



Policy Implementation of Sustainable Tourism Development Program in Manado City

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ABSTRACT

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Sustainable tourism development requires stakeholder participation to ensure broad participation. Systematic policies in tourism development are needed, especially in realizing sustainable tourism development in the city of Manado. With the regulation of the Minister of Tourism Number 14 of 2016 concerning Guidelines for Sustainable Tourism Destinations which is supported by Regional Regulation Number 2 of 2020 concerning RIPPANDA, the purpose of this research is to explore the extent to which policies are implemented in the context of sustainable tourism development in Manado City. This study uses qualitative methods through a phenomenological approach with qualitative observations, qualitative interviews and qualitative documents. The results of current research, tourism in Manado City continues to be developed starting from tourist destination infrastructure, MSME locations are also revitalized by related parties, HR training both external and internal, coordination continues to be built with stakeholders in organizing tourism events, as well as participation from the community in provide criticism or input on the tourism development of Manado City, which is still at the consultation stage with the Manado City Tourism Office, as well as a decrease in Manado City's PAD which is dominated by the tourism sector due to the current COVID-19 pandemic.

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1. Introduction

Tourism is a sector that has significant growth and is the driving force of the world's economy today. Tourism is not just a conventional concept, but is related to sustainable development (Maftuhah & Wirjodirdjo, 2018). The World Tourism Organization (UNWTO) recognizes that the tourism sector is a leading sector in the development and improvement of welfare that is directly affected. The growth of tourism destinations makes the tourism sector the main driver of export income, job creation, and business and infrastructure development.

The tourism sector accounts for 3.6% of global GDP, of which 1 in 11 is generated by tourism. Second, it contributed US\$ 1.7 trillion or equivalent to 4% of world exports. Despite several global crises, the number of international tourism continues to show positive growth, with only 25 million international tourists in 1950 and in 2014 the number of international tourists, a total of 1 billion people have traveled to visit tourist destinations.

Table 1.

National Tourism Sector Targets and Achievements

<i>Indicator</i>	2015	2016	2017	2018	2019
Contribution to National GDP	4,23%	4,50%	5%	5,25%	5,50%
Foreign Exchange (Trillion IDR)	144	172	200	223	280

<i>Indicator</i>	2015	2016	2017	2018	2019
Number of Labor Person	11,4	11,8	12,0	12,6	13,0
Competitiveness Index (WEF)	#50	n.a	#42	n.a	#30
International Tourists (Million Visits)	10,4	12	15	17	20
Domestic Tourists (Million Trips)	255	260	265	270	275

Sources : (Kemenpar, 2019)

Tourism is the biggest contributor to foreign exchange, GDP and labor in Indonesia. In 2017, the tourism sector added 5% to the contribution of GDP, foreign exchange of Rp. 200 trillion, and the tourism sector workforce absorbs 12.28 million. International visits are 15 million visits and the number of domestic trips is 265 million. Therefore, the tourism sector is increasing from year to year with the advantages of a portfolio of natural, cultural and artificial tourism products in Indonesia, as well as global tourism and travel trends that tend to be high from year to year.

Indonesia's tourism development is carried out based on Law Number 10/2009 concerning Tourism, paying attention to diversity, uniqueness, and cultural and natural characteristics as well as human needs for tourism including the tourism industry, tourism destinations, marketing and tourism institutions.

Furthermore, the Ministry of Tourism issued Regulation of the Minister of Tourism Number 14/2016 concerning Guidelines for Sustainable Tourism Destinations aimed at providing a comprehensive reference on the management of sustainable tourism destinations, so that the management of the protection, utilization and development of the area as a sustainable tourism destination.

Regional Regulation Number 2/2020 concerning the Master Plan for Regional Tourism Development or RIPPARDA for the City of Manado was formed according to the Strategic Plan for the development of the City of Manado which is the mainstay sector to be developed because it affects other development sectors, namely environmental, economic and socio-cultural dimensions.

Various systematic policies for regional tourism development are needed. Thus, the role of the government in tourism is the reason for researchers choosing the implementation of sustainable tourism development policies as the focus of research. This is important in realizing sustainable tourism development in Manado City according to the vision of Manado City, namely "Manado World Tourism" that the tourism sector is ready to be a leading sector to become a world tourist destination and develop into MICE Tourism. The success of the development of Manado City as world tourism in 2025 is supported by leadership and democratic commitment, the existence of policies carried out by every running government, taking sides with the people and the active role of the community and the business world.

Previous research related to the implementation of sustainable tourism policies was carried out by (Ismet & Abuhjeeleh, 2016) entitled The Analysis of Tourism Policies by Different Governments and their Potential Implementation in North Cyprus Economy. The theory regarding policy implementation with government involvement, the Ministry of Tourism and related agencies in developing sustainable tourism involves different stakeholders such as NGOs, local communities and the private sector.

