# The Government's Role in DMO-based Urban Tourism in Kayutangan area of Malang city

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Abstract:- This research was conducted to determine the role of local governments to develop of urban tourism in Kayutangan area, Malang city East Java. The method used in this study is a quantitative method using Binomial analysis. This study uses six Destination Management Organization role variables, which were given to the stakeholder of the Kavutangan Area consisting of thirty respondents. The results in this study indicate that Coordination and leadership, marketing and promotion, partnerships, and public relations are the roles of the **Destination** Management Organization that are considered to have been carried out well by the government. However, the role of the government can still be improved, especially in planning and research indicators and in the role of product development which can be improved through further evaluation and concrete actions to increase the role of the government in planning and research and structured support in the development of tourist product packages still needs to be strengthened.

**Keywords:-** Urban Tourism, Destination Management Organization, Kayutangan.

## I. INTRODUCTION

As one of the tourist destination cities in East Java, Malang City has a variety of cultural heritage in the form of objects and culture from various periods that are multicultural in nature. During the colonial period, Kayutangan village was known as a place of business and shops. Meanwhile, at this time, the development of the potential of cultural heritage in Malang City is again packaged in a branding called Kampoeng Heritage Kayutangan (Lestari et al., 2021). This village is located in the middle of Malang City which has a characteristic style of building that is identical to the ancient accents of the Dutch colonial era (Budiono, 2020). Kampoeng Heritage Kayutangan was officially opened and became a tourist area on April 22, 2018, which was processed by a local tourism management group as an effort to realize the "Beautiful Malang" program (Githa et al., 2020). Before being designated as a tourist area in 2018, the Kayutangan area itself was a village inhabited by the community for generations, and with the uniqueness of the existing historical buildings, many surrounding communities and tourists came to the area, so that gradually the Kayutangan area began to develop into a tourist area. Meanwhile, in Kampoeng Heritage Kayutangan, various heritage houses are still preserved, and there are historical and religious tours in the area.

Based on the potential in the area, the potential of material cultural heritage in Malang City has not been maximally utilized by the government, because they do not yet have a tourism concept and tourism planning model to be developed. Although there have been many tourism activities carried out by local communities or tour and travel institutions from various regions, until now the government has not been able to unite all forms of tourism activities into a tourism system that oversees all the potential in the historic area. As a result, a tourism concept that can narrate the history that should be understood from tourism activities has not been found, such as in several old cities in Southeast Asia and other regions in Indonesia that have already carried out the concept of Urban Tourism.

As time goes by, the trend of Urban Tourism is also growing. Urban Tourism is important to support the development of the city as a "spatial unit of pleasant living" which means being part of a spatial unit of pleasant living (Jurdana, 2006). However, Urban Tourism is not only a spatial unit of pleasant living, but Urban Tourism is also a driver of the tourism economy. According to Peter Robinson, more than 50% of the world's population is urbanized so that the dynamics and features of urban tourism are important to understand as a driver of the global tourism economy (Robinson, 2015).

The importance of planning and management in the development of Urban Tourism is becoming increasingly apparent. Urban Tourism is a tourist attraction to attract people inside and outside the city using city facilities as tourist attributes. Peter Robinson defines Urban Tourism as city tourism that includes the activities of both foreign and domestic visitors and local residents in urban areas (Robinson, 2015). Urban Tourism has supporting indicators in achieving

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its success. According to Peter Robinson, the existence of Urban Tourism must be supported by the context of nature, buildings, facilities and infrastructure (Robinson, 2015). The existence of supporting indicators is important because it affects various pockets of activity and community attraction within and outside the city. According to Christopher M. Law, Urban Tourism is different from general tourism (Law, 1992). Urban Tourism pays attention to tourists and city residents while general tourism only pays attention to tourists (Law, 1992). Both definitions illustrate that Urban Tourism is not only applied to tourists from outside the city, but also the people within the city. Christopher M. Law said that the people in the city act as owners, guides and guests (Law, 1992).

