

The Implementation of Tourism Development Policy in Samosir Regency, Indonesia

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Abstract: The development of tourism objects is an effort made to improve the quality of a development program. Through development programs related to the implementation of tourism development, factors are needed by tourists in order to increase the number of tourists visiting both local and foreign countries. The implementation of tourism development policies in Samosir Regency, has not been carried out well, which is caused by the communication that was built by the regional government with the private sector and the community in the implementation of tourism development in Samosir Regency.

Keywords: policy; tourism development; income; infrastructure

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I. INTRODUCTION

The Strategic Plan of the Samosir Regency Government of Tourism, Arts and Culture Office (2016-2021) which was revealed in the form of implementing tourism development policies is expected to be an answer to the problem of regional disparities (disparity) and the still low number of local and foreign tourist visits in Samosir Regency . The implementation of tourism development is very much determined by cooperation (synergy) between the government, the private sector and the community to gain strength to answer the problem of developing tourism objects. Collaboration between stakeholders is a strategy to achieve the vision set by the Samosir Regency Government towards world-class tourism in the era of globalization. Law Number 25 of 2004 concerning the National Development Planning System states that national development is carried out based on democracy with the principles of togetherness, justice, sustainability, environmental insight, and independence by maintaining a balance of progress and national unity. Thus, the development carried out requires an integrated community involvement both at the central level and at the regional level. Implementation of tourism object development policies has an important role in the development of the region in accordance with the potential of natural resources and human resources. The implementation of regional autonomy has given authority to the regional government to be able to carry out policies in improving the welfare of the people and income in their regions in accordance with the potential of their respective regions. In the development of tourist areas, it is very necessary to have an increase that can increase the competitiveness of a region's tourism. Regional development in the tourism sector becomes a leading factor that greatly determines the success of a region or region in the competition of tourism services both at the local and global levels. Regional development on tourism objects that are expected to be carried out while still involving community involvement.

II. THEORETICAL FRAMEWORK

2.1 Public Policy

The series of concepts and principles that guide and base the implementation of a job, leadership, and way of acting are called policies. Lubis (2007) states that policy is a set of decisions taken by political actors in order to choose the goals of how to achieve goals. Political actors referred to in the constitution are referred to as executive institutions and legislative institutions that make policies stipulated in accordance with prescribed rules. Public policy is made to answer the problems faced by the public in accordance with the context of an area that is categorized internally. Another consideration is that policies must look at developments externally so that the policies that will be issued can really solve the problem. According to Dunn (2003) that policy is the solution to a problem, policies are often ineffective due to not being careful in formulating problems. This is important because a policy relates to various variables such as: human resources, facilities and infrastructure, management processes, funds and expected results. The general policy proposed by Abidin (2006) can be divided into three levels, as follows:

- a. General Policy, which is a policy that serves as a guideline or implementing guide both positive and negative in nature covering the entire region or agency concerned.
- b. Implementing policy is a policy that describes general policy, for the central level, government regulations regarding the implementation of a law.
- c. Technical policies are operational policies that are under the implementing policy.

Abidin (2006) argues that public policy is usually not specific and narrow, but broad and in strategic strata. Therefore public policy serves as a general guideline for policies and specific decisions below.

The strategic strata in question are related to the interests of the community which refers to previous provisions. Policies for the elaboration of a policy are also carried out based on the existing conditions and conditions. National policy is a reference for governments in the region to be able to describe it in policies at the regional level. Nugroho (2004) stated that public policy is a rule that regulates common life that must be obeyed and is binding on all citizens. Each violation will be sanctioned according to the weight of the violations committed and sanctions imposed before the public by the institution that has the duty to impose sanctions. This is to support effectiveness and efficiency in the implementation of a policy.

