

The Inherent Values in the Formulation of Tourism Development Programs in West Halmahera District (Study in Tuada and Bobanehena Village, Jailolo Sub-District)

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Abstract: Rural development is an improvement effort of life quality for the welfare of the village community (Article 1 paragraph 8 of Law 6 in 2014). Village development aims at improving the well-being of the village community and the quality of human life and poverty alleviation through the provision of basic needs, the development of facilities and infrastructure, the development of local economic potential, and sustainable use of natural resources and environment. This study aims at understanding in depth the Actor collaboration, values, and models used in the formulation of the tourism destination development program in Tuada and Bobanehena Village, Jailolo Sub-District, West Halmahera District. This study applied a qualitative approach in which the type of research was constructivism. This study proves that there is finding of the economic value that became one of the basic values besides the value of togetherness. In addition, there is a history of the unofficial actors (women) and the official parties (village head and Village Consultative Agency) in the process of formulating the tourism destination development program in West Halmahera District through the Village Deliberative Forum which discussed rural medium-term development plan, village government work plan, and village budget.

Keywords: Values, Program Formulation, Tourism.

Date of Submission: 05-06-2019

Date of acceptance: 20-06-2019

I. INTRODUCTION

The community must really feel the benefit of the development, and it is no exception that lives in rural areas. The issuance of Law No. 6 of 2014 on Villages is a positive marker for citizens living in rural areas that the government is serious about implementing village development. Rural development is an effort to improve the quality of life for the highest welfare of the village community (Article 1 paragraph 8 of Law 6 in 2014).

The village government and village communities implement village development in a spirit of mutual assistance by utilizing local wisdom and natural resources of the Village. Implementation of the sector-in-village program is informed to the village government and it is integrated with the village development plan. Villagers are entitled to obtain information and monitor the policies and implementation of village development (Explanation of Law No. 6 of 2014, item 10).

One important thing to note is that development planning is based on accurate and accountable data and information (Article 31 of Law 25 in 2004). Constraints in the implementation of development were faced by the village, especially the villages in West Halmahera District. The issuance of Law No. 6 of 2014 on villages raises several serious issues at the village level. First, there is a lack of collaboration of actors at the village level consisting of the Village Chief, Village Consultative Body, and community members in the planning process of the program. Second, some people also tend not to attend the delivery of ideas initiated by the village chief and the village consultative body. Third, some community leaders are not involved in the preparation of medium-term development plan, village government work plan, and village budget.

Moreover, based on the results of interviews with AbubakarSani Mustafa as Team Leader Consultant Assistant Area of North Maluku Province, some facts in the field about the weakness of village actors in the development planning are obtained. First, there is a weakness of village fund management and the allocation of village funds by the village head as the responsible party so that many village funds and the distribution of village funds are problematic in their use. Second, the community has not understood the benefits of the disbursement of village funds and the distribution of village funds by the Central Government and District or City Government so that they are less concerned with their use by the village head. Third, knowledge, the ability

to write or concept, and the articulation of opinions from the participants of village meetings are limited, especially regarding planning until implementation of the program (interview, 21-03-2017).

In fact, the number of village funds and the allocation of village funds disbursed by the Central Government and Regency or City Government are quite large. In 2016, the total national allocation of village funds is IDR 46.982.080.000.000. This fund increases to IDR .60.000.000.000.000-, (sixty trillion rupiahs). In 2017 (Ministry of Finance), in West Halmahera District, the total village funds disbursed by the Central Government is IDR 129.912.794.000.00, and the allocation of village funds from the West Halmahera District Government is IDR 38.469.248.000 divided into eight districts and one hundred seventy villages.

Formulation of the research problem

The purpose of development, in essence, is to change from a particular situation to be a better direction as the purpose of the policy which is intended to serve the interests of society as well as to offer realistic problems solving faced by the community. Therefore, by using the sources received through the Central Government in the form of Village Funds as well as Local Governments in the form of Village Fund Allocation, the choice to plan development programs in accordance with the needs of the Village becomes significant to be studied. Based on this fact, the problem formulation that the researchers propose is as follows.