Furthermore, research (Kapera, 2018) Sustainable Tourism Development Efforts by Local Governments in Poland related to collaborative efforts in the development of the tourism sector. As a result, local officials collaborate at the national and international levels and involve the community. The diversity of stakeholders is important and defends their interests with one goal.

Furthermore, research from (Obot & Setyawan, 2017) is entitled Implementation of Batu City Government Policies in Realizing a Sustainable Tourism City with Environmental Insight. The results show that the implementation has not gone well. From its implementation, the delivery of information has not materialized. Then there is no notification to the public regarding projects implemented by the government. Furthermore, there are no regulations to limit the development of tourist objects and provide flexibility for investors to invest in Batu City involving community participation.

Some of the research above, the authors get a gap that is used as a reference in research related to the implementation of sustainable tourism development policies in Manado City. The tourism industry in North Sulawesi, especially the city of Manado, is developing well and promisingly. However,

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several strategic issues need to be avoided, such as the third party gap that triggers jealousy and unfair competition between investors, especially business people and the public. So that local government policies need to be made to protect micro-enterprises and small communities in accordance with the basic principles of community-based tourism development. Then, this research still has differences, although it has similarities related to tourism development, but the conceptual focus emphasized by each research is different. Researchers focus on how policies provide understanding and involvement of the community and stakeholders in developing sustainable tourism according to economic, social and cultural aspects as well as the affected environment. Whereas previous research, the policies made have not been fully felt by the community and information related to the implementation of policies is not known to the affected communities.

Therefore, this research Novelty focuses on implementing policies in providing understanding and involvement of the community and stakeholders in developing sustainable tourism in Manado City. First, the author wants to know the role and coordination in reaching out to stakeholder involvement and decision-making processes in implementing sustainable tourism policies. Second, the author explores the collaboration carried out together with stakeholders according to Ministerial Regulation Number 14 of 2016.

Based on the results of observations made, there are still various obstacles in the development of sustainable tourism in Manado City so that there are gaps, namely: 1.) Coordination between tourism institutions or organizations is not optimal. 2.) Weak diversification of tourism products in Manado City, 3.) Weak image and positive perception of the city in potential market segments. 4.) Utilization of technology and information in tourism promotion and marketing has not been maximized. 5.) The low level of labor certification in the tourism sector.

Based on the background of this research, the researcher formulates the problems including: "To what extent is the implementation of sustainable tourism development policies carried out by the Manado City Tourism Office?" The purpose of the research is to contribute related to the extent to which policies are implemented in the development of sustainable tourism in Manado City. So that it can be used as a reference in future tourism development in Manado City to realize Manado City as a World Tourism City.

2. Research Methods

The method used is qualitative research using a "phenomenological" approach by describing symptoms based on indirect observations by explaining that the role of researchers is based on self-observation of the respondents. Researchers used qualitative observation data collection techniques, qualitative interviews were conducted face-to-face and via telephone, and qualitative documents collected documents relevant to the research (Creswell, 2009). Furthermore, the researcher uses the technique of determining informants through purposive sampling as a way to determine informants who understand the information needed by researchers.

Regarding data analysis techniques, the authors use data analysis techniques from (Miles & Huberman, 1994). The data analysis process starts from data collection, namely by collecting various supporting data from research results, then data reduction, research through data reduction processes and then grouping based on selected variables related to conceptual issues. Furthermore, the data displays that were reduced by the researchers were then presented in the form of pictures, tables, and descriptive explanations. Finally, the conclusion drawing and verification, the researcher makes a temporary conclusion on the results of the research analysis. To revise the conclusions obtained, the researcher looked again at the data collected during the research process, both field notes and documents related to research. After obtaining data that is considered valid, the strategy chosen by the researcher in this study is to triangulate the data used to examine data from various sources so that the data becomes accurate (Creswell, 2009).

3. Results and Discussion

3.1 Standard and Objectives

Ecotourism-based tourism in Manado City currently still relies on marine tourism (marine tourism). The implementation of the development of tourism areas in Manado City focuses on property development or supporting infrastructure, one of which is improving access to Bunaken Island, namely pier facilities. The physical building has begun to crack and the physical condition of the dock building must be repaired by the North Sulawesi Province BPPW with PT. Nindya Karya (Persero) who entered the environmental document to ensure that its development does not endanger the ecosystem in Bunaken.

In addition to dock facilities to support connectivity to tourist attractions on Bunaken Island, the Manado City Tourism Office in collaboration with BPPW of North Sulawesi Province has revitalized 529 Homestays on Bunaken Island. The amount of assistance to improve the quality of self-help homestay business is Rp. 36,740.000.000,-. Based on the data obtained, the Sarhunta assistance has only been distributed to 263 units in three villages, namely Marinsow, Pulisan, Kinunang, Bunaken Island.

