

The Role Of New Public Service Model In Developing Tourist Destination In Bandung City: A New Paradigm For Domestic Tourism Industry

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Abstract: Bandung City is known as creative city, fashion city or 'factory outlet' city, and culinary city. Many factors that encourage the rapid growth of tourism in Bandung City, especially driven by domestic tourists from Jakarta. Some tourists are loyal customers who often make visits to tourist destinations in Bandung City. The negative impact of tourist visit to Bandung city is the increasing of waste such as used plastic drink bottles, food packaging and shopping bag. While waste facilities are limited and public awareness is low. Therefore, community participation in tourism destination development is very important. The New Public Service (NPS) model is a new paradigm in order to improve the quality of government services to the public. The main concept of the NPS model is democratic involving citizens in government policies and programs. There are many factors that become obstacles in applying NPS, among others rigid bureaucracy, apparatus have no vision, not creative and innovative. All are challenges in implementing NPS in tourist destinations in Bandung City.

Index Terms: Citizen, Domestic Tourism, New Public Service (NPS), Tourist Destination

1 INTRODUCTION

Many factors that encourage the rapid growth of tourism in Bandung City, especially driven by domestic tourists from Jakarta. Most of them are tourists who shop for fashion at factory outlets. So far, Bandung is known as a fashion city or 'factory outlet' city. Some tourists are loyal customers who often make visits to tourist destinations in Bandung City. In general, most of tourists from Jakarta visit to Bandung at the weekend or holidays. The negative impact of tourist visit to Bandung city is the increasing of garbage such as plastic waste of used drink bottle, food packaging and shopping bag. This increase occurs every weekend and long holiday. While waste facilities are limited and public awareness is low. Dirty tourist destinations, a lot of garbage or an unclear environment can cause less satisfied tourists. Therefore, community participation in tourism destination development is very important. In addition to tourists from Jakarta are also many tourists from other cities or residents of Bandung from the suburbs. They are mostly young people, young families and from middle to lower class. Generally, they visit to cheap tourist destinations or public spaces such as Alun-alun, city parks, and children play ground. A public space is a social space that is generally open and accessible to people. Roads (including the pavement), public squares, parks and its kind. In recent years, especially after being led by the new Mayor, tourist destinations are increasing. There are 16 thematic parks in various types and shapes that are spreading in several places. But most are less attractive, not maintained and damaged, such as photography parks. This is a positive activity in increasing the regional income and economic community in Bandung City. Growth of the tourism industry in Bandung City is inseparable from the factors supporting infrastructure such as transportation and highways from Jakarta to Bandung City. In addition to the development of tourist destination infrastructure also needs to improve public services so that customers (tourists) get satisfaction. The large number of transportation options encourages tourists from Jakarta to Bandung. They can make a one-day visit or stay one night. The essence of the tourism industry is customer satisfaction. In some businesses- such as travel, tourism, catering, and banking –the delivery high-quality services to consumers is increasingly recognized as a key factor affecting

the performance of firms [1]. Therefore, the role of Bandung government in conveying satisfaction is an absolute thing. However, in the context of the New Public Service (NPS) the role has changed because of a larger public role including collaborating with the government. Local or municipal governments are directly responsible for a range of public services for which fees or prices tend not to be used. Local streets and roads, street lighting, fire and police protection, and neighborhood parks are almost always funded from local taxes, grants from senior governments, and other locally generated revenues [2]; Mei et al.(1999) stated that in today's changing global environment, many businesses are facing increasing competition that forces them to seek competitive advantage, efficiency, and profitable ways to differentiate themselves; The complexity and globalization of today's competitive business environments have made quality as one of the most important sources of competitive advantage for the tourism business enterprise/destination. Deregulation and globalization have increased competitive pressures, helping to bring down prices and to improve quality of services provided by professional tourism enterprises/destinations [3]. In short, seen from the NPS model of public participation in the development of tourist destinations in the city of Bandung is still minimal. So that customer satisfaction (domestic tourists) is still low. The NPS model is a new paradigm - for example by providing a portion of public involvement in development or in realizing a democratic climate among government apparatuses and citizens of Bandung.

