

Implementation of Tourism Village Policy in South Minahasa Regency

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Abstract

The tourism sector is currently the leading sector of local governments in an effort to develop their regions. South Minahasa Regency, which is rich in tourism potential, establishes a tourism village policy by taking into account the potential of the village. The tourism village policy is expected in addition to managing tourism objects that are owned through local wisdom as well as in an effort to increase community and regional income. By using a qualitative design, it was found that the implementation of tourism village policies in South Minahasa Regency had not been carried out properly judging from the aspects of policy content, implementing organizations and the policy environment. To be able to make the tourism village policy in South Minahasa Regency well implemented, improvements are needed in the preparation and implementation of tourism infrastructure development programs in the village by the South Minahasa Regency Government, strengthening the potential of rural communities through training in making typical village products to support tourism activities, and involving interest groups, such as tourism actors and the private sector to invest in tourism locations.

Keywords: Implementation, Tourism Village, Policy Content, Implementer, Environment

Introduction

The travel and tourism industry is a highly significant player in the whole process of regional economic development. This has been made abundantly clear by elevating the tourist industry to the position of leading sector in the area in terms of growth and obtaining sources of finance for expansion. Additionally, the growth of the region via the tourist industry has shown to have generated new work prospects for the community, opened up places that were previously secluded and difficult to access, and made the area known to people from other parts of the country and the world. The government of the South Minahasa Regency likewise takes use of this circumstance.

Because of its location on the Trans Sulawesi land route, which links the roadways of all of the provinces on the island of Sulawesi, the South Minahasa Regency has an advantageous position from a regional point of view. In a similar manner, the sea route for the northern portion of Indonesia serves as a transit region in addition to being a stopover for the flow of people, commodities, and services across the Central Indonesia Region, the Eastern Indonesia Region, and even the Asia Pacific Region. In the meanwhile, with regard to the southern sea route, it is very important for the growth of fishing output in Eastern Indonesia. The tremendous potential for tourism is contributing to the stability of this scenario. It is clear that South Minahasa Regency has the potential for coastal tourism, mountains, cultural sites, horticulture, and is supported by pleasant and family-friendly community circumstances. Other factors that contribute to this potential include cultural sites.

Through the Regent's Decree Number 37 of 2017 dated July 3, 2017 concerning the establishment of a Tourism Village from the South Minahasa Regency Tourism Office, the

South Minahasa Regency Government has made an effort to capitalize on the potential offered by tourism. One of the villages that has been designated for this purpose is Popareng Village. Popareng Village in Tatapaan District, which has been designated as a tourist village in South Minahasa Regency, has the potential for beautiful beaches located in Amurang Bay, marine products (fish), with good quality fish catches, and is close to the location of mangrove forest cultivation. Popareng Village has been designated as a tourist village in South Minahasa Regency. It is supported by the potential of the community, which has a friendly culture, which is the fundamental capital for establishing a tourism hamlet. Its location is in the Bunaken National Park region zone.

However, it is necessary to admit that in the two years that have passed since the tourist village was established, there has not yet been a significant development breakthrough that has made Popareng Village a tourist village. This is true for the work that has been carried out by both the government of the South Minahasa Regency and the government of the village itself. This problem is indicated as a result of the inability of the implementers (local and village governments) to implement existing policies and the lack of political and economic support from stakeholders. This problem is indicated as a result of the inability of the implementers (local and village governments) to implement existing policies. Due to the circumstances presented below, the tourist village strategy has not been carried out in the appropriate manner.

According to a review of public policy studies conducted by Londa (2016), the inability to successfully implement the tourism village policy may have been caused by issues with the content of the policy itself, the target group, the organizations responsible for its implementation, or environmental factors. The substance of the policy pertains to the appropriateness of the policy in light of the challenges that have been encountered and the desired outcomes. It is anticipated that the designation of Popareng Village, Tatapaan District, South Minahasa Regency as a tourist village would maximize the potential of the village in the maritime sector, which will boost the economy of the community as a whole. The community of Popareng Village, as well as the village government and community members, who have a highly promising potential to be involved in the execution of tourist village policies, are the primary members of the target group. The implementing organization is the work unit that is specified in the policy (Areros, 2013) as the organ that is given the authority and responsibility to implement the tourism village policy. Environmental factors are the support from the social, cultural, political, and economic environment where the policy is set and implemented. The implementing organization is the organ that is given the authority and responsibility to implement the tourism village policy. According to the findings of research carried out by Londa (2016), the non-implementation of policy implementation is connected to the policy program adopted, implementing components, and political environmental variables. Tachjan (2006:37) contends that the policy program that is implemented, target groups, implementing components (implementors), and environmental variables are all connected to policy implementation (physical, social, cultural and political). In their discussion on policy implementation. Braun et al. (2006) expressed their opinion as follows: "Policy implementation think tanks might assist to enhancing the quality of policies and the efficacy with which they are implemented, particularly at the provincial and local level." According to the findings presented in Tangkilisan (2005), "Policy implementation is a series of translation processes from policies that are responded to in the form of actions / actions of development actors consistently in the context of achieving the goals and targets that have been outlined by the policy itself.

