

Implementation of the Tongke-Tongke Mangrove Forest Tourism Development Policy Implementation

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ABSTRACT

Implementation of the policies of the Tourism and Culture Office of Sinjai Regency in the development of the Tongke-Tongke Mangrove Forest, several policies are less effective and efficient so that the Tongke-Tongke Mangrove Forest, especially infrastructure. Based on data from the tourism office in the RIPPARKAB of Sinjai Regency, the development of the Tongke-Tongke mangrove debt has been included in the list of tourism development objects in Sinjai Regency. The main formulation of this research is how to implement the Tongke-Tongke Mangrove Debt development program carried out by the tourism office. This research is qualitative descriptive research, this research was conducted through observation, interviews, in-depth, and documentation. And the data analysis technique is done by describing and describing and grouping the data according to the type of data. The results of this study indicate that what has been done by the Tourism Office of Sinjai Regency in optimal tourism development has been carried out according to what has been planned in the RPJMD of the tourism office. In the implementation of tourism development policies, of course, there are still obstacles or obstacles in implementing policies, such as in the recruitment of human resources not by the desired competencies, the lack of budget allocated in the development of Tongke-Tongke mangrove forest tourism.

Keywords: Implementation, policy, government, development, Tongke-Tongke mangrove debt

INTRODUCTION

Policy implementation in principle is the method or steps taken so that a policy can achieve its goals (Langkai, Akib, Musa, & Naharia, 2019) (Arhas & Suprianto, 2019). The contingency or situational approach in policy implementation shows that policy implementation is largely supported by the adaptability of policy implementation. There are two options for implementing a public policy, namely implementing it directly in the form of a program and implementing it through the formulation of derivative policies or derivatives of a public policy. In policy implementation, there are several models of policy implementation, one of which was by Edward III in 1880. According to Edwar, two factors influence policy implementation, namely supporting factors and inhibiting factors from these factors which were then formulated into four variables, namely communication, resources, disposition, and Bureaucratic structure

Tourism is an important sector for improving the economy (Yeah, 2021), (Reddy, Boyd, & Nica, 2020), and (Wijijayanti, Agustina, Winarno, Istanti, & Dharma, 2020). Tourism is also a means of socio-cultural development and promoting the nation's tourism potentials at home and abroad. Tourism activities are chain activities that involve various sectors and related institutions (Mandic, Mrnjavac, & Kordic, 2018), (Grah, Dimovski, & Peterlin, 2020), and

(Saarinen, Rogerson, & Hall, 2017). In the RIPPARKAB of the Tourism and Culture Office of Sinjai Regency (2018:42), Sinjai Regency is in the South Sulawesi Province area which consists of 9 sub-districts that have such diverse tourism potential, especially in terms of tourism products. With the potential of nature and culture, Sinjai Regency offers a variety of tourist attractions. Sinjai regency tourism products have a diversity, both natural consisting of beaches, sea and coral reefs, mangrove debt and lowland marine biota with the lifestyle of coastal communities, highlands with natural scenery and people's lives as well as flora and fauna in the mountains.

Sinjai Regency has huge potential to be developed such as Tongke-Tongke mangrove debt, where this mangrove forest tourism area is located in Tongke-Tongke Village, East Sinjai District, Sinjai Regency, South Sulawesi. To get to this tourist area, visitors can use land transportation from downtown Sinjai. The distance is only about 7 km from downtown Sinjai. This tourist area presents a natural feel with beautiful panoramas. You can enjoy the coolness of the mangrove forest covering hundreds of hectares, through sturdy ironwood bridges that form long alleys that are connected. In the Mangrove Forest tracking area, visitors can also observe fauna such as the arboreal fauna of insects, tree snakes, bats, cranes, grouse, and marine fauna such as oysters, fish, mangrove crabs, and shrimp. This mangrove forest area has an area of approximately 173.5 hectares and is one of the largest mangrove forest areas in South Sulawesi which is made one of the Mangrove Restoration and Learning Center Areas. The attraction of mangrove debt has enormous potential to be developed into a recreational tourism area.

From this great potential, it is still not supported by facilities such as bathrooms, toilets, beach buoys, banana boats, and other very minimal facilities and infrastructure. But on the other hand, the Sinjai Regency Government, in this case, the Sinjai Regency Tourism Office, has included the Tongke-Tongke Mangrove Forest in the planning for developing Sinjai Regency tourism destinations as contained in RIPPARKAB 2018-2033.

