

TOP-DOWN APPROACH IN CAPACITY BUILDING FOR TOURIST DESTINATION MANAGERS IN BOALEMO REGENCY, INDONESIA

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ABSTRACT

Management capacity building requires an effective approach in improving Tourist management practices in the region. This research aims to explain the implementation of a top-down approach in the program for Tourist destination managers and the level of its effectiveness in Boalemo Regency.

This research is conducted by using descriptive evaluative design through qualitative and quantitative approaches.

The results showed that the top-down approach provided a low level space of participation for participants because the program was designed, directed and controlled from top side. This approach has proven only effective in the process of program implementation, but less effective at the follow-up stage caused by relevance of material, participants, capacity and authority.

Keyword: approach, program, capacity, manager, tourist

INTRODUCTION

In the early 1970s, "became a new idea, it was strengthened by the United Nations system in the context of institutional development. This approach considered has a better impact on effective and efficient institutional performance. In 1991, this term changed to where the pressure point is the individual element. So the term of capacity building aims to develop the capabilities of individual entities and institutions so that they are able to identify and solve the problems [1]. Capacity building is a general approach which applicable to all types of organizations (government, business, and social organizations) as well as various fields (economy, environment, also Tourist) [1].

There are three terms found in defining capacity building, specifically capacity, community capacity. In Indonesian, there are several terms that can be interpreted as capacity, namely capability, ability, skill,

strength and proficiency. Meanwhile, Building has the same syllable with the terms of increasing, improving and developing [6]. It is not uncommon to find the use of overlapping terms between abilities, commitments, strengths, and skills in describing the terms capacity, as well as improvement and development in describing the terms of building above.

Capacity Building is an important aspect in various sectors, especially for the Tourist sector which has an increasing number of new Tourist object. Boalemo is one of the areas in Gorontalo Province which has great tourist potential. The existence of the Regional Government Law and the Village Law also encourage the development of various new Tourist destinations in this area. Both managed by regency and village governments.

Various approaches have been encouraged to support an effective Tourist development, one of them is the development of community-based Tourist

(CBT) as an approach based on negotiation and participation [8]. As well as the directive approach from the government to tourist destination managers [13].

In developing Tourist destinations in the regions and villages, it is necessary to be supported by product potential and attraction, and also need the support of human resources. strong motivation from the community, adequate facilities and infrastructure support, supporting facilities for Tourist activities, institutions that regulate Tourist activities, availability of land/areas that are possible to be developed become Tourist destinations [14], management of Tourist resources, marketing, human resources management, and conflict management [12], as well as partnerships of government, community and Tourist business actors [10].

Empirically, several factors that tend to be an obstacles for management of Tourist destinations are also found, that is limited budget [2], lack of facilities support [7], human [2],[7],[11],[9]. knowledge, understanding and application, leadership, partnerships and the role of Tourist Awareness Groups [11], as well as the establishment of Tourist governance which has not been done in detail [4].

However, from a number of those factors, human resource is the key factor in the progress and decline of Tourist destination management, including in Boalemo Regency. For this reason, resource or capacity building programs are very important for Tourist destination managers, both training and mentoring program [16], especially the Tourist Awareness Group (POKDARWIS) [15], whose their role have been rated give a vital support to regional and villages Tourist sector.

To maximize the Capacity Building program for Tourist destination managers, the next urgent point is choosing the right approach in its implementation. The organizing community approach is an

approach that has a very significant effect on program sustainability, compared to the top-down approach and the bottom-up approach, while the bottom-up approach tends to be more positive and has a significant effect on program sustainability than the top-down approach [3].

In the case of the program for Tourist destination managers in Boalemo Regency, it is carried out by the Regional Government through the State Revenue and Expenditure Budget Funding (APBN) by involving the managers and actors of Tourist business in Boalemo Regency as shown in table 1 below.

Table 1. Training Participants

No.	Representative	Number of participants	Managers Organization
1.	UPTD Bolihutuo	7	Government
2.	Tourist Village of Tenilo	4	BUMDes
3.	Tourist Village of Hungayonaa	6	BUMDes
4.	Tourist Village of Pentadu Timur	5	BUMDes
5.	Tourist Village of Tutulo	4	Pokdarwis
6.	Tourist Village of Patoameme	5	Pokdarwis
7.	Tourist Village of Bolihutuo	5	Government
8.	Tourist Village of Keramat	4	Pokdarwis
Total		40	

Source: Tourist Agency of Boalemo Regency, 2020

This program was conducted for 3 days in the form of training, and mentoring for 3 months to the participants. The goal of this program is to improve the capacity of managers in managing their respective tourist destinations. However, the most interesting point on this program was not using a community approach or a bottom-up approach, but a top-down approach. Trough this approach, decision making and program control comes from top side, namely the Tourism Office as the program organizer or assigned outsiders.

