

# Implementation\_Inkoma

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# 8 IMPLEMENTATION NEW PUBLIC MANAGEMENT TO SUSTAINABLE TOURISM PROGRAM

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6  
**Abstract:** New Public Management (NPM) is a new paradigm in the public management sector as a pattern of policy choices which conducted by the government in the development of the region (Seta basri, 2009). Tourism in Indonesia is one of the government program should be developed, but still faced many obstacles such as mastery of an unbalanced economy, limited of local value added, the lack of community involvement, impact of tourism environment, the erosion of family values/social wisdom and cultural values, the rising of living cost and burden to the local residents (Sudharto, P. Hadi, 2008). The purpose of this study to identify the benefits of tourism, if managed by the new public management and develop it towards sustainable tourism. The research method of this study is conducted by survey, techniques of data collection by focus group discussion and documentation. The research found that NPM has not been applied to the development of sustainable tourism because of several problems among them are the government have not been able to formulate overall activities and objectives. The development of tourism is still done partially, and has not used cross-sectoral management system so that issues relating to quality also tourism destiny can never be solved optimally. The bureaucratic system is still very strong that the implementation of standards management are still very dependent on orders from top leader, who sometimes do not correspond to the patterns of sustainable tourism development. Policy implications in this study is the need of training or socialization of NPM for government agents, thus leaving the way of working old public management approach. Need of a common understanding to develop the sustainable tourism with the New Public Management (NPM) approach.

**key word:** *new public management*, sustainable tourism.

## A. INTRODUCTION

14  
New Public Management (referred as NPM) is a result of thinking of Christopher Hood as the beginning of alternative paradigm which implement to the behavior of the work culture in government organizations become more effective and efficient. Working principle that summarize in Adam Smith's book entitled *the invisible hand* is the first thought which minimize the government role and maximize the private sector therefore the government will more focus on wider public interest (<http://www.kr.co.id>). Based on theory, NPM developed

from and by Kamensky in Denhardt & Denhardt. *Public choice theory* emphasize on the individual ability development of someone than public ability collegially. Moreover Kamensky says “*public choice theories have tended to reject concepts like ‘public spirit,’ ‘public service,’ and so forth.*” These are not ideas we can afford to ignore in a democratic society” (<http://rinoan.staff.uns.ac.id>). However some parts say that NPM do not appropriate applied in developing countries, because in its implementation they encounter several problems due to the bureaucratic tendencies that difficult to be erased. The adopted of NPM model which done by developing countries whether really become better or only outer changing. We need to see how far the affectivity of NPM implementation in the developing countries generally and in Indonesia specifically. As a nation that also needs to clean up, Indonesia trying to implement the NPM paradigm. Although there are pessimists attitude from many sides about its implementation ([www.dinaremasku.com](http://www.dinaremasku.com)).

Indonesia is a country which consist of many islands and also has natural and cultural wealth that exotic. The nature has a tropic climate combination, also as the third longer shoreline nation in the world after Canada and Europe Union. Several advantages of Indonesian regions that supported by culture heritage as dynamic history and ethnic diversity such as Bali and Lombok beaches, various of national park in Sumatera, various different regional languages (more less 719 regional languages which used in whole archipelago), Prambanan and Borobudur temple as seven world wonder, also several tourism location in Indonesia such as Bali, Tanah Toraja and Yogyakarta are some tourism object established by UNESCO include in World Heritage Sites list. Tourism could be a profitable national income if it's treated by modern management system accordant to NPM principals. There are many tourism objects in Indonesia which actually potential to be developed, but until now do not treated seriously or even if there is improvement of tourism development is always done with the bureaucratic system that is very convoluted. So tourism industry still need improved in order to have high interaction. Several researches done on some tourism objects among them are Tuntang Agro tourism, Rawa Permai, Bukit Cinta, Gedong Songo temple, Palagan Ambarawa and Old Train Station of Ambarawa which are located in the region of Semarang Regency, Central Java, Indonesia.

In this paper I would like to analyze problems that become obstacles in the developing of tourism sector in Indonesia. This research restricts the problem on tourism sector in Semarang Regency which include in Central Java Province as a region in Java island of Indonesia through NPM approach. Because its development has actually been giving a lot of room for private although the role of government is still dominant, but do not maximized to attract both domestic and foreign tourists.

## MATERIALS AND METHOD

### A. Konsep New Public Management (NPM)

<sup>6</sup> New Public Management or NPM concept is a new paradigm in the public sector management that developed based on *Public choice theory*. NPM concept usually opposed to

Old Public Management (OPM). NPM concept starts to analyzed in 1980s and used to execute public sector reformation in United Kingdom and New Zealand. NPM used to undertake control on the government policy such as: decentralisation, management authorization, market identification and market mechanism-control, also on service which customer oriented (citizen). Presently NPM believed has an effective role for public sector reformation. This shown from the increase of the nation number that implements the NPM principle in their policy (Basri: 2009). According to Basri (2009) the NPM principles are:

1. Emphasis on management skills, professional management in controlling the organization;
2. Strict standards and measured of the performance of organizations, including the clarification of objectives, targets, and indicators of its success;
3. The transition from the use of control input to output, the bureaucratic procedures, which all were measured by quantitative performance indicators;
4. The transition from centralized to decentralized management system of public sector units;
5. Introduction of greater competition in the public sector, such as money saving and achieving high standards through contracts and the like;
6. Emphasis on management practices of private companies style such as short work contracts, development of corporate plans, and mission statement; and
7. Emphasis on cutting, efficiency, and do more with fewer resources.

