

Increasing Local Original Income: Implementation of Tourism Sector Development Policy in Indonesia

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ABSTRAK

Jika sektor pariwisata tidak dikelola dengan baik, pertumbuhan yang tidak terkendali dan limbah yang berlebihan bisa merusak lingkungan dan mengurangi potensi ekonominya. Dampaknya akan membuat seseorang kesulitan dalam menciptakan lapangan kerja. Penelitian ini memiliki tujuan untuk menganalisis Implementasi suatu kebijakan pengembangan pariwisata dalam meningkatkan pendapatan asli daerah di Kabupaten Bulukumba. Peneliti menggunakan metode kualitatif, data penelitian didapatkan dari observasi, wawancara, dokumentasi, dan tinjauan media. Dalam proses analisis data penelitian ini memanfaatkan perangkat lunak Nvivo 12 plus. Penelitian ini mengindikasikan bahwa upaya pengembangan pariwisata di Bulukumba telah membuahkan hasil yang positif. Dinas Pariwisata sebagai pelaksana utama dan masyarakat sebagai pendukung. Keterlibatan pemerintah dan masyarakat dalam proses implementasi kebijakan dan menetapkan program-program strategis. Hal itu dibuktikan dengan adanya komunikasi saat pelaksanaan kebijakan pariwisata yang berjalan dengan mentransmisikan informasi kepada semua stakeholder. Implementasi disposisi telah menunjukkan hasil yang positif dalam hal optimalisasi sumber daya manusia. Akan tetapi, persistensi permasalahan tumpang tindih tanggung jawab dalam struktur birokrasi menghalangi pencapaian kinerja yang optimal. Penelitian ini dapat berkontribusi untuk pemerintah agar lebih memperkuat kerjasama dalam implementasi kebijakan dan pengelolaan sektor wisata diberbagai daerah untuk meningkatkan kesejahteraan masyarakat.

ABSTRACT

If the tourism sector is not well managed, uncontrolled growth and excessive waste can damage the environment and reduce its economic potential. The impact will make it difficult for someone to create jobs. This research aims to analyse the implementation of a tourism development policy in increasing local revenue in Bulukumba Regency. Researchers used qualitative methods, research data obtained from observation, interviews, documentation, and media review. In the data analysis process, researchers used Nvivo 12 plus software. This research indicates that tourism development efforts in Bulukumba have produced positive results. The Tourism Office as the main implementer and the community as a supporter. Government and community involvement in the policy implementation process and establishing strategic programmes. This is evidenced by the communication during the implementation of tourism policies that runs by transmitting information to all stakeholders. The implementation of disposition has shown positive results in terms of optimising human resources. However, the persistence of the problem of overlapping responsibilities in the bureaucratic structure hinders the achievement of optimal performance. This research can contribute to the government to further strengthen cooperation in policy implementation and management of the tourism sector in various regions to improve people's welfare.

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INTRODUCTION

Indonesia's territory is 1,904,569 km² and the coastline is 54,716 km. This places Indonesia as the largest archipelagic country in Southeast Asia which offers many potential tourism locations (Lestari, 2017; Rahayu, 2021). Therefore, each district receives a policy issued by the Indonesian Ministry of Tourism regarding the management of the tourism industry (Setyanto & Andin Rusmini, 2023; Widiati & Permatasari, 2022).

Nowdays, several countries are investigating and developing the possibilities of tourism. Traveling to pristine locations is becoming more and more popular in the global tourism industry. Given that Indonesia is the world's largest archipelagic nation, rich in biodiversity, with a coastline spanning over 81,000 km and 17,504 islands—10,000 of which are small, even extremely small—this tendency presents prospects for the growth of Indonesian tourism. both nameless and deserted. Small islands may be used for ecotourism or marine tourism, two types of tourism-related activities (Qodriyatun, 2019). The Law of the Republic of Indonesia No. 10 of 2009 regulating Tourism makes this clear. The areas of tourism that focus on things like environmental carrying capacity, natural resource empowerment, economic, social, and cultural progress, and defense and security (Alfrojems & Anugrahini, 2019; Hartaman et al., 2021; Koutra & Edwards, 2012; Nguyen, 2016).

