

Implementation of the Management Policy for the Historical Tourism Object of Penyengat Island

Daniel Septiono Siagian¹, Fitri Kurnianingsih²
danielseptiono20@gmail.com

Program Studi Ilmu Administrasi Negara, Universitas Maritim Raja Ali Haji, Indonesia¹
Program Studi Ilmu Administrasi Negara, Universitas Maritim Raja Ali Haji, Indonesia²

Abstract. Penyengat Island as a tourist destination has many heritages that have historical value in the form of buildings that have been made into cultural heritage sites, as stipulated in Regional Regulation No. 8 of 2018 Tanjungpinang City. The research objective was to determine the implementation of tourism object management carried out by the Culture and Tourism Office of Tanjungpinang City referring to Edward III's theory, namely, indicators of Communication, Disposition (Attitude), Bureaucratic Structure and Resources. This study used a qualitative research method with a sample of 7 (seven) informants, namely 2 (two) Heads of History and Cultural Heritage and Head of Tourism Destinations and Marketing, 1 (one) member of POKDARWIS and 4 (persons) tourists. The results of the research based on communication indicators, the Culture and Tourism Office of Tanjungpinang City have been successful with the formation of the Penyengat Island Tourism Awareness Group as the executor of the management policy of Penyengat Island. Furthermore, the Disposition (Attitude) indicator, the implementation of the management policy of Penyengat Island, holds activity events. Furthermore, the resource indicator, human resources in implementing the management policy of Penyengat Island, is quite good and is equipped with the training provided and receives a revitalization budget of Rp. 20.8 billion which was used to revitalize the Pulau Penyengat Great Mosque, and in 2023 a revitalization budget of Rp. 43 billion which will be used for the arrangement of the Penyengat Island pier. Furthermore, as an indicator of Bureaucratic Structure, the Culture and Tourism Office of Tanjungpinang City in carrying out the management policy of Penyengat Island is assisted by the Tourism Awareness Group (POKDARWIS) and assisted by private parties. The conclusion of the research is considered ineffective because there is no bureaucratic structure that oversees the implementation of the management policy of Penyengat Island.

Keywords: Policy Implementation, Management of Tourist Objects, Historical Tourism

1 Introduction

Some of Tanjungpinang's tourist attractions include the seaside, located along the city's central coastline, which serves as a natural landscape or a reflection of the city. Furthermore, in Tanjungpinang, you can find temples and monasteries in the Bugis and Senggarang villages. Other attractions include Dream Beach, Pencil Monument, the Seaside, Blue Lake, and others. Furthermore, Tanjungpinang City also has cultural attractions with a history centered on Penyengat Island [1]. Based on the Regulation Tanjungpinang City Regulation Number 8 of 2018 concerning the Management of Penyengat Island Cultural Tourism, establishes it as a tourism area with an area of 3.5 km² Located just west of Tanjungpinang City, the island is only about 2 miles from Sri Bintan Pura Harbor and can be reached in 15 minutes by sea [5].

The Tanjungpinang City Culture and Tourism Office launched a tour package to manage Penyengat Island cultural tourism in accordance with Tanjungpinang City's regional regulation no. 8 of 2018. Before the

tour package, the Tanjungpinang City Culture and Tourism Office held an annual event called the Penyengat Island Festival, which has been going on since 2016. There are also other competition activities held, namely the gasing panggak competition, jong competition, sailing canoe rowing competition, pillow hitting competition, duck ngambat competition, pantun reciprocation competition, gurindam poetry competition, fashion carnival, napak tilas competition, and other activities [3], [4].

In the tour package there are 8 (eight) package details, namely a tour of the Penyengat Grand Mosque (*Tour of the Mosque*), Penyengat Island historical tour (*Tour History Culture*), traditional Malay clothing (*Traditional Dress Experience*), *Literature Tour (Littour)*, *Cultural performance (culper)*, *gurindam experience (Gurex)*, *climbexperience* And *cooking class (cooclass)*. The Tanjungpinang City Culture and Tourism Office is not solely responsible for the tour; the community of Penyengat Island also helps with the tour. These people are called the Tourism Awareness Group (POKDARWIS) [6].

