

The Effectiveness of Tourism Policy (Study of Tourism Management Implementation of National Park in the City Bunaken Manado North Sulawesi)

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Abstract: *The Study Aimed To Analyze And Describe About: (1) The Effectiveness Of Bunaken National Park Tourism Destination Management Implementation, (2) Management Authority, (3) Infrastructure Of Bunaken National Park Tourist Destination, And (4) Budget Maintenance. The Research Was Conducted At Bunaken National Park Management Hall And Manado City Tourism Office Used Qualitative Descriptive Study. The Research Informants Were Various Stakeholders And Visitors Using In-Depth Interview Instruments, Observation Sheets And Documentation Studies, Analyzed Using Interactive Techniques By Miles And Huberman. (2) Bunaken National Park Authority Has Its Management Authority, Collaborate With Tourism Office, Provincial Government, Municipal And District Government, (3) Facilities And Infrastructure Were Good But There Is A Need For Improvements In The Aspects Of Transportation, And The Availability Of Electric Lighting, Drinking Water Supplies, And The Availability Of Health Services, Security Factors, And Government Officials Who Directly Serve Tourists, And (4) The Need For Additional Maintenance Budget In The Management Of Tourist Destinations Bunaken Marine Park.*

Keywords: *Effectiveness, Authority, Infrastructure, Budget, Bunaken National Park*

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I. INTRODUCTION

Tourism Is One Of The Potential Sectors And Many Are In The Interest Of The General Public Today Because Of Developments In The Fields Of Advanced Science And Technology Including Developments In The Tourism Sector. Among The Human Busyness In Carrying Out Their Duties, Humans Need Time For Recreation, Removing Saturation To Seek Harmony And Happiness And One Of The Good Things Is To Conduct Tours To Tourist Attractions.

Given The Importance Of The Tourism Sector To The Need To Get Attention For Tourist Attractions Which Is The Goal Of The Vehicle Can Provide Comfort For Visitors. The Field Of Tourism Can Potentially Help The Community For Regional Development Regarding Local Revenue. With Proper Management, Will Contribute Significantly To The Development Of The Region, Primarily To Increase The Local Revenue (PAD/Pendapatan Asli Daerah).

As A Technical Institution That Performs The Duties Of Local Government In The Implementation Of Tourism Affairs In The Region, The Department Of Tourism Has A Significant Role And Determine The Development Of Regional Tourism Into One Source Of Potential Local Revenue. Therefore, The Policies Of The Tourism Office In The Development Of Tourism Becomes Very Important And Decisive As Well. In Other Words, The Extent To Which The Tourism Sector Becomes A Potential Source Of Local Revenue, It Is Primarily Determined By The Forms Of Policy Established And Implemented By The Department Of Tourism As The Organizer Of Tourism Affairs In The Region.

In This Regard, North Sulawesi, Especially Manado City As A Tourist Destination Has Quite A Lot Of Tourism Potential (Tourism Object), Either Already Or Being Empowered, Or Which Is Still An Opportunity To Be Developed. Manado City Has The Potential Of Tourism Is Quite Varied, Both Natural Attractions, Artificial And Cultural Attractions.

The Condition Of National-Scale Tourism At This Time Tends To Be Less Conducive, Including The City Of Manado So That Tourists Visit Has Not Yet Recovered. However, It Is Also Realized That The Result Of The Tourism Of Bunaken Marine Park Is Not Sufficient, Among Others, Due To The Lack Of Professionalism Of Human Resources (Implementing Officers), Inadequate Equipment And Other Supporting

Facilities And The Lack Of Funding Sources Or Operational Costs Allocated To Support The Effectiveness Of The Implementation Of Tourism Management Policy Own.

