikTok, have yet to exist. The use of technology in the tourism sector is much more effective and efficient than conventional media (Suardika et al., 2023).

Adaptive governance is how agencies can adapt to environmental changes and progress (Endang Agustin, 2022). Stakeholder engagement and learning are important aspects of adaptive management (Hurlbert, 2018) It also outlines that Adaptive governance refers to institutional, political, and social networks that produce, manage, and distribute resources to increase resilience by addressing large-scale challenges collaboratively, flexibly, and learning-based. Based on the concept explained (Hurlbert & Gupta, 2016), There are three adaptive governance indicators: collaboration, flexibility, and learning. Therefore, researchers use the theory of adaptive governance as an analytical tool in this study to answer the research question of how the management of Kayangan Api tourist attractions can become superior tourism, primarily based on the concept of adaptive governance.

Based on Figure 1, the results of the overlay visualization network can be seen that research related to the keywords "Featured Tourism, Adaptive Governance, Promotion, Collaboration" in 2022 to 2024 is included in the yellow cluster, which means that this research has not been done much. If observed further, the distance between the circles of the variables "Featured Tourism", "Adaptive Governance", "Promotion, Collaboration" is still very far apart, this can be used as proof of the novelty of writing variables in articles about the management of superior tourist

attractions with adaptive governance analysis, especially in Kayangan Api tourism (Guleria & Kaur, 2021; van Eck & Waltman, 2010; Wulandari et al., 2022).

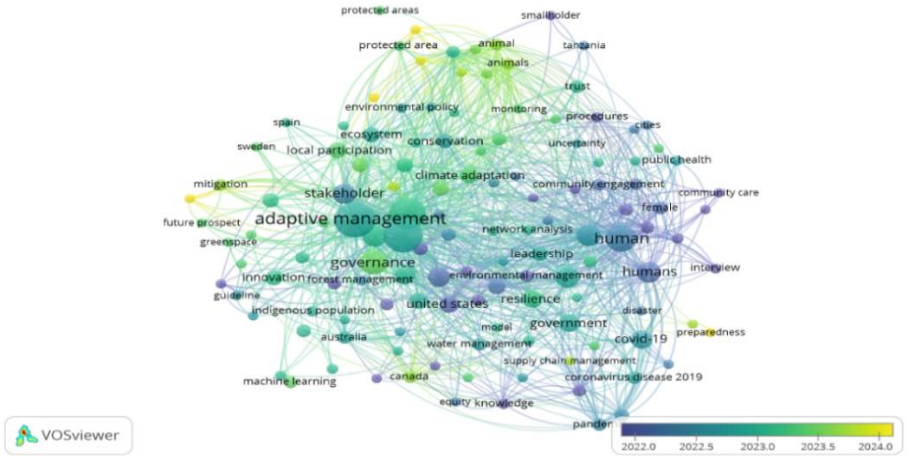


Figure 1. Overlay Visualization Network by Vos Viewer, 2024

Researchers are exploring tourism object management, an exciting topic to study to determine the excellent management level needed to create superior tourism in Bojonegoro Regency, especially in the Kayangan Api tourist attraction. Researchers are interested in conducting this study using the theory of adaptive governance to see how the Bojonegoro Regency Culture and Tourism Office uses adaptive governance to implement Kayangan Api tourism management to create superior tourism in Bojonegoro Regency.

METHODS

This study uses a qualitative research method with a descriptive approach. Qualitative research is a method based on the philosophy of postpositivism, which is usually used to research in natural objective conditions where the researcher acts as a key instrument (Creswell, 2018). Researchers used qualitative methods in this study to determine how adaptive governance is used in managing Kayangan Api tourist attractions. They chose Kayangan Api Tourism because it is one of the leading tourist attractions in Bajonegoro Regency.

Researchers use two types of primary and secondary data sources. They obtain primary data through direct involvement with informants through interviews and observations. Secondary data is obtained from documentation, data from research locations, and written sources such as previous research studies. Research sources are selected using purposive sampling techniques. Researchers use purposive sampling techniques to collect data according to what they need to conduct their research (Lenaini, 2021). Informants provide answers regarding the situation and conditions of the research background (Nugrahutama, 2014).