The Tanjung Pinang City Culture and Tourism Office targets 150,000 annual tourist visits to Tanjung Pinang City [2]. The management of the Penyengat Island tourist destination has been excellent, but there are still shortcomings in the process. Many tourists are unaware of Penyengat Island as a historical tourist attraction in Tanjung Pinang City, where Penyengat Island is located, and how tourists visit Penyengat Island. This makes some tourists who want to visit Penyengat Island hesitate to visit Penyengat Island. The Culture and Tourism Office

Tanjungpinang City also launched Penyengat Island tour package, in this case this tour package is already running, and has been sold in travel agencies, for example hotels and travel agents, but in its journey, the Penyengat Island tour package is not widely known by the public or tourists, so this also makes tourists hesitate to visit alone without an instructor or companion in visiting Penyengat Island [3], [4]. Therefore, it is necessary to know how the implementation is carried out by the Tanjungpinang City Culture and Tourism Office in carrying out and implementing the management of the historical tourism of Penyengat Island in Tanjung Pinang City.

2 Method

This research uses Edward III, where policy implementation is influenced by 4 (four) factors, namely: Communication, Resources, Disposition, Bureaucratic Structure and with this theory it is hoped that it can help researchers in analyzing the implementation of Tourism Object Management Policy in more depth, because this theory places more emphasis on the success factors of implementation based on how the bureaucratic structure is [10], [11], [24], [25],.

3 Discussion

Communication

1. Transmission (Communication Distribution)

The first requirement in implementing a policy is that those who implement the decision must know what they have to do. In this case, the management of Penyengat Island has been regulated in Regional Regulation No. 8 of 2018 of Tanjung Pinang City, Chapter IV concerning Management of Tourist Attractions, in paragraph 2 (two) it is stated that the management of the Penyengat Island tourist attraction which contains a cultural heritage area can be carried out in planning, implementation and supervision, and the party implementing this policy is the Tanjung Pinang City Culture and Tourism Office [5].

2. Clarity of Communication

For a policy to be implemented effectively and to be effective, implementing instructions must be clear and understandable. If these instructions are unclear and incomprehensible, implementers will be confused about what to do. In implementing the Penyengat Island management policy, the Culture and Tourism Office

is assisted by a community group called the Tourism Awareness Group (POKDARWIS) [22].

3. Consistency of Communication

In terms of consistency, policy implementation will be effective if implementation instructions are clear and consistent. Regarding communication consistency in Penyengat Island management, there is no set schedule for discussing Penyengat Island management issues [3].

Disposition (Attitude)

The attitude in this case is one demonstrated as a policy implementer in supporting its implementation. The disposition (attitude) of the Tourism Awareness Group (POKDARWIS), as the implementer of the Penyengat Island management policy, strongly supports and appreciates the policy, as evidenced by the achievements obtained as a form of appreciation from POKDARWIS for its support of the policy [6].

Table 1 Achievements of POKDARWIS Penyengat Island

No	Achievements Ever Achieved
1	Best 5 in the Developing Pokdarwis category, at the 2017 Indonesian Pokdarwis Appreciation by the Ministry of Tourism
2	1st place, appreciation of Pokdarwis throughout Tanjungpinang City, organized by the Tanjungpinang City Culture and Tourism Office in 2017
3	1st place, appreciation of Pokdarwis throughout Tanjungpinang City held by the Tanjungpinang City Culture and Tourism Office in 2018

Source: POKDARWIS Penyengat Island

The Penyengat Island Tourism Awareness Group (POKDARWIS) also held activity events.

Figure 1. Penyengat Island Event Activities in 2023



Source: Tanjung Pinang City Culture and Tourism Office (Pengantar, K. (n.d.).*Renstra Document Pdf.*)

Design a tourism product that aims to increase the attractiveness of tourists to travel to Penyengat Island.

