STAKEHOLDERS ORGANIZING ON TOURISM COMMUNITY EMPOWERMENT
CASE STUDY: JAKARTA OLD TOWN DESTINATION MANAGEMENT ORGANIZATION, 2011-2015

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Abstract

Developing Jakarta Old Town as a Tourist Destination, need community empowerment contribution as one of their stakeholders. Stakeholders organization known as Destination Management Organization (DMO). DMO form a Local Working Group (LWG), which the members are form community around destination. The problems appeared in 2011 , because the members of LWG Jakarta Old Town didn't have skills and capabilities to run DMO concept. All members of LWG must have a sensemaking to be a tourism organization, through many workshops, tranings, disscusions and meetings, which facilitated by the goverment. The organizing process have an obstacle, because there are some differences of communication style and pattern between the LWG and the goverment. This research objectives are to go deep into process organizing of LWG Jakarta Old Town from 2011 to 2015. With constructivism paradigm, modification of Schein's Model of Culture organization dan Karl Weick's Theory of Organizing. Qualitative research method, with single intrinsic case study, and multi level analysis. The reserch find, LWG Jakarta Old Town have develop from a non competence organization to a competence tourism organization, and contribute on community empowerment for the destination. LWG as a formal organization, behave like a non formal organization. Organizing process through formal and informal communication between LWG members, and between LWG and the goverment. With Schein -Weick Model, organizing of LWG have succed, and continue to make the LWG Jakarta Old Town at 2015 ready to contribute as one of the stakeholders who manage the DMO Jakarta Old Town.

Keywords: Organizing, Sensemaking, Schein-Weick Model, Tourism Destination, Management Organization

INTRODUCTION

Testination management organization (DMO) is an organization that has the authority and competence in managing tourism destinations (WTO, 2004). DMO has function to develop and to market the tourism destination. The context lies in the internal activities of product / destination management, and external activities in the form of tourism product marketing activities (Osmanovic, et.al, 2010 dalam Damanik & Teguh, 2012: 7). In coordinating all planned actions, communication activities becomes an absolute requirement.

DMO in local level is the local working group (LWG) is responsible for all planned actions for that purpose. As a local organization engaged in tourism, every member of the organization is expected to have a deep understanding of tourism and management of destinations. In addition to the understanding of tourism, also followed by the behavior and organizational procedures in accordance with the culture of organizations engaged in tourism. LWG is formed from various elements of local communities and all stakeholders related to tourism destination management. It aims to have a community sense of ownership and motivated to contribute in the development of a tourist destination. In addition, the community also felt the impact of economic added value associated with the management of destinations.

In 2011, there were 15 DMOs established by the Ministry of Tourism and Creative Economy in Indonesia, which received funding facilities for the development of their organizations. One of them is DMO of Jakarta Old Town, which has the advantage of cultural heritage as its tourist attraction. LWG of Jakarta Old Town is formed as a formal organization with structure, and organizational goals. LWG members come from elements of the community around Jakarta Old Town which is located in an area tangent to the economic area that has existed since the Dutch era. The Jakarta Old Town is an urban area, where various tribes, religions, professions and education from various circles blend in. Jakarta as the center of government makes Jakarta Old Town as one of the areas managed by various government agencies. The profile of the local community is typical of urban society, with various professions, tribes, nations, cultures, coming from all over Indonesia. People with various backgrounds live there, mingling to earn a living in Jakarta. As an organization, LWG is facilitated by various activities, in developing the ability and knowledge of its members to become an organization that is able to absorb a lot of information, and make various innovations in its activities as an organization in tourism destinations. If LWG does not succeed, then the DMO program can also be affected.

Most members of LWG Jakarta Old Town have never been in direct contact with tourism activities, or have a background in tourism knowledge. In addition, the shared understanding (Sensemaking) how to become a member of the organization engaged in tourism, not owned by LWG members.

The organizing process is unique, andt differs in every organization, depending on the member of the organization that makes it. Before the organizing process can take place, each member of the organization should has the same understanding of the various issues to be communicated and discussed. A common understanding in this case is the formation of the sensemaking of tourism culture within the organization. Communication Theory relating to the process of organizing and talking about sensemaking is the Weick Organizing theory (Weick, 1979:132).