Based on informant research techniques, researchers determine informant criteria, namely:

1. Informants include part of the tourism management, community, and visitors.
2. Informants have resources and knowledge about the Kayangan Api tourist attraction.

The profile of each research informant is shown in the following table.

Table 2. Research Informant Profile

Group	Definition	Stakeholders
Tourism Manager	The party that manages Kayangan Api tourism	Head of UPTD Integrated Tourism Destination, Department of Culture and Tourism
Public	Local traders/community members in the Kayangan Api tourist area	1. Traders 2. Local Community 3. Key Keepers
Traveler	Parties visiting tourist attractions	Traveler

Source: Empirical data processed by researchers, 2024

Based on Table 2, five people will be informants in this study. The data analysis technique is an interactive analysis (Huberman & Miles, 2014). Interactive data analysis consists of four components: collection, data reduction, data presentation, and drawing conclusions (Sugiyono, 2016). Data validity is carried out using the method of triangulation; the data collected is re-checked for accurate information by cross-checking the data with other sources to understand the problem being researched based on sources, methods, and theories (Creswell, 2018)

RESULTS AND DISCUSSION

Adaptive Governance Analysis in the Management of Kayangan Api Tourism Object

In this chapter, the author will present data obtained through observation, interviews, and documentation related to the research raised by the author, namely the management of Kayangan Api tourist attraction to create superior tourism: adaptive governance analysis. As previously explained by the author, stakeholders must be adaptive. Namely, they must easily adjust to circumstances through collaboration, flexibility, and learning in managing the Kayangan Api tourist attraction in Bojonegoro Regency. Stakeholders must be adaptive, that is they must easily adjust to the situation. Adaptive governance is related to how stakeholders provide solutions to solve existing problems, whether the solutions presented by the surrounding environment can adapt or not. It is hoped that adaptive governance can accelerate improvements in the management of tourist attractions so that all problems faced can be resolved using the adaptive governance model.

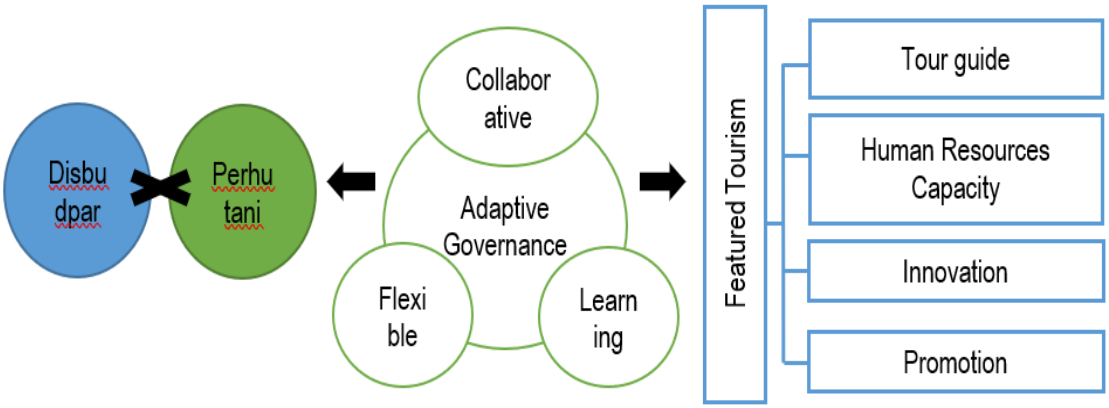


Figure 2. Adaptive Governance Analysis in the Management of Kayangan Api Tourism Object to Create Superior Tourism

Source: Data processed by researchers, 2024

Collaborative

Collaboration is a type of cooperation between government stakeholders that is carried out to address public issues. This refers to cooperation between the government, the commercial sector, and community groups. Collaboration indicators measure how individuals or groups can achieve common goals. In managing superior tourism, collaboration between various stakeholders is a key factor that can influence the success and sustainability of tourism. Assessment of this collaboration indicator involves several measurable aspects.