Article 1(5) of the Republic of Indonesia Law No. 9 of 1990 Concerning Tourism defines tourism in Indonesia as everything associated with the industry and enterprises that support it. Due to its abundance of diverse undersea coral reefs, Indonesia is a popular destination for travelers interested in marine tourism. It is evident from this that Indonesia has a wealth of natural resources (Musaddad et al., 2019). The Regional Regulation of Bulukumba Regency No. 2 of 2021 regarding the 2021–2025 Regional Tourism Development Master Plan served as further confirmation of this. Article 15 (a) the development of tourism destinations is directed at increasing the attractiveness of tourist destinations so that they are competitive both domestically and abroad (b) tourism development is carried out by encouraging public and private sector partnerships.

According to Murdiastuti, tourism policy encompasses a range of legal, regulatory, and strategic frameworks that shape both the long-term trajectory and day-to-day activities of tourism destinations. Tourism planning, meanwhile, amplifies the significance of tourism policy in the development process (Murdiastuti et al., 2014). claim Edgell et al., (2008) A vision and mission statement, as well as a list of goals, objectives, strategies, and tactics for tourist growth, are all included in the tourism planning model. A destination's tourist development should be guided by well-functioning policies and planning for tourism.

Currently, the tourist industry is favored as a backup industry to strengthen the Indonesian economy following the slowdown of other industries, namely the trade and industrial sectors. The global economic downturn that has affected Indonesia's export destination countries is what has led to a slowdown in the industrial and trade sectors (Sya'rawie, 2020; Wahidah & Suherman, 2022).

As the main industry, tourism has become a shared objective for the people of Indonesia as a whole, not only the Ministry of Tourism's personnel. We shall grow into a sizable nation whose economy is bolstered in part by the tourism industry in the coming years. The World Travel and Tourist Council (WTTC) report also notes that the largest tourist sector and one that contributes significantly to GDP in the majority of countries is seaside tourism. One of the major economic sectors, tourism affects people and the environment in a variety of ways, both positively and

Labels in images denote frequently occurring terms or keywords, while colors signify groupings. Each circle symbolizes a frequently encountered keyword, with its size reflecting the number of publications associated with the term in the document title. The number of papers that are relevant to the term is proportional to the size of the circle.

The research title "Implementation of Tourism Policy in Increasing Regional Original Income," published in 2022, is assigned a yellow color to denote its recent publication within the last two years. Despite its circle size not being excessively large, it suggests that research on the theme of implementing tourism policy to enhance regional original income has not been extensively explored. Consequently, this presents an opportunity for other researchers to delve into the topic.

Research papers are created in four different formats: articles, conference papers, book chapters, and reviews. The categories of collaborative governance research papers in the social development field that are available on Scopus are visualized in the following way.

Article 157 of Law No. 32 of 2004 states that the source of local revenue, then in Article 2 paragraph (2) of Law No. 34 of 2000, the type of district or city tax. Increasing local own-source revenue (PAD) is one of the main keys in achieving regional development goals. This is due to the fact that PAD is essential for local governments to discharge their governmental responsibilities, including the provision of public services and the implementation of development initiatives.

Local governments are exerting considerable effort to maximize own-source revenue and to optimize existing sources of local revenue. Municipalities are working hard to optimize their current sources of revenue as well as to increase their own-source revenue. To achieve regional independence, local revenue is essential, as it transforms the PAD into a regionally generated funding source. According to the Law on Regional Government and Financial Balances between the Center and the Regions, regional taxes and fees are among the alternative revenue sources that regions may collect. These revenues stem from within the regions and can be tailored to suit the specific conditions of each region (Mentari, 2022)

The revenue obtained by the regions in the tourism sector would be impacted by the industry's rapid development. The tourism industry receives funding from the sale of tickets to tourist attractions, taxes on hotels and restaurants, and entertainment taxes. Tourism managed by the Bulukumba district tourism office is as many as 10 tourist objects with the level of tourist visits continuing to increase every year. In 2017 206,970 tourists visited the Bulukumba district, then in 2018 the number of visiting tourists increased to a total of 266,348 visitors. Tourist visits to Bulukumba Regency will then increase every year with the highest number currently in 2022 of 423,446 tourists.