Oganization Cultuer of LWG Jakarta Old Town is a tourism culture. The formation of this tourism culture, carried out through various stages of activity, when viewed from the existing phenomenon, is described in the Schein cultural model (Schein, 2004: 17, Schein in Miller, 2009: 88). Setting the research is an organization engaged in the management of tourist destinations. The context of the research is organizational communication at LWG Jakarta Old Town.

Sensemaking can be established through understanding the culture of tourism as its external environment. To achieve this, some norms, values, rules apply (Schein model) in the world of tourism as a forming of sensemaking in LWG Jakarta Old Town. The development and dynamics of the organization are meticulously during 2011-2015 described by Weick's organizing theory.

Weick's definition of Sensemaking as follow:

Sensemaking is about the enlargement of small cues. It is the search for contexts within small details fit together and make sense. It is a continous alternation between particular and explainations, which each cycle giving added from and subtance to the other" (Weick, 1995:133)

Sensemaking includes the development of a logically acceptable restrospective (Weick & Suitclife, 2005: 1). Sensemaking is a significant process in organizing, in which interaction between action and interpretation takes place. When action becomes the focus, then interpretation becomes a core phenomenon (Laroche, 1995, Lant, 2002, Weick, 1993 in Weick & Suitclife, 2005: 2.

Sensemaking, driven by beliefs or by actions. Actions driven is practically assumed in the formation of commitment and manipulation of the world (Czarniawska, 2005: 272). Weick's Organizing Theory, referring to the process stages as follows (Miller, 2005: 210-212): 1) Enactment Process (2) Selection and 3) Retention Process.

The definition of culture in social groups (organizations or other groups) according to Schein is an archetype that becomes a common understanding by a group that can be used as a valid problem-solving tool related to the adaptation of external conditions, and can be learned by new members of

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the group as the best which can be observed, thought and perceived in relation to existing problems (Schein, 2004: 17, Schein in Miller, 2009: 88). Culture is formed through the process of communication and interaction between members of the organization in order to proceed further. According to Schein, 2004: 25, organizational culture has 3 (three) levels: 1). Artifacts are things that exist together to define a culture and express what it really is to those who care about culture. Artifacts include products, services and even the behavioral patterns of members of an organization (Schein, 2004: 25-26); 2) The espoused values are the reasons given by an organization to support the way they do things (Schein, 2004: 28); 3). Basic assumption is a belief that is already considered by members of an organization. Culture establishes the right way to do something in an organization through assumed assumptions (Schein, 2004: 31).

Formal communication is the communication between two or more people that exist in an organization is done based on the principles and organizational structure.
Goldhaber, (1993: 155-166), suggests that formal forms of communication include: 1) Downward Communication (communication flow from superiors to subordinates), 2) Upward Communication (3) Horizontal Communication communication with peers of equal standing).

Informal communication is communication between people in an organization, but not planned or not specified in the organizational structure. Goldhaber (1993: 166) classifies this informal communication as grapevine, which develops through gossip, issues, or information disseminated through people to people in organizations regardless of their position within the organizational structure

Community empowerment in the context of tourism development can be defined as:

Strengthening and capacity building efforts, roles and initiatives of the community as one of the stakeholders, to be able to participate and play an active role as subject or actor as beneficiary in tourism development in a sustainable manner. (Renstra Directorate of Community Empowerment, Ministry of Tourism and Creative Economy, 2010)

Creation Climate or conducive environment is associated with the Realization of Sadar Wisata and Sapta Pesona that is developed consistently among the people who live around the tourist destinations.

Sadar Wisata in this case is described as a form of public awareness to play an active role in the following 2 (two) things, namely: (Director General of Tourism Destination Development Ministry of Tourism and Creative Economy, Pokdarwis Guidelines, 2012: 5)

1. The community recognizes its role and responsibility as a good host for visitors or tourists visiting to create a conducive environment and atmosphere as embodied in the slogan of Sapta Pesona.
2. The public is aware of the rights and needs to be a tourist or tourist actors to travel to a tourist destination, as a form of basic needs for recreation and especially in knowing and loving the country.