Based on direct interviews with the manager of the Kayangan Api tourist attraction, namely the Head of the Integrated Tourism Destination UPTD of the Culture and Tourism Office, Collaboration was carried out between the Culture and Tourism Office and Perhutani. The form of cooperation between the related agencies with the Kayangan Api tourist attraction is a Profit Sharing PKS, carried out every 2 years because the tourist attraction is located on land owned by Perhutani. Meanwhile, there is no collaboration with the local community. Where the local community plays a significant role in supporting the sustainability of tourism by providing services for tourists, this collaboration indicator measures the level of community empowerment in tourism activities, both in terms of training, environmental awareness, and managing the tourist destination itself. In addition, the role of the private sector can also improve the quality of services by providing facilities, services, and promotions that can increase the attractiveness of tourist destinations.

Based on the conclusion of the interview results, there is a collaboration between the Department of Culture and Tourism and Perhutani, namely profit-sharing cooperation. Meanwhile, cooperation with local communities and the private sector does not have a cooperation process

running. The collaboration process formed in the management of Kayangan Api Tourism shows the role of each stakeholder as in the table below:

Table 3. Collaboration Process Condensation Results

Stakeholder	Role in the collaboration process
Department of Culture and Tourism	The party that manages Kayangan Api tourism
Perhutani	Providers of land or tourism facilities

Source: Data processed by researchers, 2024

The division of tasks and roles between stakeholders is crucial in collaborating to create Kayangan Api Tourism as a leading tourism. Each component must play a role and perform tasks according to their respective roles. The Department of Culture and Tourism with Perhutani must work together to provide the best service to visiting tourists, and the Department must also fulfil its responsibilities as a user of land or tourism facilities. Based on the researcher's interview results, the opinion expressed above is that realizing adaptive governance in managing the Kayangan Api tourist attraction requires collaboration from various parties. Collaboration is essential in controlling the Kayangan Api tourist attraction, as it creates adaptive governance that makes stakeholders work together. Cooperation between stakeholders is necessary so that tourist attractions remain in great demand.

Flexible

One of the indicators of adaptive governance is flexibility. This means that managers must have flexibility in managing the Kayangan Api tourist attraction, namely being able to adapt or adjust to changes in situations, demands, or conditions. Kayangan Api tourism is natural tourism related to history, and there must be an explanation related to tourism, such as a tour guide. A tour guide is a person who accompanies tourists, guides, directs and provides information when carrying out tourism activities. A guide not only accompanies and explains information about the tourist destinations visited, but the tour guide must be able to provide maximum service. Therefore, not a few tourists use the services of a tour guide to accompany their trip.

Tour guides in Kayangan Api are expected to provide tourists with an understanding of the history and things related to tourist attractions. In this case, quality service needs to be considered to provide satisfaction and comfort for tourists so that they have considerations when revisiting tourist attractions and strengthening the quality of service in the tourism sector. As the manager of the Bojonegoro Regency Culture and Tourism Office explained, the tourism management had already provided tour guides, but the services provided were not optimal for

visiting tourists. Tour guide services are not carried out openly, but guides will provide assistance if only needed by tourists.

Suggestions through interviews with the author to the tourism management to conduct socialization regarding the existence of tour guides. Guides are expected to be able to offer services openly. Tour guides are expected to be able to take the initiative in offering tour guide services to every visitor who comes. Tourists feel that management has not taken the initiative to offer guide services. According to tourists, this tourist attraction would be interesting if we were explained what we are currently seeing. Indeed, there is already a legend that explains the tour, but visitors feel that the information is still unclear because it only explains the gist of it, there is no more detailed explanation.

The manager explained that limited human resources hinder tourism managers from providing maximum guide services. Findings in the field explain that there are four tour guides. However, the four guides have various jobs, including ticket counters and parking attendants. Therefore, the tour guide service is less than optimal because the focus of the work is divided. The manager explained that the average visitor is a local community who knows little about the Kayanagn Api tourist attraction. So they do not need a tour guide. However, some tourists from outside the city need a tour guide to explain the tourist attractions they visit to make a good tourist experience so that tourists will feel interested in revisiting the Kayangan Api tourist attraction.

Research according to (Ulita, 2022) explained that one of the things that can improve the quality of human resources to support tourism activities while providing the best service for tourists is providing training for tour guides. Tour guides are the spearhead of tourism progress because tour guides are required to be able to present tourist attractions broadly, comprehensively, and thoroughly so that they can provide insight for visiting tourists.