Over time, the paradigm towards Tourism and recreation has changed. It is now recognized that major tourist destinations and infrastructure are located in urban areas, and are accessible to both visitors and local residents. As a result of this change, cities have had to be spatially redesigned to make room for these additional components, thus aiding the growth of urban tourism. In general, the perception of urban recreation and tourism has changed from being heavily biased towards rural areas to recognizing postmodern urban tourism components. Urban tourism is becoming more popular due to factors such as the proliferation of recreational activities, the economic potential of tourism, and the growth of urban infrastructure (Ashworth & Page, 2011). Furthermore, participation in urban tourism may vary depending on factors such as destination attractiveness, accessibility, and individual preferences. Urban tourism typically involves visiting cities and engaging in activities such as sightseeing, cultural experiences, shopping, dining and entertainment (Hall & Page, 2014). In addition, participation in urban tourism is influenced by factors such as age, income, and education. For example, research from Papp (2019) shows that young travelers, particularly millennials, are more likely to engage in urban tourism activities due to their interest in cultural experiences, nightlife, and urban attractions.

Weaver and Opperman (in Pitana, 2005: 44), suggest that planning the development and marketing of a tourist destination requires cooperation and coordination of various government officials, physical planners, architects, financial experts, analysts, investors, economic sociologists, archaeologists and related elements in it. However, in its development, Urban Tourism in the Kayutangan area is still not fully able to show the maximum positive impact on society. This situation is due to the development of Kayutangan which is still superficial and perfunctory. So that an injection of innovation is needed to increase the potential of Kampoeng Heritage Kayutangan in order to reach the maximum multiplier effect point for the surrounding environment (Utami, 2016). This is also in accordance with what is explained by Alim (2021) which states that tourism development is a means of realizing community welfare. According to Mojok.co (2022), the changing concept of development in the Kayutangan area, which is always changing, is a problem that must be faced in developing the Kayutangan tourist area. This can also indicate the lack of maturity of the concept carried out by the stakeholders so that there is no big strategy for the desired tourism development flow for the area.

Moreover, the existing stakeholders are also unable to determine a clear direction for the development of tourism there, so that all existing concepts will always change based on the political interests that underlie them. In addition, the absence of synergy between stakeholders also worsens this situation. This can be seen when the area always changes its concept when one of the stakeholders changes, so that changes in the area are very dependent on who is leading the area. Apart from that, according to Krisnanda et al (2023) the management of the Kayutangan tourism area has several problems, especially the lack of clarity in its management activities and the surrounding community is not too involved in it and the lack of a cooperative relationship between the government, academics, the community and stakeholders which is a factor in the lack of development of Kayutangan Heritage Village.

Based on the 2017 Malang City Master Plan, there are several problems faced in the development of the Kayutangan tourism area, namely the lack of management integration and business management problems between various tourist attractions in the area. so that the formation of governance is needed based on the needs in the context of developing existing tourist attractions. Governance must also be directed at institutional mechanisms that refer to professional work. Where, at the top decision holder level will be given to the destination development commission consisting of elements of tourism business actors, community group organizations and cross-sector agencies or government agencies.

Through consideration of the potential and constraints of the development of the Kayutangan Area, it is necessary to conduct this research to provide input to the city government in the development of Urban Tourism by implementing professional management through the Destination Management Organization in order to increase tourist attractiveness.

## II. LITERATURE REVIEW

Urban Tourism is a tourist attraction to attract people inside and outside the city using city facilities as tourist attributes. Peter Robinson defines Urban Tourism as city tourism that covers the activities of both foreign and domestic visitors and local residents in urban areas (Robinson, Tourism: The Key Concepts, 2012). Urban Tourism has supporting indicators in achieving its success. According to Peter Robinson, the existence of Urban Tourism must be supported by the context of nature, buildings, facilities and infrastructure (Robinson, Tourism: The Key Concepts, 2012). The existence of supporting indicators is important because it affects various pockets of activity and community attraction within and outside the city. According to Christopher M. Law, Urban Tourism is different from general tourism (Law, 1992). Urban Tourism pays attention to tourists and city residents while general tourism only pays attention to tourists (Law, 1992). Both definitions illustrate that Urban Tourism is not only applied to tourists from outside the city, but also the ISSN No:-2456-2165

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As time goes by, the trend of Urban Tourism is also growing. Urban Tourism is important to support the development of the city as a "spatial unit of pleasant living" which means part of the spatial unit of pleasant living (Jurdana, 2006). However, Urban Tourism is not a spatial unit of pleasant living alone but Urban Tourism as a driver of the tourism economy. According to Peter Robinson, more than 50% of the world's population is urbanized so that the dynamics and features of urban tourism are important to understand as a driver of the global tourism economy (Robinson, Tourism: The Key Concepts, 2012). Therefore, many concepts have begun to develop in the application of Urban Tourism, one of which is the DMO-based governance concept approach.