Sapta Pesona, is defined as: Seven elements of charm that must be realized for the creation of a conducive and ideal environment for the development of tourism activities in a place that encourages the growing interest of tourists to visit. The seven elements of Enchantment Sapta mentioned above are: 1.Safe, 2. Orderly, 3.Clean, 4.Cool, 5. Beautiful, 6. Friendly, 7. Memories ((Director General of Tourism Destination Development Ministry of Tourism and Creative Economy, Pokdarwis Guidelines, 2012: 5-6).

Schein-Weick Communication Organization Model (Ratih, 2017: 189)
The Schein -Weick model is used to describe the dynamics of an organization, especially a community organization formed on the commitment of its members. Sensemaking within the organization is formed through the formation of Schein culture, in order to be able to perform the organizing process.

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Each organization will experience equivocal conditions when external environmental changes occur, then to overcome the condition occurs organizing process which is a way to reach a condition called resolving equivocality. This process begins with the process of sensemaking, a condition of shared understanding of identity, restrospectives, activities, social processes, communication processes, and self-determination of organizational identity. The process of sensemaking can occur with the formation of organizational culture, which is done through the establishment of a level 1 culture (artifact), level 2 (determination of organizational culture values) and Level 3 (the formation of basic assumptions). If sensemaking has been established, then communication within the organization can be effective.

The process of communication that occurs within the organization, making the process of organizing can run through the stages of enactment, ie conditions in which the organization establishes its identity. With sensemaking, the enactment conditions can be achieved. Selection stage (selection), the organization through the communication cycle, sorting activities to be executed, according to the results of organizational sensemaking. The last stage of retention (retention), namely how the organization maintains agreed rules, to be used again in case of environmental change. The organizing process is an ongoing process, as long as the organization adjusts to its changing environment.

All processes can take place with a leader who is able to bring the organization through all the existing processes.
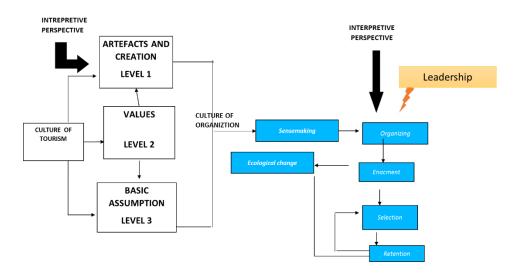

Figure1. Schein-Weick Communication Organization Model (Ratih, 2017:188)

The organizing process of LWG Jakarta Old Town for 5 years (2011-2015), from an organization whose members not have experience in the management of tourism destinations and finally developed in accordance with its ability to contribute in the management of destination and the difference of communication pattern between the Ministry and Local Government with the communication pattern growing among LWG members, is a phenomenon studied in this study

REASEARCH METHOD

The approach in this research is qualitative, with case study method. Qualitative research method used because this research based on natural condition, and try to understand and deepen organizing process that happened. LWG members of Jakarta Old Town between 2011-2015, as the subject of research because its organizing is unique. The setting of the research is natural research, and trying to

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understand and give interpretation to the phenomenon seen and meaning that people give (Salim, 2006:34).

3 stages of data collections (Ratih, 2017: 85):

1. Participatory observation: The researcher's note as a participant in the organization, (as the DMO facilitator of Jakarta Old Town in 2012)
2. In-depth interview techniques to gain understanding and construct the organizing process. The qualitative research method of case study is used because in LWG-DMO Jakarta Old Town is a unique case in the process of organizing in an urban area tourist destination. With case studies, the organizing process especially in LWG can be understood (Miller, 2003: 90-91).
3. Library Studies, through various documents, regulations and other secondary data that can be obtained

This is descriptive qualitative research with primary data source is LWG activities between 2011-2015.