1. What are the values considered in formulating the Tourism Destination Development Program in Tuada and Bobanehena Villages, JailoloSubdistrict, Halmahera Barat District?
2. Why do those values become an option in formulating Tourism Destination Development Program in Tuada and Bobanehena Village, Jailolo Sub-district?

II. METHODOLOGY

The type of this research is constructivism research. In the explanation of the ontology of constructivist paradigm, the reality is a social construction created by individuals. However, the truth of social existence is relative. It means that the things that application is based on the specific context which is considered relevant by social actors (Hidayat, in Bungin, 2011: 11).

The term "social construction of reality" became famous since Peter L Berger and Thomas Luckman introduced it through his book entitled, *The Social Construction of Reality: A Treatise in the Sociological of Knowledge* (1966). It describes the social process through its actions and interactions, in which the individual created a shared reality continuously and shared subjectively (Bungin, 2011: 13).

Concept

A. Paradigm of Public Administration

According to MoeljartoTjokrowinoto (2002: 139), many works of scholars try to map the various plot of thought or paradigm that form the figure of state of the art of state administration science. The difference in paradigm is due to their point of view and their different points of concern. Sharma (1966: 5-41) believes schools in the state administration as the flow of administrative, empirical, human behavior, social systems, mathematics and decision theory. Additionally, Bailey (1968) can identify many variations of theory in the state administration science, namely descriptive, explanatory, normative, assumptive and instrumental.

Henry (1992) based on the diachronic review, there are some paradigms. The first paradigm is Political-Administration dichotomy (1900-1926). The second paradigm is administrative principles (1927-1937). The third paradigm is State Administration as Political Science (1950-1970). The fourth paradigm is State Administration as Management. The fifth paradigm is State Administration as State Administration. Other scholars, Frederickson (1976) describes the map of thinking which is called the "model" in the Science of State Administration which includes i) the Classical Bureaucracy model, ii) the Neo-Bureaucratic model, iii) the Institutional model, iv) the model of Humanitarian Relations, v) the model of the State Administration New .

Shafritz and Russel (1997 in Keban 2014: 6) argue that it is difficult to give a definition of public administration that is acceptable to all parties. Therefore, the researchers give several definitions based on four categories that that are political, legal, managerial, and livelihood. Based on political category, public administration is defined as "what government does" , either directly or indirectly, as a stage of public policy-making cycle, as an implementation of the public interest, and as an activity that is performed collectively because it can not be performed individually.

B. Collaborative Management

AgranoffandMcGuire (2003:4) notes " Collaborative management is a concept that describes the process of facilitating and operating in multiorganizational arrangements to solve problems that cannot be solved, or solved easily, by single organizations. Collaboration is a purposive relationship designed to solve a

problem by creating or discovering a solution within a given, set of constraints (e.g. knowledge, time, money, competition, and conventional wisdom; Schrage, 1995).

Frederickson in Agranoff and McGuire (2003:20) reveals, "Many different labels have been used to describe the interactive patterns of multiple organizational systems, and we employ "collaboration" as our primary descriptor of managing across governments and organization. In the public administration literature, the term "governance" is often used to describe a wide range of organization types that are linked together and engaged in public activities, enlarging (and changing) the domain of government. Governance connotes that more public agencies are involved in the formulation and implementation of policy, which suggests "the declining relationship between jurisdiction and public management".

C. Collaboration

Collaboration is the character of a group of people acting on the basis of teamwork. The activeness of groups that combines the owned capabilities and sharing an understanding of the tasks to their members on the basis of mutual trust and respect are forms of commitment-based collaborative behavior. Creative-group cooperative behavior is built on three individual orientations towards the group, namely loyalty, identification, and involvement (Akib, Haedar, 2011: 25).