According to UNWTO, tourism development requires professional and responsible management and marketing. Destination Management Organization is a governance structure that is responsible for the management and marketing of tourist destinations. Destination Management Organization is a new phenomenon in the development of a tourist destination in Indonesia which is considered as one of the more important entities related to tourism policy. It involves various levels of government or local administration. Destination Management Organization (DMO) activities include two groups, namely External Destination Marketing (EDM) and Internal Destination Development (IDD). EDM includes any activities aimed at attracting tourists to tourist destinations through marketing and IDD activities aimed at human resource development (Smith, 2003).

### III. RESEARCH METHOD

The method used in this study is Binomial analysis. The Binomial test procedure serves to compare an observed proportion of cases and an expected proportion that is binomially distributed with a certain probability parameter. The proportion of observations is determined by the number of cases of a variable or the number of cases limited by the cut point on the scale variable. The characteristic of binomial is that the data is in the form of two kinds of elements, namely failure or success repeated n times. Researchers are free to define what is meant by success or success and what is categorized as failure (Sugiyono, 2011). In determining the number of samples, the Hair et al. (2010) is used that the number of samples is at least 5 times the number of indicators. There are 6 indicators so that the number of samples is 6x5 =30 samples. Finally, complete content and organizational editing before formatting. Please take note of the following items when proofreading spelling and grammar.

## IV. FINDINGS AND DISCUSSION

### > Authors and Affiliations

According to Morrison (2013) there are 6 roles of Destination Management Organization, namely leadership and coordination, planning, product development, marketing and promotion, partnerships, public relations. The first Destination Management Organization role is as a coordinator and leadership. Destination Management Organization has a leadership role in tourism in a destination, in this function Destination Management Organization provides direction related to tourism in the future and is involved in tourism in the destination. Destination Management Organization acts as a coordinator of all efforts from each component. The questionnaire was given to 30 managers in the Kayutangan area to analyze the role of the city government in carrying out its role as coordinator and leadership and the results are in table 1.

Table 1 Government Role in Coordination and Leadership

Frequency			Percent	Valid Percent	<b>Cumulative Percent</b>	Mean	Desc
Valid	STS	1	3.3	3.3	3.3	3,30	Netral
	TS	7	23.3	23.3	26.7		
	N	6	20.0	20.0	46.7		
	S	14	46.7	46.7	93.3		
	SS	2	6.7	6.7	100.0		
	Total	30	100.0	100.0			

(Source: Primary Data Processed, 2024)

Based on the data in table 1, it can be seen that the analysis of the management of the Kayutangan area on the role of the government in carrying out DMO based on the Coordination and Leadership criteria is strongly agreed by 2 respondents or 6.7%, agreed by 14 respondents or 46.7%, neutral by 6 respondents or 20%, disagreed by 7 respondents or 23.3% and who answered strongly disagree by 1 respondent or 3.3%. From the table above, it can be seen that all criteria get their respective assessments, which indicates that there are many pedanpat who state that the government runs the DMO in Coordination and Leadership. In the table it

can also be seen that the majority of respondents answered agree with a total of 46.7%. This means that the government, especially the Malang City Youth, Sports and Tourism Office (Disporapar), has carried out good coordination and leadership in developing DMO-based tourism in the Kayutangan area. Although the average assessment is 3.30 (neutral), this figure almost touches the good average with a value range of 3.41 - 4.2, thus it can be said that stakeholders feel that the government can be said to have carried out the role of corrdinator and leadership but can be further improved so as to achieve good assessment results.