2 LITERATURE REVIEW

2.1 Tourism

The tourism sector is a significant economic potential for both local government revenue (Pendapatan Asli Daerah) as well as local community income. In addition, the prospects for the tourism industry are still wide open in line with the increasing number of tourists. The tourism activity is mainly sustained by the private initiative, but the government plays a key role in developing the tourism [4], describes a new paradigm in the tourism sector. The nature of the state's involvement in tourism has also changed as the boundaries between state, citizens, and society have become increasingly blurred [5]; Hall

explains the positive impacts of tourism on the economy and poverty. The role of tourism in local economic development and poverty reduction in less developed countries has been extensively explored since 2000 [5]; For many countries, international tourism has been an indispensable source of foreign-currency earnings [1]; Tourism is a highly competitive industry, and tourism enterprise sector can no longer compete on the basis of cost alone. Quality is, therefore, a key element for the competitiveness of the tourism industry and for creating and improving jobs. Therefore, promoting quality in tourism and tourist products is a priority in different tourism activities [3].

2.2 Public Service

Public services are built on (or at least should be built on) engagement between citizens, communities and the services they consume [6]; The delivery of public services is typically a highly complex undertaking, which involves a large number of transactions between service providers and recipients [7]; According to Iain Hutchinson services differ from manufacturing in the nature of the supplied product and the methods of supplying it [8]; Meanwhile Lane states that a public service is not like a business area such as a multi-purposes private firm operating in the marketplace: 1) it is an activity undertaken by a political body, governed often through democratic political processes 2) its provision is regulated in public law, meaning that the public employees or bureaucrats providing these services have to act within the framework of rule of law ; 3) it is partly or wholly financed by taxes [9], [10]. According to United Nations Development Programme that public service in both the developed and developing world plays a vital role in providing public goods, such as defence, public order, property rights, macro-economic management, basic education, public health, disaster relief, protection of environment, and coordinating private sector activity [11]. According to Parasuraman et al. (1985) service industry plays an increasingly important role in the economy of many countries. In today's global competitive environment delivering quality service is considered as an essential strategy for success and survival. Local or municipal governments are directly responsible for a range of public services for which fees or prices tend not to be used. Local streets and roads, street lighting, fire and police protection, and neighborhood parks are almost always funded from local taxes, grants from senior governments, and other locally generated revenues [2]; Citizens feedback becomes an effective means for improving the performance of public services as it can be used to demand accountability from providers, especially when there are no alternatives due to regulation in delivery of service [12]; Public service is generally not in a form of goods but service, including administrative service [13]; An efficient public service is necessary (though not sufficient) for benefits to reach the socially and economically weaker sections of the society who have fewer alternatives to services provided by government [11]; Zeithaml and Bitner (2000) defined service as "deeds, processes, and performances" [12]; Ramaswamy described service as business transactions that take place between a donor (service provider) and receiver (customer) in order to produce an outcome that satisfies the customer [12]; Faulkner stated that public services accountability can take different forms. It can run in different directions, and use different mechanism. It can be to parliament, ministers, managers, stakeholders, or to users and customers [14]; He also

explained the need for cooperation in implementing public services. An approach in which leaders of government and public services can work together with citizens and communities government to generate and sustain a sense of shared purpose and responsibility will be important for many or the major issues. Which government will have to face over the next ten years [14].