Ansell and Gash (2007: 544-545) note "A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets. This definition stresses six essential criteria: (1) the forum is initiated by public agencies or institutions, (2) participants in the forum include nonstate actors, (3) participants engage directly in decision making and are not merely "consulted" by public agencies, (4) the discussion is formally organized and meets collectively, (5) the conference aims to make decisions by consensus (even if consensus is not achieved in practice), and (6) the focus of collaboration is on public policy or public management.

Donahue and Zeckhauser (2011: 22-24) reveal "Collaboration necessarily have at least two parties, and any study of collaborative governance can take at least two points of view, that of government and that of a private party." Meanwhile, Robertson and Choi (2010) in Subarsono, 2016: 176) defines collaborative governance as "A collective and egalitarian process in that participants are endowed with substantive authority to make collective decisions, and each stakeholder possesses an equal opportunity for its preferences to be reflected in the collective decision."

Collaborative Governance distinguishes itself with the partnership through the role of government in it. In partnership, the government works by building networks, coalitions, and partnerships aimed at creating effective services with the government to citizen relations. In collaborative governance, governments work through the private sector and community elements to achieve public goals (O.Flynn and Wanna, in Purwanto et al., 2015: 137).

Collaborative governance often also refers to the term as found in public networks, as a pluralistic form of cooperation between public and community sectors by involving the elements of society in decision-making. It is similar to the Public Private Partnership because of its nature that requires collaboration. However, in partnership, the purpose of collaboration is generally focused on the coordination of the decision-making (Purwanto et al., 2015: 138). The Collaborative Governance Framework has various dimensions, namely the context system, the concept of collaborative governance, and the dynamics of collaboration (Balogh 2011 in Subarsono, 2016: 198-201).

D. Understanding Policy

Dye reveals, "public policy is whatever governments choose to do or not to do. Governments do many things. They regulate conflict within society; they organize society to carry on conflict with other societies; they distribute a great variety of symbolic rewards and material services to members of the society; and they extract money from society, most often in the form of taxes. Thus, public policies may regulate behavior, organize bureaucracies, distribute benefits, or extract taxes-or all of these things at once" (Dye, Thomas R. 2013:3).

Clarke E. Cochran et al define, "The term public policy always refers to any action taken by the government and the objectives underlying their actions. Gerald E. Caiden defines public policy making as "the determination of the general direction of publicly resolved societal issues - the most important area of public administration. It determines the scope of government and the extent of public organization ". (Caiden, 1982: 51).

Values in Organizing the Program

Anderson (1979: 52-91 in Wibawa 1994: 20-22), explains that; because the policy is a response to the demands of actors, it becomes interesting to discuss why an actor insists on a different demand from another actor and even different from his demands at different times. In the mind-frame of behavior-interest or value-

behavior, the problem is explained by the following sentence; the policy proposed by an actor is a function of his attitude and behavior, while his attitude and behavior are a function of his interests and values.

Some values influence the behavior or attitude of a policy actor. The first is political values. The second is organizational values. The third is personal values. The fourth is policy values. The fifth is the value that can be designated that is ideological values.

III. RESULTS AND DISCUSSION

Values in Formulating the Program

In this context, the values used by each actor in the process of formulating the program will be discussed in depth. Following up an issue is necessary to do a rigorous assessment or model formulation used in achieving the program.

Two values become the basis of the community in approving the development program in tourism which reached IDR 565.502.000 or 54.25 percent of total revenue in APBDes. These two values are historical value and economic value. Historical value is related to the struggle against the Dutch colonists led by Banau and Po'en and his followers, such as, Bayau who made TanjungPejuang as a place they set the strategy of struggle to resist Dutch imperialism.

