

The Leaders' Initiative in Tourism Destination Development in West Halmahera Regency (Study in Tuada and Bobanehena Villages, Jailolo District)

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Abstract: The development of tourist attraction in rural areas significantly become more stable with the issuance of Law Number 6 of 2014 concerning Villages which will be a positive sign for citizens who reside within rural areas regions that the government is serious to push the rural development potential. This study aims to encourage leaders in Tuada Village and Bobanehena Village, Jailolo District, West Halmahera Regency. This study uses a qualitative approach, while the type of research is called konstruktivism. This research proves the existence of the main initiators and movers in the community who work together simultaneously and synergistically with the community and students in the Tuada and Bobanehena Tourism villages because of the belief in selfless work shown by the initiators in developing tourist villages in Tuada and Bobanehena Tourism Villages.

Keyword: Leadership, Initiator, development of tourist destination.

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I. Introduction

The Village Development is carried out by the Village Government and the Village community in a spirit of mutual-cooperation and utilizing the Village's local wisdom and natural resources. The implementation of sector programs that goes into the village will be informed to the Village Government and was integrated with the Village Development plan. The Village Community has the right to obtain information and carry out monitoring regarding the program and implementation of Village Development (Explanation of Law Number 6 the Year 2014, number 10).

It is not easy to build a village in the frame of the Republic of Indonesia Unitary State. With citizens scattered throughout the archipelago island and sea, the development approach used is not necessarily rigid. At least there are five approaches that can be used in development planning in Indonesia (explanation of Law Number 25 of 2004), namely political, technocratic, participatory, top-down and bottom-up. The political approach considers that the election of the President / Regional Head is the process of drafting a plan because the voters make their choices based on the development programs offered by each candidate for President / Regional Head. Therefore, the development plan is the elaboration of the development agendas offered by the President / Regional Head during the campaign into the medium-term development plan.

Still referring to the explanation of Law No. 25 of 2004 concerning the national development planning system, it was explained that development planning carried out in Indonesia consisted of four stages, namely, preparation of plans, determination of plans, control of the implementation of plans, and evaluation of the implementation of the plan. The four stages are held in a sustainable manner to form a whole planning cycle as a whole.

One of the essential things that need to be considered in development planning is the availability of accurate and accountable data and information (article 31 of Law 25 2004). In the context of regional development planning, the Governor as the representative of the Central Government coordinates the implementation of planning for Deconcentrating tasks and Assistance tasks. In addition, the Regional Head organizes and is responsible for Regional development planning in his area. In carrying out regional development planning, the regional Head is assisted by the Head of the Regional Development Planning Agency (Bappeda). The Head of Regional Apparatus organizes Regional development planning in accordance with their duties and authorities. The Governor arranges coordination, integration, synchronization, and synergy between Regency / city development planning (Article 32 paragraph 4 and 33 of Law 25 2004).

Based on observations in the field, it is known that there is limited knowledge, writing ability or concept, and articulation of opinions from development actors in the village in terms of program planning to implementation. Therefore, the role of young leaders as the drivers of development is hugely needed

II. Problem Statement

By understanding the importance of leadership factors in implementing development, especially in the development of tourism in Tuada Village and Bobanehena Village, Jailolo District, West Halmahera Regency, the research questions can be formulated as follows;

1. How do the local leaders mobilize the community to develop tourism?
2. What are the factors that encourage strong local leadership in the community?

III. Methodology

This research uses a constructivism approach. In the explanation of the ontology of the constructivist paradigm, the reality is a social construction created by individuals. However, the truth of social reality is relative, which applies according to the specific context that is considered relevant by social actors (Hidayat, in Bungin, 2011: 11).

Concept

A. A paradigm of Public Administration

Chandler and Plano (1988 in Keban 2014: 3) explain public administration is a process where public resources and personal are organized and coordinated to formulate, implement, and manage (manage) decisions in public policy. Public administration is an art and science that is intended to regulate public affairs and carry out various tasks that have been set.

