Bureaucratic reform of tourism sector public services in Tana Toraja Regency

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Abstract. Bureaucratic reform’s goal regarding the tourism is to increase tourist attractiveness by analyzing cultural tourism development efforts from public services. The type of research used is phenomenology. Determination of informants was determined by the snowball method, with data collection techniques carried out by observation, semi-structured interviews, and documentation. This study used 9 informants, 3 domestic tourists, 2 foreign tourists and 4 people from the local government. The data analysis technique used follows an interactive model which includes collection, data condensation, data presentation, and verification/drawing conclusions. The results showed that good service by the regional government of Tana Toraja regency would be directly proportional to the development of tourism objects through the application of information technology as a marketing medium, namely by using online media to be a guide to the progress of the tourism sector. Service quality affects the attractiveness of tourist objects, organizations that manage tourist attractions, and tourists themselves. The success of the bureaucratic reform carried out by the local government of Tana Toraja Regency in the tourism sector regarding public services has a positive impact in increasing the number of tourists.

Keywords: Bureaucratic Reform, Public Service, Tourism, Tana Toraja

1. Introduction

Bureaucratic reform is a systematic process, integrated, and comprehensive efforts aimed at realizing good governance [1]. Administrative reform as the artificial measurement of administrative transformation against resistance [2]. The Bureaucratic Reform of the Ministry of Tourism began in 2010, as an implementation form of Presidential Regulation mandate Number 81 year 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025. The Government of South Sulawesi positively responded the implementation of bureaucratic reform in tourism sector.

One of the most popular tourist areas in South Sulawesi frequented by domestic and foreign tourists is Tana Toraja district with an area of 3,203 km² and a population of 221,081 people (2010). The Tana Toraja tribe community still adheres to a unique belief and lifestyle that is very similar to the culture of Nias, which makes Tana Toraja become one of the world cultural heritage sites registered at UNESCO.
Some of the famous tourist destinations in Tana Toraja are Tongkonan houses where Puang Sangalla (King of Sangalla') dwells as the resting place and is also the palace where the government of the Sangalla kingdom was managed at that time. Tongkonan Buntu Kalando titled "tandoan tananan langi 'loud Kaero tongkonan layuk". Currently, Tongkonan Buntu Kalando is used as a museum to store prehistoric objects and relics of the Sangalla kingdom. Graves of unborn teeth (aged 6 months down) placed in a perforated living tree. Tongkonan Pallawa is one of the very interesting tongkonan or traditional houses and is located between bamboo trees on the top of a hill. The tongkonan is decorated with some buffalo horns that are plugged in the front of the traditional house, located about 12 km to the north of Rantepao; this place is often referred to as the house of spirits. At the Lemo's cemetery, it can be seen the corpses that are stored in the open air, in the midst of steep rocks. This burial complex is a combination of death, art, and ritual. At certain times clothes from corpses will be replaced by Ma 'Nene ceremony. Located on the Burake Hill, Tana Toraja has built a statue of Jesus which is claimed to be the highest in the world. That is the location of the statue is at an altitude of 1100 meters above sea level or the location of the statue is the highest in the world even though the size of the statue itself is not the highest in the world.

General objectives in the field of tourism are the achievement of tourist satisfaction, providing services to tourists as consumers, regulating how the quality of services provided by local governments, besides the success rate of a tourist place also depends on tourist satisfaction that has been achieved during a visit to Tana Toraja. To accomplish this satisfaction, the quality of service plays an essential role in its management towards good governance. The concept of services provided to tourists is emphasized on infrastructure which is an integral part of achieving the expected quality of service so that every available facility must be attractive so that tourists do not feel bored when visiting Tana Toraja. In referring to the good quality of service, it indeed demands the regional government be able to manage it in a planned manner, especially in the existing tourism infrastructure.

The Culture and Tourism Department (Disbudpar) of Tana Toraja district acknowledged that infrastructure and supporting facilities still constrain tourism development. Indeed, the various national and international tourism events have been held to increase tourist visits. One of the constraints of the Tana Toraja tourism sector today is the lack of lodging. Regional tourism development is inseparable from the availability of adequate accommodation facilities. Based on data from the Department of Culture and Tourism in Tana Toraja, the number of hotels was three units, and the guesthouse/inn is ten units. The number of hotel rooms and inns is 243 rooms with some 430 beds. The number of rooms and beds available in various hotels and inns in the Tana Toraja region is not comparable to tourist visits during the peak tourist season, i.e., June to October and December and when tourism events are held [3].

