
EVALUATION OF POLICY IN TOURISM DEVELOPMENT AT MANOHARA BEACH, MEUREUDU SUB-DISTRICT, PIDIE JAYA REGENCY

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Article History

Received: 26 Maret 2025

Accepted: 11 April 2025

Published: 30 April 2025

Abstract

This research is taken from the background of the problem at the beginning that visitors to Manohara Beach are not as crowded as before. Development of Manohara Beach tourism needs to be considered in order to attract more tourists. The positive impact of the increasing number of tourists visiting is the increasing economy of the surrounding community and increasing income for the Regional Government. However, evaluating tourism development requires several important things to be considered, so that the evaluation can run effectively & efficiently. The purpose of this study was to find out how to evaluate policies in tourism development at Manohara Beach, Meureudu District, Pidie Jaya Regency. The research method used is descriptive qualitative using interviews and documentation as data collection, with 5 informants. This study focuses on evaluating the development of Manohara Beach tourism using tourism development components that are used as indicators in measurement. The conclusion is that for tourism development based on components, namely physical aspects, attractiveness aspects, accessibility aspects, facilities aspects and social, economic, and cultural aspects, it is still not good.

Keywords: Evaluation, Policy, Tourism Development

A. INTRODUCTION

Policy evaluation in tourism development is very necessary to be carried out optimally to increase the income of local people and local governments, the more optimal the facilities and infrastructure provided at Manohara Beach tourism, this will attract visitors, therefore the need for promotion through social media with creative and innovative features following the latest trends, because in today's era everything is sophisticated with technology. One of the countries blessed with many oceans, forests, new rocks, oil, and gas is Indonesia. One strategy to attract tourists is to tell them about the wealth of natural attractions of this country (Setiawan, 2022). Tourism is a sector that can support the progress of a region, especially with the existence of regulations regarding regional autonomy (Rahma, 2020). This policy is implemented on the basis that the local community has capital so that it can be relied on for the progress of its region, one of which is through tourism activities. According to

(Hadiwijoyo, 2012) the needs and services of tourist destinations must be supported by four main components with the term 4A, namely attractions, amenities, accessibility, and ancillary services. Manohara Beach offers both artificial and natural attractions, but the current condition of Manohara Beach is no longer crowded with visitors due to the lack of facilities and infrastructure that attract visitors, the lack of environmental management which at first glance looks unclean and the absence of directions or traffic signs, the journey must be taken via roads with potholes, assistance, a distance of 6 km from the Trans-Sumatra highway, and the lack of public transportation..

B. LITERATURE REVIEW

(Wollmann, 2007) Stating that policy evaluation is an analytical tool and procedure intended to do two things: first, evaluation research is an analytical tool, including investigations into policy programs to obtain all information related to performance assessment, both the process and the results. Second, evaluation as a phase of the policy cycle is more general, which is related to reporting this information to the policy-making process. Pressman and Widavsky as quoted (Winarno, 2002) define public policy as a hypothesis that contains the initial situation and the consequences that are usually predicted. Public policy must be distinguished from other forms of policy, for example private policy. This can be influenced by the involvement of non-governmental aspects. Policy evaluation can be divided into two perspectives, namely evaluation based on its stages, and evaluation based on its environment (Taali et al., 2024). Based on its stages, policy evaluation is divided into three, namely evaluation before policy (ex-ante evaluation), evaluation during policy implementation (on going evaluation), and evaluation after policy implementation (ex-post evaluation) (Mursalim, 2021). Meanwhile, from the environmental side, evaluation is divided into two, namely internal evaluation and external evaluation (Wollmann, 2007).