For this reason, this research is important to describe: 1) how does the implementation of the top-down approach for the Capacity Building on Tourist Destination Managers in Boalemo Regency? 2) How is the effectiveness level of the top-down approach in Capacity Building for Tourist Destination Managers in Boalemo Regency? By the results of this

Top-Down Approach in Capacity Building for Tourist Destination Managers in Boalemo Regency, Indonesia

study, a top-down approach or model can be found in the Capacity Building program, as well as the level of its effectiveness.

RESEARCH METHODOLOGY

Type of this research is case study research and evaluation on the implementation of Boalemo Regency tourist destination management program in 2020 which has conducted from 6 to 8 July 2020 in the form of training and assistance from July to September 2020. This research used data primary source trough: 1) observation during the implementation of training and mentoring; 2) interviewing with the Training Organizer and Participants; and 3) results of the Evaluation and Survey of the Training Participants a number of 40 people. The research data were analyzed using qualitative and quantitative to obtain a synthesis of the research results in the form of a top-down model and an analysis of its effectiveness.

RESULT AND DISCUSSION

The Implementation of Top-Down Approach

The top-down approach or also called by directive approach in developing human resource capacity is the implementation of programs that are directed from above, and possibly made by external consultants [13]. The program was illustrating by the program design and activity control carried out unilaterally by the government as the organizer.

In the program of developing the capacity for Tourist destination managers in Boalemo Regency, there are 5 (five) stages of activity, those are: 1) determining program objectives and targets; 2) planning programs and activities; 3) implementation of Program Activities; 4) evaluation of Program activities; and 5) mentoring. In this program, there are four parties involved, namely the Boalemo Regency Tourism Office as the organizer of the

event, (presenter) speaker as an experts who are presented to provide training, assistant as the personnel who recruited by the Tourist Office to provide assistance to participants during the implementation of training until mentoring, and participants as program targets.

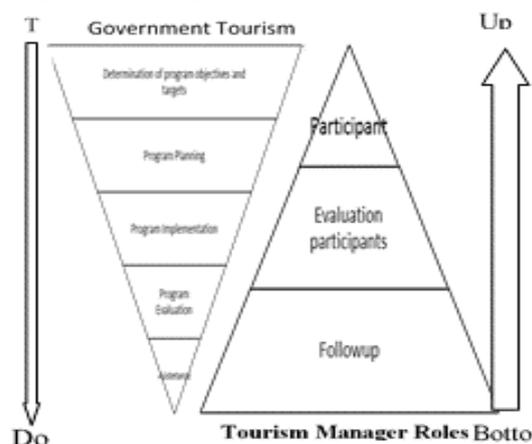


Figure 1. Top-Down Approach in the Capacity Development Program

Identification on the approach that used in this program is based on the role of the parties in each of these stages, especially the stages of determining goals and targets, planning programs and activities, and controlling the course of activities. The results of this study found that the Tourist destination management program in Boalemo Regency was designed, directed and controlled from above, namely the Tourist Office as the organizer of the activity. In other side, the role of the Tourist destination manager as a participant in activities is very limited, and it is only has found at the program or activity implementation stage.

For this reason, this approach tends to use a top-down approach, rather than a bottom-up or community-based approach, as shown in Figure 1 above. The implementation of each of these stages can be explained respectively below.

First, determining the goals and targets of the activity. In a bottom-up approach, the determination of activity objectives and targets can be formulated and decided

based on recommendation from participants who are as the target of the activity. Its different with the case of the top-down approach, when the organizers can unilaterally determine what the goals and target of their activities by themselves without involving activity participants. This is also happened on the program for Tourist destination managers in Boalemo Regency.