Methods

The phenomenon that becomes the object of this research is the implementation of the tourism village policy by taking the location in South Minahasa Regency. The determination of this object is because the South Minahasa Regency Government through the Regent's Decree Number 37 of 2017 dated July 3, 2017 has established a Tourism Village, namely in Popareng Village, Tatapaaan District. This policy is considered very good in regional and village development efforts as well as in efforts to open new job opportunities for villagers and to increase community income. However, in the implementation, it is indicated that it has not run as expected. This can be seen from the efforts that should be made by the government and the community yet to make Popareng Village a real tourist village. The selection of the object of this research is considered important and urgent to find a solution through scientific studies that are in line with the Government's Tri-Sick Vision, one of which is economic independence as well as in efforts to develop the capacity of coastal communities and accelerate poverty alleviation and increase equitable development from the village.

This study uses a qualitative research design, due to the nature of the problem and the purpose of the research which examines the process and reveals the hidden meanings behind real phenomena, as well as seeking answers to questions that emphasize the experiences shaped and given meaning by the researcher. A qualitative approach in relation to research is considered appropriate, especially because the research examines and understands what causes the implementation of the tourism village policy in South Minahasa Regency to have not yet been implemented. Thus, the research method of this qualitative approach is to understand how to process and express the meaning of each phenomenon specifically and deeply according to the perceptions of the community, and the government with existing theoretical support and built on conceptual studies (Creswell, 1994).

The types of data obtained in revealing the phenomena that are the object of this research are the types of primary data and secondary data. Primary data comes from informants in the form of information and data from interviews with interested parties and main actors, both from officials at the Department of Tourism and Culture, Tatapaaan District Government, Popareng Village Government and the community of tourism actors in Popareng Village. Secondary data is data and various information obtained through searches originating from various literature studies and related documents, through library research activities and document studies in the form of articles, journals, literature studies, documents in the form of reports and photographs, statistical data, archives both from the government and the community as well as mass media publications that have a relationship with the object under study.

The data was collected through interviews with informants from officials at the Tourism and Culture Office of South Minahasa Regency, the Tatapaaan District Government, the Popareng Village Government as a tourist village object and the community of tourism actors in Popareng Village. Interviews were conducted with informants by asking some questions directly to the informants, followed by direct observations or observations in the field and collecting secondary data by reviewing and studying reading materials of various books, theories, journals, scientific papers, documents, including various regulations and materials. other references deemed relevant to the object of research.

The data obtained were analyzed since entering the field to conduct research. This stage of field work includes understanding the background of the research and preparation of researchers, entering the location and object of research, conducting interviews and observations as well as the results of the documents collected. Conduct in-depth observations of research problems associated with existing phenomena, conduct in-depth interviews with informants regarding the implementation of tourism village policies in South Minahasa Regency. The next activity

is data reduction, namely the process of sorting, focusing and simplifying field notes. Reduction is done by reading transcripts, interviews, observation notes or analyzed documents and then making notes or memos on the data, summarizing and grouping the data and making partitions. After being reduced, the data is displayed. One of the next important steps is to display the data in the form of an organized collection of information data for further making conclusions. This data display is in the form of text, images, tables, charts and narrative text or quotes. This stage ends with the formulation of conclusions even though it has been done since the first data was collected.

Results and Discussion

According to the Law of the Republic of Indonesia Number 10 of 2009 concerning tourism, it is stated that tourism is a variety of tourism activities and is supported by various facilities and services provided by the community, businessmen, government, and local governments. Tourism is the overall activity of government, business and society to regulate, manage and serve the needs of tourists. Meanwhile, tourism is a travel activity carried out by a person or group of people by visiting certain places for recreational purposes, personal development, or learning the uniqueness of the tourist attraction visited, in a temporary period, Tourists are people who carry out tourism, Tourism is a variety of activities tourism and supported by various facilities and services provided by the community, businessmen, and the government, tourism is the overall activity related to tourism and is multidimensional and multidisciplinary in nature that appears as a manifestation of the needs of each person and country as well as interactions between tourists and local communities, fellow tourists, the government, Regional Government and entrepreneurs, Tourism business is a business that provides goods and/or services for meeting the needs of tourists and organizing tourism, Tourism entrepreneur is a person or group of people who carry out tourism business activities. ta, The tourism industry is a collection of interrelated tourism businesses in the context of producing goods and/or services to fulfill the needs of tourists in the implementation of tourism.