In addition to lack of lodging, Tana Toraja tourism sector also still faces transportation problems. Although Tana Toraja already has a pioneer airport, only certain types of aircraft can land. For land transportation, tourists need seven to eight hours from Makassar to Tana Toraja. As a result, tourists spend a lot of time on the trip while the time for visiting tourists to Tana Toraja is limited. At present, the government is building a new international airport in the Mengkendek sub-district. The existence of the new airport will support the improvement of the Tana Toraja tourism sector because it can land wide-body aircraft. Although the number of buses serving the Makassar-Tana Toraja route and vice versa quite a lot. However, the distance traveled by land still takes seven to eight hours [3]. Based on the above facts, this phenomenon is unusual to develop, wherein the public service in the tourism sector gives a signal of obstacles to infrastructure and transportation. This phenomenon shows evidence that from various types of public services, tourism services are still interesting to study.

2. Research Method

This research was carried out in the area of Tana Toraja Regency, Government of South Sulawesi Province. This object was selected because of Tana Toraja district as a district with famous tourism object in South Sulawesi Province certainly has a very high volume of tourist activity; Tana Toraja has more heterogeneity, especially cultural heterogeneity so that relationships are created which can
neutralize the influence of primordial’s which might affect the analysis. The type of research used is phenomenology which is expressing someone’s experience [4]. Determination of informants was determined by the snowball method where technique of informants determining was smaller then enlarges, with data collection techniques carried out by observation, semi-structured interviews, and documentation. This study used 9 informants, 3 domestic tourists, 2 foreign tourists and 4 people from the local government. The data analysis technique used follows an interactive model which includes collection, data condensation, data presentation, and verification/drawing conclusions.

3. Results
Tourism products compared to other products have different characteristics, tourism products as an object of tourism marketing have main elements that comprise of tourist destinations interest, facilities and the easy access in reaching these destinations [5]. To determine the quality of public services in the tourism sector in Tana Toraja Regency, researchers used three dimensions of the quality of public services namely tangible, reliability, responsiveness, assurance and empathy [6], this study only used tangible, reliability and assurance dimensions:

a. Tangible
Tangible dimensions related to equipment, personal and communication media in service. If tourists feel this dimension as users of the service is good, then tourists will judge well and feel satisfied with the services provided by the local government. Local governments as public service providers must provide comfort for visiting service users, meaning that the government in providing services to the tourism sector must try to make tourists feel comfortable and at home during their tour in Tana Toraja. Tourists in tourism activities also need facilities supported the trip, to fill the travel needs government need to provide various facilities from departing tourists’ residence, staying in tourism destinations and returning back to their place. From the results of interviews with the informant (SS) revealed that:

"…Place of creation in Tana Toraja, I feel quite at home and want to longer there, the city is very beautiful, as well as the comfort given to me as a tourist, I feel protected as a domestic tourist, everywhere can be found at affordable costs (Interview, February 9, 2018)"

The local government of Tana Toraja district has provided convenience for service users who want to tour the place. One example of the comfort offered for tourists who visit is, for tourists who wish to stay, they only need to show their Identity Card (KTP) for domestic tourists and for foreign tourists to show their passports. This is consistent with the results of interviews with informants (IK) saying that:

"I stayed at this place, the conditions that were asked for enough ID cards and because I brought my wife and asked for a marriage certificate, I think the rule made it very easy for me as a tourist and not complicated, and also good for those who bring the couple to ask for proof of marriage certificate. I think this is to avoid free sex for tourists (Interview, February 17, 2018)"

Related to work discipline is needed by every employee in carrying out services. The results of the interview with the informant (SY) said that:

"I always recreation every year to Tana Toraja, where the government really appreciates the tourists who visit, I feel the comfort when visiting Kete Kesu village, the manager kindly approached me and guided me as a tour guide and explained the history in the village (Interview, February 17, 2018)"

Regarding assistive devices, it is very supportive of the service process so that services can be done quickly. An aid in the service process is needed for the smooth operation of the facility. The tools used by the local government in introducing existing tourism objects in Tana Toraja Regency have been based on e-government, to facilitate the traveler who wants to go to Tana Toraja, the government makes an official website for tourism, everything about Tana Toraja tourism can be found on the www.site.visittoraja.com. Now a traveler can find various information about tourism in Tana Toraja.
Starting with tourist attractions, various cultural arts, traditions, and activities that can be done while in Tana Toraja [7].