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The government's role in carrying out the DMO's second role is in terms of planning and research. Mos have a key role in preparing tourism policies, plans and strategies for a destination. This is done for research on existing and potential target markets for marketing guidance solely to

determine future product development. DMOs can track the key programs of its competitors and seek to continuously learn from case studies to improve product development and marketing. The results of the analysis of planning indicators that have been carried out for the government in table 2.

Table 2 Government Role in Planning and Research

				Valid	Cumulative	Mean	Desc
		Frequency	Percent	Percent	Percent		
Valid	STS	1	3.3	3.3	3.3	3,47	Good

Based on table 2, it is known that the perceptions of stakeholders and managers of the Kayutangan area towards the government in its role in running DMOs related to planning and research are strongly agree 7 respondents or 23.3%, agree 7 respondents or 23.3%, neutral 10 respondents or 33.3%, disagree a total of 5 respondents or 16.7%, and strongly disagree there is 1 respondent or 3.3%. Of the total 30 respondents, the majority answered neutrally. This indicates that there is uncertainty or ambiguity regarding the effectiveness of the government's role in running the Destination Management Organization (DMO) regarding planning and research. The predominant neutral attitude suggests that most stakeholders and managers may feel that the government's role still needs to be improved or that they have not seen significant impact from the government's efforts. In addition, a significant proportion agreed and strongly agreed (23.3% each), indicating recognition of the government's efforts. However, the percentages that disagree (16.7%) and strongly disagree (3.3%) also indicate that there is criticism or dissatisfaction with some aspects of the government's DMO implementation. With an average assessment score of 3.47 (Good), it shows that in planning and research, stakeholders think that the government has carried out this role well. Overall, these results suggest that perceptions of the government's role are mixed and that further evaluation and concrete actions are needed to improve

stakeholder and area manager satisfaction with regard to planning and research in the DMO.

The third role of Destination Management Organization (DMO) Is product development which has the responsibility to conduct sustainable development in terms of tourism products, including physical products, people, packages, and programs. Product development in the context of urban tourism includes the development of sustainable and environmentally friendly tourism products, as well as the creation of tourism packages that have a long-term impact. This development requires an inventory of destination offerings to help improve the quality of the product so that it is highly competitive. In addition, it is also necessary to identify new tourism products as development opportunities, and provide assistance in realizing and creating programs. In the development of urban tourism, the tourism products developed should include various elements of the city such as historic areas, cultural centers, green public spaces, and innovative recreational facilities. The development of urban tourism products should emphasize sustainability and integration with the urban environment, creating unique and exciting experiences for visitors. In this case, local governments have an important role in the creation and development of innovative urban tourism products. The results of the analysis of product development indicators in table 3.

Table 3 Government Role in Product Development

				Valid	Cumulative	Mean	Desc
		Frequency	Percent	Percent	Percent		
Valid	STS	2	6.7	6.7	6.7	3,17	Netral
	TS	5	16.7	16.7	23.3		

Based on Table 3 regarding the role of the government in product development based on the perception of stakeholders on the role in the DMO, 3 respondents or 10% strongly agree, 8 respondents with 26.7% agree, 12 respondents or 40% neutral, 5 respondents or 16.7% disagree, and 2 respondents or 6.7% strongly disagree. Of the total 30 respondents, the majority answered neutral (40%). This suggests that many stakeholders may not feel sufficiently informed or have not seen a significant impact of the government's role in urban tourism product development. Most respondents agreed (26.7%), indicating recognition of

the government's efforts, although there is still room for improvement. The percentage of respondents who disagreed (16.7%) and strongly disagreed (6.7%) indicates criticism or dissatisfaction with some aspects of the government's DMO implementation, this is in line with the average assessment value of only 3.17 (Neutral), which shows the lack of an active role of the government in the third DMO variable, namely product development.

Furthermore, the government's role towards the Destination Management Organization (DMO) is to be responsible for promoting and marketing tourism. DMOs are responsible for developing tourism marketing strategies, both long-term and short-term. This is done to determine the most important target markets and choose the most effective methods to achieve them. DMOs use marketing

communication methods that combine online and offline marketing and promotion to inform and attract tourists to go to tourist destinations. Marketing and promotion are important components in increasing tourist visits. Table 4 shows the results of the indicator analysis of the government's role in marketing and promotion.