The South Minahasa Regency Government through the Regent's Decree Number 37 of 2017 dated July 3, 2017 regarding the determination of a Tourism Village from the South Minahasa Regency Tourism Office determined Popareng Village in the Tatapaan District as a tourist village. With the stipulation of Popareng Village as a tourist village, the Village Government and the South Minahasa Regency Tourism Office are given authority to implement and develop Popareng Village as a tourist village and also as a tourism destination.

The Regent's Decree Number 37 of 2017 concerning the determination of tourist villages is a policy basis that can be used by both the South Minahasa Regency Tourism Office and the Popareng Village Government to be used as a basis for determining and implementing government programs in the tourism sector. However, field findings indicate that the South Minahasa Regency Tourism Office has not paid attention to the implementation of development tourism village policies and community empowerment. This can be seen from the work program of the Tourism Office that does not show specifics on tourism village activities.

The inability of the Tourism Office to implement tourism village policies can actually be overcome when there is a will from the government to involve tourism actors to jointly build a tourist village by way of investment. This can be done through communication and work coordination with the Licensing Service Office and the Tatapaan District Government. So that all the limitations and incompetence that are obstacles to the Tourism Office are resolved through collaboration with related parties.

The absence of a program that encourages the implementation of tourism village policies at the Tourism Office of South Minahasa Regency shows the lack of seriousness of the Tourism

Office as the person in charge of the tourism village program to develop the potential of Popareng Village in particular and Tatapaa District in general. Popareng Village, which has a beautiful coastal area located in Amurang Bay, provides support with a natural panorama of the mangrove forest and is located in the buffer zone of the Bunaken National Park, which is a promising natural potential to be developed as a tourist coastal area / area. This natural potential is supported by a friendly socio-cultural community that is increasingly promising for the development of this beach tourism object.

The lack of seriousness of the local government in making Popareng Village, Tatapaa District a tourist village, is also in line with the lack of knowledge and understanding as well as the ability of the Popareng Village Government to independently direct the implementation of village development programs in the tourism sector. From field data, it can be seen that only road construction around the coast has been made since 2017 to support tourism village policies. There is no strengthening of the community's ability to be part of the implementation of the tourism village program. The community is not equipped with knowledge in developing businesses that support the tourism sector such as processed fish, culinary, maintaining beach cleanliness or managing coastal areas in groups or independently. The community still looks apathetic or does not know and does not involve themselves in the implementation of tourism village policies. People only become like spectators. To clean the coastal area as a tourist attraction which is located close to people's homes, it seems that there is no will from the community to clean it. So that it is clearly seen that the coastal area of Popareng Village is dirty.

The weakness observed about the non-involvement of the people of Popareng Village in making their village a tourist village is actually in contrast to the friendliness of the community when they received the research team and their willingness to accompany the research team along the coast of Popareng Village. The results of the interview show that the lack of community involvement in the implementation of the wesata village is more due to the lack of attention and lack of seriousness of the local government and village government to make Popareng Village a tourist village. The community also considers that the current development is not directed at the implementation of tourism village policies, including the use of the village budget. The village government also does not make community empowerment programs funded from village funds to strengthen the community's ability to develop businesses in the tourism sector. Until now, the community is also not equipped with knowledge about tourism and tourist villages.

This field finding is associated with the concept of policy implementation, meaning that the implementation of tourism village policies will be closely related to three important aspects, namely Policy Content, Implementing Organization, and Policy Environment.

The contents of the policy provide an explanation on a formal legal basis that is used as a foothold by policy implementers to implement the policy in question. With this policy, the implementing organization has the authority to implement and be accountable for existing policies. The contents of this policy are also related to the compatibility between the expected goals and the problems encountered. The tourism village policy aims to make the village in question a regional tourism object based on its potential. Popareng Village as one of the villages in the District of Tatapaa, South Minahasa district has promising natural potential to be used as a tourist village. Another objective of establishing a tourist village is also related to efforts to strengthen the community's economy and increase local revenue through the tourism sector. So that a continuation of the Regent's Decree Number 37 of 2017 dated July 3, 2017 regarding the determination of the Tourism Village from the Tourism Office of the South Minahasa

Regency is needed in the form of a program that is determined and implemented by the policy implementing unit, namely the Tourism Office and the Popareng Village Government.

Implementing organizations on the implementation of the Regent's Decree No. 37 of 2017 dated July 3, 2017 regarding the determination of Tourism Villages from the Tourism Office of South Minahasa Regency, namely the Tourism Office of South Minahasa Regency and the Popareng Village Government of Tatapaan District. This implementing organization is an activity unit that is given the authority and responsibility to implement the contents of the policy (Areros, 2013). Program planning is important to understand and adapt to the development policies carried out. To be able to implement tourism village policies, program planning is needed that is directed at the tourism sector (Kawengian et al., 2018).