To strengthen the data, the author also interviewed the management. The management explained that the tour guides in Kayangan Api already have guide certificates. Therefore, the Department of Culture and Tourism does not cooperate with the local community to get involved in becoming tour guides at the Kayangan Api tourist attraction because human resources are not yet adequate, and they must have a guide certificate. In addition, this tour is fully managed by the Department of Culture and Tourism, so there are rules that limit it and not just anyone can become part of the management.

From the explanation above, the researcher can conclude that tourism managers still lack the human resources to provide tour guide services to visiting tourists. The manager explained that there had been an initiative to offer guide services to tourists, but in reality, tourists did not

know that the manager provided tour guides. This is due to the lack of adequate human resources.

Learning

The Learning Indicator is learning governance so that decision-making can be done carefully. The success of an organization is primarily determined by its ability to develop its institution into a learning organization. Ideally, in a learning organization, each individual can develop various new thoughts, freely express their aspirations, and how each individual continues to learn together. In encouraging the concept of learning, direction or input is needed so that a tourist attraction can become a leading tourist attraction. The management integrates suggestions or shortcomings of the tour given by visitors or local traders by conducting monthly evaluations. In addition, it is hoped that the management can create an innovation to attract tourists.

Based on the interview results, the manager has planned an innovation but is hampered by the government, which still handles many things. Meanwhile, the results of an interview with one of the traders at the Kayangan Api tourist attraction showed that he advised the manager on how to innovate, such as holding events that can attract tourists. Holding an event will attract many tourists and increase traders' income. Currently, the event routinely held in Kayangan Api is the anniversary of Bojonegoro Regency, which is held every year. Traders hope that the event is outside the routine event to create new innovations and attract visitors.

In addition to innovating, managers must also pay attention to the promotion. By holding an event, there will be media such as news and visitors to immortalize it on their social media, so other people who see their uploads will also be interested in visiting. Managers, especially the Bojonegoro Regency Culture and Tourism Office, have not followed the times in promoting tourist attractions, namely by utilizing social media such as Instagram and Tiktok specifically for the Kayangan Api tourist attraction but using Instagram and the website of the Culture and Tourism Office. Nowadays, especially for Generation Z, social media sites such as Instagram and TikTok are the most widely used because today's generation tends to be too lazy to open or read websites. In addition, people will also tend to look for the official Kayangan Api account rather than the Culture and Tourism Office account, which the manager does not yet have a unique account for for this Kayangan Api tour. This also makes it difficult for the public to find information about the Kayangan Api tourist attraction.

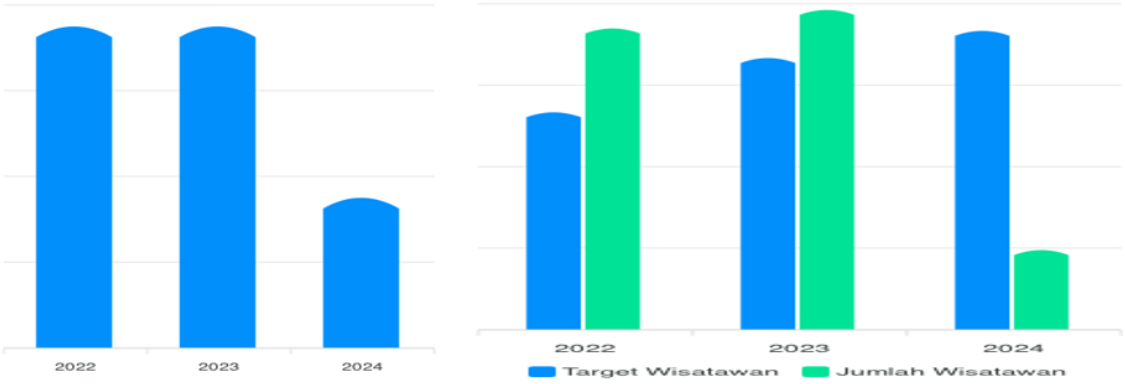


Figure 3. Data on cultural promotion activities and percentage data on tourist visits in Bojonegoro Regency

Source: Satu Data Bojonegoro, 2024

Figure 3 shows that cultural promotion activities carried out by the Department of Culture and Tourism have experienced a significant decline. This is due to the small number of events held, especially at the Kayangan Api tourist attraction. This will also affect tourism promotion activities because no activities can attract tourists. In addition, the data above shows that the percentage of tourist visits in 2024 is far from the specified target. This is undoubtedly related to less-than-optimal promotional activities from the Department of Culture and Tourism.