Also, A Factor That Is Not Less Important And Is Part Of The Policy Of Tourism Management Itself Is The Promotion Of Tourism Is Still Weak. The Attitude (Commitment) Of The Implementing Officers And The Readiness Of The Local Community Is Still Low So That It Affects The Perception (Image) Of Foreign Tourists (Tourists) As Well As Tourists' Archipelago To The Tourism Conditions Of Manado City. In This Case, The Tourist Destinations Of Bunaken Marine Park, Which In Turn Also Affect Their Attitude In Making Decisions To Visit And Or Not To Visit Manado As One Tourist Destination. According To Tangkilisan (2004: 43), There Are 2 (Two) Reasons Why Government Policy Has Relevance, That Is: (1) Practically Give Input For Operational Implementation Of The Program, And (2) Provide An Alternative Model Of Program Implementation More Efficient. While Keban (2004: 62) Proposes That Policy Implementation Is Required As A Stage Where The Adopted Policy Is Implemented By Specific Units By Mobilizing Funds And Resources.

The Concept Of Regional Autonomy As Stipulated In Law Number 23, 2014 On Regional Government, Provides Guidance And Guidance Of The Regional Government's Authority In Formulating And Delineating Authority And Authority To The Regency / City Government. It Aims To Develop The Existing Potential Within The Area Of Government, So That Required Some Local Regulations Described In Various Policies And Regulations Of The Mayor Of Manado To Optimize Local Revenue Sources From The Tourism Side Designed In Such A Way In Increasing The Frequency Of Domestic And Foreign Tourists Visit.

On The Other Hand, Tourism Management Is Inseparable From Regional Autonomy And Decentralization. Review Koeswara (2006: 146) That The Issue Of Decentralization And Regional Autonomy Cannot Be Separated From The Aspects Of Politics, Government, Development, And Society. Clarified Also Widjaja (2011: 76) That Regional Autonomy As An Autonomous Authority To Regulate And Manage The Authority Of Local Communities According To Their Initiative Based On Community Aspirations By Legislation.

Characteristics Of All Organizations Remain The Same Behavior Is Directed Toward Goal Achievement (Goal-Oriented Behavior). It Means That The Organization Pursues Objectives And Targets That Can Be Achieved Efficiently And More Efficiently With Actions Taken Together (Gibson Et Al., 1997: 25). Also Supported By The Concept Of Martoyo (2002: 4), That Effectiveness As A Measurement Tool In Achieving Goals And Objectives. Stoner's Description, 1996: 14), That The Effectiveness Of Running Or Doing The Right Work Or Also As The Ability To Choose The Right Target. While Gie (2002: 16), That If Someone Commits An Act With A Particular Intention Desired, Then The Person Is Said To Be Useful If The Cause Or Achieve The Desired Effect.

State Administration For Development Activities Is Included In Tasks At The Higher Levels Of Senior State Officials, I.E. Forming Policies, Making Decisions, And Supervising The Implementation Of Government Activities That Are Not Oriented To The Usual Routine Activities But Efforts To Promote Social And Economic Development (Riggs, 2001: 15). On The Other Hand, The Management Of Tourist Parks To Increase Tourists As A Trip That Is Made Many Times From One Place To Another Is Called Tour (Pendit, 2002: 15), Whose Scope Is About Products And Services. In Many Cases, The Production Process Of Services And Products Is Not At All Different, Although The Design Of Services Is A More Vague Activity Of Product Design (Handoko, 2001: 128). While Wahab (2005: 5), Viewed The Tourism From An Economic Point Of View, That Economics Is Also Viewed As An Industry.

II. Method

This Type Of Research Used Descriptive Qualitative Research. The Qualitative Research Method Used To Get The Overall Picture Of The Object Of Research Accurately. The Implementation Of Qualitative Research Methods Is Not Limited Only To The Collection And Compilation Of Data But Includes Analysis And Interpretation Of The Meaning Of The Data. Also All That Is Collected Is Likely To Be Essential To What Is Being Studied (Moleong, 2000: 51). The Qualitative Research Method Is "The Method Used To Get An Overall Picture Of The Object Of Research Accurately" (Arikunto, 2002: 7). According To Tiro (2009), Qualitative Research Is One Of The Research Procedures That Produce Descriptive Data, In The Form Of Speech, Or Writing And Research Object Behavior Observed.