Shafritz and Russell (1997 in Keban 2014: 6) argue that it is difficult to provide a definition of public administration that is acceptable to all parties. Therefore, these two authors provide several descriptions based on four categories of politics, legal, managerial and employment. Based on the political category, public administration is defined as "what government does", both directly and indirectly, as a stage of the public policy-making cycle, as an implementation of public interest, and as a collective activity because it cannot be done individually.

Whereas Rosenbloom gave limits to public administration as the use of management, political and legal theories and processes to fulfill the government's mandate in the legislative, executive, and judiciary fields in order to carry out regulatory functions and service to the community in whole or in part. Nicholas Henry on the other hand defines public administration as a complex combination of theory and practice with the aim of promoting an understanding of the role of government in relations with governed communities, and also encouraging public policies to be more responsive to social needs.

B. Collaboration

Emerson, Nabatchi, and Balogh (2011: 2) say, in general the notion of collaborative governance is as a process and structure of public policy decision making and management involving constructive people, across the boundaries of public institutions, government levels, and / or community, private sector and civil society in order to carry out public interests which often cannot be achieved if only carried out by one party.

John Wanna (2008: 3) also explained that collaboration could mean working together or collaborating with other people. This understanding implies that individuals, groups or organizations work together in several businesses. Actors can collaborate with others with terms and conditions that, as we know, can vary greatly. The word "collaboration" originally came into use in the nineteenth century along with the development of industrialization, where complex organizations emerged, and the division of labor and tasks increased. It is the fundamental norm of utilitarianism, social liberalism, collectivism, mutual assistance and, later, scientific management and human relations in organizational theory.

Donahue and Zeckhauser (2011: 22-24) explain that Collaboration certainly has at least two parties, and every study of collaborative governance can take at least two perspectives, namely the government and the private sector.

C. Decision Making Theory

Solichin A. Wahab (2014: 75) explains, in the practice of policy making there are three theories of decision making which are considered most often discussed in various public policy literature. The theories in question are comprehensive rational theory, incremental theory, and integrated observation theory. Each theory will be described in detail as follows;

1. Comprehensive Rational Theory

The main elements of a comprehensive rational theory are as follows; a). Decision makers are faced with a particular problem, which can be distinguished from other problems or at least assessed as problems that can be compared with each other. b). Objectives, or values, or goals that provide guidance to decision-makers are apparent and can be ranked according to the order of importance, c). Various alternatives for solving these problems are examined carefully, d). The consequences (cost-benefit) generated by each selected alternative are examined. e). Each alternative and each consequence that accompanies it can be compared with other options. f). Decision makers will make alternatives and their consequences, which can maximize the achievement of goals, values, or the outlined targets.

Rational-comprehensive theory gets sharp criticism from various experts. Call it Charles Lindblom (1965, 1964, 1959), this economist and mathematician explicitly stated that the decision makers were actually not dealing with concrete problems and clearly formulating (in Wahab, 2014: 78). Instead, they must first identify and formulate the problems, and from here they make a decision. For example, in the case of basic commodities price increase, some questions that arise are important to be identified, for example, is there excessive demand? or inadequate production of goods and services, is there a price game carried out by large companies? their union, or a combination of all the problems mentioned above. Fundamentally, formulating the problem is often the major difficulty for most decision makers.

For the context of developing countries, according to R.S. Milne (1972), this comprehensive rational model clearly will not be easy to implement. Because information / statistical data is inadequate; inadequate theoretical tools that are ready to use for developing country conditions; and cultural ecology where the decision-making system operates also does not support bureaucracy in developing countries where generally known to be very weak and unable to supply rational elements in decision making (in Wahab, 2014: 78).

2. Incremental Theory

Incremental theory in decision making reflects a theory of decision making that avoids many problems that must be considered (as in comprehensive rational theory), and at the same time is a theory that more often describes the ways in which government officials take everyday decisions.