This study focuses intensively on a particular object that studies it as a case. The type of case study used is Intrinsic case study (done to better understand a particular case), single case, with multilevel analysis technique (Denzin & Lincoln, 2009:301, Yin, 2009:46 **on** Ratih, 2017: 92). In-depth interviews with key informants include: Local Facilitator, Vice Chairman of LWG Jakarta Old Town, Member of LWG , Member of Karang Taruna RW 06 Taman Sari, East Jakarta, Expert of DMO (Ratih, 2017:96)

RESULT AND DISCUSSION

Development of LWG Jakarta Old Town (Ratih, 2017: 8-10)

As a tourism organization, LWG Jakarta Old Town shows some developments from 2011-2015. In the first two years of its formation (2011-2012), members of the organization are still moving based on initiators from external organizations, especially from the Ministry of Tourism. Most of them are relatively waiting, and do not conduct activities based on organizational initiatives. This is probably also due to a lack of understanding of tourism and tourism destination management. Much of the information provided is not well distributed to all members. Communication within organizations is not effective, because not all understand what is being discussed and discussed. Conflict often arises between LWG members, with UPK, or with community leaders who are not members of the LWG. On the organization trip, there is a limitation of authority from LWG Jakarta Old Town, where LWG Jakarta Old Town has no role in the arrangement of Jakarta Old Town area. Arrangement of territory becomes the authority of bureaucracy (government and local government). In addition, there is a difference in communication pattern between the Ministry and Local Government with the growing communication pattern among LWG members. Communication run by the Ministry is a formal communication, in the form of instruction, or information, either through meetings, meetings, training and workshops. While LWG members are already familiar with the pattern of informal communications, without structure.

In the third year, there are developments, where LWG members have started to have an initiative to contribute to the management of Jakarta Old Town, through community empowerment. The visible phenomena include the initiative of the establishment of Tourist Information Post which is held every Saturday and Sunday, tour guide training and English course for Karang Taruna. Communication with other stakeholders has started smoothly. Conflict between members has begun to decrease. Members of the organization are not all active, depending on their condition and willingness. There are 5 very active members so the organization continues to grow.

In Year 4 and 5, LWG Jakarta Old Town, as an organization has been able to position itself as a mediator organization of various stakeholders in Jakarta Old Town. They contribute to marketing and tourism activities and especially in the empowerment of the surrounding community.

Organizing LWG Jakarta Old Town

The organizing process comes alive when the dynamics in an organization have a "blood flow" of communication between members. Communication between members will not occur properly and effectively, without going through the sensemaking process associated with the existence, goals and expectations of each member within the organization. Without effective communication, the organizing process will experience obstacles in achieving its goals. (Ratih, 2017: 171).

Based on the in-depth observation, LWG Jakarta Old Town is a formal organization (having structure, division of work, vision and mission of the organization) naum behaves like informal organization, because communication among members is more informal, diverse membership (Ratih, 2017: 172).

The study also found differences in communication patterns between LWG members and the communication patterns developed by local governments (this is the case with the Area Management Unit, the Elements of the Ministry of Tourism and Creative Economy, as well as the tourism office) as one of the stakeholders in the management of tourist destinations. The communication pattern of the government element is based on the policy or rule to be executed, the decision of the directive, the procedural and the communication style is formal. While the pattern of communication in LWG members is based on mutual commitment, consensus decision making, participative communication style is informal (Ratih, 2017:172).

This difference in communication patterns creates gaps and conflicts between the two stakeholders. This is caused by differences in communication patterns, namely UPK communication pattern is directive, procedural and formal, working hours from 8:00 to 17.00. While the LWG members of the communication pattern are consensus, participative and informal, with unpredictable working hourstu (Ratih, 2017:174). This is explained in detail by in table 1 as follows:

Table 1. Differences in LWG Communication Patterns with Government Elements

DIMENTION	CENTRALISTIK (STRUCTURE) Goverment	DECENTRALISTIK (NON-STRUCTURE) LWG Jakarta Old Town
STRUCTURE	Hirarkis dan struktural	Non-hirarkis dan non struktural (Jejaring)
RELATTION	Directive by direction and tend to be monologue; boils down to Policy	Dialogical discussion, exchanging opinions / information and negotiations; boils down to Commitment
INSTITUTION	Procedures, bureaucratic, administrative	Open, can be shaped forums, cooperation bodies and PPP to professional management by the private sector
LEGALITY	Policy Decisions higher state administrative institutions (*ex mandato*)	Common decisions of regional actors confirmed by formal legal procedures (*ex mera motu*)
SPACE	Area generalization	Departing from local potential (endogenous) and synergy
ACTIVITY ORIENTATION	Guided by formal policies and plans Development	Guided on mutual agreement and program (action oriented)
UNDERSTANDING ON TASK AND FUNCTION	Technocratic and segmented	Pragmatic and integrative

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DIMENTION	CENTRALISTIK (STRUCTURE) Goverment	DECENTRALISTIK (NON-STRUCTURE) LWG Jakarta Old Town
GOAL	Purpose is defined in *blue print*	The objective is relatively open, because wider corridors and through multi-validation processes
ACTOR	Limitations of planning actors and actors	Selective - mutualistic fit competence and contribution
COMMUNICATION PROCESS	The decision goes through stages and formal procedures	'Round table' pattern.
DECISION MAKING PROCESS	Authorities and formal mechanisms .	Consensus of the actors .
FINANCE	Central Budget that has been determined and provided according to the concept.	Participatory Budgeting among related members and from other funding sources.
PROCESS PLANNING AND ACTIVITIES	Uni-linier	Paralel
TIME	Stable	Instable and dynamics

Source : Modification from Abdurahman, Jurnal Kepariwisataan Indonesia, Vol.9 No 2 Juni 2014)

Based on the results of in-depth interviews with informants, the pattern of relationships that are decentralized, unstructured is the case in LWG Jakarta Old Town. The form of adaptation shown by LWG is when they communicate. If communication is done with fellow members, it is done informally, casually, dialogically. Meanwhile, if communicating with the government, then the form of communication is formal. This difference is one of the factors in how LWG adapts to keep it going (Ratih, 2017:175).

This communication pattern is a form of organizing (Organizing) from LWG Jakarta Old Town. The process of sensemaking through the formation of tourism culture conducted by providing training, workshops, seminars, visits to other tourist destinations, as well as monthly meetings. Understanding is done through communication between members who are informal. The communication pattern developed by LWG Jakarta Old Town in its organizing process covers informal communication among members, as well as informal communication to local facilitators. The loose and relaxed pattern of relationships makes the decisions that are taken are also consensus. Formal communication patterns are used when dealing with parties outside the LWG, such as with the Ministry, which is generally associated with reporting on the progress of activities that are regularly held. However, if it deals with the local government in this case the Head of Sub-district, Head of the UPK Museum of Fatahilah, is mostly done through a personal approach, with a combination of formal and informal communication.

The process of organizing in the LWG through conditions where its members can overcome the conditions of uncertainty, uncertainty, equivoca) experienced when entering into LWG members. The unclear condition referred to here is when it becomes part of an organization that demands to make tourism culture the way of life of the organization. In these ambiguous conditions, LWG members make choices about what they believe. This process is called Enactment. Enactment is the definition of a situation or register of ambiguous information from outside (Weick, 2007: 97).

Characteristics of LWG with communication patterns, backgrounds and limitations of authority, create different organizational dynamics. The process of sensemaking done, making them

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begin to form organizations that help in empowering local communities. The result of the reciprocal ability is illustrated by the informal discussions conducted. The decision to contribute to the provision of information through the Tourism Information Post, educate Karang Taruna, organize the library and help the ontel bicycle community is a form of organizing. Setting itself as an organization that contributes to environmental management around the Old City. LWG could not manage the tourist area, but with the passage of time, they evolved into a mediating organization, which could eventually transform into part of the Jakarta Old Town Tourism Governance Forum, by involving stakeholders, among others from local government elements, to be integrated in a form of management (Ratih, 2017:178-179)