2.3 New Public Service

Public service has been growing rapidly. The main objective is to respond dynamically to the dynamic public and the increasingly complex issues. With this premise, the previous public policy model, namely New Public Management (NPM) is considered to be irrelevant to current public conditions. Denhardt (2003) explains that New New Public Service (NPS) new paradigm demands a change of government role in viewing citizens [15]. Citizens in the NPS concept are not seen as customers, but citizens as public [16]; In contrast, the New Public Service rejects the views of the public interest implicit in both the Old Public Administration and the New Public Management. In fact, it is the rejection of those perspectives that is a defining feature of the New Public Service [15]; The New Public Service also rejects the idea that the public interest can be understood as the aggregation of individual self-interests. In the New Public Service, the goal is to move beyond self-interest to discover and act upon shared interests—the public interest [15]. The New Public Service recognizes that the relationship between government and its citizens is not the same as that between a business and its customers [15]; The New Public Service (NPS) approach is perhaps the most coherent of these approaches. It starts with the premise that the focus public management should be citizens, community, and civil society [17]. Denhardt and Denhardt (2013) have developed a new paradigm of public service to New Public Service (NPS) based on the following aspects: 1) Theories odd democratic citizenship; 2) Models of community and civil society; 3) Organizational humanism and the new public administration; and 4) Post-modern public administration [18]; Denhardt and Denhardt (2003) asserted that the essence of NPS is democracy. Public servants do not deliver customer service, they deliver democracy [18]; The role of government in New Public Service (NPS) is "serving", negotiating, and brokering interest among citizens [17]; Community involvement should be seen as a significant "investment" [19]; Sianipar (2000) defines public service as "a way of serving, helping, preparing, administering, finishing the purposes of a person/group of people" [13]. Furthermore, NPM is replaced with New Public Service (NPS). The role of government in New Public Service (NPS) is "serving", negotiating, and brokering interest among citizens [17]; Indiahono (2009) explains that the paradigm of New Public Service (NPS) was born from a criticism of the NPM paradigm that simplifies the public (citizens) as a customer. Therefore, King and Stivers stated that administrators need to involve citizens. They must see the people as citizens (not as customers) so that they can share authority and loosen control, and believe in the effectiveness of collaboration. They must build trust and be responsive to the interests or needs of society, and not merely seek for higher efficiency as New Public Management demands. The delivery of public services is typically a highly complex undertaking, which involves a large number of transactions between service providers and recipients. Citizen engagement will be examined as an

instrument for strengthening the delivery process [7];

2.4 New Public Management

The New Public Management suggested a strong remedy against both agency autonomy and agency inefficiency, namely outsourcing the provision of services, or the contracting out of public services provision [9], [10]; According to Robinson The NPM model arose in reaction to the limitations of the old public administration in adjusting to the demands of a competitive market economy [17]; The concept of management originated in the private sector with respect to large firms. The concepts of NPM were warmly welcomed by the tourism industry as in many jurisdiction it meant not only increased commercial access to state assets but also greater influence over development and marketing agendas [5]; Sorensen and Torfing the main purpose of New Public Management (NPM) that aimed to provide a more moderate, neo-liberalist response to the problems in terms of overload and ungovernability [20]; Hood (1991) explained that NPM is a strange marriage between the celebration of managerialism based on the import of management techniques from the private sector and increased marketization of the public sector through a combination of privatization and contracting out and commercialization of the remaining public activities [20]; Public management theory has traditionally drawn upon theory from the business sector derived primarily from manufacturing. However, there is a coherent body of theory about services management that may well be far more relevant to public services than this manufacturing-derived theory. This body of theory is focused both upon this element of co-production in services and also upon the relational nature of services that require governance rather than management [21].

2.5 Public Sector

Van Niekerk (2014:712) stated that public sectors role is to have a relationship with their stakeholders [22]. They should understand the challenge that businesses are facing in this difficult economical times and they should assist where they can. The role of public sector is to plan and develops the physical tourism product and infrastructure; Public sector reformers, community leaders, development practitioners and others interested in leveraging citizen engagement to improve public services want to know what forms and strategies of engagement are more effective in supporting reform [7]; Basically, the public sector requires strategic planning consisting of two main parts, namely: management and budget. Strategy is a necessity in the modern era in order to produce an agreed objective and to direct the usefulness and direction of the organization. Strategic planning in the field of management in institutional management of Culture and Tourism Official (Disbudpar) is a necessity. Management generally consist, of mandate statement of mission, vision, values, internal and external environment analysis, medium term priorities, and directions of activities, monitoring, evaluation, and reporting. There are several factors that encourage changes in the public sector, including the impact of globalization. There are negative assumptions about the public sector including its bureaucracy. When it comes to the public sector there is a lot of skepticism with regard to the capacity for innovating public policies, organizations and services ... consider the public sector as a slow-moving bureaucracy characterized by red tape, inertia and stalemate [20]; Sorensen said the need to do some new ways the public

sector...there is a growing demand and for new ways of thinking, developing and organizing the public sector; Teicher et al. (2002) stated that customer needs and expectations are changing when it comes to governmental services and their quality requirements. However, service quality practices in public sector organizations is slow and is further exacerbated by difficulties in measuring outcomes, greater scrutiny from the public and press, a lack of freedom to act in an arbitrary fashion and a requirement for decisions to be based in law.