1. Ex-Ante Evaluation, Ongoing Evaluation and Ex Post Evaluation Ex-ante evaluation is an evaluation conducted before decision-making to anticipate and assess the effects and consequences of policies and actions that are planned or determined as information into the decision-making process that will come, or are ongoing (Ramdhani & Ramdhani, 2017). Ex-ante evaluation is an instrument for making choices between alternative policy options (ideally) analytically more transparent, more predictable, and politically more debatable. On-going evaluation - evaluation to identify the (temporary) impacts and results of programs and policy actions during the policy cycle, implementation and realization are still ongoing (Subianto, 2020). An important function of "ongoing" evaluation is to reinsert relevant information into the implementation process at points, and stages, when the related information can be used to adjust, improve or redirect the implementation process or even underlie major policy decisions (Agusnawati et al., 2024). Ex-post evaluation is a classic variant of evaluation to assess the achievement of objectives and the effects of policies and actions. The characteristics of ex-post policy (program) evaluation have two purposes. First, to produce an assessment of the extent to which the intended policy objectives have been achieved ("objective achievement"). Second, policy and program evaluations are also expected and mandated to answer the

ARTICLE

question (causal) whether the observed impacts and changes are truly (causal) related to the policy or program in question (Sos, 2020).

2. Internal Evaluation and External Evaluation Internal evaluation is an evaluation carried out within the household of the policy implementing agency itself. (Jamil, 2022) This type of evaluation is often considered unsystematic and informal which has been practiced for a long time in the Weberian bureaucratic model, where supervision and evaluation are carried out hierarchically based on regular internal reporting forms. External Evaluation is an evaluation initiated and funded by external sources. This external evaluation is carried out by professional actors outside the government, or an evaluation carried out politically through legislative institutions (Junaidi, 2021).

Public policy experts do not have a specific agreement on the criteria used to measure the success of a policy. (Kraft & Furlong, 2020) for example emphasize three main criteria, namely: effectiveness, efficiency, and equity.

1. Effectiveness is related to how well a policy works, or may stop. In the formulation of a policy, effectiveness has become one of the considerations about what will happen in the future after the policy is implemented. Effectiveness is a criterion used by analysts to determine how well a policy has met expectations.
2. Efficiency is a criterion that receives attention in contemporary policy formulation, when assessing alternative policies and planned programs. The main reason is that the public budget has limitations and needs to be used as efficiently as possible.
3. Justice/equality and freedom are indeed not as popular as efficiency and effectiveness and policy evaluation. However, these criteria are no less important when related to the success of public policy. These criteria are intended so that all people and groups have the same opportunity to enjoy the development results of a policy.

Meanwhile, according to Dunn, there are six (6) criteria that must be considered when evaluating a policy. Effectiveness, Efficiency, Adequacy, Equality, Responsiveness, and accuracy. Elements of Public Policy, namely:

- a) Purpose Element, Policy According to (Abidin, 2004) the reason for making a policy is the foundation on which the policy is built. The purpose of a policy may be to bring social harmony or to fill gaps in the form of previously missing rules and regulations.
- b) Problem Element, The core of life is the element of the problem. The entire policy-making procedure is doomed to failure if the problem is misidentified. The problem will not be solved and may even worsen, if a good solution is used on the wrong problem.
- c) Demand Element, People's desire to develop can be seen in their desire to participate. Involvement can be in the form of praise, petitions, or criticism. Public interest in the policy-making process causes petitions because the public feels ignored and threatened when the results of the policy can affect the public interest and are subject to the interests of the policy makers themselves.
- d) Impact Element (Outcomes), The results or effects of something can be beneficial and detrimental. How much the lack of facts and data relative to the results or impacts. This

ARTICLE

difference is understandable because data from the field is available at the local level but not at the national level.

- e) Instrument Elements, Policy Policy instruments such as laws and regulations, public services, funds and appeals are also elements of public policy that need to be considered.

The stages of public policy according to (Winarno, 2008) there are 5 stages including:

- a) Planning Stage, Not all problems that arise during the process of developing a policy plan can be addressed in the plan. The policy plan will only cover issues selected through the process. In most cases, we will assess questions based on how interested we are in their answers. As a result, certain considerations will be given priority and will guide the direction of the conversation and the search for answers to other problems must be postponed.
- b) Policy Formulation Stage, This policy-making stage involves deliberation about the next policy plan, identification of problems, and collaborative search for optimal solutions. In order for us to create policies that are acceptable to everyone, my policy makers will sit together, and discuss options.
- c) Policy Adoption Stage, After the policy has been formulated, it enters the adoption stage after validation by law, government action, or court decision.
- d) Policy Implementation Stage, The policy implementation phase is the most important phase because during this phase the policy that is validated actually helps solve implementation problems. A policy is worthless on paper if it is never carried out. Both national and local governments are responsible for implementing the policy. And it is expected that the public can find direction in the newly created policy.
- e) Policy Evaluation Stage, After the policy has been implemented, it must be evaluated to determine how effectively it has addressed the problem.

