

**SUB THEME: PUBLIC ADMINISTRATION**

**GOVERNMENT POLICY ON TOURISM GOA JATIJAAR  
EMPOWERMENT THROUGH PARTICIPATION IN THE VILLAGE  
OF FATHER DISTRICT JATIJAAR KEBUMEN**

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**Abstract**

Tourism is an activity that is related to travel to enjoy the tourist products or tourist attraction. In order for the tourists and the public to know and be able to enjoy a tourist attraction it is necessary to introduce measures to manage and the tourism objects, these activities include the improvement of tourism infrastructure. The purpose of tourism, which is to boost economic growth, improve people's welfare, eliminate poverty, unemployment, preserving nature, the environment and resources, to develop their culture, raised the image of the nation, fostering patriotism, meperkukuh identity and unity of the nation, and strengthen friendship between nations. The focus of study in this research focuses on the preposition: 1) Implementation of local government policy related to tourism should be supported by the community empowerment in the development of micro-enterprises, so that will have an effect on the improvement of the local economy; 2) sustainable empowerment will be able to reduce the level of structural unemployment; 3) The higher people's participation in managing the tourism object, the more positive social changes that occur in society. Contributions are expected from this research include able to contribute to the social studies teacher in Sleman district as an evaluation and get attention to improve their competence and learning in the classroom.

**Keywords:** tourism policy, community empowerment, and community participation

**PRELIMINARY**

Indonesia as a country that consists of thousands of islands and diverse natural beauty and inhabited by hundreds of tribes with diverse culture, actually has a huge potential to be developed, especially in the field of tourism. Tourism is an activity that is related to travel to enjoy the tourist products or tourist attraction. In order for the tourists and the public to know and be able to enjoy a tourist attraction it is necessary to introduce measures to manage and the tourism objects, these activities include the improvement of tourism infrastructure.

Indonesia's vast natural wealth with a variety of cultures, customs, and religion can certainly be utilized in the field of tourism as commodity sectors which is very good for the economy and as a second foreign exchange after petroleum and natural gas. Since 1978 the government continues to develop tourism in increasing foreign exchange earnings, expanding employment, and introducing the culture. Supervision and development of tourism carried out with due regard to the preservation of cultural and national identity. For

that we need to take steps and arrangements more targeted based on an integrated policy, among other areas of promotion, provision of facilities and quality, and a smooth service.

Currently the sector of tourism and culture in Indonesia, especially the Village Jatijajar District of Kebumen father has not run optimally. Yet this is very influential on the increase in the State's foreign exchange revenues and local communities. Kebumen district has many tourist attractions that have high potential to be developed well, and has been running for this like Goa Tourist attractions jatijajar. Although Kebumen has a number of potential natural and cultural reliable, but most have not been explored to the fullest. Many management of natural and cultural attractions in Kebumen can be seen from the state of infrastructure at various tourist attraction places incomplete and not well maintained.

The purpose of tourism is described in Article 4 of Law No. 10 Year 2009 on Tourism, which is to boost economic growth, improve people's welfare, eliminate poverty, unemployment, preserving nature, the environment and resources, to develop their culture, raised the image of the nation, fostering patriotism, meperkukuh identity and unity of the nation, and the friendship between nations. In the Minister Regulation No. 33 Year 2009 on Guidelines for Ecotourism Development in the Regions, which meant ecotourism is nature tourism activities in the area which is responsible with regard elements of education, and support for natural resource conservation efforts, as well as the improvement of local livelihoods.

Furthermore, it is known on the Company Law No. 10 Year 2009 on Tourism, that the development of tourism should be developed with the approach of economic growth and distribution for the welfare of the people and development oriented to the development of the territory, relying on the community, and empowering communities covering various aspects, such as human resources, marketing, destination, science and technology, cross-sector linkages, cooperation between countries, empowering small businesses, as well as the responsibilities dalam pemanfaatan natural resources and culture.

Seeing these potentials, the need for a proper marketing strategy so that goals and objectives can be achieved. However, as a tourist destination Kebumen has some weaknesses, so that tourists who visit are relatively small compared with other regions. Such weaknesses, including the access to tourist attractions, facilities are not good roads and less precise strategy of tourism promotion. Low tourists visit the attractions in Kebumen, caused by weak marketing system, and the participation of local societies have. Therefore, it is necessary to develop a marketing model objects and attractions and tourist facilities in an effort to increase the number of tourist arrivals in Kebumen district

According to Morrison (2002) describe marketing is a process that takes place continuously and sustainably, where the activities going on in it is to plan, analyze, implement, monitor and assess in a variety of activities designed to satisfy both the needs and desires of customers and organizational goals. In order for these activities take place effectively, the marketing effort requires everyone in an organization and can be made more or less effective by the actions of the completeness of the organization. In response to the various problems faced by tourism in Kebumen district, it is necessary to study to produce a

government policy synchronization with the participation of society, as well as strategies that can be used by tourism players in Kebumen in improving the quality of tourism services and the number of tourist visits.