There are nine tourist sites that are directly handled by the Bulukumba Regency Tourism Office, and the remaining nine are managed by BUMDES and the local community, according to statistics from the office. Based on data from the Tourism Office of Bulukumba Regency, of the many tourist destinations in Bulukumba Regency, only a few tours are managed by the Tourism Office, and the rest are managed by BUMDES and the local community. The following is the amount of tourism income in the last three years; for 2020 the target is IDR 2,574,700,000 and IDR 3,757,615,000 or 145.94%, for 2021 the target is IDR 6,000,000,000 and Rp. 5,968,870,000 or 99.48%, and for 2022 the target is IDR 8,000,000,000 and the realized IDR 7,310,431,000 or 91.38%.

Bulukumba Regency's tourism industry still has a lot of untapped potential for PADs, which has

to be investigated and developed. Tourist objects in Bulukumba Regency must be improved so that they have attractiveness for the sake of increasing fees. PAD is one indicator of the independence of regional autonomy in exploring the potential to increase revenue sources. The region is more autonomous in determining development policies and decisions the higher its PAD.

Literature Review

According to Fajri (2017) stated the implementation of Qanun Policy Number 13 of 2011 concerning Tourism in the Context of Increasing Regional Original Income (PAD) at the Aceh Singkil Regency Financial Management Board. The study's findings demonstrate that a general increase in digitization promotes the coordination and integration of tourism with local economic growth. Informatization has important spatial spillover effects in addition to improving the coordination and links between the region's tourism and economic development. Apart from the variables that impact information quality, the superiority of tourism resources and the general state of economic growth also contribute to a greater degree of connection and coordination, while the coordinated efforts of the government impede the growing income disparity between urban and rural regions.

Moreover, Dewi Silvia mentioned (2019) the implementation of Policy Concerning the Development of Tourism Destinations at the Astana Gede Kawali Site by the Ciamis District Tourism Office. The results of the study show that the implementation of policies regarding the development of Astana Gede Kawali Site Tourism Destinations by the Ciamis Regency Tourism Office has been implemented well in part, and some are still not good. Where the results of interviews and observations show that for indicators of clarity of communication from the Ciamis Regency Tourism Office to relevant agencies in the development of tourist destinations, clear implementation of socialization to the public, consistency of orders regarding achieving the objectives of implementing tourism destination development policies, availability of the necessary information regarding the implementation of tourist destination development policies, availability of Standard Operating Procedures (SOP) for implementers, clarity of agencies involved in implementing policies, these indicators are good. However, for indicators of the adequacy of competent staff in their field of work, the adequacy of authority in the bureaucratic apparatus, the availability of facilities that support the development of tourist destinations, the commitment and attitude of policy implementers, the similarity of perceptions between implementers and related agencies in implementing the development of tourist destinations, the adequacy incentives for implementers, coordination relations with related agencies, these indicators are still lacking/not good.

Another study that discussed tourism policy was also conducted by Darmatasia et al., (2020) which was conducted in North Kalimantan and could not be realised properly due to the lack of budget in tourism development efforts. In addition, in terms of the tourism sector, of course, it must pay attention to aspects of community empowerment in terms of the economy. (Asriati et al., 2023).

Therefore, my research this time is to analyze related to tourism development policies to increase local revenue. The novelty and differences with previous research are: 1) The location of the research was conducted in Bulukumba Regency, South Sulawesi, 2) The indicators used are Communication, resources, disposition and bureaucratic structure, 3) my research this time uses the Nvivo Plus 12 application in compiling research results with discussions and using Vos Viewer in formulating the research background.

RESEARCH METHODS

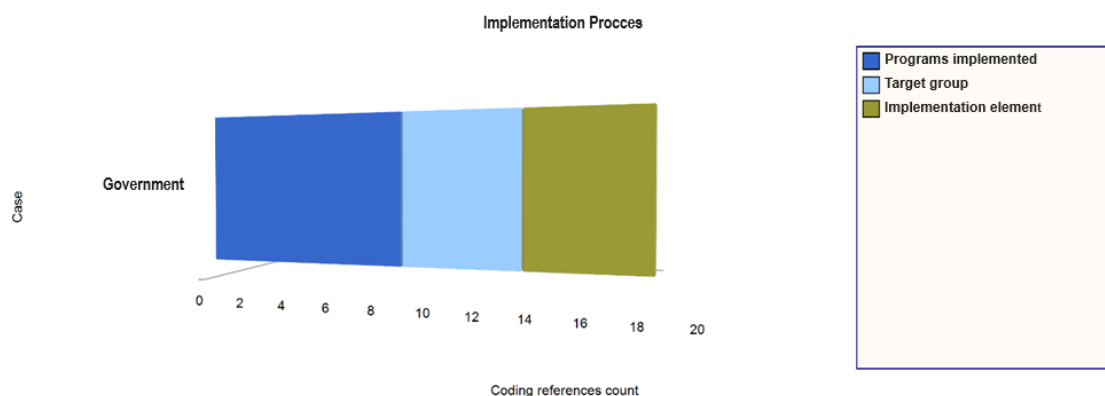
This research employed a qualitative research approach, as suggested by Sugiyono (2018), to provide a factual account of how tourism policy implementation has impacted Bulukumba Regency's regional original income. Qualitative research is suitable for this study as it allows for a detailed explanation of data expressed in words and sentences, capturing the nuances of tourism policy implementation in the region.