METHOD

This research was conducted at the Tourism Office of Sinjai Regency, South Sulawesi. The research method used in this study is a qualitative descriptive method, which provides an overview as well as explains the existing phenomena as a problem-solving procedure. The types of research carried out are field observations, interviews, and literature studies based on these thoughts using direct observation methods, interview guides, conducting in-depth interviews and document studies, making descriptions of what happened, and trying to get facts related to tourism destination development strategies.

The source of the data used in this research is the source of primary data collected through in-depth interviews with key informants of the Department of Tourism and Culture of Sinjai Regency, secondary data obtained through documentation of several documents of the Department of Tourism and Culture.

RESULTS AND DISCUSSION

In the development of tourism in Sinjai Regency, it is very important in tourism development. This study tries to find out how the implementation of tourism development in terms of tourism promotion and human resources is influenced by the supporting and inhibiting factors in the implementation of tourism development policies including communication, human resources, and bureaucracy.

Communication

Communication is the action of the government of Sinjai Regency to socialize the implementation of government policies in the development of tourism objects, especially the Tongke-Tongke Mangrove Forest tourism object, Sinjai Regency to the public and visitors to the Tongke-Tongke Mangrove Forest tourism object, Sinjai Regency, as an institution that has a task in developing areas that have value. Tourism is a promotional activity, of course, part of the promotion of one step in the development of an area. In the next section, three communication indicators will be discussed, namely: transmission, clarity, and consistency of communication.

The communication transmission referred to in this study is the process of disseminating information about something from the Head of the Tourism Office to the Section Head, the Tourism Office to the public. The term for the development of Tongke-Tongke Mangrove Debt, communication transmission is channeled through the process of distributing information from the Head of the Tourism Office to the Section Head through cross-sectoral coordination meetings. The socialization of the development of Tongke-Tongke Mangrove Debt for the community is carried out through indirect socialization of the head of the community, this is done in various ways such as socializing the use of pamphlets, billboards, also through social media such as Instagram, Facebook, as well as through local radio and television and attending fairs held implemented by the South Sulawesi provincial government in 2019, and so on, so that the information obtained by people is not optimal. Therefore, tourism services must be disseminated directly to the public.

Clarity of information plays an important role in supporting the smooth flow of information between the Head of the Tourism Office as policymakers and sections and the community as policy implementers. Dissemination of tourism promotion in the context of tourism development of the Tongke-Tongke Mangrove Forest greatly affects the ability of the Tourism Office in conveying information to the public, in terms of marketing communications carried out by the Tourism Office of Sinjai Regency cannot be separated from the scope of the promotion.

The communication model from the Tourism Office is carried out through promotions in the form of personal selling, advertising, direct marketing promotions. The problem that occurs is the lack of participation from the community, causing the information conveyed to be less than optimal. The consistency of communication will help the communication delivered by the Tourism Office so that it can be easily understood by the public. Recipients of communication, namely the community can also understand the aims and objectives being discussed. Consistency of communication can prevent confusion from the Tourism Office in the field. Communication consistency in promoting the development of Tongke-Tongke Mangrove Forest

tourism is carried out every year, such as the Sinjai Culture Carnival, Implementation of Archipelago Tourism Promotion, Tourism Information Center (TIC).

Based on the observations of researchers, the information submitted by the Tourism Office is one form of tourism development of Tongke-Tongke Mangrove Debt coupled with support from local governments, stakeholders, and related agencies which are very influential in the activities carried out. The form of support from the Sinjai Regency Government can be seen from the improvement and addition of facilities and infrastructure.

Structure

So that the process in the bureaucracy can run consistently, effectively, efficiently so that it does not conflict with existing regulations, the bureaucratic structure is divided into several parts, namely SOPs and division of responsibilities and other rules.

In the context of implementing the policy for developing Tongke-Tongke Mangrove Forest tourism, no SOP specifically regulates the Tongke-Tongke Mangrove Debt, only guided by its Main Duties and Functions. The researcher's analysis of the SOPs used in the development of the Tongke-Tongke Mangrove Forest is still not effective because there is no standard operating system specifically for the management of the Tongke-Tongke Mangrove Forest. This has resulted in the development of tourism development programs in general by the RPJMD, in addition to the development of the Tongke Mangrove Debt, the Tourism Awareness Group has been formed, Regional Regulation No. 19 of 2019 concerning the tourism master plan, and Regional Regulation No. 6 of 2017 concerning user fees

However, no SOP regulates tourism development. Its implementation is only based on the main tasks of the Tourism Office and binding rules.

