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The Human Resource Policy of Tourism in Indonesia

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Abstract

Human Resource (HR), especially in tourism, is the driving force that provides services and determines tourists' satisfaction. However, several studies show that tourism in Indonesia has weaknesses in this sector. Therefore, this study analyses HR policies of tourism in Indonesia since the establishment of Law No. 10 of 2009 on Tourism using a framework of economic development and stakeholder theory that has a focus on plurality, legitimacy, interdependence and transformation. The data used are secondary data collected from government databases and supported by several previous studies. The results showed that HR policies in Indonesia tourism can be seen only in three regulations namely the National Tourism Master Plan/ Rencana Induk Pembangunan Pariwisata Nasional (Ripparnas), the National Medium-Term Development Plan / Rencana Pembangunan Jangka Menengah Nasional (RPJMN), and the Sustainable Tourism Destination Guidelines / Pedoman Destinasi Pariwisata Berkelanjutan (PDPB). The results also showed that plurality is most visible in PDPB, unfortunately, interdependence is less visible in HR policies due to weak relations with academics. Besides, Ripparnas and RPJMN also deliver less influence on HR development due to weak legitimacy. Conversely, the process of transformation on all parties was reached even before the policy was established because of the needs caused by tourism activities. However, HR policies in tourism allow a more structured, comprehensive and beneficial transformation for all parties. The RPJMN 2020-2024 provides a promising tourism development because it exclusively focuses on tourism human resources and has the

potential to achieve the plurality, legitimacy, interdependence and expected transformation.

Keywords: Tourism human resources, stakeholder, plurality, legitimacy.

La política de recursos humanos del turismo en Indonesia

Resumen

El recurso humano (RRHH), especialmente en turismo, es la fuerza impulsora que brinda servicios y determina la satisfacción de los turistas. Sin embargo, varios estudios muestran que el turismo en Indonesia tiene debilidades en este sector. Por lo tanto, este estudio analiza las políticas de recursos humanos del turismo en Indonesia desde el establecimiento de la Ley Núm. 10 de 2009 sobre el turismo utilizando un marco de desarrollo económico y teoría de los interesados que se centra en la pluralidad, la legitimidad, la interdependencia y la transformación. Los datos utilizados son datos secundarios recopilados de bases de datos gubernamentales y respaldados por varios estudios previos. Los resultados mostraron que las políticas de recursos humanos en el turismo de Indonesia solo se pueden ver en tres regulaciones, a saber, el Plan Maestro Nacional de Turismo / Rencana Induk Pembangunan Pariwisata Nasional (Ripparnas), el Plan Nacional de Desarrollo a Medio Plazo / Rencana Pembangunan Jangka Menengah Nasional (RPJMN), y Pautas para destinos turísticos sostenibles / Pedoman Destinasi Pariwisata Berkelanjutan (PDPB). Los resultados también mostraron que la pluralidad es más visible en PDPB, desafortunadamente, la interdependencia es menos visible en las políticas de recursos humanos debido a las débiles relaciones con los académicos. Además, Ripparnas y RPJMN también ejercen menos influencia en el desarrollo de recursos humanos debido a la débil legitimidad. Por el contrario, el proceso de transformación en todas las partes se alcanzó incluso antes de que se estableciera la política debido a las necesidades causadas por

las actividades turísticas. Sin embargo, las políticas de recursos humanos en turismo permiten una transformación más estructurada, integral y beneficiosa para todas las partes. El RPJMN 2020-2024 proporciona un desarrollo turístico prometedor porque se centra exclusivamente en los recursos humanos del turismo y tiene el potencial de lograr la pluralidad, la legitimidad, la interdependencia y la transformación esperada.

Palabras clave: turismo, recursos humanos, partes interesadas, pluralidad, legitimidad.

1. INTRODUCTION

Indonesia is the fourth most populous country in the world which is considered as an archipelago with thousands of islands stretching across the equator. This geographical and demographic combination provides a high variety of natural and cultural destinations. Moreover, a large number of human resources (HR) as well as the fact that Indonesia is currently in an era of demographic bonus with two-thirds of its population in productive age, it should create excellence in tourism both at the regional and global levels.

However, Indonesia's tourism performance is not too special even at the regional level. Even though foreign tourist visits to Indonesia grew by almost 100% in the period 2010-2018, but at the same time, countries such as Cambodia, Laos, the Philippines, and Thailand experienced growth of more than 100%. Tourist visits to Myanmar even grew 348% while Vietnam grew 207% in the same period (see Table 1). Meanwhile, in terms of quantity, the number of

tourists visiting Indonesia in 2018 is still far less than those visiting Malaysia, Singapore, Thailand and Vietnam. The Asia Pacific and Southeast Asia had higher traffic growth than the world average in those periods, unfortunately, this growth was not centralized in Indonesia.