## **LITERATURE REVIEW AND PROPOSITION**

### ***Understanding Public Policy and Community Empowerment***

Before any further discussion of the concept of public policy, we need to mengkaji advance about the concept of policy or in English we often hear the term policy. In Big Indonesian Dictionary, the policy is defined as a series of concepts and principles are an outline and basic plan in the execution of a job, leadership, and how to act (on governments, organizations, etc.); statement of goals, objectives, principles and guidelines for the management in order to achieve the target. Carl J Frederick (Leo Agustino, 2008: 7) defines the policy as a series of actions / activities proposed by a person, group or government in a particular environment where there are obstacles (difficulties) and opportunities to the implementation of the proposals of the policy in order achieve certain goals. This argument also shows that policy ideas involve behavior that has the intent and purpose is an important part of the definition of policies, however, because the policy should indicate what is actually done rather than what is being proposed in some activities on a problem.

James E Anderson (Islamy, 2009: 17) reveals that the policy is "a purposive course of action Followed by an actor or set of actors in dealing with a problem or matter of concern" (A series of actions that have a specific purpose followed and implemented by an offender or group of offenders in order to solve a particular problem). The concept of policy offered by Anderson, according to Budi Winarno (2007: 18) considered more appropriate for focusing on what is actually done and not on what is being proposed or intended. In addition, this concept explicitly distinguish between the policy (policy) decision (decision), which implies the selection among the various alternatives that exist.

Empowerment in the Indonesian language is a translation of "empowerment" in English. Empowerment as a translation of empowerment according to Merriam Webster in the Oxford English Dictionary contains two meanings: a. To give ability or enable to, which translates as provide skill or ability or allow it to. b. To give power or authority to, which means giving power. Webster (Roesmidi, 2006). Based on the above understanding research literature stated that the process of empowerment of containing two tendencies. First, with emphasis on the process of giving or divert some power, strength or ability of the community to individuals more empowered, which is the primary meaning of tendency. While the tendency of the second or secondary emphasis on the process of stimulating, encouraging or motivating individuals to have the ability or the empowerment to determine what became of his choice through a process of dialogue.

In the context of the construction of the term empowerment is basically not a new term but has often expressed since the awareness that the human factor plays an important role in development. Wasistono (1998: 46) has summarized the opinion of some experts about empowerment. According Carlzon & Macauley empowerment is "Freeing someone

from rigid control, and giving people the freedom to be responsible according to Wasistiono (1998: 46) empowerment can be divided into four different views of the goals and scope: a. Empowerment of the individual members of the organization or community members; b. Empowerment in teams or groups of people; c. Empowerment organization.

According Pranaka in Sugiarti (2003: 187), the concept of empowerment is a concept that was born as part of the development of the minds of western society and culture that can be seen as part of the modernization of the system, and then applied to the world of power. In the dictionary Oxford English in Sugiarti (2003: 188), encountered the word "empower" which contains two meanings: (1) is a member of powers, transferring power or delegate authority to others to be empowered, and (2) is an attempt to give the ability or empowerment. Tend to be in the first process can be referred to as a primary tendency of the meaning of empowerment. While the second tendency is the tendency of secondary emphasis on the stimulation process, encourage or motivate individuals to own, train, and remind the ability or the empowerment to determine what became of his choice through a process of dialogue, strive and work.

Empowerment as a method that is able to change the perception of society so as to enable individuals to adapt to its environment. To raise awareness or motivation in a person will require intervention or stimulation that comes from outside, it is in because that person's desire to evolve or change the initial state is inseparable from individual abilities are determined by the level of education, skills, and experience of, the environment as well as the social and cultural context. Empowerment in the development process must contain two basic strategies that combine two objectives at once, namely growth and equity. In the contextual flow, toward empowerment efektif only if supported by two things:

1. Siding with the weak and their empowerment
2. Stabilization of autonomy and delegation of the winners in the management of Life.
3. Modernisasi by sharpening and strengthening the direction of change struktur social and cultural ekonomi sourced on the role local communities.

Tourism development is mainly intended for people to be able to create jobs, be able to compete in an era of change and be able to maintain the values of religion and the preservation of local culture or region. In addition to the normative approach mentioned above, then tourism in Indonesia in the process of development and construction has four missions, among others (Muljadi, 2010: 26):

1. Empowerment and community participation in the development of tourism;
2. Utilization of culture for tourism in the interests of religion, education, science, economy, unity and integrity, as well as the friendship between nations;
3. Product development of environmentally sound tourism relies on the area's cultural, natural charm, excellent service and global competitiveness;
4. Human Resources Development of tourism healthy, noble and professionals who are able to take part in the international arena.