## B. Tourism Concept

Tourism is a tour activity or a part of those activities which conducted voluntary also temporary to enjoy the tourism object and attraction. While visitor is the individual who doing the tourism activity. *“Tourism is an integrated system and can be viewed in terms of demand and supply. The demand is made up of domestic and international tourist market. The supply is comprised of transportations, tourist attractions and activities, tourist facilities, services and related infrastructure, and information and promotion. Visitors are defined as tourist and the remainder as same-day visitors”*. Tourism industry Industri pariwisata defined as a collection of various companies that collectively produce goods and services which needed by the visitors specifically and traveler generally, during the journey. (Yoeti, 1985, p.9). Another definition about tourism industry is a Pengertian tentang industri pariwisata yang lainnya adalah a set of organizations, both government and private sector involved in the development, production and marketing of a service that meets the needs of people who are on the journey. (Kusudianto, 1996) also information and promotion.

A tourism object shall meet three criteria in order to enthuse the visitor to the object, they are: (1) something to see, (2) something to do, (3) something to buy, (Yoeti, 1985, p.164). Development of tourism Development of tourism, among others, can be done through education, labor force and physical development planning. Both of these should be interconnected so that the development is to be realistic and proportionate. In order tourism object become a tourist interesting attraction, it is a very supportive factor is the completeness of the tourism infrastructure as needed to support tourism development. According to Yoeti in his book Pengantar Ilmu Pariwisata (1985, p.181), says: “Tourism infrastructure is all the

facilities that allow for the means to live and develop tourism so as to provide services to satisfy the diverse needs of tourists". The infrastructures are:

1. Transportation: highway, railroad, airport, harbor and bus station.
2. The power plant and installation of clean water.
3. Telekomunication system, whether telephone, telegraph, radio, television, post office.
4. Health service whether public clinic or hospital.
5. Security services whether post guard or police stations to maintain the security around the tourism objects.
6. Tourism services whether information centre or tour guide.
7. Gas station
8. An so on. (Yoeti, 1984, p.183)

Tourism infrastructures mean companies which provide services to tourists, either directly or indirectly, its sustainable life and livelihood depends on tourist arrivals (Yoeti, 1984, p.184). Those are:

1. Accommodation companies: hotels, inns, bungalows.
2. Transportation companies: land and sea transportation, train and buses which serve specially for tourism.
3. Restaurants, depot or stalls around tourism object and its living based on visitors from the tourism.
4. Stores unique souvenir sellers of the tourism object are in fact earn a living only from the sale of unique souvenir items such objects.
5. And so on. (Yoeti, 1985, p.185-186)

In the development of a tourism infrastructure and facilities must be done as good as possible because if a tourism object can make tourist visit and feels enjoy like at home and to conduct the tour there will attract a lot of visitors that in the further will be useful also for economic improvement for the community around the tourism object and local government.

If grouped then there are some types of tourism such as:

1. Natural Tourism
2. Shopping Tourism
3. Cultural Tourism
4. Religious Tourism

### **C. RESULTS**

Based on result of Focus Discussion Group (FGD) and documentation are carried out by researchers in cooperation with the Department of Tourism of Semarang District, the business travel, Hotel, Tour Guide, obtained the results of descriptive analysis as follows:

#### **Table 1: Activity Program of Tourism Development**

Numbs	Program	Indicator of Implementation
1	Tourism Education	
2	Sustainable Tourism	In a sustainable tourism program conducted by meet the needs of tourists to the recipients while protecting and encouraging the opportunity for a long time
3	minimize the impact / negative issues related to the comfort of a tour	Minimize the impact / negative issues done by efficient use of economic sectors that are not balanced (mass tourism, sea, sand and sun), provide added value as a comparative advantage of local area (local value added), maximizing the civil effect, Optimizing the environmental impact of tourism (through construction and operational systems), maintain community / social wisdom and cultural values), increasing the welfare of the community, thereby reducing the burden of life of local communities
4	Tourism awareness program with the theme of "Sapta Pesona (Seven Charm)".	Sapta Pesona in the tourism consist of: 1) Secure from criminalization, thread, disease, accident, Aman dari tindakan kejahatan, ancaman, penyakit, kecelakaan, community disruption. 2) Orderly. 3) Clean. 4). Fresh, green and lush environment. 5) Beautiful pleasing, lovely, elegant. 6) Kindly, politely, friendly, helpful. 7) Memory
5	ecotourism	Ecotourism done by minimize the impact, grow an awareness of environmental culture, providing a positive experience both for tourists (visitors), and the recipient (hosts), giving the benefit and empowerment of local communities.
6	Development of tourism area potention	Sample of ecotourism area is: village ecotourism network (VEN)

Source: Information and Documentation from FGD result which processed in 2012

Based on Table 1, found that the tourism program has been well taken care by the government of Indonesia through the Ministry of Education, Culture and Tourism. Work program of regional tourism has also been made per year. In the further those work program should be followed up so become a real activity. Based on discussions result found that the activity programs of tourism development in Indonesia are still handled by each sector bureaucracy. Planning has not sectoral cross so that the output is not achieved very well.