Several factors that can cause changes in tourist visits and expenses in a country. A policy factor that can be very influential where the government plays an important role in controlling the supply of infrastructure and services provided by destinations to foreign tourists.

Table 1: Foreign tourist's visit growth to ASEAN countries in 2010, 2017 and 2018 (in thousand)

Country	2010	2017	2018	Increase
Brunei	214	259	278	30%
Cambodia	2.508	5.602	6.201	147%
Indonesia	7.003	12.948	13.396	91%
Laos	1.670	3.257	3.770	126%
Malaysia	24.577	25.948	25.832	5%
Myanmar	792	3.443	3.551	348%
Philippines	3.520	6.621	7.129	103%
Singapore	9.161	13.909	14.673	60%
Thailand	15.936	35.483	38.277	140%
Timor-Leste	40	74	75	88%

Vietnam	5.050	12.922	15.498	207%
Total South-East Asia (SEA)	70.471	120.466	128.680	83%
Total Asia and the Pacific (Aspac)	208.174	324.041	347.731	67%
Total World	952.000	1.329.000	1.401.000	47%
Indonesia vs SEA	9,94%	10,75%	10,41%	
Indonesia vs Aspac	3,36%	4,00%	3,85%	
Indonesia vs World	0,74%	0,97%	0,96%	

Source: UNWTO, 2019

Table 2: The average expenditure of foreign tourists in ASEAN countries in 2010, 2017 and 2018 (in USD/person)

Country	2010	2017	2018	Increase
Brunei	-	683	683	
Cambodia	606	649	702	16%
Indonesia	994	1.015	1.053	6%
Laos	229	234	195	-15%
Malaysia	737	706	741	1%
Myanmar	91	572	-	
Philippines	751	1.055	1.047	39%
Singapore	1.548	1.419	1.399	-10%
Thailand	1.262	1.605	1.647	31%
Timor-Leste	775	986	-	

Vietnam	883	688	650	-26%
South-East Asia	972	1.084	1.085	12%
Asia and the Pacific	1.222	1.222	1.000	-18%
World	1.025	1.013	827	-19%

Source: Calculated from UNWTO (2019)

A human resource in the tourism sector is also another factor that quite important it delivers direct services to tourists and determining tourist satisfaction (dos Anjos, Meira, Pereira, & Limberger, 2017). A satisfying service encourages tourists to spend more money and stay longer as well as to re-visit in the future (Chen, Huang, & Petrick, 2016).

Unfortunately, several studies showed that the human factor is low in tourism development in Indonesia (Oktadiana & Chon, 2017; Ollivaud & Haxton, 2019; Rhama & Reindrawati, 2019). This was also shown by the World Economic Forum (WEF, 2019) which placed Indonesia's tourism competitiveness rank 40 in the world, lower than Singapore (Rank 17), Malaysia (Rank 29), and Thailand (Rank 31). The WEF uses 14 indicators in assessing the competitiveness of tourism countries in the world and Indonesia is inferior to those countries in the subject of the business environment, health and hygiene, human resources and labour markets, ICT readiness, environmental sustainability, water transport infrastructure and tourist service infrastructure.

The capacity of Indonesia to compete with other countries can still be shown in other subjects such as price competition, natural resources and government priorities in tourism that has a high position in Southeast Asia. However, these advantages are not compensated by other sectors especially in the infrastructure sector of tourism services, human resources and the labour market that is several levels below other countries (See Figure 1).

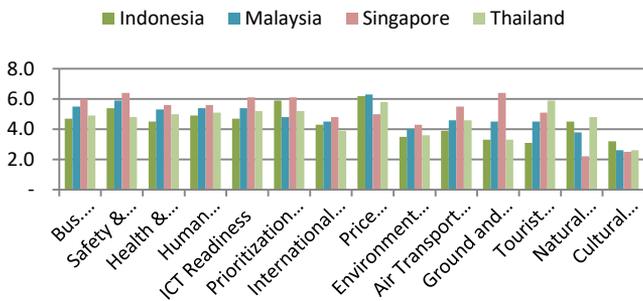


Figure 1: Travel and tourism competitiveness of the ASEAN four best countries.