The obstacles encountered from the results of research conducted in Tana Toraja Regency, especially for foreign tourists are transportation problems. For foreign tourists who will visit Tana Toraja can only be done by land transportation, because in Tana Toraja district there is no airport yet. So that for domestic tourists who visit must go through Makassar City and the journey taken is around 7 hours 47 minutes. Interview results with foreign tourist informants (LW) revealed that:

"I went to Tana Toraja through the city of Makassar. First, I was a foreign tourist from France, taking a plane from Jakarta to Makassar City took 2 hours, then after that, I took another bus to Tana Toraja which took about 8 hours, so it was quite tiring that must be taken (Interview, February 23, 2018)"

The use of transportation aids in the service process is significant because with the help of tools will facilitate service employees and make it easier for tourists to get services. In a tourist trip, there are also important factors that influencing tourist satisfaction, that is an available access to reach the destinations that sometimes ignored by tourists in planning a trip, so it generally will affect the travel budget.

b. Reliability

The reliability dimension is the ability of the service unit to provide promised services immediately and satisfy consumers. Tourist destinations can raise feelings towards needs related to hospitality through someone or something. The Tana Toraja Regency Government already has clear standards related to improving service quality for tourists; this is evident from the Tana Toraja Regency tourism development strategy stated in the Tana Toraja District Regional Development Master Plan (RIPPDA) in 2011-2016.

In the case of clear standards related to interviews with local government officials as informants (JM) said that:

"The direction of tourism development policy in Tana Toraja Regency has been well planned regarding its service standards going forward, on what should be done by the local government, this can be seen from the stipulation of the Regional Tourism Development Master Plan, the government fully supports Tana Toraja as a tourist center in South Sulawesi (Interview, February 9, 2018)"

Having a public service standard is important for the guidance of local governments in serving tourists in the service process because by referring to RIPPDA, the service process can run well to achieve service goals, especially in Tana Toraja District.

c. Assurance

The assurance dimension includes knowledge, capability, politeness, and trustworthiness that employees have, free from danger, risk and doubt. The Tana Toraja Regency Government, through the Regional Revenue Agency and the Tourism Office, implemented the recreation levies on Buntu Burake, Makale Tourism Objects, starting June 1, 2017. The amount of fees for school children and students is Rp. 2,000 per person. Researchers, Tourism Work, and Local Government Guests are set at Rp. 5,000 per person. For domestic tourists, adults, and public is Rp. 10,000 per person. While foreign tourists applied higher rates, namely Rp. 20,000 per person, for parking fees for motorcycle vehicles Rp. 1000 per unit. For private car and minibus is Rp. 2000 per unit, and for bus or particular vehicle Rp. 5000 per unit [8]. With the guarantee of costs from service personnel, transparency as a form of good governance works well. Local governments provide timely guarantees in service; this is in accordance with what was disclosed by informants (KM) saying that:

"I think the committee at each tourist location in Toraja Regency is very timely, around 7:00 a.m. I walked to Keta Kesu Village, where the serving stiffs was ready, even though it was very
early, but the employees already standby at the ticket purchase point to enter the existing tourist attraction (Interview, February 19, 2018)

However, different things expressed by informants (EM) said that:
"Last year I visited Tana Toraja Regency, on December 31, to celebrate the New Year at the place, but when I arrived in Tana Toraja, it turned out that the accommodation was full, so I was forced to not get lodging (Interview, February 23, 2018).

The results of the two informants are very different, but this can be understood because one of them explained that they did not get lodging, but that was because the tourists were more crowded on that day because of the approaching New Year celebrations. Favorite tourist destinations are still constrained by transportation infrastructure. The government just realized that the completeness of the facility greatly supported the increase in the number of visits. One of them is tourism in Tana Toraja, South Sulawesi.

The budget for tourism development comes from the central and regional governments. Central government expended for airport expansion and runway. Whereas the local government is focused on community preparation such as making home stays, which are now available for around 1,022 rooms. The budget for tourism development comes from the central and regional governments. The central government for airport expansion and runway, while the regional government is focused on community preparation such as making home stays which are now available around 1,022 rooms (Jun, 2017).

4. Discussion

Indonesia's tourism sector has a long history; Bali, Jakarta, Medan, Yogyakarta, Surabaya and Makassar are becoming known by foreign tourists. Besides natural tourism, Indonesia has a variety of cultures and historical heritage. The weakness of Indonesia's tourism industry mainly lies in infrastructure availability, the safety or comfort image, marketing system and promotion. The effect of infrastructure is too vital to build tourism sector connectivity. During this time, the infrastructure problem is a major weakness. Likewise, tourism services must improved continuously through bureaucratic reform.