Table 2 Tourism Products of Penyengat Island

No	Tourism Products
1	Trade : Traditional Dress Experience
2	Tothem : Tour of the mosque
3	LiWtour: Literacture Walking Tour
4	Benchit/Cycling: Bentor/Cycling Historical Tour
5	Tanjex : Tanjak Experience
6	Gurex : Gurindam 12 Experience
7	Coooclass: Cooking Class Experience

Source: POKDARWIS Penyengat Island(*Profile and Presentation of Penyengat Tourism Awareness Group*. (n.d.).

In supporting the Penyengat Island management policy, POKDARWIS together with the Penyengat Island community carries out mutual cooperation aimed at maintaining the cultural heritage sites on Penyengat Island.

Bureaucratic Structure

Bureaucratic structure is a fundamental factor in assessing public policy implementation. Bureaucracy exists not only within government structures but also within private institutions and elsewhere [10], [11].

1. Standard Operational Prosedure (SOP)

Standard Operating Procedures (SOPs) are a complex form of work organization that can address common situations across various sectors. In the Penyengat Island management policy, Standard Operating Procedures (SOPs) play a crucial role in implementing Penyengat Island management policies. In its implementation, the Tanjung Pinang City Culture and Tourism Office does not yet have a Standard Operating Procedure (SOP) for managing Penyengat Island, due to the absence of a specific bureaucratic structure for managing Penyengat Island [5].

2. Fragmentation

Fragmentation is the distribution of responsibility for a policy across multiple agencies, necessitating the coordination necessary to implement the policy and achieve its success. The implementation of Penyengat Island's management policy to achieve its targets is supported not only by community groups, known as POKDARWIS, but also by collaboration or partnerships with private parties such as hotels and travel agents [2], [3], [6].

Resource

The contents of the policy have been conveyed in detail and consistently, but if the implementer or policy implementer has a lack of resources in the implementation process, then the implementation will not run well. These resource sources play a very important role in achieving the contents of a policy [12], [24], [29].

1. Human Resources

a. Adequacy and Qualification

Sufficient human resources with sufficient capabilities and skills are needed to implement established policies. Human resources, in this case personnel from the Culture and Tourism Office, are still lacking in the

management and maintenance of the Penyengat Island tourist reserve. There is still a shortage of personnel to coordinate the management and maintenance of the Penyengat Island tourist reserve [3], [5].

b. Authority

Authority in Resources is the authority or task of resources in implementing established policies. The authority of resources in managing Penyengat Island tourism is carried out by tourism actors. c. Information

Information is a crucial resource for policy implementation. This resource information can be in written form or in messages. Information for policy implementers on Penyengat Island has been communicated verbally and is quite effective. Information for policy implementers is communicated verbally and effectively. Policy implementers coordinate with the Culture and Tourism Office to achieve the policy targets for Penyengat Island management. In the human resources indicator which consists of adequacy and qualifications, authority, information and infrastructure,

The adequacy and qualification of human resources are good as evidenced by the trainings aimed at building the quality of human resources who are implementing the Penyengat Island management policy, but the adequacy of human resources is still insufficient in implementing the Penyengat Island management policy. Penyengat Island has 46 cultural heritage sites which are given the responsibility for maintenance to 18 Caretakers (JUPEL), this proves that the lack of Caretaker resources, where in carrying out their duties and authorities is less than optimal in implementing the Penyengat Island management policy.

Table 3 Number of Caretakers (JUPEL) on Penyengat Island

No	Caregiver	Amount
1.	Center	6 People
2.	Province	3 People
3.	City	9 People

Source: Interview Results of the Tanjungpinang City Culture and Tourism Office

The authority indicator for human resources in implementing Penyengat Island management policies is quite good, demonstrating the functions and responsibilities of each implementer. For example, there is mutual cooperation in maintaining Penyengat Island's cultural heritage site. The information indicator has also been implemented well, with verbal coordination being well-communicated.