BPPW of North Sulaersi Province is in the process of developing the waterfront tourist area of Malalayang Beach as a space for residents' activities. In addition, the development of the Waterfront City area of Malalayang Beach does not exclude the existing traders in the area by building 48 kiosks in 2 units of tower and dock kiosks and 36 kiosks in 2 units of floating stalls. For the development process of the Malalayang Beach Area, the budget absorbed is Rp. 94,000,000,000,- has reached seven percent until the end of June 2021 since the joint contract with PT. Nindya Karya 2020.

Improving the quality and quantity of tourist destinations related to infrastructure, providing accessibility, namely roads, crossings, facilities and infrastructure through related sectors. In order to have qualified tourism quality, an expanded internet or wifi network was developed, and public tourism facilities were built such as toilets, gazebos, shelters, visitor kiosks and also the revitalization of the Tourism Information Center at the Alex Kawilarang National Unity Park which was in line with budget constraints due to the Covid-19 pandemic.

The priority tourism products are snorkeling and diving. In general, when visiting Bunaken National Park waters, tourists only know about these products by using the services of a dive center to travel and enjoy the marine parks in Bunaken. Therefore, the Manado City Tourism Office develops natural tourism products such as at the Mount Tumpa tourist location there is paragliding tourism.

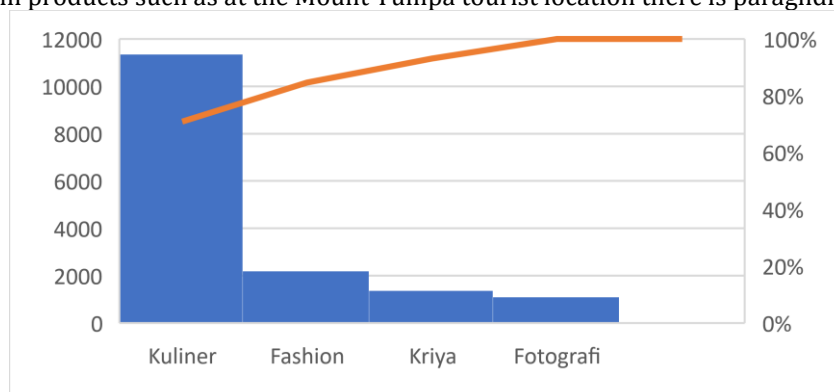


Figure 1 Number of Creative Economy Actors in Manado City.

Source : (Dinas Pariwisata Kota Manado, 2020)

Furthermore, the large number of tourism potentials that can be visited by tourists makes the MSME sector affected. there are 15,255 creative actors in Manado. The most sectors include culinary with 11,341 businesses, MSMEs engaged in fashion with 2,192 businesses and crafts (crafts) with 1,099 businesses and also the photography sector.

Furthermore, the policy delivery system from the Manado City Tourism Office is related to the policy of Regional Regulation Number 2 of 2020 concerning the Manado City RIPPANDA and Regional Regulation Number 4 of 2020 concerning the Implementation of Manado Fiesta Activities. The policy

delivery system is implemented with the concept of socialization with the implementing targets consisting of the Manado City Tourism industry players and Manado City Regional Apparatuses down to the village apparatus level. The delivery concept adapts to the current situation, where the Covid-19 pandemic is still going on.

The purpose of developing tourism potential as a form of improving the image of existing tourist destinations so that it is not only the government that is moving but there must be collaboration (Brokaj & Murati, 2014). The researcher believes that the collaboration built by the Manado City Tourism Office and vertical agencies in tourism development provides benefits for making Manado City a World Tourism City. Problems found in the field such as product diversification of Manado City are found in tourism products such as snorkeling and diving. However, the presence of training in order to improve tourism products such as paragliding training for tourist attractions in Mount Tumpa indicates that the Tourism Office continues to bring innovation so that later when tourists visit, they have several choices of tourism products. Then, this tourism product also includes MSME products or the Creative Economy according to the Minister of Tourism's policy Number 14 of 2016 which is strengthened by Regional Regulation Number 2 of 2020, which relates to economic utilization for local communities, so that there is participation from the people of Manado City and the Manado City Tourism Office. continue to provide training for creative economy actors, provide job opportunities for local communities as well as access by the Manado City Tourism Office by marketing MSME products and capital assistance for the community.

The role of the government as a regulator is needed in the development of tourism in each region aimed at improving the living standards of the local community (Irawan, 2017). The Manado City Tourism Office provides tourism training development for tourism industry players by collaborating with stakeholders, showing that the Manado City Government encourages people to have businesses that are given training so that they sell products, especially local Manado City products that have attractiveness.

At the implementation level, local organizations can develop and run their programs based on the rules from the central level (Berman, 1980). The policy submission according to the researcher, Regional Regulation Number 2 of 2020 concerning the Manado City RIPPARDA and regional regulation number 4 regarding the implementation of the Manado Fiesta event have been carried out, but the effect has not been seen due to the current covid-19 pandemic. As in the context of previous research, that in the promotion of tourism, among others, generating foreign exchange earnings, creating jobs, developing socio-economic infrastructure, and expanding government revenues (Mohammed, 2018).