Source: WEF, 2019

The issue of HR is indeed not a problem that is faced by the Government of Indonesia only but many countries are also faced with the problem of developing HR to encourage tourism (Baum, 2018). However, only a few studies address this issue on national policy issues. Conversely, most previous studies about HR development focused on sectoral level (Madera, Dawson, Guchait & Belarmino, 2017) with the assumption that the quality of tourism HR is more

determined by the private sector than the public which might be true for developed countries. Nevertheless, Indonesia and many developing countries still need strong government intervention in the economic sector, especially tourism, both at national and sectoral levels. Therefore, this study analyses the aspects of HR policy at the national level in Indonesia.

In addition, this research can contribute to the practical level by providing important inputs in the development of tourism human resources in Indonesia. Moreover, this research also delivers theoretical contribution by applying a multilevel framework to analyse HR development policies in the tourism sector that is in line with the study from Garavan, Wang, Matthews-Smith, Nagarathnam, & Lai (2018) that suggests if national HR development research should take a multilevel step.

2. METHODOLOGY

This study uses a stakeholder-based policy model that is analysed at the meso and micro levels (Garavan et al, 2018). The macro level is the level where international factors involved in the policy and meso level is at the national level, meanwhile, micro level is at the level of implementation in the field.

This research focuses on the Indonesia tourism main policy, which is the Law No. 10 the year 2009 (President of the Republic of Indonesia, 2009) as the basis for long-term planning for various

aspects of tourism development, including human resources. Based on this law, the government delivers supporting policies such as government regulations, presidential regulations, until any regulations in the lower level. Therefore, Law No. 10/2009 is a fundamental tourism regulation that is used as a basic foundation for this research. Then, as a supporting regulation, this study reviews all laws and regulations derived from Law No.10/2009 that is identified through www.peraturan.go.id which is the Indonesian regulatory database website.

Furthermore, all regulations are mapped into two dimensions, plurality and interdependence. The third dimension, legitimacy, is at the micro level. To analyse this dimension, the researcher reviewed all studies both in English and Indonesian languages in the 2009-2019 period containing the keywords "SDM pariwisata" for Indonesian studies and "tourism human resources" + "Indonesia" for previous studies in English. The search is carried out through the Google Scholar and Google News search engine with the keyword "pentahelix / pentaheliks" "tourism". Therefore, any previous research that is collected is the only research that has a relationship with HR. The results are discussed narratively based on the research framework that has been formulated.

3. RESULTS

Indonesia only has two tourism laws since 1945 with the most recent tourism law is the Law No. 10/2009, where the contents of this

law have shown the focus of two stakeholders, namely the community and industries. In this law, tourism is seen as an integral part of development while paying attention to the religious and cultural values of the community (part weighing letter c) and encouraging equal opportunity to take part and gaining benefit (part weighing letter d). Tourism objectives in this law are directed towards multi stakeholders and relate to (a) increasing economic growth, (b) improving people's welfare, (c) eliminating poverty, (d) undertaking unemployment, (e) preserving nature, environment and resources, (f) promote culture, (g) elevate the image of the nation, (h) foster a sense of patriotism, (i) strengthen national identity and unity, and (j) strengthen friendship between nations (Article 4). Thus, one of the objectives above has to do with HR, namely undertaking unemployment. The Article 19 paragraph 2 also underpins the HR by emphasises that every person and / or community in and around the tourism destination has priority rights to become workers / laborers, consignment, and / or management.

Law No. 10/2009 on Tourism also shows the minimum human resource competencies needed to carry out the tourism function based on the tourists' rights. Article 20 states that every tourist has the right to obtain (a) accurate information about tourist attractions; (b) tourism services according to standards, (c) legal and security protection, (d) health services, (e) protection of personal rights, and (f) insurance protection for high-risk tourism activities. This implies that the HR needed is not only them provides direct services to tourists (there are

13 types and can be added, article 14), but also HR in the fields of security, health and insurance.

In addition, Law No. 10/2009 on Tourism also regulates the awarding of anyone, whether individuals, tourism organisations, government agencies, or business entities that deliver excellence in tourism (Article 31). Businesses are also required to increase the competency of the workforce through training and education (Article 26), while, the government was given the authority to develop policies on human resource development in the field of tourism (Article 28). This law even has a special scope of human resources to provide training, standardisation, certification, and labour. In this chapter, the central and regional governments are instructed to conduct tourism HR training (Article 52) while workers in tourism must have a competency certificate (Article 53).

However, a stakeholder is not seen in Law No. 10/2009, which is academics both as objects and subjects even though it can implicitly be seen as part of the industry. However, academics as subjects are not included in the types of tourism businesses, neither are academics as objects (places of education and training) to improve the competence of the workforce of tourism companies. In addition, the media is also not clearly stated as an element of tourism information services, while the government, both central and regional, as well as entrepreneurs, are required to provide information to tourists.