According to Edward III, responsibilities are distributed to several different agencies so that it requires coordination. This fragmentation led to the division of responsibilities among implementing agencies for policy implementation. As implemented by the Department of Culture and Tourism, Sinjai Regency in the development of the Tongke-Tongke Mangrove Forest tourism with the division of tasks by the standardization of capabilities possessed by each organizational field.

The informant said that the responsibility for implementing the tourism development policy was the responsibility of all parties. Starting from the DPRD to the general public. added that researchers also include supervisors in implementing policies for the development of the Tongke-Tongke Mangrove Forest because researchers examine the suitability of policy implementation with existing policies.

Resource

Tourism sector Tongke-Tongke Mangrove Forest, Sinjai Regency, people or organizations use resources for various tourism activities For example, in the workplace tourism operators (labor) use human resources, facilities, and equipment (physical resources), provide

cultural attractions as a tourist attraction for cultural resources), and the sale of natural scenery as a tourist attraction (natural resources).

The progress of tourism certainly cannot be separated from the very capable resources in it as stated in the theory of Edward III. The resources in question are divided into 4 parts, namely staff, information, authority, and facilities. The staff in the context of this research are staff from the tourism office who are responsible for implementing the Tongke-Tongke Mangrove Forest development policy. In implementing the policy for the development of the Tongke-Tongke Mangrove Forest, the staff is assisted by a secretariat consisting of temporary employees.

The pattern of staff recruitment is not by the competence of staff in carrying out tourism development, this can happen because volunteer staff already existed before the construction of tourism infrastructure for the Tongke-Tongke Mangrove Forest. The following is the number of employees according to the educational qualifications of the Sinjai Regency Culture and Tourism Office. There are 4 master educations, 33 bachelors, D3 2, high school students 19 total number of civil servant and Non-civil servant employees as many as 61 employees (Department of Culture and Tourism). special background for tourism, making policy plans, and implementing less than optimal policies for the development of the Tongke-Tongke Mangrove Forest.

Information is closely related to communication. Communication occurs because of the information submitted by the Head of the Tourism Office to the Head of each Division. The information contained in the implementation of the Tongke-Tongke Mangrove Forest development policy is in the form of procedures for implementing tourism development, and other matters in tourism development. The policy implementer, namely the Head of the Tourism Sector, can obtain information on development procedures through tourist visits in other areas.

The Tourism Office can find out the stages of tourism development in other areas through social media and can directly visit tourism training outside the region. Coordination between the head of the tourism office and the head of the field in tourism development is carried out by utilizing technology assistance. Such as Blogspot, email, video conferencing.

Based on the observations of researchers, to be a benchmark for development, surveys from other regions are needed, but policy implementation is very good when carrying out the formulation of development information face-to-face (meetings). The Department of Culture and Tourism has certain authorities in their respective fields by the RENSTRA on the main tasks and functions as well as the job description of the Tourism Office of the Regency of Sinjai.

Facilities are an important factor in implementing policies. An organization that has sufficient and competent staff if is not supported by the best facilities, it will be difficult to carry out its responsibilities to the fullest. Facilities that must exist in the implementation of the Tongke-Tongke Mangrove Forest development policy are buildings where tourism socialization is carried out, this is because the recipients of information, namely the community, can be comfortable and understand well the socialization held.

Very minimal facilities are also felt by tourists, the impression received by tourists is very important to make them want to visit again so that the Tongke-Tongke Mangrove Forest is crowded with visitors.

The tendency or attitude of implementers in implementing tourism policies plays an important role in the success or failure of a policy. Because someone's perspective on something is different. Therefore, staff in implementing tourism policies are based on their attitudes and views.

The positive attitude shown is based on sincerity in carrying out their duties and obeying the orders of the Head of Service. While negative traits tend to be lazy, lack motivation, against the orders of the Head of the Tourism Office, Disposition is divided into 2 parts, namely being maintained as a separate impression value by tourists. The existing infrastructure in the Tongke-Tongke Mangrove Forest is still very minimal and public awareness of cleanliness is still lacking. The number of traders selling around the beach is also still minimal and this facility is still considered inadequate for the community.

The results of the researcher's observations say that behind a developed tourist area there must be human resources and natural resources that have the potential behind it, the ability of staff and communities as well as facilities in developing Tongke-Tongke Mangrove Forest tourism is very much needed. With very minimal facilities, the increase in tourism development is very far from the maximum. So that the potential of the new Straits coast cannot be explored more widely.