Table 4 Government Role in Marketing and Promotion

		Frequency	Percent	Valid	Cumulative	Mean	Desc
				Percent	Percent		
Valid	TS	8	26.7	26.7	26.7	3,13	Netral
	N	11	36.7	36.7	63.3		
	S	10	33.3	33.3	96.7		
	SS	1	3.3	3.3	100.0		
	Total	30	100.0	100.0			

(Source: Primary Data Processed, 2024)

Based on table 4, it is known that the perceptions of the private sector and the community around the Kayutangan area towards the government in carrying out the role of the Destination Management Organization (DMO) regarding marketing are strongly agreed as much as 1 or 3.3%, agreed as much as 10 or 33.3%, neutral as many as 11 respondents or 36.7%, and disagreed as many as 8 respondents or 26.7%. Of the 30 respondents, the majority answered neutral with 36.7%, which indicates that many local communities or stakeholders feel that the government's role in marketing and promotion is not sufficient, with an average assessment value of 3.13 (Neutral), this variable is the lowest value compared

to other variables in the DMO, this shows that there is still a lack of government role in this matter.

Furthermore, the fifth Destination Management Organization (DMO) is partnership and team building. This role helps destination teams work well together and build collaboration to achieve destination marketing and product development goals. Some partnerships are formed within the destination, while others are formed with external parties, such as travel agents, tour operators, transportation providers, MICE planners, and others. Table 5 shows the results of the analysis of the partnership and team strengthening indicators.

Table 5 Government's Role in Establishing Partnerships

				Valid	Cumulative	Mean	Desc
		Frequency	Percent	Percent	Percent		
Valid	TS	7	23.3	23.3	23.3	3,47	Good
	N	7	23.3	23.3	46.7		
	S	11	36.7	36.7	83.3		
	SS	5	16.7	16.7	100.0		
	Total	30	100.0	100.0			

(Source: Primary Data Processed, 2024)

Based on table 5, it is known that the perception of managers and stakeholders towards the role of the government, especially the youth, sports and tourism office (Disporapar) in carrying out the role of establishing partnerships is strongly agreed by 5 respondents or 16.7%, agreed by 11 respondents or 36.7%, neutral by 7 respondents or 23.3%, and disagreed by 7 respondents or 23.3%. Of the total 30 respondents, the majority answered in the affirmative (36.7%), indicating recognition of the government's efforts in establishing partnerships. However, the percentage of respondents who were neutral (23.3%) and disagreed (23.3%) indicates that there is significant uncertainty and

dissatisfaction with the effectiveness of partnerships run by the government. In line with this, the average value of the assessment in this variable shows good results, which is 3.47, this shows that despite the government's efforts, there are still many stakeholders who feel that the government's role in establishing partnerships is not optimal and needs to be improved.

Neutral responses from some respondents also indicate that there may be a lack of information or effective communication about the partnership, or that there are no tangible results that can be felt by stakeholders. The disagreement of some respondents also suggests that there is still criticism of the way the government manages partnerships, which may be due to a lack of coordination, transparency or support felt by managers and stakeholders on the field. The last Destination Management Organization (DMO) role is community relations. The DMO acts as the main role and supporter of tourism in the destination by raising awareness and profile of local tourism to support the achievement of product development and marketing goals. The results of the analysis of community relations indicators in the development program are in table 6.

Table 6 Government Role in Community Relations/Engaging Local People

				Valid	Cumulative	Mean	Desc
		Frequency	Percent	Percent	Percent		
Valid	STS	2	6.7	6.7	6.7	3,64	Good
	TS	5	16.7	16.7	23.3		
	N	2	6.7	6.7	30.0		
	S	14	46.7	46.7	76.7		
	SS	7	23.3	23.3	100.0		
	Total	30	100.0	100.0			

(Source: Primary Data Processed, 2024)

Based on table 6, it can be seen that the perceptions of stakeholders and the community towards the involvement of local communities around the Kayutangan area are strongly agreed as many as 7 or 23.3%, agreed as many as 14 respondents or 46.77%, neutral as many as 2 respondents or 6.7%, disagreed as many as 5 respondents or 16.7%, and strongly disagreed as many as 2 respondents or 6.7%. From a total of 30 respondents, the majority answered agree (46.7%), indicating that there is significant recognition of the efforts to involve local communities in the development of the Kayutangan area. The percentage who strongly agreed (23.3%) also indicates that there is strong support from some stakeholders for initiatives involving local communities, with an average assessment value of 3.64, which is included in the Good criteria. The results of the assessment received the highest score when compared to other variables, indicating a large role by the government in this indicator. Then, the results of the overall average of each variable can be seen in Table 7.