**Proposition 1: Local Government Policy Implementation-related tourism should be supported by the community empowerment in the development of micro-enterprises, so that will have an effect on the improvement of the local economy.**

### ***Public Participation and Social Chang***

Participation is an activity that is integrated within each individual in it there are roses emphasis to the stimulus received or perceived by the sensory organs of individuals and this process always takes place all the time, because of the participation it is an activity that is integrated, all existing within the individual like the feeling, the experience, the ability to think, the terms of reference, and other aspects that exist within the individual will contribute to the perception (Walgito, 2003). In the utilization of natural areas, ecotourism use approach to the conservation and utilization. Both approaches are implemented with emphasis on conservation than utilization. Another approach is the approach in favor of local communities to be able to maintain local culture and at the same time improving the welfare (Fandeli, 2000). Tourism can be utilized to drive change and animate life through job opportunities available, increasing revenue, and improving the quality of life (Baiquni, 2010).

The government's role in developing tourism in the outline are providing the infrastructure (not only in physical form), extending various forms of facilities, activities coordination among government officials with the private sector, the setting and the general promotion. The government must have the efforts to menatik community participation. Efforts include: Development of tourism products, tourism marketing and community development. (Spillane 1987: 116). Stenleny in Spillane (1987: 116), divides the guide elements of marketing into:

1. Free management (Product Mix), consumer or pengunjung memerlukan types of tourism and travel means certain.
2. Guide the process of deployment (Distribution Mix), in the process of large lists different types of operation to bring consumers padaproduknya.
3. Free communication and lighting (Communication Mix), this dalamproses used several types of approaches, other tersebutantara approach: approach to Sales protion, yangbersifat Image Promotion approach, the approach through the provision jasapenerangan, guide services.

Participation of the community is key to the development of tourism, because of the success of tourism development is highly dependent on the positive attitude of society to the presence of the tourist attractions are concerned. Community participation in tourism can be divided into two, namely:

1. Participation in person, is a conscious community participation is geared for tourism development in mutual cooperation, the dramas show intentionally used in tourism attractions. During this most perceived, associated with the security community participation is completely awake. In particular, the security of the tourists that there had been no significant complaints.

2. Participation indirectly, a participation that inadvertently affect the development of tourism, for example, when a person or a community maintain a clean home. (Directorate General of Tourism 1985:5).

Furthermore, the successful development of a tourist place depends on the positive attitude of the population towards the existence of the tourist attractions are concerned. Participation of the community is key to the development of tourism so that will be established a strong cooperation. With the more advanced tourism objects, then from a variety of things to be constantly improved both physical and non-physical. Therefore, the local government needs to cooperate with the other parties, especially the people and work optimally in empower existing tourism objects.

There are a number of attractions in Kebumen, where Jatijajar Goa is one of the attractions are still to be excellent. Sightseeing is located 21 km southwest District of Gombong it every year crowded with visitors. Visitors who come in are very diverse, not always come from the people around Kebumen (Rusmim, 1991: 8). Not a few features that are offered from the tourism Jatijajar cave. Inside the cave there is an underground river that is still active. There are also two spring, the Spring Kantil and Spring Rose. In two spring that can be approached visitors it is still believed, that would wash the face with spring water can be ageless. The flow of water from the Spring Rose passing through a narrow hole through me outside the cave. However, on the basis of the Spring Kantil encountered narrow elongated hole, so that it should explore the cave through the dives. In addition to the two last spring, there are another two other spring, the Spring Jombor and Puserbumi, the spring is sacred, because when a certain person memmpunyai desires, with the offerings in the spring put it, it will be granted his prayer, therefore, to pass through the hall gua- cave, it must be with the permission of the manager.

Participation among fellow citizens or members of an association which dinamaknnya parcipaon horizontal, and the participation of subordinates by superiors, among clients with a partner, or between society as a whole by the government, which is named vertical participation. (Taliziduhu Ndraha, 1987: 102). Public participation in the process of identifying the problem and the potential that exists at Heritage Goa Jatijajar. Participation is important are as follows: First, community participation is a tool to obtain information about the conditions, needs, and attitudes of the local community, without whose presence the development programs and projects will fail; second, that the public will trust the development program if they feel it would be to know the ins and outs of the project and will have a sense of belonging to proyektersebut; third, that it is a democratic right when people are involved in the development of their own communities.