2.2 Regional Development

Development of an area is directly related to spatial planning of a region. Spatial planning is the basis for identification to plan and develop an area in order to optimize the potential of human resources and natural resources. Identification that indicates the existence of differences requires development policies in each region in accordance with their potential. Law Number 26 of 2007 concerning Spatial Planning states that space which is a geographical unit and all related elements whose boundaries and systems are determined based on administrative aspects or functional aspects. To analyze the area in general according to Nugroho and Dahuri (2012) the division of regions is known as three types, namely:

- a. Functional area (functional region). This type of region is characterized by the degree of integration between the components within it that interact with each other. One of the most common functional areas is a nodal region, which is based on a hierarchical arrangement or system of a larger relationship or trading nodes. The concept of a nodal region has implications for a larger area, or a middle city that has small cities as hinterland and the area is hinterland from a large city as a core (core).
- b. Homogeneous region. This region is characterized by the relative similarity (similarity) in the region. These similarities can be seen from aspects of natural resources such as climate and commodities; social aspects such as religion, ethnicity, economic groups and business sectors. Some terms can refer to homogeneous areas such as urban slums with poor people, poor areas, namely areas that are left behind, underdeveloped, and untouched by development.
- c. Administrative region. This region was formed for management or organizational purposes by the government or other parties. Its geographical boundaries are very clearly based on political and legal decisions. Administrative areas are often used as a basis for policy formulation. The division of administrative areas is usually based on: province, district, city, sub-district or village / village.

In the law, it is defined that space is a container that includes land space, sea space, and air space, including space within the earth as a unit of territory, where humans and other creatures live. Furthermore, spatial planning aims to realize a national space that is safe, comfortable, productive and based on archipelagic insights and national resilience. To carry out an area development, there is a need for further development planning in achieving the objectives. In the area development efforts according to Weaver in Nugroho and Dahuri (2012), there are three instruments that are arranged in a simple hierarchy, namely:

- a. Local level policy. Local level policy objectives are local regions and communities. Local communities include individual residents or groups that agree and have the same interests. The limitation is the activities of local residents and regional economic activities. Some important issues concerning local policy are; a) encouraging and empowering the local economy to have a broader impact (multiplier effect), b) developing space and areas of economic activity, c) developing products and services as well as a comprehensive approach to support conservation.
- b. Ecosystem level policy (bio-region). Policy objectives at the ecosystem area level are the boundaries of ecosystem areas and other functional areas that are related, for example watersheds (DAS), ecosystems (mangroves, rice fields, mountains), or boundaries for habitat conservation purposes.
- c. Macro (national) level policy. The objective of this policy is the realization of an institutional foundation that includes a philosophy to technical operations, which comprehensively facilitates the entire supply and demand for regional economic development.

2.3 Development of Tourism Objects

In general, regional development is defined as a regional process or making an area more advanced and better and can benefit the public. One of the areas prioritized to be more beneficial to the public increases the

potential of tourism objects. The potential of tourist attractions in accordance with Suwanto (1997) which mentions several forms of alternative tourism products that have the potential to be developed, namely: Cultural tourism (cultural tourism), ecotourism (ecotourism), marine tourism (marine tourism), adventure tourism (adventure tourism), agro tourism (agrotourism), rural tourism (village tourism), gastronomy (culinary tourism), spiritual tourism (spiritual tourism) and others. Yoeti (1997) stated that tourism development needs to pay attention to several aspects, namely:

- a. Tourist (tourist); must know the characteristics of tourists, from the country of arrival, age, hobbies, and in what season to travel.
- b. Transportation; research must be carried out on how transportation facilities are available to bring tourists to the intended tourist destination.
- c. Attractions / attractions; attractions and attractions to be sold, whether it fulfills three conditions such as: a) What can be seen (something to see), b) What can be done (something to do), c) What can be bought (something to buy).
- d. Service facilities; what facilities are available at the DTW, how are hotel accommodations available, restaurants, public services such as banks / money changers, post offices, telephone / telex in the DTW.
- e. Information and promotion; publication or promotion is needed, when advertisements are posted, where leaflets / brochures are distributed.

Potential tourists know each tour package and tourists quickly take tourism decisions in their region and must carry out policies that are most beneficial to the region and region, because of the functions and duties of tourism organizations in general : a) Trying to give satisfaction to tourists with all the facilities and potential they have. b) Coordinating between various businesses, institutions, agencies and agencies that exist and aim to develop the tourism industry. c) Trying to socialize the notion of tourism to people in tourist attractions, so that they know the benefits and disadvantages if tourism is developed as an industry. d) Conduct a research program that aims to improve tourism products and develop new products in order to master the market in the future. In Chapter I, article 10 of Law No. 49 of 2010 concerning the National Tourism Strategic Area stated that the strategic tourism area is an area that has the main function of tourism or has the potential for tourism development that has an important influence in one or more aspects, such as economic, social and cultural growth, natural resource empowerment, power support the environment, as well as defense and security.