Table 7 Results of Analysis of the Role of Malang City
Government based DMO

DMO Variables	Average Value for each Indicator	Desc	Mean value of variables	Desc
Coordination and Leadership	3,30	Netral	3,36	Netral
Planning and Research	3,47	Good	_	
Product  Deevelopment	3,17	Netral		

Based on the analysis of the role of the Malang city government in managing the Kayutangan area using Destination Management Organization (DMO) indicators, the survey results from 30 respondents show that the role of the government is generally considered neutral. The variables assessed include Leadership and Coordination (3.30), Planning (3.47), Product Development (3.17), Marketing and Promotion (3.13), Partnerships and Cooperation (3.47), and Public Relations (3.64). The variables of Planning, Partnerships and Cooperation, and Public Relations received good ratings, indicating that the government is quite effective in these aspects. However, the Product Development and Marketing and Promotion variables still get a neutral assessment, indicating that there is still much room for improvement in efforts to develop and promote the Kayutangan area. Overall, the average value of the dimensions of the government's role in the DMO is 3.36, indicating that although there are some good aspects, improvements are still needed to achieve more effective and efficient management.

Overall, it can be concluded that the role of local government in carrying out its role through the Destination Management Organization which consists of six indicators, namely leadership and coordination, planning and research, product development, marketing and promotion, partnerships, and public relations can be said to have not gone well. The overall analysis results can be seen in table 8.

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Table 8 Results Binomail Test Analysis

	Catego		Observed	Test	Exact Sig.
	1y	N	Prop.	Prop.	(2-tailed)
Group 1	> 3,5	21	0.70	0.50	0.043
Group 2	<=3,5	9	0.30		
Total		30	1.00		

(Source: Primary Data Processed, 2024)

Based on table 7, it is known that the Exact Sig number 0.043 is smaller than 0.05, it can be interpreted that the role of the local government in carrying out the development of Urban

Tourism through the Destination Management Organization in the Kayutangan area is considered quite good so that it can be said to be in accordance with what is expected so as to make the development of natural tourism areas in the Kayutangan area run professionally with its corridors but can still be maximized again in several aspects. Overall, from the explanation above, it can be seen that there are indications of dissatisfaction from the community towards their involvement in various development plans in the Kayutangan area. This dissatisfaction can be caused by various factors, such as the lack of effective communication, the lack of an active role from the community in decisionmaking, or the lack of adequate support and facilities to empower local communities. However, the number who agree and strongly agree shows that there is a real effort being made to involve the community, but there is still room for improvement to be more inclusive and participatory. It is important to continue to seek more intensive and structured engagement with local communities, given that their participation not only strengthens the social base of the development, but also ensures that the benefits of this development are directly felt by local communities. Involving the community in every stage of development, from planning to implementation, can increase their sense of ownership and responsibility for the sustainability of the Kayutangan tourism area.

## V. CONCLUSIONS

The results of research on the role of government in the development of urban tourism through Destination Management Organization in Kayutangan Area Malang City, East Java through Binomial analysis showed that the local government in running Destination Management Organization which consists of 6 roles namely (i) leadership and coordination (ii) planning and research (iii) product development (iv) marketing and promotion (v) partnership (vi) public relations. Coordination and leadership, marketing and promotion, partnerships, and public relations are the roles of the Destination Management Organization that are

considered to have been carried out well by the government. So that if accumulated the role of the Destination Management Organization is considered to be running quite in accordance with the DMO principle. However, the role of the government can still be improved, especially in planning and research indicators and in the role of product development which can be improved through further evaluation and concrete actions to increase the role of the government in planning and research and structured support in the development of tourist product packages still needs to be strengthened.

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