One of the research problems raised by the researcher is the diversification of tourism products in the city of Manado and also the weak image and positive perception of the city in the potential market segment. In the context of research, tourism product diversification is a strategy in achieving recovery by offering activities and services to support and increase the competitiveness of tourism products (Farsari et al., 2007). According to the researcher, currently the Manado City Government, in this case the Tourism Office, has done various things such as promoting Manado City tourism through the Manado Fiesta virtually as well as several platforms such as Instagram, Facebook, Twitter related to the products offered such as snorkeling, diving, and finally tourist attraction products. Paragliding is being developed by the Manado City Tourism Office.

Then, the research problem is related to the low competence of tourism human resources in Manado City. The researcher argues that the Manado City Tourism Office has provided various training facilities, but some people have not taken advantage of these opportunities and some other people have competencies such as paragliding tour guide training whose competence is tested by holding a tour guide exam. By increasing the role and participation of the community becomes very important. The community can participate by using media or containers that have been provided by the Regional Government itself (Sulistiyadi et al., 2017).

3.2 Resources

The human resources of the Manado City Tourism Office consist of structural positions, namely Head of Service (echelon IIB), Secretary of Service (echelon IIIA), Head of Division (echelon IIIB), and Head of Sub-Section and Section Head (echelon IVA). The development of human resources for the

Manado City Tourism Office in 2020 there are as many as 44 Civil Servants to support the implementation of the main tasks and functions of the Manado City Tourism Office. The education level is dominated by Bachelor's education with 27 employees, then D-III with 8 employees, S-2 with 5 employees and SMA with 3 freelance daily workers. Structural positions are 21 people and functional positions are 22 employees. When viewed from the number of staff implementing the Manado City Tourism Office, it is relatively limited with a wide scope of work. However, the quantity in implementing sustainable tourism development policies in Manado City is circumvented by collaboration with other vertical agencies and utilizing existing information technology.

Furthermore, the benchmark for sustainable tourism development policy information can be understood by the Manado City Tourism Office employees, namely by holding the socialization of two regional regulations on tourism, namely Regional Regulation Number 2 of 2020 concerning the Master Plan for Regional Tourism Development (RIPPARDA) and Regional Regulation Number 4 of 2020 concerning organizing the Manado Fiesta. Then, in addition to the two regional regulations, Manado City Tourism Office employees provided information related to the CHSE guidelines issued by the Ministry of Tourism and Creative Economy as a form of readiness for the sub-sector, especially in the field of lodging such as hotels, to prevent the COVID-19 pandemic by implementing Health protocols as recommended by the government.

Successful implementation is the capacity of the implementing organization to do what is expected. The ability to implement policies is hindered by various factors such as overworked and poorly trained staff, insufficient information and financial resources (Van Meter & Van Horn, 1975). According to the researcher, with the availability of human resources at the Manado City Tourism Office, they are able to carry out the implementation of tourism development policies with the support of agencies to cover the quantity in the Manado City Tourism Office. This opinion is supported by previous research which says that, with a highly educated human resource structure, it is significant to understand sustainable development (Brokaj & Murati, 2014).

The researcher argues that the Manado City Tourism Office employees are able to provide this information to tourism business actors. The level of compliance at the employee level occurs after superiors are incentivized to use the information available to them (Van Meter & Van Horn, 1975). Every employee in public organizations is required to be able to provide awareness to the public regarding policies that have been decided through various media (Brokaj & Murati, 2014) Information provided to educate the public in the tourism industry. However, according to researchers, the understanding of policy is only a few employees in certain fields. According to the researcher, the distribution of policy information must be evenly distributed among all employees. This opinion is in line with previous research that one of the factors that causes the lack of performance of sustainable tourism policy implementers is the lack of understanding of tourism (Dela Santa & Saporsantos, 2016).

3.3 Interorganizational Communication and Enforcement Activities

The level of accuracy and consistency of communication between organizations based on the pentahelix framework (BGCAM) is quite accurate. The benchmark is when the Manado Fiesta priority event requires vertical agencies such as the security forces of the TNI and the North Sulawesi Regional Police to the Manado City Police, the Manado City Transportation Service, community leaders, then academics. Coordination of planning activities is quite routine, such as holding a coordination meeting every 2 weeks to discuss the progress of the event.

Communication is the point at which a policy can work. The researcher found that the government's internal communication between the responsible organization, namely the Manado City Tourism Office and vertical agencies, was effective. The benchmark of researchers can be seen from the implementation of programs or activities carried out, such as the Manado City Tourism Office continuing to coordinate with the Manado City DPMPSTP, the Manado City Civil Service Police Unit continues to provide advice regarding licensing and operating hours of tourism businesses, especially during the COVID-19 pandemic. Then communication by the Tourism Institutional Division of the Manado City Tourism Office, such as training for tourism industry players which is currently being carried out related to tour guide training, paragliding tour guides, basic introduction to freedive for beginners. Furthermore, providing socialization related to Regional Regulation Number 2 of 2020 concerning RIPPARDA and Regional Regulation Number 4 of 2020 concerning the Implementation of the Manado Fiesta. The communication

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that is built is formed from the hierarchical factor of the bureaucratic structure to facilitate the transmission process in implementing policies.