The facilities and infrastructure are also quite good, although the implementation of Penyengat Island management policies is not yet optimal. Several infrastructure facilities supporting tourism on Penyengat Island include motorized pedicabs (bentor), of which there are nine, and an information center for tourists. Who came to Penyengat Island, namely *Tourist Information Center (TIC)* and other facilities and infrastructure in implementing the Penyengat Island management policy [3].

Table 4. Facilities and Infrastructure

No.	Assets/ Facilities and Infrastructure	Amount	Condition
A.	Land and Buildings		
1.	Museum	1 unit	Good
2.	Office of Culture and Tourism	1 unit	Pretty good
3.	Aisyah Building	1 unit	Good

4.	Penyengat Island Traditional Hall	1 unit	Good
<hr/>			
B.	Motor vehicle		
5.	Car	2 unit	Good
6.	Motorcycle	2 unit	Good
7.	Bus	2 unit	Good
8.	Pick Up/Hilux	1 unit	Good
9.	Motorized Rickshaw	9 unit	Pretty good
<hr/>			
C.	Office Infrastructure and Facilities		
10.	Stopwatch	3 unit	Pretty good
11.	AC	7 unit	
12.	Storage Cabinet	4 unit	Good
13.	Filling Cabinet	12 unit	Good
14.	Attendance machine	1 unit	Good
15.	GPS	1 unit	Good
16.	Bookcase	5 unit	Good
17.	Meeting Table	2 set	Good
18.	Staff Chair	50 unit	Good
19.	Auditorium Chairs	2 unit	Good
20.	1/2 bureau table	13 unit	Good
21.	Desk 1 bureau	5 unit	Good
22.	Folding chair		Good
23.	Sofa	4 set	Good
24.	Plastic Chair		Good
25.	Fan	2 unit	Good
26.	Dispenser		Good
27.	Television	4 unit	Good
28.	Sound System	3 sets	Good
29.	Malay Wedding Stage at the Museum	1 set	Good
30.	Computer	12 unit	Good
31.	Laptop	8 unit	Good
32.	Printer	13 unit	Good
33.	Camera	2 unit	Good

34.	CCTV	1 set	Good
D.	Museum Collection	1473 unit	Good
And.	Traditional clothes	5 sets	Good

Source: Tanjungpinang City Culture and Tourism Office (Introduction, K. (n.d.).*Renstra Document Pdf*.

Figure 2. *Tourist Information Center (TIC)*



Source: Researcher Observation Results (2023)

4 Conclusion

In conclusion, the implementation of the policy for managing the historical tourist attraction of Penyengat Island in Tanjung Pinang City has been good [1], [6]. For more details, see the following:

1. Communication

From the communication indicators, transmission (communication distribution), clarity, and consistency can be seen, it can be concluded that the program has been implemented and distributed effectively. This is evidenced by the presence of policy implementers who have been formed to demonstrate the policy's successful implementation. These implementers come from the Penyengat Island community. The community itself formed a Tourism Awareness Group (POKDARWIS) to implement Penyengat Island management policies. However, its implementation has been less than optimal, as there is no established routine schedule for implementing Penyengat Island management policies [3], [6].

2. Disposition (Attitude)

Based on the disposition (attitude) indicator, it can be seen from the form of support from the Penyengat Island community in implementing the Penyengat Island management policy by caring for, maintaining it by

working together to maintain the cleanliness of the historical sites on Penyengat Island.

3. Bureaucratic Structure

Based on the bureaucratic structure indicators in the implementation of Penyengat Island management policy, it consists of Standard Operating Procedures (SOP) and Fragmentation. The Tanjung Pinang City Culture and Tourism Office has implemented the Penyengat Island management policy by partnering with the Tourism Awareness Group (POKDARWIS) and private parties such as travel agents, but in the partners built there is no more specific bureaucratic structure in implementing management and supervision of the partners built to achieve the success of the Penyengat Island management policy [5], [10].