2.4 Community Empowerment

Community empowerment means providing resources, opportunities, knowledge and skills to enhance the ability of the community to determine their own future and to participate and influence the lives of their communities (Ife and Tesoriero, 2008). This understanding shows that empowerment is not just helping the poor to become poor but can participate and influence the community. Other notions of empowerment according to Ife and Tesoriero are more directed at improving the ability of the community to be independent, able to control their future and can even influence others. Thus, community empowerment carried out has a direction to improve the quality of life of a community. Sardlow in Adi (2008) said essentially the notion of empowering its scope is how individuals, groups or communities try to control their own lives and seek to shape the future according to their wishes. Adi (2008) said empowerment goals and targets could be different, for example in the fields of economics, education or health. Empowerment can also vary in development so that empowerment in a field can be different from other fields. This requires understanding both individually and in groups known as the identification process. In accordance with the context of life in society, the field of community empowerment has a very broad scope. To empower it, it needs to be adjusted to the area that is the focus of community empowerment. This is in line with the needs in the community and changes both locally, regionally, nationally and internationally. Soetomo (2006) explains that community empowerment or development is a planned social change, both in the economic, technological, social and political fields. Community development in a broad sense can also mean a development process that focuses more on the human or community aspects. In a narrow sense, community development means changes in social planning in a particular field. Empowerment is also defined as a process by which people become strong enough to be able to participate, share control, influence events and institutions that affect their lives. Empowerment emphasizes that people acquire sufficient skills, knowledge and power to influence their lives and the lives of others that concern them (Parson in Suharto, 2004). Empowerment is called a program when viewed from the stages of activities undertaken to achieve goals and requires a certain period of time for its achievement. Empowerment is seen as a process when empowerment continues throughout the human age and does not stop at a time. Likewise in the community, the empowerment process will continue as long as the community remains and continues to empower themselves. The stage of community empowerment itself, according to Subejo and Supriyanto (2004) starts from the site selection process to the independence of the community. In detail each stage is as follows:

1. Location Selection Phase;
2. Community Empowerment Socialization Phase;

3. The community empowerment process stage, which is divided into several activities:

- a. Situation studies to develop participatory efforts
- b. Group development
- c. Preparation of plans and implementation of activities
- d. Participatory monitoring and evaluation

4. Community Self-Reliance Stage.

Suharto (2006) said empowerment refers to the ability of people, especially vulnerable and weak groups so that they have the power or ability in:

- a. Meet their basic needs so they have freedom
- b. Reaching productive resources that enable them to increase their income and obtain the goods and services needed
- c. Participate in the development process and decisions that affect them.

III. METHODS OF THE RESEARCH

3.1 Type of Research

The method used in this study is a qualitative descriptive method that is the type of research that seeks to describe the object or subject being researched according to what it is (natural) with the aim of systematically describing the facts and characteristics of the object that is examined appropriately and understanding each context of the phenomenon as a whole. This research was conducted using descriptive method with qualitative approach. Creswell (2010) argues that qualitative research is a method for exploring and understanding the meaning that a number of individuals and groups of people deem derived from social or humanitarian problems. It is hoped that research will look at participants and the conditions of the object under study through social processes in achieving development goals. This qualitative research process involves important efforts, such as asking questions and procedures to collect specific data, analyzing data inductively from themes that are specific to common themes, and interpreting the meaning of data. While this type of research is descriptive which describes the reality of the object of research and gives meaning to the object under study.