Implementation is improved according to standards and objectives with communicated accuracy and consistency. (Van Meter & Van Horn, 1975). The communication variable is important, where the problem of the author's research also refers to the lack of coordination between tourism institutions or organizations. The researcher believes that the level of accuracy and consistency in the implementation of the regional regulation number 4 of 2020 is quite good, as can be seen from one of the Manado Fiesta events, but there is still miscommunication in this activity. Thus, it still requires top management direction in an activity or program. However, coordination is also going well, such as training involving external parties aimed at improving the competence of tourism human resources, then collaboration between agencies continues to be built, so it is necessary to actively communicate with stakeholders. The formulation and implementation of sustainable tourism policies must minimize stakeholder conflicts (Guo et al., 2019). As the message passes through the communication network, distortion will occur resulting in contradictory directions, ambiguity, inconsistency, and inappropriate requirements (Van Meter & Van Horn, 1975). The factor of open communication in implementing policies has been effective, but there are still obstacles such as misperceptions in activities. Therefore, in order to maintain coordination, the Manado City Tourism Office and other vertical agencies provide feedback for the agencies responsible for implementing programs or activities. Sustainable development networks are needed to coordinate the interactions of stakeholders with different goals, interests and powers (Guo et al., 2019).

3.4 The Characteristics of Implementing Agencies

Based on the results of the study, the HR profile of the Manado City Tourism Office has a high school education to a master's degree. However, the employees have experience in the tourism sector even though the employees of the Tourism Office are not tourism graduates. Judging from the size of the implementer, it is not sufficient if it is only the Manado City Tourism Office with a limited number of staff with a wide scope. In terms of education, although most of them do not have a tourism bachelor's background, the employees are in the Manado City Tourism Office for at least 2 years or more.

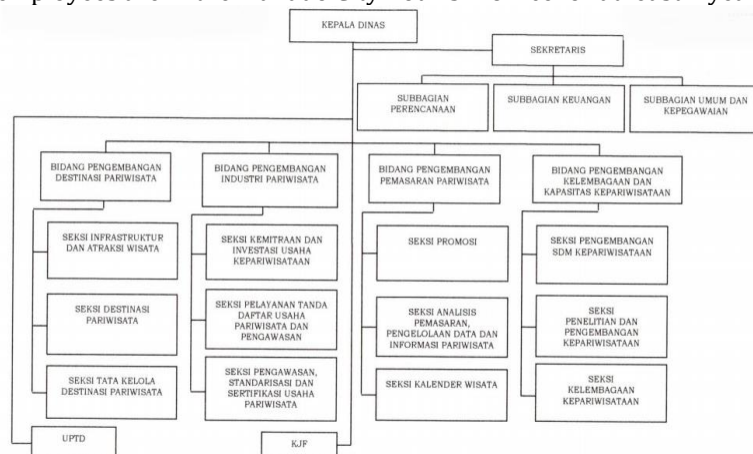


Figure 2. Manado City Tourism Office Organizational Structure

Sources : (Dinas Pariwisata Kota Manado, 2016)

In terms of organizational factors, employee competence has an effect on employee income allowances, where additional income is assessed based on their performance. Thus, aspects of knowledge, skills and work attitudes must be owned by ASN. By providing an understanding of policies through socialization, it shows that the knowledge aspect of the Manado City Tourism Office is able to provide understanding to Manado City tourism actors. Meanwhile, skills are measured from the communication built with tourism actors and employees using information technology as a means of developing tourism in Manado City. Then the work attitude is seen with employee discipline both from the presence and contribution given in carrying out sustainable tourism development policies in Manado City.

Furthermore, decision-making was initiated by the Manado City Tourism Office and actors in public institutions such as North Sulawesi BPPW related to the development of tourism supporting infrastructure, the Trade Office related to community business activities, Manado City DPMPTSP related to the issuance of business licenses which will later be issued by the Tourism Office. Manado City through the field of tourism industry development on the recommendation of the Manado City DPMPTSP.

Furthermore, the bureaucracy has the authority to implement policies due to the mandate of the legislature. Manado City DPRD through Commission 2 relating to Tourism and the Creative Economy continues to supervise the tourism industry, one of which is the activities of business actors as supporting tourism in Manado City. Commission II of the Manado City DPRD conducted a Sudden Inspection or hereinafter referred to as an inspection to various business locations in the city of Manado.