The points of incremental theory can be described as follows; a). the selection of goals or objectives and analysis of empirical actions needed to achieve them are seen as something that is interrelated, rather than as something mutually separate. b). decision makers are considered to only consider several alternatives that directly relate to the subject matter, and these alternatives are only considered to be different incrementally or marginally when compared to existing policies. c). For each alternative, only a small number of basic consequences will be evaluated. d). the problems faced by decision-makers will be redefined regularly. The view of incrementalism gives the possibility to consider and adjust the objectives and means, as well as the means and objectives so that the impact of the problem is more manageable. e). There is no right decision or solution for each problem. The test stone for good decisions lies in the belief that various analysts will eventually agree on certain decisions, even without agreeing that the decision is the most appropriate as a means to an end. f). Incremental decision making is essentially a minor improvement.

Lindblom believes that this incremental notion is the hallmark of the decision-making process in a pluralistic society, such as in the United States. Decisions and policies are essentially products of mutual giving, receiving, and trusting among the various parties involved in the decision process. In societies that are pluralistic in structure, incremental notions are politically safer, because it will be easier to reach an agreement if the issues debated by the various groups involved are only attempts to modify existing programs, rather than if they are related policy issues regarding radical changes that have the character of "take all or nothing at all".

C.3. Integrated Observation Theory

A promoter for this theory is the organization sociologist Amitai Etzioni who agrees to the criticisms of incremental theorists who are directed at comprehensive rational theory. However, he also shows that there are some weaknesses in the incremental theory. For example, decisions made by incremental adherents will better represent or reflect the interests of strong and established groups, as well as groups that are able to organize interests in the society.

Therefore, according to Yehezkel Dror (1968), the incremental style of decision making tends to produce sluggishness and maintain the status quo so that it impedes efforts to perfect the decision-making process itself. For experts such as Dror who is basically one of the advocates of leading rational theory, this incremental model is precisely considered a strategy that is not suitable to be applied in developing countries because, in these countries, small (incremental) change is not sufficient to achieve massive improvements.

Etzioni (1967: 389) provides an illustration of the theory of integrated observation as follows when we want to establish a world-scale weather observation system using weather satellites. A rational-comprehensive approach will attempt to conduct a large-scale survey of weather conditions using cameras that are able to carry

out scheduled reviews and explorations of the entire surface of the sky as often as possible. Such efforts will produce detailed data about the possibility of snowfall, but to analyze such data for example (spots of cloud formation that can develop into storms and deliver rain to dry areas). Obviously, it requires a lot of money, time and energy.

IV. Results and Discussion

The Bobanehena Traditional Village and Tuada Village that have tourism objects are not separated from the initiator. A mobilizer or initiator are those who have a character who never gives up on the situation they face. Sofyan Labuha, the initiator from the traditional village and the coastal hot spring village of Bobanehena is known as an energetic, creative, and super passionate person. While Udin Bakar, the initiator from Tourism Village (Desa Wisata), was known as a man who was honest and sincere in addition to being an activist in several public organizations and parties.

If viewed in terms of incentives in the management of Tourism Villages, those who were given incentives were only field officers who were directly appointed by the management, in this case, the Maku Ise Village-Owned Enterprise led by Udin Bakar. Udin Bakar himself, as the driving actor of tourism, was not given an incentive, considering that the incoming village income had not yet been possible to pay incentives to the chairman of a Village-Owned Enterprise. Therefore, for the time being, incentives are only given to young people who oversee and sustain the continuity of tourism village.

This condition was justified by the Chairman of the BPD Tuada Village. Amran Bayau, Chair of the Tuada Village Consultative Body, said; "Until now, tourism managers who have been paid or received incentives are only those who occupy guard posts. They have 2-4 people who are paid between IDR.50,000-200,000 per day / person, depending on the income received ". In terms of the amount of money or incentives received is inadequate. But at this time, the amount that was worth given was in accordance with the number of visitors or tourists who came to visit and the maintenance of facilities in the tourist area.