4. Resources

Based on the Resource indicator, it is divided into human resources which include adequacy and qualifications, authority, information and infrastructure, and finally budget resources. The existing human resources in implementing the Penyengat Island management policy are good, this can be seen from the provision of training where the aim is to improve the skills and quality of human resources as implementers of the Penyengat Island management policy, however, in its implementation, the human resources are less than optimal in implementing the policy due to the lack of personnel or members in implementing the Penyengat Island management policy [29].

The infrastructure supporting the implementation of Penyengat Island's management policy is already adequate and requires several improvements. The budget for implementing the Penyengat Island management policy has not been allocated annually, hampering its implementation.

References

- [1] S. Syaiful and A. Syech, "Upaya Dinas Kebudayaan Dan Pariwisata Mempromosikan Masjid Raya Pulau Penyengat Sebagai Daerah Tujuan Wisata Di Tanjung Pinang Kepulauan Riau," *Jurnal Daya Saing*, vol. 1, no. 2, pp. 154–162, 2015. [Online]. Available: <https://doi.org/10.35446/dayasaing.v1i2.19>
- [2] T. City, B. Wijaya, B. Prawbawa, D. K. Visual, F. I. Kreatif, and K. Riau, "Perancangan Media Visual Promosi Wisata Pulau Penyengat Kota Tanjungpinang," *Jurnal*, vol. 8, no. 2, pp. 263–286, 2021.
- [3] D. H. Sandi, "Analisis Strategi Dinas Kebudayaan Dan Pariwisata Kota Tanjungpinang Dalam Meningkatkan Pendapatan Asli Daerah Kota Tanjungpinang Provinsi Kepulauan Riau," *Jurnal Pemerintahan Daerah di Indonesia*, pp. 579–588, 2019.
- [4] Suyito and E. B. Prastiyo, "Penelitian Sejarah Dan Pengembangan Pulau Penyengat Sebagai Destinasi Unggulan Kota Tanjung Pinang," 2019.
- [5] K. Pengantar, *Renstra Document Pdf*, Tanjungpinang City Culture and Tourism Office, n.d.
- [6] POKDARWIS Penyengat Island, *Profile and Presentation of Penyengat Tourism Awareness Group*, n.d.
- [7] A. Anggito and J. Setiawan, *Metodologi Penelitian Kualitatif*, 2018.
- [8] T. A. Wicaksana and T. Rachman, "Implementasi Peraturan Bupati Sidoarjo Nomor 41 Tahun 2016 Tentang Paket C Layanan Administrasi Kependudukan dan Pencatatan Sipil di Dinas Kependudukan Dan Pencatatan Sipil Kabupaten Sidoarjo," *Jurnal Angewandte Chemie International Edition*, vol. 6, no. 11, pp. 951–952, 2018.
- [9] A. Supriyadi, *Airmanship*, 2019.
- [10] I. Kertati et al., *Implementasi Kebijakan Publik (Dari Hulu Ke Hilir)*, 2023.
- [11] S. Syahrudin, *Implementasi Kebijakan Publik*, 2019.
- [12] U. Silalahi, *Metode Penelitian Sosial*, 2010.