Furthermore, the performance of the Manado City Tourism Office is not good, which is based on the results of the evaluation and analysis of performance accountability, seen from the low level of tourist visits compared to the previous year. The indicator of the total number of tourist visits during 2020, the performance achieved is 28.3 percent (%). This achievement has decreased because in 2019, the achievement of the number of tourist visits reached 171.08% (%). The indicator for the average stay reaches 100 percent (%) of the target, which is for 3 days. Furthermore, the indicator achievement of the number of tourism industry businesses in 2020 is 112 businesses based on sources from the accommodation business sector and only 1 business actor has a CHSE certificate, namely Fourpoints Hotel.

Furthermore, the relationship that the Manado City Tourism Office has built with tourism actors focuses on opening new tourist attractions and revitalizing tourist sites, but the development is still in the implementation process. The role of the private sector itself is limited to the provision of facilities, not to the management stage. Furthermore, the relationship with academics is one of them in designing RIPPARDA as a consultant and cultural development through the Manado Fiesta event, as well as developing the competence of Manado City Tourism HR. Then, the role of the media is more through online media such as Instagram, Facebook, and YouTube media. However, media such as the Manado Post continue to provide news related to Manado City tourism. The last is the relationship between the community by forming POKDARWIS in every Kelurahan that is in a tourist attraction.

Conceptually, competence is a benchmark related to the ability to carry out work based on skills, knowledge, and work attitudes on the job. (Spencer.Jr & Spencer, 1993). The researcher is of the opinion that, although the educational backgrounds are different, the employees have fairly good competence, based on the length of work they have worked at the Manado City Tourism Office. Thus, understanding of the policies that have been decided can be transmitted well to the tourism industry players and the people involved.

The skills of the Manado City Tourism Office employees continue to innovate according to the needs of sustainable tourism policies. The researcher's opinion is supported by the results of previous studies that support for the performance of the government apparatus does require special training in accordance with the direction of sustainable tourism development (Obot & Setyawan, 2017). The most important thing is about communication between Manado City Tourism Office employees and understanding tourism industry players, so as to minimize errors in implementing policies.

Determinants of policy decisions are identified based on their impact so as to provide an explanation according to what is observed (Van Meter & Van Horn, 1975). The author argues that the Manado City Tourism Office as the leading sector has an impact on good coordination carried out by several stakeholder actors according to their main duties and functions. Previous research that the decision-making process is very important to consider the impact on tourism development to local communities (Kapera, 2018).

Policy implementation as a continuous decision-making process, where the final outcome is determined by the content of a program carried out on the interaction of decision makers in a political context (Grindle, 1980; Minogue, 1993). The author argues that the legislators support the development of sustainable tourism in Manado City. This is measured by the release of Regional Regulation Number 2 of 2020 concerning the Manado City RIPPARDA and Regional Regulation Number 4 of 2020 concerning the Implementation of the Manado Fiesta event. That is, there is a political motive in the development of sustainable tourism in Manado City. Tourism is influenced by political decisions as a form of priority so

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that there is a sustainable long-term vision (Dodds, 2007; Jørgensen et al., 2020). Supervision as a function of members of the Manado City DPRD shows that apart from tourism objects, supporting facilities require feasibility to have an impact on regional income and the quality of supporting facilities.

The role of sustainable tourism development policies has high performance and maximum performance of government officials is required to support optimal tourism development (Guo et al., 2019; Obot & Setyawan, 2017; Tuan & Rajagopal, 2019). Some targets are not in accordance with the realization due to the COVID-19 pandemic and the use of information technology relies on social media such as Instagram, Facebook, and YouTube, but the website owned by the Manado City Tourism Office is not managed due to the troubles of the website. Relations between organizations from vertical agencies, the private sector, academia, the media and the community continue to be communicated by the Manado City Tourism Office in accordance with the prepared activities. Local government responsive steps that refer to the meaning of public policy are oriented towards human relations by reducing individual or social group dysfunction caused by individual and external factors (Winengan, 2019).

3.5 Disposition of Implementors

The Manado City Tourism Office has knowledge, understanding and deepening of policy. In terms of knowledge, implementing officials are able to provide knowledge to stakeholders and to community actors who have businesses in the tourism sector. Implementing officials understand this problem such as the low level of competence possessed by tourism business actors. The understanding of implementing officials is able to provide understanding related to sustainable tourism development policies in Manado City. Understanding is seen when socializing the Regional Regulation on RIPPARDA and the Regional Regulation on Manado Fiesta according to the CHSE guidelines. Finally, deepening in the development of sustainable tourism with training such as Technical Guidance on Human Resources Development, mental and ethical development of tourism apparatus for employees.

Then, the response direction is according to the standards and objectives that are set and widely accepted. The direction of the response from the organization is crucial and the response tendency of the implementers in implementing the policy is to accept and fully support it. Implementing officials at the Manado City Tourism Office continue to provide responses from stakeholders regarding technical activities. Thus, this response creates coordination in the implementation of tourism development policies in Manado City. Furthermore, the results of the role of supervision in the effectiveness of policy implementation that supervision is carried out routinely. The Manado City Tourism Office along with vertical agencies such as Satpol-PP, Manado City DPMPTSP supervises licensing and operational hours compliance for tourism supporting business actors such as Restaurants, Massage Places, SPA or sub-sectors engaged in the tourism sector.