This established program must also be followed by the availability of budget, facilities and human resources who have the ability and knowledge about tourism (Kawengian et al., 2018) and tourist villages. The preparation and determination of the program must also pay attention to the availability of the budget and facilities owned. The government and village officials in Popareng Village also need to pay attention to the village's financial capacity. Because the inability to manage village finances will also result in the failure of development carried out (Lengkong et al., 2018). Limitations in management capabilities and funds and facilities can be carried out through partnership programs or involving tourism actors in the form of tourism development investments as one of the strategies in program implementation (Lamadau et al., 2017). The application of good governance enables and guarantees the implementation of partnerships with the private sector in the implementation of development in the tourism sector.

Likewise, the village government as an implementing organization for tourism village policies other than the local government. It is a common concern for the willingness and ability of the village government to implement this tourism village policy. The willingness and ability of the village government and the South Minahasa Regency Tourism Office to implement the tourism village policy is in line with Erna (2010) as the implementation of the policy of delegation of authority. Implementing the tourism village policy is a delegation of authority from the Regent to the Tourism Office and the Popareng Village Government which must be followed by the willingness and ability possessed. To find out the ability and willingness of the village government, it can be seen from the development and community empowerment programs that are established and implemented.

The ability of policy implementers must also be realized by giving themselves, time and energy to describe each work program (Areros, 2013). Village governments that have the ability and willingness to implement tourism villages will establish and implement development and empowerment programs that support the realization of tourist villages. Examples of development programs such as building supporting facilities at tourist sites, preparing village regulations that manage tourist attractions, preparing and equipping the community with tourism knowledge, strengthening socio-cultural values, encouraging people to develop businesses related to tourism, such as home stays, making food processed products and handicrafts typical of the village which are the mainstay products for sale at tourist sites as well as building coordination communication with the sub-district government, neighboring village governments, local governments and the Bunaken National Park Hall (Popareng Village is in the Bunaken National Park zone) to jointly support policy implementation tourist village.

The third aspect is the policy environment. In the study of policy implementation studies, the policy environment is related to the social, cultural, economic and political environment. Sumaryana (2009) explains that both the social and work environment can influence the effectiveness of implementing a policy. The policy environment has an important role to make tourism village policies well implemented. The social and cultural environment in the

implementation of tourism village policies is related to the condition of the village community itself. Attitudes and behavior as well as the culture that develops in the Popareng Village community will also determine the success or failure of the implementation of the tourism village policy. When the community is friendly, open and safe, it will automatically become capital for tourists to visit the village. Likewise with the local culture of the community. The spirit of mutual cooperation, mapalus culture can be a roll model to sell the potential of Popareng Village. In relation to economic support in this section, it is more on the economic potential of the community and the region to support tourism village policies. Meanwhile, in terms of politics, it is more about the support of interest groups to also give confidence to the Tourism Office and the Village Government in implementing tourism village policies. This trust support becomes very important because any program that is set will not be implemented if there is no trust from the community or the public in general given to program implementers.

Conclusion

Based on the results and discussion, it can be concluded that the implementation of tourism village policies in South Minahasa Regency is related to aspects of policy content, implementing organizations and the policy environment. The content of the policy relates to the compatibility between the objectives and the policy program with the policy problem. The implementation of the tourism village policy in South Minahasa Regency on the policy content aspect shows a discrepancy between the policy objectives and the established program in an effort to solve the tourist village problem. The absence of development programs that lead to tourism villages as evidence of not implementing tourism village policies. The implementing organization in the tourism village policy is divided into two, namely the South Minahasa Regency Tourism Office and the Village Government. Limited resources and lack of knowledge in implementing tourism village policies are the causes of implementing organizations unable to implement tourism village policies in South Minahasa Regency. In the aspect of the policy environment, it can be seen that the social and cultural environment of the village community strongly supports the implementation of the tourism village policy. However, the social and cultural potential of the community has not been followed by the economic environment in terms of strengthening the economic and business capabilities of rural communities as well as budget support for local government and village governments, as well as support for the political environment through interest groups such as tourism actors and regional political institutions to support policy implementation. To be able to make the tourism village policy in South Minahasa Regency well implemented, improvements are needed in the preparation and implementation of tourism infrastructure development programs in the village by the South Minahasa Regency Government, strengthening the potential of rural communities through training in making typical village products that will be sold to tourists (handicrafts), culinary or processed food). As well as involving interest groups such as tourism actors and the private sector to invest in tourism locations.

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