The Chairman of the Hilman Malik Tourism Awareness Group also provided opinions relating to incentives or honorarium for managers. According to Hilman, "I have conveyed to the Chairman of the Village-Owned Enterprises (BUMDes) Tuada Udin Bakar, that we are just starting to develop tourism, therefore, if we use honorariums, we are killing the tourism activities. My experience is that the Arum Flower Village in Yogyakarta has been managed for 15 years, so if you use honorarium or incentives, people can eventually run out of assets."

When confirmed to Udin Bakar and Sofyan Labuha, which according to most informants were initiators in the development of tourism destinations in Tanjung Pejuang tourism objects in the villages of Tuada and Dewsa Bobanehena, Udin Bakar said, "the public only sees this person is honest or not. To be honest is not enough without sacrifice. A person must be willing to sacrifice to gain public trust. Because of that, I realized from the start that I didn't want to talk about honorariums or incentives. As a manager of BUMDes, I make sure that until the end of my term as chairman I will never ask for or receive compensation from the management of this tourist object.

Different from Sofyan Labuha, in tourism management, Sofyan Labuha not only built harmonious relationships with fellow actors in the village, but Sofyan also established relationships with actors at the national level. "We have a relationship with Ms. Diyah Kesuma who is also a prominent owner plus entrepreneurs in transportation services. Mrs. Dyah has many travel businesses, and she has brought several tourists to visit in Bobanehena Village, Sofyan said.

Similar to Tuada Village, in Bobanehena Tourism Village, the initiator did not receive incentives or fees from the activities carried out. The cause is the same, namely the lack of income received by the village so that the administrators have not been given the appropriate incentives. Risal Abdurrahman, Chairman of the Bobanehena Village Consultative Body also commented on this matter. Risal said, "Incentives or honorarium for us later or another time, the most important thing for us is that tourism activities can run. The same was conveyed by Bobanehena Sahdan Kasim Village Priest. Imam Sahdan Village said; "I never expected dofoma (incentives) from what I did, including attending village meetings.

For Sofyan Labuha, his experience as a driver of tourism, Sofyan was once sneered by traditional elders with the sentence: "because our village tourism was hit by a disaster (an earthquake)." But Sofyan continued to advance because from his experience seeing the income of mothers who sell in tourist areas that almost up to one million per day if in crowded conditions. For Sofyan, tourism is one way to empower the community.

As initiators, they only want tourism activities to continue to grow. To develop, it needs special personnel who are employed to guard the entrance of tourism objects. Therefore, while those who are paid are those who work as entrance gatekeepers. They can be paid starting from IDR. 50,000 to IDR. 200,000 in a day, depending on the tourists who come to visit.

V. Conclusion and Recommendations

A. Conclusion

The urgency of leadership in developing tourism destinations in West Halmahera Regency, Studies in Tuada and Bobanehena Villages have several important notes which can be summarized as follows;

1. The existence of initiators as the main movers in the community who simultaneously and synergistically work with the community in Tuada and Bobanehena Tourism Village to create a harmonious and positive relationship for the management of tourism objects.
2. The emergence of public trust towards the tourism initiators around Tuada and Bobanehena Tourism Village because of the belief in selfless work shown by the initiators in developing tourism villages.

B. Recommendations

Some recommendations related to the urgency of leadership in developing tourism destinations in West Halmahera Regency, Studies in Tuada and Bobanehena Villages can be formulated as follows;

1. The need to strengthen the capacity and integrity of the pioneers or field initiators through leadership training, conflict management education, and training, or benchmarking to other tourist destinations in Indonesia.
2. The need for award in the form of incentives to the movers or field initiators along with increasing village income through tourism activities or can be proposed through the Village Income and Expenditure Budget (APBDes).

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