Governments should increase cooperation with the community to the preservation of Goa tourism Jatijajar, so Goa Jatijajar attract more foreign and domestic tourists. People should not only maintain and conserve however, can be as a driver, implementing and promoting. The government here should participate as facilitators and appealed, gives support and shelter as well as supplying funds to the opening of the construction of facilities and infrastructure in order to improve the comfort of visitors Goa Jatijajar Kebumen.

Increased foreign and domestic tourists who flock to Goa Jatijajar automatically desperately needed better protection. Can the authors observe that existing safeguards in Goa Jatijajar still less than the security standards. Security is less than the standard it can be seen from the inside and the outside of Goa. Sides in Goa among others; the lack of lighting facilities such as lights Main risky and decorative lighting art element for the part that you want highlighted, yet the construction of anti-slippery floor and a handle that visitors can touch when walking around Goa Jatijajar for the safety of the end. Security is less than the standard of the outer side of Goa, among others, such as land for krang adequate parking area, lack of parking attendants who guide the vehicle to be parked as well as a vehicle seat the visitors. Yet many support staff as an information center, hooks, and security.

Goa tourism Jatijajar empowerment program can not be considered as expected because there are many issue that must be corrected ranging from physical and non physical aspects. The physical aspect is the environmental conditions around the inside and outside Goa jatijajar, either the leisure facilities of vision, sound, and a place to rest the visitors. Non-physical aspect here is how local communities and governments can work together to manage these sights so that management can be organized and structured. Regular and structured management is didini is keungannya, safety, comfort, and keindahannya. Management of regular and structured cooperation is required here and a strong commitment. Management of the structure is not quite the clever and strong human resources alone, but also human resources required an active, creative and innovative. So that participation could be established, the need for cooperation, such cooperation can be established between the community and the Department of tourism, the tourism office has made every effort to arouse or increase community participation in order to be invited for cooperation.

**Proposition 2: Empowering sustainable will reduce structural unemployment**

Social change as the social changes that occurred in the structure and functioning of society. Similar views were expressed by Wilbert Moore who saw social change as a change in the social structure, the interaction patterns of behavior and social. Meanwhile, According to Mac Iver, social change is the change in social relations or a change to the balance (Robert H. Laurer, 1993: 289). Every man for life must be changes. Changes can be either limited or broad influence, the changes are slow and some changes are going fast. Changes can be about values and social norms, patterns of organizational behavior, the structure of social institutions, the layers of society, power and authority, social interaction and so on. Changes that occur in the community is a normal phenomenon. Its influence can spread quickly to other parts of the world thanks to modern communications (Soerjono Soekanto, 2009: 259).

Social change has several characteristics, namely: a) The effect of the elements of material culture of the elements of the immaterial; b) The changes that occurred in the structure and functioning of society; c) changes in social relations (social relationships) or as a change to the balance (equilibrium) social relationships .; d) A variety of ways of life that have been received, either because of changes to geography, culture material,

composition of the population, as well as their diffusion ideology or new discoveries in the society; e) The modifications that occur in patterns of human life; f) All forms of changes in social institutions within a community, that affect social systems, including the values, attitudes and behavior patterns among groups in society.

Implementation of national development Among others include economic, legal, social culture. But the public has not fully prepared to accept the changes generated by social development the which leads to better cultural impacts are positive or negative. Influence Appears from the rapid development is the change of social culture that Occurs in traditional societies, the change from a closed society into a more open society, of the values that are homogeneous to the pluralism of values and social norms is one of the perceived impact Ahmadi as stated by Abu (2004: 14) "social and cultural change covers many areas of life and is a concern for all social institutions such as: industry, religion, economy, government, family, clubs and educational societies".

Principal happens to social and cultural changes resulting from changes in the rapidly growing today apart from the effects of development, as well as the penetration of culture from the outside that fit easily due to the development process itself. Among them is the process and the development of tourism in an area visited by many tourists. It has been realized that the practices of tourism, who see cultures (also natural), mainly as a source of commodities, it brings the effects that are not always positive. The positive impact that usually can be felt directly and immediately is in terms of economic benefits, as has been outlined in the Law On Tourism. 9 of 1990, namely the operation of tourism One of the goals is to increase local revenue in order to improve the welfare and prosperity of the people, is also trying to expand and equalize opportunities and employment as well as to encourage regional development.

It is proper for tourism can be an alternative for economic growth to such a source of income for each area that has the potential to host, in an effort to acquire or increase local revenue. but the real advantage is only a short-term gain. Perceived then is the bad impact, namely the existence of cultural expressions and used as the source of the commodity. Tourism that emphasizes economic approach tends to give a leading role in the government and owners of capital, and its purpose is also determined and especially for their interests. The role of the community is so low that they tend to appear submissive and did not have the initiative because it is placed as an object rather than as subjects.

**Proposition 3 : The higher the participation of communities in managing tourism object , the more positive social changes that occur in society.**

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