Bureaucracy

Staff and obstacles encountered. Staffing that occurs at the Tourism Office is based on civil servant graduates in general, there is no special expertise in tourism as a criterion for admission to the Tourism Office, so the staff does not understand the tourism sector. Researchers analyzed that employee recruitment was not carried out based on expertise in the tourism sector, so the development of the Tongke-Tongke Mangrove Forest did not go well, only as a development discourse.

According to the analysis of researchers in the development of Tongke-Tongke Mangrove Forest tourism run by the Department of Tourism and Culture, there are still many obstacles that are the task of local governments, such as inadequate facilities, lack of promotion, and the role of the community in maintaining environmental cleanliness, and developing tourist attractions, infrastructure. supporting tourism object development is also limited (waste disposal). , toilets are still minimal) security and comfort Lack of visitors, lack of human resource capabilities, and the absence of investors who have joined in the development of the Tongke-Tongke Mangrove Forest, all of these symptoms are the main factors for the suboptimal development of the Tongke-Tongke Mangrove Forest.

Discussion

Communication

Implementation will be effective if the measures and policy objectives are understood by the individuals who are responsible for achieving the policy objectives. The clarity of the size and objectives of the policy thus needs to be communicated appropriately with the

implementers. Consistency or uniformity of the basic measures and objectives need to be communicated so that implementors know the exact size and objectives of the policy. Communication in organizations is a very complex and complicated process (Towle, Godolphin, & Staalduinen, 2006), (Moenart & Caeldries, 1996), and (Arulchelvan & Elangovan, 2017). One can hold it only for certain purposes, or disseminate it. In addition, different sources of information will also give birth to different interpretations. For implementation to be effective, those responsible for implementing a decision must know whether they can do it (Nasrallah, 2017), and (Shaekhu, 2018). The implementation of the policy must be accepted by all personnel and must understand clearly and accurately the intent and purpose of the policy. If the policy-making actors have seen the ambiguity of the policy specifications, they do not understand what exactly will be directed. Policy implementers are confused about what they will do so that if they are forced, they will not get optimal results. Insufficient communication to implementers seriously affects policy implementation.

Resource

Resources have an important role in policy implementation. Edward III in Widodo (2011: 98) argues that: no matter how clear and consistent the provisions and rules are and however accurate the delivery of these provisions or regulations if the policy implementers who are responsible for implementing the policy lack the resources to implement the policy effectively then the implementation of the policy will not be effective. Compared to the private sector, lower efficiency in the public sector is still visible in the world. The efficiency of state and municipal authorities depends not only on the education, competence, and abilities of public officials. The efficiency of the human resource motivation system has a significant impact on the effectiveness of state and municipal authorities. So that the results of the work of the human resource administration office are directed (Raudeliūnienė & Meidutė-Kavaliauskienė, 2014)

Disposition

Behavioral tendencies or characteristics of policy implementers play an important role in realizing policy implementation by the goals or objectives. Important characters that must be possessed by policy implementers are honesty and high commitment (Niswaty & Arhas, 2019). Honesty directs implementers to stay within the program principles that have been outlined, while high commitment from policy implementers will make them always enthusiastic in carrying out their duties, authorities, functions, and responsibilities by established regulations.

The attitude of the policy implementers will greatly influence the implementation of the policy. If the implementer has a good attitude then he will be able to carry out the policy well as desired by the policymaker, on the contrary, if his attitude is not supportive then the implementation will not be carried out properly.

Bureaucracy

Organizational structure has a significant influence on policy implementation. This aspect of organizational structure covers two things, namely the mechanism and the structure of the bureaucracy itself. The first aspect is the mechanism, in the implementation of policies, standard operation procedures (SOPs) are usually made. SOPs serve as guidelines for every implementer in acting so that the implementation of policies does not deviate from the goals and objectives of the policy. The second aspect is the bureaucratic structure, a bureaucratic structure that is too long and fragmented will tend to weaken supervision and cause complicated and complex bureaucratic procedures which in turn will cause organizational activities to become inflexible.

CONCLUSION

The strategy for developing the Tongke-Tongke mangrove forest must include collaboration between policy managers and policy implementers as well as policy supervisors to achieve the expected goals. The tourism promotion program in Sinjai Regency has not been implemented effectively, especially tourist attractions in the East Sinjai sub-district such as the Tongke-Tongke Mangrove Forest, because there are no investors who are interested in investing in the development of the Tongke-Tongke Mangrove Forest.

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