To strengthen the research data, the author has interviewed one of the visitors from outside the city, namely Madiun. The visitor explained that he knew about Kayangan Api tourism only from word of mouth, meaning it did not come from social media. In order to reach more tourists from various regions, managers should be able to utilize tourism promotion technology through social media. Social media is currently the most widely consumed by the public, especially the younger generation. In this case, managers have not been optimal in running a learning organization, namely sustainability regarding tourism promotion facilities.

Adaptive Governance in the management of Kayangan Api tourist attraction

The adaptive governance in managing the Kayangan Api tourist attraction shows that several research indicators still need minimal. Table 4 shows that the collaboration process is limited to profit sharing, and there needs to be meaningful collaboration for tourism development. Research (Wiraloka & Mukzam, 2017) explained that cooperation between agencies aims to provide support in improving tourist attractions.

Table 4. Indicator Condensation Results

Collaboration	The collaboration between the Department of Culture and Tourism is only in the form of profit-sharing cooperation.
Flexible	Flexibility in tour guide services is still considered less than satisfactory due to limited human resources and opaque guide services.
Learning	The learning process is not considered to create meaningful innovation, and the promotion needs to be more focused.

Source: Data processed by researchers, 2024

While the flexibility in the Kayangan Api tour guide service is considered less than optimal with limited resources and services that are not carried out openly, where this is in line with research (Ulita, 2022) This highlights the number of tour guides and improves professional guide capabilities in the tourism sector. In addition, the learning indicator is also considered less than optimal where innovation has yet to be implemented, and the promotion carried out needs to be more focused. Research conducted by (Kaswan et al., 2021) emphasizes the importance of innovation in developing a tourist attraction to become a leading attraction. Research conducted by (Maya Sofiana, 2024) It is also stated that it is essential to promote tourism to the public, encouraging tourists to visit by utilizing social media and having tourism ambassadors so that the public knows them better.

Inhibiting factors in the Adaptive management of Kayangan Api Tourist Attraction

Adaptive Governance in the management of the Kayangan Api tourist attraction is still not optimal, and there are several inhibiting factors in the management of the Kayangan Api tourist attraction, namely:

1. **Not responsive enough**

   There is a lack of management responsiveness in terms of service to tourists. The interviews with tourists who came highlighted the need for more management responsiveness in offering tour guide services. Tourists considered that they did not get the offer of guide services as stated by the tourism management that all tourists who came would be offered tour guide services.

2. **Lack of Innovation**

   Innovation is one way for tourism to attract tourists. Visitors and traders feel management has yet to continuously innovate, such as holding events. Events are only held on certain days, such as the anniversary of the Bojonegoro Regency. This makes tourists less interested in visiting tourism because of the lack of innovation.

3. **Tourism promotion is not yet optimal**

One of the constraints in managing this tourist attraction is the need for existing promotional media. Visitors said that they learned about the tour by word of mouth. Promotions from social media that the wider community can reach are considered non-existent, especially for the current generation, who use social media more daily.

CONCLUSIONS

Based on the research, implementing adaptive governance in the Kayangan Api tourist attraction is still suboptimal. This can be seen from the three indicators of collaboration, flexibility and learning, all of which indicate that stakeholders are not optimal in handling the problem. The collaboration process is still considered less than optimal because it is limited to profit sharing. The manager's flexibility shows that the guide service is still considered less than satisfactory. Many tourists still do not know about the existence of tour guides. Meanwhile, the learning carried out by the manager is also quite good, as the manager accepts criticism and suggestions from visitors by conducting monthly evaluations to create superior tourism. However, there are still shortcomings in tourism promotion where many visitors do not know about the Kayangan Api tourist attraction, especially the current generation. This study still has several limitations, such as limited human resources that can be interviewed, which affects the study results, and the information obtained is not comprehensive. Therefore, further research can expand in seeking information by involving more informants considered to have superior resources to be interviewed to obtain the intended research information.

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