This allows for evaluating whether the current policy requires further evaluation and generation at the policy evaluation stage. Law Number 10 of 2009 in article 1 explains that tourism is a variety of tourism activities supported by various facilities and services provided by the community, entrepreneurs, local governments and the central government. Indonesia is a very beautiful country and rich in the resources it has, all of which can be utilized by the Indonesian people as a result of the wealth of the country and its regions, both the wealth of cultural diversity, religion, ethnicity also including tourist attractions (tourist objects) that can attract tourist visits.

The implementation of tourism aims to preserve, utilize, realize and introduce all the richness of the destination as uniqueness and tourist attractions that have competitive advantages, explore and develop economic, entrepreneurial, social, cultural and communication technology potential through tourism activities, expand and equalize business opportunities and employment, increase local revenue in order to support the improvement of regional economic capabilities and independence, realize the utilization of tourism development results in order to improve the welfare and prosperity of the community. Development in the tourism sector will be successful if the wider community can have a greater impact or actively participate. In order for the wider community to have a greater impact and in tourism development, the community needs to be given an understanding of

ARTICLE

what is meant by tourism and what benefits and advantages will be obtained. In addition, the community must also know the things that can be detrimental caused by the existence of tourism.

Tourism development policies include components according to (Swarbrooke, 1998), namely physical aspects, attractiveness aspects, accessibility aspects, activity and facility aspects, and social, economic and cultural aspects. Meanwhile, according to (Hadiwijoyo, 2012), the needs and services of tourist destinations must be supported by four main components with the term 4A, namely attractions, amenities, accessibility, and ancillary services. In tourism development, it is very necessary to create a tourism business permit, which means administrative convenience, namely a public service provided by the government in an effort to provide certification for the existence of tourism (Arfah et al., 2019).

The benefits of this certification make tourism business actors gain legality and trust in the community (Umi et al., 2022). The benefits of this certification are that tourism business actors gain legality, are more respected by the community, and have more freedom in marketing the services or products offered based on Government Regulation No. 52 of 2012 concerning Competency Certification and Tourism Business Certification that the main things that must be considered in determining Tourism Business Standards are security, safety, comfort and cleanliness. Tourism business standards must be considered because wherever tourists are, the main concerns are security, safety, comfort and cleanliness. The purpose of standardization and certification of tourism businesses is to ensure quality that meets the needs of tourists as consumers, provide protection to all parties, improve the quality of service and ultimately increase the productivity of tourism businesses (Sumada & Suradika, 2020).

C. RESEARCH METHODOLOGY

This study uses a qualitative method. This study was conducted at Manohara Beach located in Meunasah Balek Village, Meureudu District, Pidie Jaya Regency. The informants were 5 people, the management of the tourist attraction (Keuchik or Village Head, Hamlet Head, Traders, Community). Interactive data analysis, according to Miles & Huberman (in Sugiono, 2018) data collection techniques with observation interviews and documentation analysis consist of three streams of activities that occur simultaneously, namely: data reduction, data presentation, drawing conclusions. According to (Moleong, 2017) that the focus of this study is intended to limit qualitative studies as well as limit research in order to choose which data is relevant and which is not relevant (Moleong, 2010). The limitations in this qualitative study are based on the level of importance or urgency of the problems faced in this study. The focus of the study contains details about the topics or scope that will be revealed or explored in the study. The focus of the study is an outline of the research observations, so that the observation and analysis of the research results are more focused. Therefore, indicators are used so that there is no discussion that is too broad and ultimately does not match what is the title of the research. The indicators used are seen from the components of tourism development according to experts.

D. RESULT AND DISCUSSION

The results of the study based on interviews by looking at several indicators, namely the components of tourism development:

1. Physical Aspects

The physical aspects that include the physical attractions of Manohara Beach tourism are related to the area and weather at Manohara Beach, whether it is safe for tourists. Based on the results of the interview, it was stated that Manohara Beach is wide and there are trees around the hut, but the current environment is not clean, and must pay attention to the weather and sea water when there is high tide or big waves, so that every visitor is required to be more careful because there is no security from the beach management to the maximum.