Service is an economic activity that creates added value and provides benefits to consumers at a specific time and place. From this research, the quality of public services is measured in three dimensions, tangibility, reliability and assurance. From the tangible dimension is the ability of a service provider to show its existence in society. The comfort and ability of physical facilities/infrastructure and the circumstances of the surrounding environment are concrete evidence of services provided by service providers which include physical and technological facilities. Tangible dimensions are determined by indicators, namely the convenience of the place of service, the ease of the service process, the discipline of employees in performing services, the ease of access to customers. The public sector of the tourism sector in Tana Toraja Regency has applied tangible dimensions and indicators. The application of e-government will encourage cultural change, which also means a change in the value system [9]

The evaluation of public quality service that has been running in line with tourist expectations in this dimension, but in its implementation, there are still indicators that have not been run to facilitate tourists such as transportation problems. The Office of Culture and Tourism recognizes that Tana Toraja Regency's tourism development is still constrained by infrastructure and supporting facilities, even though various national and international tourism events are held to increase tourist visits to Tana Toraja [10]. In this case, the government must negotiate and collaborate with various tourist interests. So that public services have the quality that is expected by tourists. Efforts made by the regional government in providing good quality services related to the transportation problems were responded to positively, the construction of the airport proved this. The government is building a new international airport in Mengkendek Sub district, the existence of the new airport will support the improvement of the Toraja tourism sector because it can land wide-body aircraft [10]. The positive thing that is done from the tangible dimension is the use of e-government in introducing Tana Toraja
as the best tourism area in South Sulawesi by providing www.visittoraja.com now a traveler can find various information about tourism in Tana Toraja. Making a city smarter is an obligation and cannot be opposed to its existence [11].

The second dimension is reliability is the ability of service providers to provide services as promised in a timely and reliable manner. In this study, the aspects of reliability are determined by standard indicators that are clear or not, the public service of the tourism sector of Tana Toraja Regency has implemented the dimension of reliability, this is seen by the existence of the Regional Tourism Development Plan (RIPPDA) of Tana Toraja Regency in 2011-2016 as a tourism development standard. The implementation of public services must have service standards and be published as a guarantee of certainty for service recipients. Certainty must be created so that the community and bureaucratic apparatus can interact well [12]. Public service standards as guidelines in public services by government agencies and can be used as indicators of assessment of the quality of services that have been provided. With the existence of standards in public service activities, it is expected that the community can get services that are in accordance with the needs and processes that are satisfying and do not complicate the community as service users [13].

The third dimension is assurance a guarantee and certainty that is knowledge, politeness, and ability of service employees to foster a sense of trust for service users to service providers. The public service sector of the Tana Toraja tourism sector has implemented the assurance dimension along with its indicators. Assessment of public quality that has been running in accordance with the expectations of the community in this dimension, among others, employees provide timely guarantees in service, employees offer guaranteed costs in services; there will still be indicators that have not been implemented to facilitate tourists such as limited lodging problems, if entering certain months. Many tourists do not get hotel/lodging rooms, so they stay in the neighboring district, North Toraja [10]. Public servants in the community will be able to walk as expected if the supporting factors are sufficient and can be used effectively and efficiently. In certain months such as June to September to December, the entire inn is not able to accommodate guests, because at that time many nomads from Toraja returned to the village to hold a Rambu Solo ceremony and Rambu Tuka death party and Rampanan Kapa or the traditional Tana Toraja wedding party [14] The lodging problem is understandable considering that these particular months are crowded months of tourist visitors and also because of a large number of native residents going home, but in the usual months the lodging in Tana Toraja can accommodate both domestic and foreign tourists. Quality is a dynamic condition that deals with products, services, people, processes, and environments that meet or exceed expectations [15].

To fix the weaknesses, government must seriously carry out bureaucratic reform. During this time, the bureaucratic culture in this country has become an obstacle to develop in various sectors, bureaucracy problem, corruption and infrastructure, are a major obstacle to national development. So far, Indonesian bureaucratic culture has become weak point of Indonesian tourism. The bureaucratic apparatus seems rigid and not dynamic in addressing world development.

The government must embrace business world, starting from business travel agents, hotels, airlines, and business actors related. The government must be able to prove that tourism management in Indonesia is not inferior to other countries.

5. Conclusion
A good tourism sector service by the Regional Government of Tana Toraja Regency will be directly proportional to the development of tourism objects in Tana Toraja Regency. Toraja tourist destinations in South Sulawesi have progressed viewed quantitatively and in particular from the data on the number of tourists collected by the Tana Toraja Regency Tourism Office in recent years. In 2013 19,324 tourists were visiting Tana Toraja, the previous year 13,532 and the last year 9,005. In 2010 and 2009 the number of tourists visiting Tana Toraja was 5,634 and 5,607 [16]. The success of the bureaucratic reform carried out by the local government of Tana Toraja Regency in the tourism sector regarding public services has a positive impact in increasing the number of tourists. Efforts to reform
the government bureaucracy in Indonesia will never be successful if it is done in a linear mindset that does not address the root problem [17]. The success of bureaucratic reform can only be felt if the public service is considered good by the community [18].

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