Hilman Malik's statement as Chairman of the SadarWisata Group of Tuada village said that the matter was interesting. According to him, "Society in our village agreed that for the development of tourist destinations we should not forget the value of history and the economic value should be strengthened ". UdinBakar conveyed the same thing as Chairman of the Village Owned Enterprises. According to Udin, "economic value exists because once there are tourists who come then people who sell will get additional income related to economic life."

Ms. Eviyati, one of the traders in TanjungPejuang tourism object also commented on the income they get. According to him, income that she gets is based on the number of visitors. If it is the regular day (Monday-Friday), the revenue can reach IDR 200.000.-. However, if it is weekend (Saturday or Sunday), it can reach IDR 800,000 to IDR 1,000,000 "in a day. In addition to Eviyanti, Mrs. Jamila who sells food and soft drinks such as fried banana, ginger, pop ice, bread, and coffee, said , " If it is regular day (Monday-Friday) I can get IDR 200.000 to IDR 300.000, - but if the day of the week and visitors who come very crowded I can earn up to IDR 1.000.000.

Another case with Tuada Village, in Bobanehena Village there was only one tourism program that is budgeted in Budget revenue and Village Expenditure Budget in 2017. It was Infrastructure Development of Tourism, and the budget was IDR 145.000.000. An interesting thing is the values that become the guidance or basis in approving the programs offered by the Village Empowerment Agency and the Village Government. According to Iswan, Village Chief of Bobanehena, "The right method is needed to raise the community's dignity for the members of the community who inhabit Bobanehena Custom Village. Therefore, tourism is the right choice based on historical, economic and religious values".

Bobanehena Village allocates funds in the field of tourism in the form of bridge construction or tourism infrastructure as much as IDR 145.000.000 from IDR 1.039.054.000. It was 13.95 percent of village budget. When the budget was proposed the community agreed. In addition, the program is accepted by the community because it is based on three key values that hold their hand that is the value of history, religion, and economy.

The historical value is related to the arrival of spices of cloves and nutmeg from Ternate to Bobanehena who are now entering the third generation. Religious value is associated to indigenous villages that can not be separated from religion, which is shown by the existence tahfidz Qur'an community in the mountains of Bobanehena. In addition, economic value can be seen from the increasing income of women traders around the location of hot water attractions in Bobanehena. Ms. Tati, a trader who sells fried banana, ginger, ice oreo, and aqua says, "I trade around the sights of Bobanehena Village. Now it is still in bridge repair so I just sell in front of the house. If visitors are busy coming, my income can reach IDR 500.000 or even more ".

IV. CONCLUSION

Research on the Collaboration of Actors in the Formulation of Tourism Destination Development Program in West Halmahera District, Studies in Tuada and Bobanehena Villages has several important notes that can be summarized as follows.

1. There are findings on the economic value that is one of the base values besides the value of togetherness, and history held by the unofficial actors (women) and the official actors (village chief and Village Consultative Agency) in the process of formulating Tourism Destination Development Program in West Halmahera Regency.
2. In addition to economic value, historical value is associated with the struggle resist the Dutch colonialists. Historical value is associated with the arrival of spices namely cloves and nutmeg from Ternate to Bobanehena which are now entering the third generation.

3. The third value is the main reason in the compilation of Tourism Destination Development Program. It is related to the value of togetherness because the parents previously are involved together in the struggle to resist the invaders. Moreover, the religious value is marked by the existing community of Tahfidz Qur'an as part of a traditional village that is encoded by religion so that it suitable to be a religious tourist attraction.

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IOSR Journal Of Humanities And Social Science (IOSR-JHSS) is UGC approved Journal with SI. No. 5070, Journal no. 49323.

Thamrin Husain. "The Inherent Values in the Formulation of Tourism Development Programs in West Halmahera District (Study in Tuada and Bobanehena Village, Jailolo Sub-District) ." IOSR Journal of Humanities and Social Science (IOSR-JHSS). vol. 24 no. 06, 2019, pp. 37-41.