3.2 Research Location

This research was carried out in Samosir Regency which is part of Lake Toba Region as a national tourism development priority. As a district that was formed in 2003, Samosir Regency is a very strategic area because it is in the middle of Lake Toba and has an important history in the development of the Batak tribal community which is marked by historical sites or sacred places of the Batak tribe. Samosir Regency which is the result of the division of the Toba Samosir Regency Main District was formed based on Law Number 36 of 2003 concerning the Establishment of Samosir Regency and Serdang Bedagai Regency in North Sumatra Province, which was inaugurated on January 7, 2004 by the Minister of Home Affairs on behalf of the President of the Republic of Indonesia

3.3 Types and Data Sources

Primary Data, as data obtained directly by researchers through in-depth and semi structured interviews, observations, photographs and documents with key informants. To obtain this data using an instrument in the form of interview guidelines. Secondary data, as data obtained in a number of research places include documentation (photos, reports, statistical data, archives, articles, images and maps) regarding community empowerment in the development of white sand beach parbaba tourism objects

IV. DISCUSSION

The Samosir District Government has a vision and mission that is taken into account from the conditions of the region, development problems, challenges faced, and strategic issues. So the vision of Samosir Regency in 2016-2021 can be formulated, namely: The realization of the Prosperous, Independent and Competitive Samosir Community Based on Tourism and Agriculture. While the development mission of Samosir Regency for the next five years is: 1) Building a good and good governance system that is oriented to public services; 2) Improving the quality of human resources to better master science and technology, and be able to compete and be professional; 3) Empowering the community in order to form an independent, disciplined, creative and productive and virtuous human being; 4) Development of environmental and cultural tourism as well as community empowerment as the main players in the tourism business; 5) Development of the agricultural sector through diversification and intensification to improve community welfare; 6) Increase the development of public facilities and infrastructure that support the tourism industry, smooth the economy and facilitate public services; 7) Strengthen regional conduciveness by encouraging the implementation of democracy and law enforcement; 8) Extending the network of cooperation in development with the principle of mutual benefit, sustainable and environmentally sound. (Samosir District RPJMD 2016 - 2021).

The description of the vision and mission of the Samosir Regency 2016-2021 has been stated in the Regional Medium Term Development Plan (RPJMD) which places tourism management and development as the main business actors to improve community welfare. Through the Decree of the Samosir Regent of North Sumatra Province Number 474 of 2017 concerning the Determination of Criteria and Clarification of Tourism Objects in Samosir Regency as one of the efforts made by the Samosir Regency Government to carry out the formulation of the vision and mission that has been set. Tourism development policies implemented by the Samosir Regency Tourism Office were measured using 4 (four) variables from George Edward III's theory of communication, resources, disposition, and bureaucratic structure. The results of the study were generated from these 4 variables, namely

a. Communication

The policy implementation process is very important because there is an element of communication because it is an element that can run the organization / institution including the socialization of the vision and mission of the strategy formulated by the Samosir Regency Tourism Office. Communication as a liaison between policy makers and policy implementers both between governments and between institutions in the tourism sector. This communication is also one of the factors that can establish personal interaction between tourism actors in expressing the desire and plan for implementing tourism programs, especially the development of tourism objects. The implementation of tourism development policy aims to increase equity and increase development in the tourism sector. So, Samosir District implemented the Samosir Regent Decree concerning the Determination of Criteria and Classification of Tourism Objects in Samosir Regency.

b. Resource

To implement policies for developing tourism objects in addition to communication also require resources. This resource element is considered as an absolute tool in the implementation of tourism development policies in Samosir Regency. The Samosir Regency Government needs sufficient resources and is adequate both in terms of quality and quantity related to skills, dedication, professionalism and competence in the field of tourism. Maximum and effective and efficient implementation indicates that the need for adequate resources both human resources and funding sources. Commitment, loyalty and professionalism of employees of the Department of Tourism and other agencies also need to be improved to be able to implement this tourism development policy.

c. Disposition

The implementation of the policy of developing tourism objects through the disposition process, begins with the preparation of work programs based on real conditions about the tourism sector. Submission of strategic ideas becomes a symbol of the ongoing disposition of and towards implementation followed by an understanding of the environment and potential. The description of the program coordinated to the evaluation stage requires the authority, reciprocal information through good and transparent and continuous communication and coordination between fields or units so as to provide a diagnosis of problems and proposed solutions. Disposition of policy implementation begins with screening first through the perception of the implementer. There are three elements that can affect the ability and willingness of the implementer to implement policies, namely 1) knowledge, understanding and deepening of the policy; 2) the direction of their response whether accepting, neutral or rejecting and 3) intensity of policy. (Van Meter and Van Horn in Agustino, 2006: 163).