Cognitive aspects are important to determine the understanding of implementers in implementing policies (Van Meter & Van Horn, 1975). The researcher is of the opinion that the implementing officials have the understanding and deepening. They are able to implement existing policies in the development of sustainable tourism in Manado City and then transfer them to employees. Factors that lead to poor policy implementation due to lack of understanding of tourism. Thus, knowledge and understanding contribute to policy implementation and are proactive towards sustainable development (Dela Santa & Saporantos, 2016; Farsari et al., 2007).

Implementers can fail to implement the policy because the objectives in it are not suitable. Thus, the response of various parties is needed whether the policy can be accepted or rejected (Van Meter & Van Horn, 1975). As far as the researcher saw that, the direction of the response took place in two directions with routine coordination. The response to sustainable tourism development is considered important with regard to implementing development actions (Brokaj & Murati, 2014). The intensity of disposition affects policy performance, so the role of supervision and law enforcement is needed in the effectiveness of implementation (Van Meter & Van Horn, 1975). The researcher argues that the role of supervision is routinely carried out and carried out only for supporting facilities. Because, the supervision is related to the licensing of tourism supporting facilities. This is slightly contrary to previous research that there is supervision and testing of the development of tourist objects according to established formal standards (Obot & Setyawan, 2017).

3.6 Economic, Social and Political Condition

Based on the results of the study, the level of community participation in tourism development in Manado City is still at the consultation level where the government has a two-way dialogue between the Manado City Government and the community. However, the success rate is said to be low because there is no guarantee that people's ideas can be considered. Furthermore, the Manado City Tourism Office formed a Tourism Awareness Group or POKDARWIS as a forum for the community to be directly involved in growing and developing the tourism economy.

Furthermore, this variable explains the organizations involved in the tourism development of Manado City. The Indonesian Hotel and Restaurant Association or PHRI provides data for a total of 9,000 hotels in Indonesia, 20 percent (%) chose to close because the occupancy rate decreased drastically from 90-100 percent (%) now only at 5 percent (%). One of the tourist destinations that experienced the decline was Manado City. A total of 7,169 workers in North Sulawesi and 645 daily workers in Manado City were laid off. The number of employees who have been laid off and workers who have been laid off is around 1,869 workers. PHRI took action by coordinating with restaurant and hotel businesses to reduce operational costs and PHRI requested that the COVID-19 vaccination to the public be accelerated.

Furthermore, the Association of the Indonesian Tours and Travel Agents or ASITA contributed by opening a culinary center "Kunya - Kunya Street Food" in collaboration with the Manado City Tourism Office located in the Ban Hin Kiong Temple area with the target market of Chinese tourists. Furthermore, ASITA developed tours and travel in Manado City following the Davao-Manado Tourism Business Meeting and Tour Package Workshop which was held at Park Inn by Radisson, Davao City, Philippines. This activity held a meeting with dozens of travel agents from Davao City and this meeting could sell tour packages between the two countries, especially Manado City.

The next organization is the Association of Indonesian Maritime Tourism Entrepreneurs or hereinafter referred to as GAHAWISRI. The activities carried out by Gahawisri himself are Collaboration in Tourism Development through Collaborative Destination Development activities aimed at showing the potential of the tourism industry, especially the existence of charter flights from China to North Sulawesi, especially Manado City.

Table 2
Manado City Economic Growth

Tahun	Jumlah Wisatawan (Orang)	Pertumbuhan Ekonomi (%)
2015	38.400	6.12
2016	50.653	6.17
2017	92.729	6.32
2018	124.830	6.01
2019	129.587	6,32
2020	23.031	-3,13

Sumber : (BPS Kota Manado, 2021)

Furthermore, economic growth in the tourism sector until 2019 has increased by 6.32 percent (%) due to the attractiveness of tourism objects and tourism events in Manado City, making tourists have their own interest in visiting Manado City. However, in 2020 it decreased to -3.13 due to restrictions between provinces and districts/cities in the midst of the covid-19 pandemic that hit Indonesia. Thus, the closure of business premises is carried out to prevent the spread of COVID-19, especially the City of Manado, including the location of the very high distribution in North Sulawesi.