Based On The Background Of The Problem, The Focus Of This Research Are: (1) The Effectiveness Of The Implementation Of Tourism Policy, (2) The Management Authority Of Bunaken National Park Tourism Destination; And (3) Tourism Infrastructure Of Bunaken Marine Tourism Destination; And (4) Estimated Budgeting Of Maintenance Of Bunaken National Park. While The Research Informants Are Head Of Tourism, Tourism Office Secretary, Tourism Office Staff, Bunaken National Park Authority Staff, Bunaken National Park Management Board Chairman, Bunaken National Park Users, Diving Businesspeople, Local And Foreign Tourists.

According To Moleong (2000: 52), To Collect The Necessary Data In This Study, The Researcher Uses The Data Collection Procedure Through The Instrument: Observation Sheet, Interview Guide, And Documentation Study. This Data Analysis Technique Used Descriptive Qualitative Analysis Of Interactive Model From Miles And Huberman Cited By Sugiyono (2008: 91-92), Namely Data Analysis Done Continuously From The Beginning Until The Completion Of Research.

III. Results And Discussion

In Attracting The Domestic And Foreign Tourists, Some Indicators Determine The Success Of Tourism Development, In This Case, The Improvement Of The Image Of Tourists, Namely The Potential Of Infrastructure And Means Of Tourism Itself. If Tourism Development Takes Into Account Only One Of These Two Potentials, Then Efforts To Build Tourism As An Industry Cannot Be Achieved. Efforts To Promote The Beauty Of Nature And Cultural Richness To Foreign Countries Must Also Be Supported By All Existing Facilities And Infrastructure In The Promoted Area.

The Potentials Include Airfields, Seaports, Roads, And Hotels, Including Communication Facilities, Management, And Maintenance Of Tourism Objects, Which Is A Determinant Variant In The Domestic And Foreign Tourist Visits As Well As An Increase In Tourist Image.

The Effectiveness Of The Implementation Of Tourism Management Of Bunaken Marine Park In Manado City Has Not Been Realized Optimally. It Is Evident From The Efforts To Develop The Attractions Of Bunaken Marine Park Has Been Implemented Not Optimal Or Not Yet Efficient. Besides, It Can Be Seen From The Activity Of Handling Bunaken Marine Park Tourism Object That Has Not Been By The Expectation Of Local Government And Citizen, And The Revenue From The Retribution Of Tourism Business Permit Received Not Yet By The Target Which Has Been Determined By The Local Government Of Manado City. It Appears That The Implementation Of The Policy Is Necessarily Not Limited To The Actions Or Behaviors Of Administrative Bodies Or Bureaucratic Units Responsible For Implementing Programs And Raising Adherence To Group Targets. However, More Than That, It Is Also Concerned With The Network Of Political, Economic, And Social Forces That Affect The Behavior Of All Parties Involved And Ultimately To The Expected And Unexpected Impacts (Wahab, 2007: 82).

The Bunaken National Park Management Board (DPTNB/ Dewan Pengelolaan Taman Nasional Bunaken) Has The Primary Duty Of Implementing Decentralized Authority, Deconcentration And Assistance Tasks And Other Authorities In The Management Of Bunaken Marine Park. The Management Authority Of Bunaken Marine Park Is Dominant In DPTNB (50%). Thus, The DPTNB Has The Management Authority Of Bunaken Marine Park. Authority Is Indispensable For The Realization Of Government Objectives Entrusted To The Administrative Apparatus, Without Difficult Authority For The Organization To Achieve Its Objectives. Within The Authority There Is An Obligation To Carry Out The Duties And Responsibilities Of His Work. Power In Authority Does Not Mean To Act Arbitrarily But Regarding Direction To Fit The Regulatory Corridor, But It Also Contains The Power To Act When It Encounters Misconduct (Wibawa, 2004: 72).