Law No. 10/2009 on Tourism then becomes the legal basis for 23 national laws and regulations until 2019 which can be seen in Table

3. The table can show the actions of the Indonesian government has taken to encourage the development of national tourism.

From several regulations above, PP No 50 of 2011 is a significant regulation because it defines the National Tourism Development Master Plan (Ripparnas) for 15 years to 2025. Ripparnas defines tourism HR as a workforce whose work is, directly and indirectly, related to tourism activities. Ripparnas also introduced the concept of tourism institutional development which consists of strengthening tourism organisations, developing tourism human resources, and conducting research and development (Article 57).

In terms of developing tourism human resources, the program is divided into two namely tourism HR development at the government level and tourism HR development into the business and community sectors (Article 60). Tourism HR development at the government level is manifested in the form of capacity and capability enhancements with strategies (a) to increase employee capability and professionalism, (b) to improve employee quality, and (c) to improve the quality of human resources managing education and training. Meanwhile, tourism human resource development in the business and community world is manifested in the form of increasing quality and quantity with a strategy of (a) increasing the quality and quantity of HR who have competency certification in each destination, (b) increasing entrepreneurial ability, and (c) improving quality and the quantity of accredited tourism education institutions. HR development is also supported by the implementation of research and development with

four objectives, one of which is research-oriented development of tourism HR development.

Table 3: Regulations derived from Law No 10 of 2009 concerning
Tourism

No.	Regulations	About
1	PP 50 2011	National Tourism Development Master Plan 2010-2025
2	PP 52 2012	Competency Certification and Business Certification in the Field of Tourism
3	Perpres 79 2011	Foreign Tourist Yacht Visit to Indonesia
4	Perpres 63 2014	Tourism supervision and control
5	Perpres 64 2014	Strategic Coordination across the Sectors of Tourism Administration
6	Perpres 180 2014	Amendment to Perpres No. 79 of 2011 concerning Foreign Tourist Yacht Visits to Indonesia
7	Perpres 46 2017	Borobudur Tourism Authority Management Agency
8	Perpres 91 2017	Acceleration of Business Implementation
9	Perpres 40 2017	Amendment to Presidential Regulation Number 64 Year 2014 concerning Strategic Coordination in the Sectors of Tourism Administration

10	Perpres 32 2018	Management Tourism Authority of Labuan Bajo Flores Region
11	Kemenpa rekraf 12 2014	Standards for restaurant businesses
12	Kemenpa rekraf 19 2014	Standards for business tourism consulting service
13	Kemenpa r 10 2016	Guidelines for Preparation of Provincial and Regency / City Tourism Development Master Plans
14	Kemenpa r 11 2016	Revocation of Permenparekraf No. 2 of 2014 concerning Guidelines for Operations of Sharia Hotel Business
15	Kemenpa r 12 2016	Amendment to the Regulation of the Minister of Tourism Number 1 Year 2016 Regarding the Implementation of Tourism Business Certification
16	Kemenpa r 13 2016	Organization and Work Procedure Implementing Authority Body of the Toba Lake
17	Kemenpa r 14 2016	Guidelines for Sustainable Tourism Destinations
18	Kemenpa r 16 2016	Statute of Palembang Tourism Polytechnic
19	Kemenpa r 17 2016	Statute of Lombok Tourism Polytechnic
20	Kemenpa r 20 2016	Amendment to the regulation of the minister of tourism No 22 of 2015 concerning the Implementation of the Ministry of Tourism Deconcentration Activities
21	Kemenpa r 21 2016	Results of mapping of government affairs and guidelines for the nomenclature of regional apparatus in tourism

2	Menbudp	Working Procedures, Requirements, and Procedures for
2	ar 2 2016	Appointment and Termination of Policy-Determining Elements of the Indonesian Tourism Promotion Board
2	Kemenuhu	Amendment to the Regulation of the Minister of Transportation
3	b PM	Number PM 171 of 2015 concerning Procedures for Foreign
	123 2016	Ship Yacht Services in Indonesian Waters

Source: regulation.go.id (2019)

The Ripparnas was then passed down to the Provincial Tourism Development Master Plan (Ripparprov) and the Regency / City Tourism Development Master Plan (Ripparda). Ripparprov was formulated based on several analyses, one of which was the result of an analysis of the quantity and quality of tourism human resources in the provincial government and the national scale tourism industry while Ripparda was also based on the same analysis results but in the context of district / city government and the local tourism industry (Kemenpar 10 2016).