**Tabel 2: Implementation Program of NPM on Tourism of Semarang District in 2011**

No	Tourism Development Activity	Issues
1	Book making of market analysis study on tourism,	Expensive Cost Limited socialization Ineffective and inefficient
2	Participation in Java Promo	Society is not getting optimal benefits from the

	and Central Java Promo	tourism area; the community has not had a thorough understanding of the tourist, environmental and social.
3	Procurement of tourism data in the TIC and Pavilion Maerokoco	Expensive Cost Limited socialization Ineffective and inefficient Magazine and photo
4	Making of tourism directory book	Expensive Cost Limited socialization Ineffective and inefficient Magazine and photo
	Several tourism locations: a. Penggaron Tourism Forest b. Pening Swamp Area c. Bandungan as integrated resort d. Gedong Songo temple e. Ambarawa Train Museum with environment around it. f. Tuntang Agro tourism	1. Fewer visitors. 2. Original still do not optimal 3. Work Program exists but development project has not optimal so tourism attract still low.

Source: Information and Documentation from FGD result processed in 2012

Based on table 2, can be found that main issue of tourism development in Indonesia yet on its work program but on bureaucracy system its implementation has to follow procedure accordance to regulations relating to time, team work, funding, and coordination.

**Table 3: Tourism Promotion Activity in Semarang District in 2011**

Numbs	Activity
1.	Through the provincial art tourism attraction in TMII Jakarta and Purimaerokoco of Semarang, election tourism ambassador, road shows and exhibitions outside the region (GIF, GWN, MTF, Bali, Yogyakarta, Soropadan, JTX Time), farm trip familiarization, provision of data through tourism statistics, preparation of database licensing, classification of tourism businesses, technical training of tourism guides.
2.	Tourism destination development program include: development of flagship tourism (development Senjoyo stage 2), improvement of tourism infrastructure development (OW, Bukit Cinta Hill, Semirang, Tourism Village). Development of tourist destinations (ODTW, Bukit Cinta Hill, ODTW Gedong Songo temple, and the Palagan Museum). Dissemination and Application Development and standardization of monitoring, control and supervision of tourism businesses in 18 District, socialization enforcement of regulations and technical guidance 2 times, organizing of the Adhi Karya race tourism.
3.	Partnerships development Program: facilitating the establishment of a forum for communication between tourism and cultural industry. Business gathering of tourism businesses field. Implementation coordination meetings tourism entrepreneurs. Implementation of field studies outside the region (infrastructure and

tourism services. Development of human resources and professionalism of the tourism sector include: training and manpower development efforts of hospitality / tourism lodge, restaurant labor, fishing. Implementation of the training of service providers and bridal salon, Implementation of training of nursing services operating steam bath, coaching horse services in the region of Kopeng. Development of street vendors in the town square and mini ODTW Gedong Songo temple, group coaching singers in Jimbaran Fishing, training and coaching employees of ODTW 50 people, training of 50 people souvenir artisans. Enforcement of society role in the development of tourism partnership consist of:

<sup>12</sup> Peningkatan peran serta masyarakat dalam pengembangan kemitraan pariwisata meliputi: holding of tourism attraction (22 times), coaching of tourism awareness group as many 3 groups (each consist of 10 people) by delegate 1 group to the championship, implementation of monitoring of grant budget, coaching of tourism object owner village as many 6 villages.

Source: Informasion and Dokumentasion of FGD result which processed in 2012

Based on Tabel 3, and interview found that in tourism sector has been done development program which relate to enforcement of human resources professionalism and indicators of activity has measured quantitatively. Every region has organized work program based on its need, however implementation program and budget which provided have to relate to bureaucracy that already stated by the government so inefficient from time and resources side.

#### **D. DISCUSSION**

Based on descriptive analysis result about implementasi of NPM in tourism found that Indonesia as a development country keep running to develop tourism by NPM approach, however in the implementation there are government intervention in the planning program, so that although its planning has oriented on NPM but the implementation still have several obstacles on bureaucracy sistem, slow implementation, ego sectoral occurs, also some other weakness. Based on previous research that done by Wibowo, although study in the different scope but has similar result to this research.

Based on its result, so that the policy implication of this research pointed to the government, that the implementation of NPM in the tourism has to be done wholeheartedly during planning, organizing until evaluation. NPM in tourism do not only as responsibility of the department of tourism, but organized in a systemic manner involving all relevant agencies are not ego-sectoral (each stand on their own), but with cross-cutting sectoral, so that efficiency and to produce an optimal outcome.

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PAGE 1

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PAGE 2

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PAGE 3

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PAGE 4

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PAGE 5

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PAGE 6

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PAGE 7

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PAGE 8

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