The Implementation Of Government Policies In The Management Of Bunaken Marine Tourism Objects On The Grindell Model Links Between The Policy Objectives And The Results, Which Are Influenced By The Content Of The Policy, Namely: (1) Stakeholder-Influenced Interests From The Provincial Government To The Authority Given To Bunaken National Park Management Park Bunaken, (2) Type Of Benefits To Be Generated For Local Government, (3) The Degree Of Expected Changes From The Process And The Implementation Of The Implemented Policies, (4) The Location Of Decision-Making Done In Stages On Each (5) Implementation Of The Program Comprehensively And Continuously, And (6) The Resources Involved From The Tourism Office Of Manado City To The Community And Entrepreneurs Who Play A Role In Supporting The Service Of Local And Foreign Tourists On The Attractions Of Bunaken Marine Park.

The Effectiveness Of Policy Implementation In The Management Of Tourism Object Of Bunaken Marine Park Of Manado City Of North Sulawesi Province Can Have Implication On The Existence Of Local Regulation Which Must Be Issued By The Local Government To Manage The Park Management System, Professionally And Continuously. That Is, There Is A Clear Division Of Labor Among Stakeholders Who Are Interested In Improving PAD Manado.

This Condition Can Also Have Implications On How Much Responsibility And Level Of Participation Should Be Given To Third Parties Or Other Parties Around The Location Of Bunaken Marine Tourism Park. Both Community Providers Of Additional Infrastructure Facilities For Local And Foreign Tourists To Increase The Frequency Of Visits, Lodgings Or Lodging Managers, Guides And People In The Area Of Bunaken Marine Tourism Park.

On The Other Hand, It Is Conceptualized By Nugroho That The Series Of Policy Implementation Starts From The Program, To The Project, And To The Activities. A Policy That Has Been Formulated Or Formulated Intends To Achieve A Particular Goal. The Model Adopts A Common Mechanism In Management,

In Particular, Public Sector Management, In Direct Contact With The Public Interest As The Object And Subject Of The Policy Implementation Objectives.

Also Reinforced By Policy Implementation Put Forward By Model Meter And Horn, Which Is Influenced By Six Factors, Namely: (1) Policy Standards And Targets That Explain The Details Of The Objectives Of Policy Decisions Comprehensively That Can Be Translated In The Description Of The Main Duties And Functions Of Each Employee (2) Policy Resources In The Form Of Implementation Support Funds Adapted To The Budget Available To The Provincial Government Of North Sulawesi And Manado City Tourism Office, (3) Inter-Organizational Communication And Measurement Activities Are Used By Implementers To Use The Objectives To Be Achieved, So That All Parties Can Understand Their Respective Duties And Authorities, (4) The Characteristics Of The Implementation Which Means The Characteristics Of The Organization Is A Crucial Factor That Will Determine The Success Or Absence Of A Program Management Of Bunaken Marine Tourism Destination, (5) Social, Economic, And Political Conditions That Can Influence Policy Outcomes Simultaneously To Increase PAD Manado City, And (6) The Attitude Of Executor In Understanding The Policy That Will Be Determined In Optimizing Bunaken Marine Tourism Visitors Continuously In Accordance With The Principles And Concepts Of Sustainable Environmental Development.

In A Governance System, Upper Management Gives The Lower Management Authority To Carry Out A Particular Affair. The Delegation Of This Authority May Be In Writing Or Writing, Explicit Or Implicit. For Government Bureaucracy, Authority Or Authority Is Given In Writing For Lower Management To Have A Legal Basis For Action. Efficient Bureaucracy Provides The Distribution Of Power To Its Executing Apparatus According To Bureaucratic Level To Implement The Policy. As A District / Municipal Government Manager, The Regent / Mayor Has The Authority To Run The Affairs Delegated To Him From The Top (Provincial/Central) Government. Likewise, With The Regent / Mayor Who Has A Complicated Task, It Is Necessary To Delegate Some Of His Authority To The Officers Under It. In Relation To The Management Policy Of Bunaken Marine Park Tourism Destination, The Governor Of North Sulawesi As The Implementing Element Of The Provincial Government Makes The Decision In The Form Of Authority Delegation In The Management Of Tourism Object And Responsible To The Governor By Forming The DPTMB Which Is The Collaboration Container Of Provincial Government, Municipal And Regency Government, Police , Community Representatives, Private Sector And Universities To Work Together In Support Of The Bunaken National Park Authority In The Management Of Bunaken National Park (Including The Sustainable Bunaken Sea Tourism Destination) And Sustainable Use.