A case study research design was adopted to focus on a specific case: Bulukumba Regency. This approach enables an in-depth examination of the issues and potential solutions, going beyond mere data collection to incorporate analysis and interpretation. The reason researchers use this type of research is because it is based on the problems that occur, so an analysis of a case is needed.

Data collection was carried out from the results of observations, interviews, documentation, and media reviews. From the data obtained, we then analyzed it to get interesting results and discussions. We used the NVivo 12 Plus application in analyzing the data by coding and analyzing it using the Crosstab query feature (Mortelmans, 2019).

RESULTS AND DISCUSSIONS

Figure 2.
Crosstab Query Result of Implementation Process



Source: processes by the author with Nvivo, 2024.

The results of the study show that the process of implementing tourism development policies involves implementing elements such as the Bulukumba Regency Tourism Office as the main executor of the policy and also helps formulate short, medium, and long-term tourism development strategic plans that are in line with regional tourism potential, advantages, and objectives. Also developing and promoting a variety of tourism products that can attract tourists. Designing and implementing effective promotion and marketing strategies to attract tourists both from within the country and abroad. This is in accordance with the results of research conducted by Avraham 2020) that to attract tourists, the government and the community must provide special strategies. In addition, in developing tourism, it is also necessary to pay attention to social aspects and government policies (Donskova et al., 2022; Khan et al., 2020). The central government as a source of funding and investment attraction needed to develop tourism monitors the development of the tourism sector. The role of the central government is very important in monitoring progress in tourism development in the regions (Liu et al., 2020). Then evaluates the impact of policies that have been implemented, and cooperates with local governments.

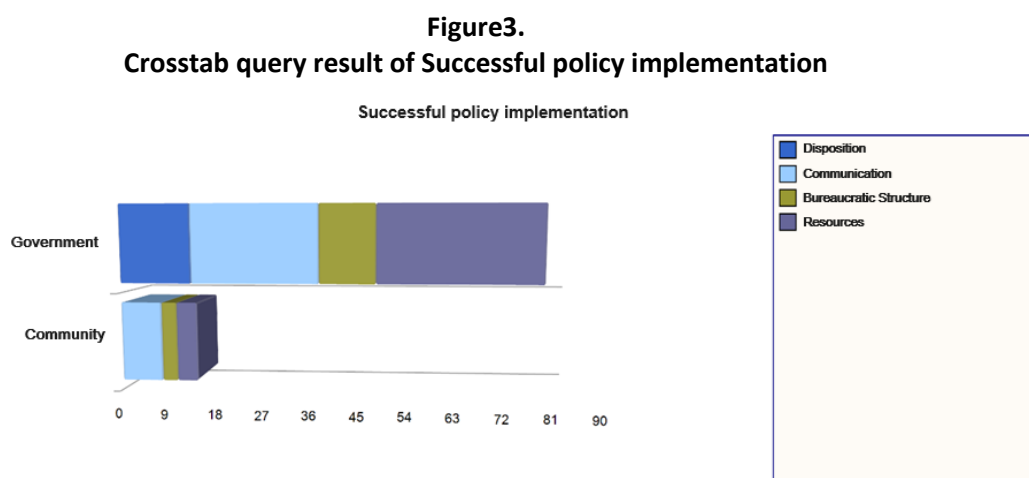
In addition, the central government and tourism institutions have a role to encourage economic growth and ensure that tourism development has a positive impact on social, cultural, and environmental issues (Baloch et al., 2023; Richardson, 2021). For example, local communities as implementers of local cultural activities such as in the Kajang Tribe ensure that tourism growth does not harm the social life of the community, such as reducing conflict and unwanted social change. Of all the existing implementers, they must be directly involved in the process of implementing tourism development policies so that policy objectives can be achieved, one of which is to increase local revenue from the tourism sector. In the process of implementing the tourism development policy, some programs are implemented such as identifying training needs for employees or implementers and also conducting tourism marketing through social media such as YouTube and websites that are managed directly by the tourism agency. The use of technology or social media has a major impact on social, economic and tourism aspects (Frey & Briviba, 2021; Gudkov & Dedkova, 2020; Rusliadi et al., 2024).