2.6 Satisfaction

Gadot and Cohen (2015: 4) describes several factors of satisfaction. Satisfaction factors consist of product quality, price and service quality [23]. These are clear, rational and tangible factors which can be measured and quantified. They include, for example, response time, number of failures, professional response, availability and compliance with obligations and alike. Andreassen (1994) and Yi (1989) state satisfaction may also be treated as the result of perception and expectations towards service quality [23]; Consumer expectations are at the centre of studies satisfaction [12]; To know the satisfaction of the people, there should be an assessment of public opinion against the customer receives. In other words there should be measuring the level of community satisfaction (customer satisfaction) [24]. Measuring customer satisfaction is one of a process to determine the level of government accountability to the public service does [24]. Satisfaction can be defined as the discrepancy between aspiration and achievement, ranging from the perception of fulfillment to that of deprivation. Satisfaction highly personal, heavily influenced by past experiences and current expectations. Finally, we can say that the term community satisfaction refers to people's subjective evaluation of their own well-being as measured by how well their local community meets their personal needs [25]; Satisfaction can be regarded as a tourist's post-purchase evaluation of destination [26]; "Satisfaction" introduces the elements of subjectivity in quality perception [3].

3 RESEARCH METHOD

This study uses qualitative research methods with the aim to describe the condition of current research object, namely the condition of tourist destinations in Bandung including management management. The basic principle of qualitative methods is not to test hypotheses as stated by Mcleod, 2001, but to analyze and interpret the constructive aspects of the social world [27]; While the purpose of qualitative research according to Atieno is to develop an understanding of how the world is constructed [28]. The use of qualitative research methods for the following reasons. According to Leedy and Ormrod (2005), the qualitative research method is used in the following conditions: (a) when there is rarely any information available about the topic (b) when the researcher's variables are unclear and unknown, and (c) when a relevant theory base is missing in any sense [27]; Qualitative researchers are concerned primarily with process, rather than outcomes or products, qualitative researchers are interested in meaning how people make sense of their lives, experiences, and their structures of the world, the qualitative researcher is the primary instrument for data collection and analysis, qualitative research involves fieldwork [28]. Sources of data obtained from secondary data that is literature and interviews to respondents such as tourists, government policy holders,

Head of Disbudpar etc.