The Policy Implications Issued By The Local Government Regarding The Management Of The Bunaken Marine Tourism Park Also Have An Impact On The Authority Of The Bunaken Marine Park Management Bureau Which Is Implicitly Incorporated In The Provincial Management Board Of North Sulawesi, So That The Elements Of Personnel (Human Resources) And Financing Also Affect The Charged To The Government Of Manado City And North Sulawesi Provincial Government.

Brown And Moberg (2000: 231) Define Authority As "Institutionalized Form Of The Power Vested In A Position Or Office," And Further Discuss The Theory Of Barnard Also Called The Acceptance Theory Of Authority Above, And Explain Why Command Or Rule From The Authorized Party Rejected Or Accepted. The Frame Of Thought Ultimately Leads To The Principle That The Use Of Authority Must Be Accountable.

The Area Of Tourism Infrastructure Of Bunaken Marine Park Is Dominant In Quite An Adequate Category (45%), It Means That There Is Not Yet Adequate Tourism Infrastructure Of Bunaken Marine Park Tourism Object) Review Of Data Analysis Of Planning, Procurement And Maintenance Of Infrastructure Facilities Used In The Management Of Viewed From A Theoretical Perspective, Assessment Of Tourism Infrastructure Is Identical With Economic Infrastructure In General Because Primarily Tourism Activities Cannot Be Separated From The Economic Aspect. It Is Where The Position Of Infrastructure In The Potential Of Tourism As A Supportive Flow Of Tourist Visits In Tourist Destinations. It Is Relevant To Yoeti's (2000: 15-17) View, Dividing The Infrastructure Of Two Principal Sections: (1) Economic Infrastructures, And (2) Social Infrastructures. The Bunaken Sea Tourism, Has Implications For The Division Of Responsibilities Between The Provincial Government And The Manado City Government, Including The Third Parties Participating In The Management Of The Park, Which Also Affects The Amount Of Financing Arising From A Policy That Has Been Issued By The Government Itself In Optimizing And Realizing The Policy Itself.

Viewed From A Theoretical Perspective, Assessment Of Tourism Infrastructure Is Identical With Economic Infrastructure In General Because Mainly Tourism Activities Cannot Be Separated From The Economic Aspect. It Is Where The Position Of Infrastructure In The Potential Of Tourism As A Supportive Flow Of Tourist Visits In Tourist Destinations. It Is Relevant To Yoeti's (2000: 15-17) View, Dividing The Infrastructure Of Two Important Sections: (1) Economic Infrastructures, And (2) Social Infrastructures.

The Position Of Tourism Infrastructure Is An Important Prerequisite In The Management Of Bunaken Marine Park. The Result Of The Research Indicates That Insufficient Infrastructure Of Tourism Object Of

Bunaken Marine Park, This Need To Get Attention From The Central And Local Government Because Government Support In Infrastructure Development Is A Stimulation To The Private Sector To Build Tourism Infrastructure Of Bunaken Marine Park. With Optimal Tourism Infrastructure Will Provide A Positive Contribution To The Management Of Bunaken Marine Park Attractions Because It Will Be Able To Increase Tourist Arrivals Which Become One Of The Main Sources Of Local Revenue.

Regarding Budgeting Used In The Management Of Bunaken Marine Tourism Park Manado City Is Determined By The Amount Of Output And Outcomes That Can Be Given Back To The Local Government After The Budget Disbursed. That Is, The Government Must Calculate And Do A Benefit Analysis Of The Benefits Gained From The Amount Of Budget Given To The Manager Of The Bunaken Marine Tourism Park. It Is Related To The PAD That Can Be Donated By The Manager, So There Is Feedback Obtained By The Government In The Form Of Increasing PAD In A Balanced And Proportional.