Also planning and organizing tourism events such as phinis festivals, and rubber forest tours can attract the attention of tourists. Improving accessibility to tourist destinations, such as improving public transportation, and building roads. This was also mentioned by Rahmat (2016) Tourism needs to be developed through the following channels: a. Promotion, which is the execution of marketing initiatives that need to be coordinated both domestically and internationally; b. Accessibility, which is a crucial component that facilitates tourism because it entails cross-sectoral development; and c. Tourism area.

The policy implementation process also has targets or target groups in the policy implementation process, such as local people, domestic tourists, and local tourists (Hernawan & Pratidina, 2015; Wardiana et al., 2021). With the target set, the tourism office can determine the right promotion to attract tourists to visit, which of course if the number of visits increases will also affect the original regional income and the level of economic income of people working in the tourism sector will increase.

For this reason, the implementation of tourism development policies in Bulukumba district needs to be carried out as well as possible to achieve successful implementation of tourism development policies in Bulukumba district.

Successful Implementation of Tourism Development Policy in Increasing Regional Original Income in Bulukumba Regency



Source: processes by author with Nvivo, 2024.

The results of the data analysis show that the government's dominance is still evident in various research indicators, including disposition, communication, bureaucratic structure, and resources. From the results of the study, it appears that the government still holds strong control over its collaboration with the community in tourism development.

a) Communication

The results of the study revealed that the process of implementing tourism development policies from the communication that was carried out was going well because of the transmission of communication by conducting consultation forums, communicating with actors, coordinating meetings, and implementing a good communication strategy. This was done so that information could be channeled properly and also Policy direction could run as expected, with the implementation of communication forums so that input from the public could be conveyed properly to the government. This was reinforced by Kim & Kreps (2020) that communication has a great influence on the implementation of a program or policy carried out by the government and society. So communication plays a very important role in making a program or policy a success in order to achieve goals and minimize detrimental risks.

In addition to communication delivery, clarity of information is also a key factor in the successful implementation of policies. The Tourism Office conducts socialisation, collaborates with tourism operators, ensures clear information through social media, and employs effective communication strategies to ensure that employees or other stakeholders receive information appropriately. This was also conveyed by Chygryn et al., (2020) that the communication system and strategies used between stakeholders greatly determine the success of a government program or policy. However, in the results of this study, there is still a lack of clarity of information, such as several tourist destinations that still have minimal internet networks so that clarity of information has not yet reached remote areas.

Unequal internet access can have a significant impact on tourism policy development (Sharaievska, 2021). Limited internet access in some tourist areas hampers the dissemination of information related to tourism destinations, facilities, and services to potential tourists (Casais & Castro, 2021). This can reduce the attractiveness of the destination, as tourists may not know or find it difficult to access the necessary information. In addition, destination managers and the government also have difficulty in monitoring and managing the tourism sector effectively, as well as a lack of smooth communication with other stakeholders. Thus, the lack of internet access can slow down the development and affect the economic potential of the tourism sector in the area.

In communication, consistency is also needed in providing information by implementing effective communication, coordinating with third parties, holding periodic meetings, conducting policy transparency, and must be by formulation of strategic plans and work plans. With the existence of a strategic plan and work plan, it can become a guideline or executor (Nixon et al., 2017).

The same thing was stated by Silvia (2019) in carrying out consistent communication in the communication dimension that indicators of clear implementation of socialization to the community have been carried out properly. This is proven by the implementation of clear socialization to the community which is carried out openly and transparently to the public because it is not only carried out for the community but also for children at school. communication for indicators of command consistency regarding achieving the objectives of implementing tourist destination development policies has indeed been carried out properly.