- [13] C. A. Pohan, *Kebijakan dan Administrasi Perpajakan Daerah di Indonesia*, 2021.
- [14] R. Flaviana, "Strategi Pengembangan Objek Wisata Kampung Tradisional Kabupaten Ngada NTT," *Jurnal Akademi Komunitas*, vol. 14, no. 1, pp. 1–6, 2019.
- [15] D. Jaharuddin et al., *Wisata Ramah Muslim: Wisata Halalan Thayyiban*, 2022.
- [16] P. Kotler, *Marketing Management: Analysis, Planning, and Control*, 1984.
- [17] S. Martina and R. P. Adimulya, "Strategi Inovasi Produk Wisata Dalam Upaya Meningkatkan Minat Berkunjung Wisatawan Ke Grama Tirta Jatiluhur Purwakarta," *Khasanah Ilmu - Jurnal Pariwisata dan Budaya*, vol. 4, no. 2, pp. 57–65, 2013. [Online]. Available: <https://ejournal.bsi.ac.id/ejurnal/index.php/khasanah/article/view/509>
- [18] M. Ridwan, A. Fatchan, and I. K. Astina, "Potensi Objek Wisata Toraja Utara Berbasis Kearifan Lokal Sebagai Sumber Materi Geografi Pariwisata," *Jurnal Pendidikan*, vol. 1, no. 1, 2016.
- [19] M. Mokodompit, M. M. Wullur, S. Pasandaran, and V. N. J. Rantung, "Implementasi Kebijakan Pendidikan Karakter," 2023.
- [20] N. S. Wahyuni, *Manajemen Pariwisata*, 2022.
- [21] N. K. Riani, "Pariwisata Adalah Pisau Bermata Dua," *Jurnal Inovasi Penelitian*, vol. 2, no. 5, p. 1470, 2021.
- [22] R. Pakpahan, "Implementasi Prinsip Pariwisata Berbasis Komunitas Dalam Pengembangan Desa Wisata Nglinggo Yogyakarta," *Jurnal Pariwisata*, vol. 5, no. 1, pp. 103–116, 2018.
- [23] Pidii, *Profil Investasi Kota Tanjungpinang*, 2019.
- [24] E. Purwanto, *Implementasi Kebijakan Publik: Konsep dan Aplikasinya di Indonesia*, 2015.
- [25] R. Nugroho, *Kebijakan Publik Negara Berkembang*, 2006.
- [26] R. Watrionthos, *Metode Penelitian Untuk Perguruan Tinggi*, Yayasan Kita Menulis, 2021.
- [27] A. Salma and I. Susilowati, "Analisis Permintaan Objek Wisata Alam Curug Sewu, Kabupaten Kendal Dengan Pendekatan Travel Cost," *Dinamika Pembangunan*, vol. 1, no. 2, pp. 156–165, 2004.
- [28] S. T. Setiono, T. Afrizal, E. Supriyono, R. M. Wendra, and A. Nurfitriani, "Implementasi Pengelolaan Pariwisata Berkelanjutan di Kota Semarang," *Perspektif*, vol. 10, no. 1, pp. 26–35, 2021. [Online]. Available: <https://doi.org/10.31289/perspektif.v10i1.3943>
- [29] Sugiyono, *Metode Penelitian Kuantitatif, Kualitatif dan R&D*, 2018.
- [30] A. Strauss and J. Corbin, "Pengolahan Air Limbah Domestik Individual Atau Semi Komunal," *Teknologi, Badan Pengkajian dan Penerapan*, pp. 189–232, 2007.
- [31] R. G. Trisoko, "Promosi Mesjid Raya Pulau Penyengat Sebagai Daerah Tujuan Wisata Di Tanjung Pinang Kepulauan Riau," *Jurnal Daya Saing*, vol. 1, no. 3, pp. 281–295, 2015. [Online]. Available: <https://doi.org/10.35446/dayasaing.v1i3.35>
- [32] M. G. Wibowo, "Indeks Pariwisata Halal (Implementasi Fatwa DSN MUI Tentang Pedoman Penyelenggaraan Pariwisata Berdasarkan Prinsip Syariah di Kota Bukittinggi)," *Jurnal Ekonomi Syariah Indonesia*, vol. 10, no. 2, pp. 84–95, 2020. [Online]. Available: <https://ejournal.almaata.ac.id/index.php/jesi/index>
- [33] I. A. P. Widiati and I. Permatasari, "Strategi Pengembangan Pariwisata Berkelanjutan (Sustainable Tourism Development) Berbasis Lingkungan Pada Fasilitas Penunjang Pariwisata di Kabupaten Badung," *Kertha Wicaksana*, vol. 16, no. 1, pp. 35–44, 2022. [Online]. Available: <https://doi.org/10.22225/kw.16.1.2022.35-44>