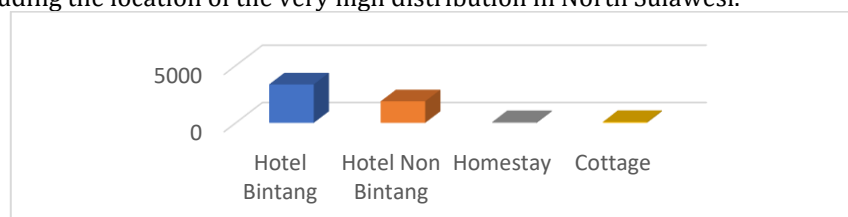


Figure 3. Number of Hotel Room Availability

Sumber : (BPS Kota Manado, 2021)

Furthermore, the diagram above shows that the number of available rooms in 2020 reached 5,385 rooms consisting of 3,357 Star Hotels, 1,882 Non-Star Hotels, 66 Homestays and 80 Cottages. However,

with 5,385 rooms available, the number of rooms sold in 2020 only 2,153 rooms or percentage only reaches 40 percent (%). Indeed, there is an increase in the availability of available rooms, where in 2019 it reached 4,620 rooms. Thus, the increase reached 85.7 percent (%). The availability of rooms is based on an increase in foreign tourists. Thus, the hotel was developed with the addition of rooms and the construction of new hotels used in several international events such as the World Ocean Conference (WOC), Coral Triangle Initiative (CTI) Summit and the ASEAN Tourism Forum (ATF).

Tabel 3.

Manado City PAD Growth

Tahun	PAD Kota Manado (Rp)	Pertumbuhan (%)
2015	282.525.558.000	13.7
2016	310.813.458.000	10.01
2017	402.365.667.000	29.45
2018	339.077/562.000	-15.73
2019	337.379.618.000	-12.44
2020	261.756.117.000	-28.89

Sumber : (BPS Kota Manado, 2021)

Furthermore, table 3 shows that Manado City's Regional Original Revenue from 2015 to 2017 has increased. However, from 2018 to 2020 there was a decline. One of the factors that influence local revenue is the tourism sector. The PAD in the tourism sector reached Rp. 3,946,858,599, - or approximately 1.51 percent (%) of the total PAD of Manado City as a whole.

Tabel 4.

Manado City Gross Domestic Product.

Tahun	PDRB Kota Manado (Rp)	Penyediaan Akomodasi dan Makan Minum
2015	25.554.774	1.410.624
2016	28.331.188	1.643.401
2017	31.111.634	1.810.590
2018	34.200.436	1.938.623
2019	37.386.750	1.976.632
2020	36.630.751	1.348.780

Sumber : (BPS Kota Manado, 2021)

The Gross Regional Domestic Product in the tourism sector uses the size of the Current Price Base (PDRB ADHB) in 2015 - 2019 of IDR 37,386,750,000,000. However, in 2020 itself experienced a deficit of Rp.36,630,751,000,000. In the tourism sector, GRDP is calculated by providing accommodation and food and drink. In 2020 there was indeed a decline due to the Covid-19 pandemic causing restaurants in Manado City to be closed.

Sustainable tourism development requires relevant stakeholder and community participation with active forms of participation (Irawan, 2017; Maftuhah & Wirjodirdjo, 2018). The author argues that the level of community participation in tourism development in Manado City is quite high measured from the training attended by people who have local product businesses aimed at their economy, then the formation of POKDARWIS shows that people want to be involved in tourism development in Manado City. the benefits of community participation provide benefits through a community approach as well as the existence of community public media (Sulistiyadi et al., 2017).

The availability of fiscal and other resources creates a demand for citizens as well as organized interest groups to participate in the successful implementation of the program (Van Meter & Van Horn, 1975). Based on this context, the authors argue that the organizations involved provide relevant impacts such as activities to attract tourists to visit the isata location. The principle of sustainable implementation requires the involvement of representatives of stakeholder groups from the public sector to local communities (Kapera, 2018).

4. Conclusion

Along with the research objectives that want to explore the extent to which sustainable tourism development in Manado City continues to be developed together with stakeholders in the Manado City

tourism industry to prepare Manado City to become a buffer city for a super priority destination, namely Likupang. In terms of infrastructure development, the Manado City Tourism Office together with BPPW North Sulawesi, they are currently revitalizing new areas that can be used as tourist destinations other than Bunaken Island, which will also improve business locations for creative economy actors and MSMEs around tourist sites. Then, the researcher concluded that it was indeed related to the lack of coordination by organizational institutions that currently continue to be improved by continuing to communicate to carry out the programs that have been outlined in accordance with Regional Regulation Number 2 of 2020. However, from this communication there is still a sectoral ego from each agency making implementation of tourism events slightly disturbed. Thus, top management directives are needed to communicate well to the relevant stakeholders. Then, the use of information technology continues to be developed along with the promotion of tourist destinations in Manado City through various platforms compared to the use of conventional media. Furthermore, various trainings are carried out not only for external parties, but also for the internal Manado City Tourism Office, which will also continue to be equipped with the ability to implement policies. The development of external human resources is carried out so that tourism products offered to tourists, both foreign and domestic, have choices and do not cause degradation of tourism products in the city of Manado.

Then, community participation in developing tourism in Manado City has not been seen directly because it is on the coast. So, with the establishment of POKDARWIS, it can accommodate aspirations and this organization can be used as a forum to provide training for the community, especially the coast in developing tourism products and the diversity of products found in that location, of course, with training provided by the Manado City Tourism Office.

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