This is evidenced by the various program policies that are planned and scheduled sufficiently so that this makes the orders consistently carried out.

b) Resource

Meanwhile, resources, especially human resources, in implementing policies are going well because the tourism office first analyzes HR needs, after knowing how much is needed, then recruits employees or implementers.

After fulfilling human resources, then fulfilling financial resources, in this case determining the funds you want to use, which come from the APBD, APBN, and the South Sulawesi provincial government in the form of grants to the regional government. The process of implementing the financial resources above has been going well according to the regulations and rules that apply.

Material resources it has gone well by developing accommodation for existing tourist destinations and carrying out infrastructure development such as making or repairing existing facilities and infrastructure with supporting infrastructure which can increase tourist visits and will also have an impact on local revenue will also increase.

However, in the implementation of tourism development policies, there are information resources that are still lacking in terms of technological limitations, limited budgets, limited human resources, and lack of public awareness. However, the employees or executors in the field have carried out their main duties and functions properly.

According to Van Meter & Van Horn (1975), The successful implementation of a policy is contingent upon the efficient utilization of available resources. Human resources are a vital component in determining the success of policy implementation. Every phase of implementation necessitates highly qualified human resources to fulfill job roles as outlined by impartial policy frameworks. In addition, financial resources and time allocation are also important factors in supporting successful policy implementation.

c) Disposition

The study revealed that the implementation of tourism development policies has been conducted successfully. This is evidenced by two dispositions that are carried out, such as providing incentives to implementers or employees with various conditions. The provision of incentives for employees or implementers that have been regulated by special policies and decisions of the regional head. The budget used in providing incentives comes from the APBN fund and has been regulated by labor regulations.

Furthermore, the appointment of the bureaucracy begins with the preparation of programs based on real conditions regarding the tourism sector. In this case, the implementation of employee recruitment must have special qualifications in the field of tourism, and educational qualifications that are relevant to tourism so that later employees or executors can carry out the tasks and responsibilities given so that the tendency of the actors later in carrying out the policy becomes more serious to achieve the goals of the policy tourism development.

This is in line with the findings Pallewa (2016) The disposition process in implementing policies is outlined in the form of work programs, beginning with the preparation of programs based on real conditions regarding the tourism sector. The submission of strategic ideas becomes a representation of the continuous attitude away from and towards implementation after an awareness of the surroundings and its possibilities. To diagnose issues and suggest solutions, each implementor must oversee the program's development up to the evaluation stage. To do

this, the implementor requires authority, mutual information obtained through effective, transparent, and ongoing communication, and coordination across fields or units.

d) Bureaucratic Structure

The results of the study reveal that the bureaucratic structure in the implementation of tourism development policies has been going well with fragmentation carried out by involving several stakeholders such as tourism associations, the Ministry of Tourism and Creative Economy, and tourism business actors and arranging the flow of work so that each has a task. However, there are still overlapping tasks due to policy changes, different interpretations, and lack of coordination.

There are SOPs in handling tourist safety, tourism management, tourist management, and Pokdarwis involvement, which of course is with the aim that tourists who come to visit feel safe and comfortable so that tourist visits will increase. The standard operation procedure (SOP), is a guide for the implementor to act. This is in line with Edward III's theory which suggests that the structure of the bureaucracy includes aspects such as the division of authority, relations, and relations between organizational units.

CONCLUSIONS

Given the findings and analysis presented in the previous chapter, the following conclusions can be inferred:

1. Tourism development in Bulukumba Regency has been operating well where the Tourism Office is the main implementer who has urgent tasks, the community as a supporting factor in the implementation of policies, and determining strategic programs in supporting the successful implementation of policies. As well as determining targets or goals for implementing tourism development policies.
2. The implementation of tourism development policy in Bulukumba Regency is quite successful with communication in the implementation of tourism policy. It runs by providing information to all stakeholders and always being consistent in building communication. Resources also include human, financial, material, and information resources. However, there are still shortcomings in information resources. Disposition has also gone well in providing incentives and appointing bureaucrats who are in accordance with the specified qualifications. Finally, for the bureaucratic structure, there are still some overlapping responsibilities.

The findings in this study are that there are still tourist-friendly locales in Bulukumba Regency that have difficulty in internet access. So this will have an impact on the implementation of tourism development policies. Therefore, this study contributes to the government, private sector and society so that they can develop existing tourism potential to support community welfare and increase local revenue.

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