d. Bureaucratic Structure

The organizational structure regulates the flow of work so that each has a duty and no longer overlaps in carrying out the work especially in implementing tourism development policies. This bureaucratic structure must be well coordinated in carrying out tasks to support the development of tourism objects in Samosir Regency. The success of policy implementation is also related to the interaction in the bureaucratic structure that is more patterned, both from within the internal environment and outside the agency. In this bureaucratic structure, the role of government is very important to implement policies because the government has access to communicate with all elements related to the policies that will be implemented. The successful implementation of tourism development policies in Samosir Regency cannot be separated from the 4 elements described above. Samosir Regent Decree Number 474 of 2017 concerning Determination of Criteria and Classification of Tourism Objects in Samosir Regency is one of the follow-up actions taken by the Samosir Regency Government for the development of tourist attractions. The government policy must be properly socialized so that the achievement of the objectives determined can be optimal. Socializing policies on the implementation of government policies in the development of tourism objects to the public and visitors to tourism objects is very important for good communication. This element of communication is carried out to carry out the duties of the government as an institution that has an important role in the development of regions that have tourism value,

including promotional activities. Communication plays an important role in the development of tourism objects both to achieve prospects and opportunities in the tourism-based economy so that it can realize the arrangement and facilitate the efforts of local communities to support tourism development in Samosir Regency. This action is related to the community empowerment program carried out by the Samosir Regency Government which is maximizing local wisdom in developing tourism objects. Development of tourism objects through the implementation of Samosir Regent's Decree Number 474 of 2017 concerning the Determination of Criteria and Classification of Tourist Objects in Samosir Regency, carried out with several activities namely promotion by providing information about leading tourism objects, priority attractions and stub tourism in accordance with which is regulated in the Second Chapter of the policy of determining criteria and classification of tourism objects in Samosir.

The implementation of this policy also needs to increase the capacity and readiness of both the community and the government apparatus. Because this is related to Chapter One of this policy which is the basis for determining criteria and classification of tourism objects based on physical space, number and type of attraction, number and type of tourist facilities, number and type of public facilities, accessibility, community readiness and number of tourists. In accordance with Edward's theory, the element of resources can also influence the success of policy implementation. The expected follow-up in policy implementation is the preparation of the Tourism Object Development Master Plan in Samosir Regency based on a priority scale with reference to the classification of tourism objects. The progress of a tour is inseparable from the highly competent resources in it, which includes staff, information, authority and facilities. Resource potential requires good regional planning, providing structural transformation between regions and preparing technology and improving the quality of human resources are important conditions because they are related and related to the values and attitudes of the community. The Samosir District Government in the implementation of the Samosir Regent Decree No. 474 of 2017 concerning the Determination of Criteria and Classification of Tourism Objects in Samosir Regency is not optimal because of lack of socialization and education to the bureaucratic structure that supports tourism development in Samosir Regency. The implementation of this policy indicates the need for work methods that can be accepted and understood clearly and consistently so that the optimization of policy implementation can be realized. The bureaucracy structure has not been well coordinated in carrying out the tasks to support the development of tourism objects in Samosir Regency, both internally and externally.

The bureaucratic structure should have well-patterned interaction, the flow of work must also be clear so that the implementation of tourism development can have a well-organized work management. Based on the implementation of Samosir Regent's Decree No. 474 of 2017 concerning the Determination of Criteria and Classification of Tourism Objects in Samosir Regency, it is hoped that grouping of tourism objects can maximize the management of tourism objects in Samosir Regency. This tourism object is a regional asset that has the potential to be managed optimally in accordance with the underlying regulations in order to provide added value as expected. Because it requires formulation of tourism policies, implementation of policies and field execution through supervision (monitoring) and evaluation based on appropriate and systematic policies.

V. CONCLUSION

The implementation of tourism development policies in Samosir Regency, has not been carried out well, which is caused by the communication that was built by the regional government with the private sector and the community in the implementation of tourism development in Samosir District. The resources of the Samosir Regency government apparatus, especially the Samosir Regency Art and Culture Tourism Office, are not sufficient to support the implementation of tourism development that empowers the community.

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