2. Attraction Aspects

The attraction aspect is the characteristics in the form of natural attractions, cultural attractions, and also artificial attractions. Based on the results of the interview, it was stated that the attractions include the presence of fishing boats crossing the sea, tourists can enjoy fresh seafood cuisine, fish and Acehnese noodles which are often ordered by visitors because they have a delicious taste. And the beach is a refreshing place for people in the coastal areas of Aceh, with a cheap entrance ticket price of IDR 5,000 per vehicle. However, there is no promotion on social media regarding the attractions at Manohara Beach so that visitors are decreasing.

3. Accessibility Aspect

The Accessibility Aspect is related to the availability of public transportation, both air, sea and land transportation, the condition of the infrastructure to Manohara Beach. Based on the results of the interview, it was stated that there were no directions or traffic signs, the trip had to be taken through roads with potholes and rocks, a distance of 6 km from the Trans-Sumatra highway, and the unavailability of public transportation. Because in Pidie Jaya Regency, people travel or do activities using private vehicles.

4. Activity and Facility Aspect

The activity and facility aspect is the availability of public facilities such as places of worship, public bathrooms and toilets, restaurants or places to eat, and places to stay such as hotels, resorts and also health services. Based on the results of the interview, it was stated that the facilities at Manohara Beach were incomplete, the only facilities available were parking lots, culinary traders and bathrooms. However, to get to the security office and health center for tourists, there is indeed, although it has to travel a distance of 2-4 km from the location of the tourist attraction.

5. Social, Economic, and Cultural Aspects

Social, economic, and cultural aspects related to the involvement of the community around Manohara Beach in improving the economy, both the regional economy and the economy of the surrounding community, as well as how the culture of the surrounding community supports and invites tourists to visit the Beach. Based on the results of the interview, it was stated that in terms of the social environment, the Acehnese people are

ARTICLE

friendly to visitors, but because the culinary traders who sell are not many and not varied, this hinders economic income and there is no Acehnese art that is promoted.

Based on the tourism development policy, it includes components according to Swarbrooke (1998), namely physical aspects, aspects of attraction, aspects of accessibility, aspects of activities and facilities, as well as social, economic and cultural aspects from the interview results are still not good. And according to (Hadiwijoyo, 2012) that the needs and services of tourist destinations must be supported by four main components with the term 4A, namely attractions, amenities, accessibility, and ancillary services because the sustainability of a destination depends on the existence and quality of 4A facilities and infrastructure, as well as good cooperation between the management and the government. Manohara Beach, when viewed based on the components of the tourist destination, still needs to be developed and implemented. In the future, the management of Manohara Beach tourism will attract visitors continuously so as to increase the income of traders and the community and the local government. Optimal policy evaluation is very necessary

The Regional Government Policy has indeed been implemented but has not been realized optimally, this can be seen from the results of the interview saying that the government only provides funds and support at the beginning for tourism facilities, then people who want to trade or sell must use additional funds to perfect the culinary tourism spot on the beach which is a tourist attraction. This incident shows the suboptimal evaluation of policies in tourism development at Manohara Beach, Meureudu District, Pidie Jaya Regency.

E. CONCLUSION

Based on the results of the research that has been conducted, it can be concluded from this study that based on the components of tourism development from the physical aspect, the aspect of attraction, the aspect of accessibility, the aspect of activities and facilities as well as the social, economic and cultural aspects are still not good or inadequate. The Regional Government Policy has indeed been implemented but has not been realized optimally, this can be seen from the results of the study saying that the government only provides funds and support at the beginning for tourism facilities, then people who want to trade or sell must use additional funds to perfect the culinary tourism place on the beach which is a tourist attraction. This incident shows the suboptimal evaluation of policies in tourism development at Manohara Beach, Meureudu District, Pidie Jaya Regency. So that the solutions that can be done in its development are to display local arts and culture, repair and widen roads and provide directions so that interest in visiting is increased, so that it affects the interest of tourists to visit again, provide security and safety for visitors, supervise the cleanliness of the Beach environment, and carry out innovative promotional activities on social media, both by the management and the government and tourists, and to attract visitors by completing tourism facilities at Manohara Beach.

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