Previous studies from Eppang et al. (2016) can show some weaknesses in the certification policy as follows:

a. Certification is towards HR who have followed the assessment centre, rather than meeting basic requirements in terms of knowledge, skills, attitudes and experience.

b. BNSP only controls the competency certificate but does not have the authority to supervise the industry that implementing the competency standards.

c. BNSP does not have the authority to accredit vocational training institutions that develop tourism human resources so that materials, instructors, facilities, and infrastructure cannot be guaranteed to meet competency requirements.

Therefore, the emergence of Permenpar No. 14 of 2016 concerning Sustainable Tourism Destination Guidelines provides a stronger basis for the development of human resources for local communities. In this regulation, the concept of pentahelix first appeared. Pentahelix is defined as five elements of stakeholders, namely the central / regional government, the private sector, the community, academics and media. In this regulation, a sustainable destination, established by the minister of tourism, must have a pentahelix forum whose size is proportional to the size and scale of the existing destination, completely binding with funding mechanisms and work plans.

Meanwhile, Octadiana and Pearce's (2017) study states that tourism research and development (R&D) activities are not going well, even though they are in the Ripparnas and RPJMN programs. R & D activities only exist at the nonscientific level because they are not published in leading international journals. R&D is only an internal consumption of a government institution and its quality cannot be guaranteed. Interdependency in the development of tourism human resources is indeed quite strong because they are connecting each other. The possible interdependencies of the five stakeholders (government, business, community, media and academics), have 12

channels. The following table reviews the interdependence of these stakeholders.

Table 4: Dependencies between stakeholders in the pentahelix model

Stakeholder	Dependence	Justifications
Government	Business	Providing services to tourists by delivering a good quality of human resources
Government	Community	Serving the community by delivering a good quality of human resources
Government	Academics	Providing education, training and R&D to support HR
Government	Media	Disseminate public information
Business	Government	Provides legal certainty and incentives for HR
Business	Community	Being a source of human resources
Business	Academics	Provide education and HR training
Business	Media	Delivering tourism products to public
Community	Government	Provides human resource development facilities and job opportunities
Community	Business	Creating employment or cooperation
Community	Academics	Provides education and training activities
Community	Media	Gain fast information
Academics	Government	Provide incentives and recognition for

		the results of education, training and R&D
Academics	Business	Utilise the outputs of the results of education, training and R&D
Academics	Community	Become a source of HR
Academics	Media	Translate scientific information into languages that are easily understood by the public
Media	Government	Become a regulator and encourage the creation of news about tourism
Media	Business	Provides financial support for financing media operations
Media	Academics	A source of research and development
Media	Community	Become a recipient of the information

Even though Table 4 shows the interdependence of stakeholders, however, there is a weak relationship between government and academics, especially if the academics are outside of government institutions. For example, the existence of tourism academics who are members of the Association of Indonesian Tourism Higher Education Institutions (HILDIKTIPARI) has less collaboration with the government (Pawestri, 2018). The government, through the Ministry of Tourism, has its educational institutions such as the Tourism Polytechnic and the College of Tourism, but once again, efforts to make graduates work in sectors that are following their competencies are still difficult (Suherlan, 2017). Moreover, the

government has education and training bodies in each province to provide general training, and there are also specialized R&D institutions that can research tourism both at the regional and central levels.

The government's dependence on academic institutions only strengthened in 2019 when the government realised the importance of the 'millennial' generation of tourism crowds. For example, the Ministry of Tourism has collaborated with Binus University to develop competency mapping programs and digital tourism approaches (Binus, 2019). The results of this program will be used in the future as a base for digital-based tourism education and tourism promotion that utilises information technology.

4. CONCLUSIONS

Based on the above discussion, Indonesia's tourism HR development policy is moving in a positive direction. The starting point was not very good with various problems and shortcomings because the government is still focused on infrastructure to create new destinations so that policies in the HR development sector are ignored. However, the Government of Indonesia began to focus on the education sector for the development of tourism human resources in the future so can deliver high tourism competitiveness.

This research shows the development of tourism in Indonesia at the initial stage did not focus on human resources whereas human

resource development needs to be developed early to produce creative and highly competitive human resources to support tourism success. The sustainable tourism destination policy and the 2020-2024 RPJMN Policy can be used as a policy model for destination development because it places a strong emphasis on HR development. This model will enable tourism to be managed professionally so that its benefits in transforming socio-economic mindset and structure can be appreciated by stakeholders.

This research has a number of limitations that can be corrected in future studies. This study only uses a normative approach at the meso level where at the micro level it is only based on previous research so confirmation at the micro level remains to be done. In addition, quantitative research, at least a descriptive quantitative also needs to be done to evaluate tourism HR development policies that are already ongoing.

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