Second, activity planning. Activities are the implementation of the program. Activity planning contains agendas to realize the goals and targets of the program. In a bottom-up approach, organizers encourage participant's participation to jointly formulate program and activity plans to make them relevant to what participants' participation need. However, in the top-down approach, participant's participation tends to do not exist, and organizers with their knowledge and ability formulate their own plans for implementing programs and activities. In this case, as well as the program for managing Tourist destinations in Boalemo Regency. Planning for program activities is prepared by the Tourist Office through related fields, without involving participants of the program.

Third, implementation of activities. The implementation of activities is the implementation of the agenda for the goals and targets of the program. In the top-down and bottom-up approaches, it tends not to show a significant difference. Because the participants have been involved in the implementation. However, the difference is that in the top-down approach, control over the implementation of activities lies with the activity organizer, whereas in the bottom-up approach, activity participants take control of the effectiveness of activity implementation. This also can be seen in the Tourist destination managers' program in Boalemo Regency, which shows that activity control is implemented by official personnel, as well as assigned assistants.

Fourth, activity evaluation. Evaluation of activities is the process of measuring, assessing and comparing the results of activities with program goals and targets. In the Tourist destination manager's program in Boalemo Regency, evaluation is carried out on participants by assistants whose are assigned by the Tourist Office through providing instruments and question and answer process involving the activity participants. In this process, the role of activity participants is quite dominant, even though it is still in the format and control of the activity organizer.

Fifth. Mentoring. Mentoring is a process of providing convenience from assistants to their clients in identifying needs and problems and encouraging initiative and decision making so that realized client independence sustainably. Assistance in the program for Tourist Destination managers in Boalemo Regency is a follow-up to the training program, to ensure that the knowledge, skills and experience gained during program implementation can be implemented in each Tourist destination. Actually, the mentoring can be a positive step to reduce the deficiency of a top-down approach in this program, but the limited number and quality of resources for a number of assistants and mentoring support resources makes the mentoring program not significantly contributing to increasing the capacity for Tourist destinations governance in Boalemo Regency.

Evaluation of the Top-Down Approach in Capacity Building Program

The function of evaluation is to obtain a valid information about the performance of policies/programs, and also provide clarification and criticism toward values that underlie the selection of goals and targets [5]. Evaluation of the program can be seen from the aspects of effectiveness, efficiency, adequacy, leveling, responsiveness, and accuracy [5].

Top-Down Approach in Capacity Building for Tourist Destination Managers in Boalemo Regency, Indonesia

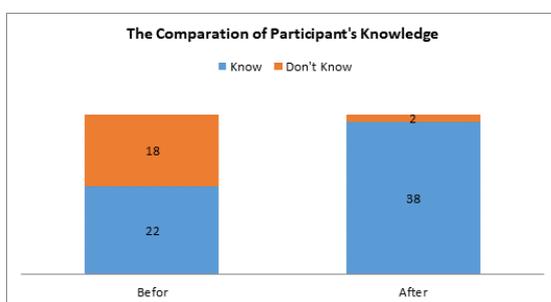
However, in this research, an evaluation of the top-down approach in the program for Tourist destination managers in the regency was found from the aspect of effectiveness. Evaluate to find out if the desired results have been achieved? Top-down approach effectiveness assessment includes two things; those are effectiveness in terms of process, and effectiveness in terms of impact/results.

The Process Effectiveness of the Top-Down Approach

The process effectiveness of the top-down approach in the Capacity Building program for Tourist destination managers in Boalemo Regency was observed from two things, those are:

Participant's mastery of the material

To measure the participants' mastery of the training material, in the implementation of the program, an evaluation was conducted before and after the training. This evaluation aims to evaluate the effectiveness of the training implementation based on the differences in the participants' mastery of the material before and after the training. If there is an increase in participant mastery after the training compared to before the training, means that the implementation of the training which had been done is effective. Evaluation results describe the results as shown in table 1 below.



Graph1. Evaluation Results of Participants before and after Training

Based on the evaluation results as shown in first graph above, it can be evaluate that there was an increasing progress in participant mastery after the

training compared to before the training. The difference in mastery of the participants before and after the training was 40%. Meanwhile, the overall mastery of the participants on the material was 95%.