4 RESULT AND DISCUSSION

Tourism is one of the economic potential of Bandung City. According to the Mayor of Bandung that Bandung City has no natural resources except human resources. Therefore, Bandung City put the tourism sector as one of its superior. So far, Bandung City is known as one of the creative city in East Asia, fashion city, factory outlet city, and culinary city. The majority of tourists are domestic tourists who visit to Bandung City. In general they visit on weekends for vacation and shopping or enjoy culinary. According to the Central Bureau of Statistics (BPS) the average number of tourists who visited 6.5 million in the first half of 2016. This is a good prospect in developing tourism industry in Bandung City. Tourist destinations in the city of Bandung operated by a government agency, the Department of Culture and Tourism (hereinafter Disbudpar). Establishment of agency is based on Local Regulation of Bandung City Number 6 Year 2006. Disbudpar consists of Tourism Destination, Tourism Industry, Marketing and Culture. Disbudpar has a vision and mission in carrying out its duties. Disbudpar's vision: Establish Bandung as the City of Cultural Arts and Tourism Destination Year 2018. Mission: 1) Developing human resources and professional institutional tourism, characterized by Sundanese and global perspective; 2) Increasing the preservation, empowerment, and utilization of culture and art; 3) Developing creative and innovative tourism industry with due attention to implementation of Sapta Pesona; 4) Enhance the city's competitive tourism destinations at both regional, national and international levels; 5) Increasing marketing through partnerships, cultural cooperation and tourism with other stakeholders and/or Regency / City / Country. Based on the survey that the development of tourist destinations in Bandung City has not been optimal. Most of the domestic tourists do shopping activities, culinary consumption and enjoy the public space. Therefore, it is necessary to develop innovation of tourist destinations and improve tourism services. According to Roxas dan Chadee (2013) destination management has become an important topic for discussion as destinations like Mbombela in South Africa compete to provide the highest quality of service and experience to their visitors [22]. Based on the United Nations World Tourism Organization (UNWTO, 2007) has identified five roles, namely: 1) Creating and maintaining a suitable environment; 2) Marketing and promotion; 3) Delivering on the ground; Leading and coordination; 5) Identifying the elements of destination (Van Niekerk, 2014:705). When referring to UNWTO criteria, then the Disbudpar including the apparatus is required to work more optimally and innovatively. Including applying a new paradigm New Public Service, namely: 1) Serving; 2) Negotiating; and 3) Brokering interests among citizens [17]; Bourgon (2007) proposed a new approach to public administration consisting of four elements: 1) Building collaborative relationships with citizens and groups of citizens; 2) Encouraging shared responsibilities; 3) Disseminating information to elevate public discourse and to foster a shared understanding of public issues; 4) Seeking opportunities to involve citizens in government activities [17]. New paradigms in the public sector, including tourism management, are public involvement in these programs. Including accommodate the public interests because the position / role of government is as "servant" community. Public officials play a primary role in the

delivery of public services and it is inconceivable that significant service delivery improvements can be achieved without their full participation [7]. We argue that public servants have a central and important role in helping citizens to articulate the public interest, and, conversely, that shared values and collective citizen interests should guide the behavior and decision making of public administrators [15]. In short, the public servant will take an active role in creating arenas in which citizens, through discourse, can articulate shared values and develop a collective sense of the public interest [15]; Another important factor that determines tourism flow is the attitude of nationals of the host country towards visitors. The persons that come into contact with visitors are trained to be polite and friendly, because the first impression is important for long-term image-building of a country [4]; In the New Public Service, the public administrator is not the lone arbiter of the public interest. Rather, the public administrator is seen as a key actor within a larger system of governance including citizens, groups, elected representatives, as well as other institutions [15]. Ideally, a tourist destination can contribute economically to the local community. Basically, tourism is one of the public sectors, part of the economy related to the provision of government services. In most countries the public sector includes services such as the military, police, infrastructure (public roads, bridges, tunnels, water supply, etc.). In short the job or task of the public sector is to provide services /services that do not pay. In many countries, local or municipal governments are also responsible for services for which they charge user fees or prices—water, sewers, recreation, public transit, and so on. For all municipal services, local government staff and personnel generally share accounting, auditing, and legal services, municipal employees, and capital equipment. As for governance, local councils are responsible for making policy decisions for all services, including the trade-off between spending on one service rather than another [2]. So far, some tourist destinations are managed by Regional Owned Enterprises (Badan Usaha Milik Daerah) or in cooperation with private parties. The main purpose of the management or cooperation program is to be more flexible in doing business. As is known that government bureaucracy is rigid and lack of response to outside development. There are assumptions about the characteristics of the apparatus. Most of debate has assumed that the 'problem' is one of public servants who are self-interested and unresponsive [14]. There are also negative and less productive public sector views. Too often, the public sector has been considered as a weak partner of any economy because it is associated with dull jobs, lack of prospect, bureaucracy, bottlenecks, and red tape.

5 CONCLUSIONS

Domestic tourism industry is competitive because of many competitors. Therefore, in the framework of the development of tourism destinations are needed innovative efforts. Development and management of tourist destinations, such as public spaces, city parks, public parks or shopping area are under government management. While the government bureaucracy in general is rigid, less responsive to the changing times and markets. New Public Service is a model that is considered appropriate in responding to the dynamics of the era and society today. One of NPS's philosophies is democracy that is by encouraging citizen involvement in policy and implementation of government programs. However, NPS

is a new paradigm in the public sector, including the tourism sector. Therefore, NPS faces various obstacles in its implementation.

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