Also Supported By The Concept Of Yoeti (2000: 14) (24), It Is Mentioned That Public Tourism Infrastructure Includes Water Supply System, Power Plant, Road Network, Airport, Seaport, Taxi Terminal, Bus Terminal, Railway Station, And Telecommunication Networks. While The Infrastructure Concerning The Needs Of The Community Is Hospitals, Pharmacies, Banks, And Post Offices. It Is Meant By The Tourism Infrastructure That Is All The Facilities Available And Which Allows The Economic Process To Run Smoothly In Such A Way, So As To Facilitate Humans To Be Able To Meet The Wants And Needs.

The Budget Review Of The Maintenance Of Bunaken Marine Park Attractions Is Dominant In The Small Category (60%), It Means That There Is Insufficient Maintenance Budget Of Bunaken Marine Park Available. Viewed From A Theoretical Perspective, The Budget Has The Potential To Help The Organization And Its Members Achieve Their Goals. How The Budget Benefits In Practice Depend On How Adequately The Budget Is Understood And Implemented. The Important Thing Was That The Budget, As Well As Other Types Of Control, Must Be Apparent And Acceptable To Those Who Were Supervised By Its Activities.

The Statement Is Relevant To Stoner's (1996: 146) Opinion That Budget Allows Coordinating The Work Of The Entire Organization. Since An Overall Budget Is The Pattern Of All Company Plans For Next Year, Top Management Can Unify The Activities Of Each Unit.

According To Shillinglaw (2009: 123-126) (26), There Are Two Types Of Budget (Budget) Organization, The Operating Budget, And Financial Budget. The Operational Budget Indicates Goods And Services Expected By The Organization Can Be Consumed Within The Budget Period. Usually In This Budget Is Included Both Physical Quantity And Cost Figures. The Financial Budget Specifies The Organization's Planned Spending Money Over The Same Period And From Which It Be Earned.

According To Anthony And Dearden (2008: 87), Each Organization Or Functional Unit Is Headed By The Manager Responsible For The Activity Of The Unit, Which Is Called The Responsibility Center. All Responsibility Centers Use Resources (Inputs Or Costs) To Produce Something Else (Output Or Income). There Are Three Main Kinds Of Responsibility Centers, Depending On How Inputs Or Outputs Are Recorded By The Control System: Cost Centers, Income Centers, And Profit Centers. According To Anthony And Dearden (2008: 88-90), The Most Common Type Of Operating Budget Is Parallel To The Three Responsibility Centers (Cost, Income, And Profits).

IV. Conclusions

Based On The Results Of Research And Discussion, Then The Conclusion Of Research Are As Follows:

The Effectiveness Of The Implementation Of Tourism Object Of Bunaken Marine Park Is Good But It Needs To Keep On Guard And Preserved Its Tourism Area So That It Can Bring Prosperity To The Government Community And All Who Use It.

Bunaken National Park Authority Has Management Authority Of Bunaken National Park Tourism Object In Collaboration With Tourism Office, Provincial Government, Municipal And District Government, In The Framework Of The Management Of Bunaken National Park (Including The Sustainable Bunaken Marine Park) And Sustainable Use.

Facilities And Infrastructure Have Been Excellent But Need To Be Upgraded To Adequate Tourism Infrastructure Attractions Bunaken Marine Park. It Is Reflected In The Inadequate Tourism Infrastructure Of Bunaken Marine Park, Such As Transportation Or Transportation Which Can Bring Tourists To Bunaken Marine Park, And The Availability Of Electric Lighting, Drinking Water Supply, And The Availability Of Social Infrastructure In The Form Of Health Services, Security Factors, And Government Officials Who Directly Serve Tourists. Similarly, The Inadequacy Of Tourism Infrastructure Among Others Is Any Form Of Business Or Organization Whose Activities Specifically To Prepare Tourist Arrivals To A Tourist Destination, Such As Receptive Tourist Plant, Residential Tourist Plant, And Recreative And Sportive Plant.

The Maintenance Budget Of The Bunaken National Park Is Reasonable Although It Is Necessary To Note The Adequacy Of The Maintenance Budget In The Management Of Bunaken Marine Park. It Is Due To

The Funds Available For Operations, It Is Used For The Operating Fund Of The Bunaken National Park Conservation Area And Not Just The Bunaken Marine Park Itself.

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