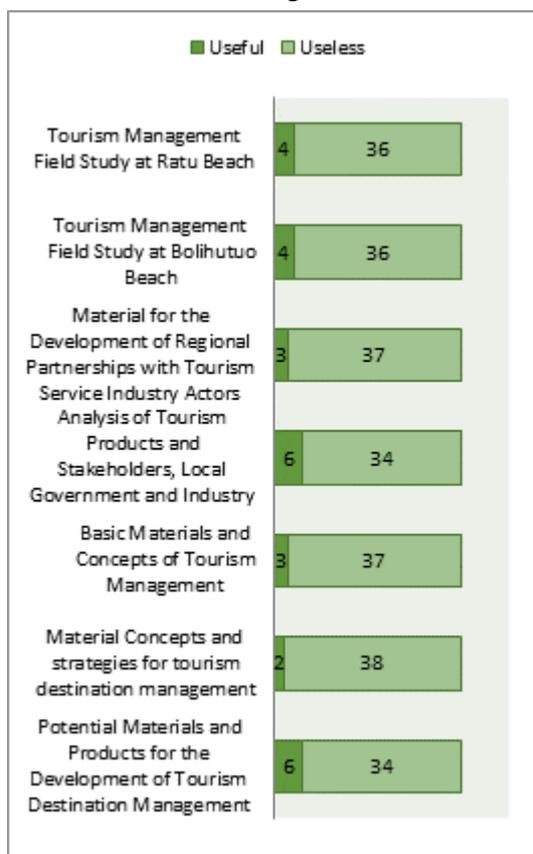
The high level of participant mastery of the material cannot be separated from the choice of training methods and the role of presenters in the implementation of the training. The organizers and presenters elaborate on three methods, especially the lecture method, case studies and practice in this training program. This elaboration allows participants to easily adapt and understand the substance of the training material. In addition, the role of presenters who come from academics and practitioners also complements one another in terms of knowledge and practice.

Participant Response

Assessment of training participants is a direct response of participants toward each material which had been studied in the training program. In the Tourist destination training development program in Boalemo Regency, there are 5 (five) materials and 2 (two) field study activities that were attended by participants. To see the participant's response to the 7 (seven) activities, this study used an evaluation survey method regarding the participant's assessment of each of these activities.

The results of the evaluation as shown in graph 2 above, the graph shows that more than 90% of participants rated the training activities organized by the Tourist Office in Boalemo regency was "very useful". This means that, from a process side, there are no problems found in terms of participant satisfaction with the materials and a series of training activities which designed into a top-down manner. For this reason, training participants still regard to the training program organized by the Government as something positive and unmindful of the approach used.

The results of the evaluation show the results as shown in Figure 2 below.



Graph 2. Participants' Assessment of Training Materials

The Result Effectiveness of Top-Down Approach

Effectiveness of results is the benefits level of knowledge, skills and attitudes that was obtained in Capacity Building programs through practical implementation in the field. In this context, training participants are able to apply their knowledge, skills and attitudes in the destinations they manage.

The field research results have found that the top-down approach in developing the capacity of tourist destinations' managers of in the regency was less effective specifically on side of results or follow-up. This can be evaluated by there is no significant changes in each of the Tourist Destinations after the training program. In fact, the training participants claimed that they did not have a clear

description of what will do after enrolled the governance capacity building program. Factors caused this top-down approach less effective are:

1. The relevance problem between training materials to the context of tourist destinations. Centralized program planning without identifying needs and problems in the field makes the materials presented less relevant to tourist destination managers' need in the field.
2. The training participants' ability, the results of the evaluation inform that all participants who take part in the capacity building program have very limited knowledge and experience about tourism governance. For this reason, the materials provided are new knowledge, and cannot be following up on application stage in the field.
3. Authority, this is related to a number of important decisions that urgent to do in order to developing the tourist destinations. Tourist destination managers who were enrolled in the capacity building program feel that the improvements made in their tourist destinations require a number of decisions and regulations that are beyond their authority. It was made the participants unable to do anything after following the training program.

CONCLUSION

The top-down approach is one of the approaches in developing human resource capacity. The result of this research concluded that the implementation of a top-down approach in the Capacity Building program for tourist destination managers in Boalemo regency provides limited space for training participants to be involved in decision making and program control. This approach was proven only gave effective impact on the process stages, both in mastering the material and participant satisfaction. In other side, this approach is

Top-Down Approach in Capacity Building for Tourist Destination Managers in
Boalemo Regency, Indonesia

less effective in terms of results or follow-up on respective tourist destinations because of the problems with the relevance of the material to the field conditions, the ability of participants to apply their knowledge and skills, and authority in decision making.

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