The next process of organizing is Selection ie the organization's members receive a relevant information and reject other information (Miller, 2005: 211). In the study found that selection is associated with the ability to sort out which activities or programs can do which are not, and determine how to communicate the best among members and communicate with the Ministry. The limitations of the Old City LWG authority that can not enter the realm of the area arrangement, make them select what activities and activities they can do. The decision to establish a Tourism Information Post, educate Karang Taruna, create a library, and act as mediator is the result of the selection performed. In addition, the way they communicate with other members refers more to the pattern of informal communication, with consensus decision making also the result of selection. Meanwhile, if communicating with the Ministry, generally formal communication and even then is the result of selection (Ratih, 2017:180)

The informal communication pattern run by LWG as an organization is the strongest and most convenient pattern with fellow members. The process of resolving conflicts is also done through informal communication. In general, LWG behavior as an organization is more likely to be like informal organizational behavior. LWG Jakarta Old Town, the organization is formal, but it behaves informally.

Decision-making through informal discussions, and consensus is the best way to go. Informal discussions are often conducted at Bank Mandiri cafes, in cafes around Taman Fatahilah, in Pos Ronda, or at LWG members' homes, with unrestricted hours. The settlement of conflicts is done in a familial way and through informal talks and direct approaches. At the time of the talks with the government, conducted through formal communication in the meeting.

Retention process is the process of storing information for the organization to provide a natural response to various situations, this information is called recipe for the occurrence of sensemaking (Miller, 2001:212). The manner of decision making and communication pattern of LWG Jakarta Old Town described above is the best way to adapt in contributing to the Management of Jakarta Old Town. It is a Choice point, which is contributing to the management of DMO through community empowerment and acting as mediator. The development of informal communication, through relaxed talks, is conducted in various places, with the election time meeting outside working hours, and developing decision-making by consensus is maintained and used as a reference in solving problems in the future. Because the form as above, is the most appropriate form done by LWG Jakarta Old Town.

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The organizing process at LWG Jakarta Old Town as illustrated below.
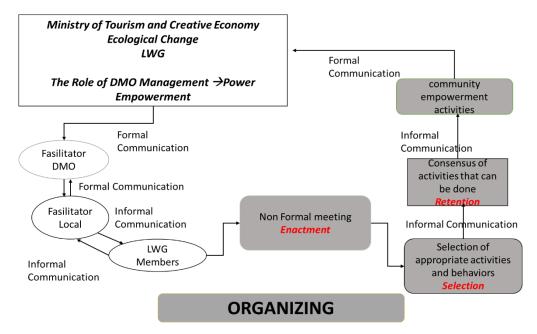

Figure 2. Organizing of LWG Jakarta Old Town (Ratih, 2017:184)

CONCLUSIONS

The organizing process at LWG Jakarta Old Town can take place after sensemaking is formed. The dynamics of the organization from year to year shows its ability as an organization engaged in tourism. They can adjust their contribution according to changes in the external environment. Fundamental change is from the organization that originally aimed at the management of destinations, in the course of time, a policy change that states the management of the area is not included in the authority.

The changes, making LWG Jakarta Old Town establish themselves as an organization that moves on the assistance and empowerment of local communities. The process of determination is done through a communication cycle within the organization that is done formally and informally as they understand. They maintain a formal and informal way of communication, as a form of retention, while the topic of regional management, product development becomes an abandoned topic.

In examining the phenomenon of research, the theory used is to modify the Weick Organizing Theory with the Schein Model, to form the Schein-Weick Model of Organizational Communication. The Schein-Weick model is based on a constructivism paradigm, whose proposition is the organizing process (Enactment, selection, retention) of an organization, can be run as a form of adaptation to environmental change.

RECOMENDATIONS

In the development of tourism, research conducted in contributing what should be done and noticed the Government, if involving local communities. Examining the evolving patterns of communication within the established organization, understanding the ways of thinking, understanding and the culture they possess become an important part in order that community empowerment can take place.

Inter-governmental communication (bureaucratic / structural) communication with the community needs to be a serious concern in the socialization of government programs, and can also

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be undertaken by established community organizations, due to the understanding of each stakeholder. If this can be done, then the results of development in accordance with the objectives of achievement.

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