

IMPLEMENTATION OF UNGKEA BEACH TOURISM OBJECT DEVELOPMENT POLICY AT THE TOURISM OFFICE OF NORTH MOROWALI DISTRICT

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Abstract

Tourism is one of the important sectors in Indonesia which has a strategic role in increasing the country's foreign exchange. This is stated in Law Number 10 of 2009 concerning Tourism, which states that: the implementation of tourism is aimed at increasing national income in order to improve the welfare and prosperity of the people, expand and equalize business opportunities and employment opportunities, encourage regional development, introduce and utilize the tourism objects and attractiveness of tourism objects in Indonesia, as well as fostering a sense of love for the country and strengthening friendship between nations. Tourism activities can create demand for consumption and investment, which in turn will give rise to activities for the production of goods and services. So that developing tourism potential becomes one of the superior programs of regional governments, including North Morowali Regency. One of the roles of the government as an agent that accelerates the development of regional potential is to build and develop tourism potential. One concrete way of the regional government of North Morowali district in accelerating the development of regional potential in the tourism sector is by making derivative policies, namely North Morowali regional regulation No. 8 of 2021 concerning the Implementation of Tourism, and North Morowali Regent's Regulation No. 24 of 2023 concerning implementing regulations for North Morowali regional regulations, regarding Tourism Implementation. To find out why the implementation of the Ungkea Beach tourism development policy at the North Morowali Regency Tourism Office was not effective, then researchers used the theory of Donald Van Metter and Carl Van Horn, to look at aspects (standards, measures of objectives and policies, resources, characteristics of implementing agents, attitudes/tendencies, communication between implementing organizations and implementing activities, and the economic, social and political environment). Data collection methods are carried out through observation, direct interviews and documentation. The informant selection technique uses a purposive technique. From the results of the implementation of the Ungkea Beach tourist attraction policy, it has not been effective. This is because there are still shortcomings in several aspects. Among them are the resources referred to in this case are human resources which are still limited, and secondly, financial and other supporting infrastructure in the process of implementing the policy for developing the Ungkea Beach tourist attraction at the North Morowali district Tourism Office.

Keywords: Policy Implementation, Tourist objects Development, Ungkea Beach, North Morowali Regency

INTRODUCTION

North Morowali Regency is one of the districts in Central Sulawesi which has very beautiful natural tourist destinations. There are very beautiful natural resources for tourists to visit. One of the natural tourist destinations that is currently viral among young people in North Morowali Regency is the Ungkea beach tourist attraction. Currently, Ungkea beach tourism is one of the leading tourist destinations in North Morowali Regency. Ungkea beach tourism is geographically located in Ungkea Village at the eastern tip of North Morowali Regency. The panorama and beauty of Ungkea beach which is still very natural really attracts

the attention of tourists, both local and foreign tourists, to come to visit the Ungkea beach tourism spot.

Therefore, to be able to attract local and foreign tourists to visit the Ungkea beach tourist area, a development and management policy for the Ungkea beach tourist area is needed. The development and management of the Ungkea beach tourism area is one of the determinants of whether or not many tourists will come to visit. Good development and management have an impact on the current and future state of tourism. The Ungkea beach tourist destination can be a source of income for the village and provide employment opportunities for the people of Ungkea village. On the other hand, Ungkea beach tourism can improve the economy of the community around Ungkea Village and can improve community welfare. Apart from that, with the policy of developing the Ungkea beach tourist attraction by the regional government, in this case the North Morowali Tourism Office, it is hoped that the Ungkea beach tourist attraction will be able to compete with tourism in various regions in Indonesia and around the world.

The tourism development policy in North Morowali Regency is an effort to attract tourists to visit tourist attractions in North Morowali, especially Ungkea beach. This policy is contained in the North Morowali Tourism Development Master Plan (RIPPARKAB) for 2016 – 2025 where it is explained that developing tourist attractions is one of 9 strategies in developing Tourism Destinations in North Morowali district. This explains that all tourist attractions in North Morowali Regency will be developed to support the achievement of the North Morowali Tourism Destination development policy. It is further explained in North Morowali Regency Regional Regulation No. 8 of 2021 concerning the Implementation of Tourism where the North Morowali Regency Tourism, Youth and Sports Office has the authority to develop tourist attractions, in Chapter VII Tourism Institutions Article 36 Implementation of Research and development is directed at improving quality Tourist Attraction (DTW), ease and comfort of tourism accessibility and/or transportation, community empowerment through tourism and increasing investment in the tourism sector.

From the results of observations and research in the field, there are several findings, including that since the establishment and operation of Ungkea beach until now in 2023, there have been no significant changes in the development implementation carried out by the North Morowali Regency Tourism, Youth and Sports Office. This can be seen from the condition of the existing Ungkea beach which is still not good, and the food stalls are not arranged properly, parking is not yet available, there is no gazebo for relaxing, and there is still rubbish that can be seen strewn in the Ungkea beach area.

However, despite this, we have seen the implementation of developments at Ungkea Beach, such as the gate entering the Ungkea beach tourist area, the guard post, the construction of embankments, the construction of paving blocks, and the repair of toilets. However, this development is certainly still not optimal because there are still problems in the field as described above which have not yet reached 5 points in article 36 of North Morowali Regional Regulation No. 8 of 2021.

Apart from being related to the infrastructure mentioned above, the main problem in the ineffective development of the Ungkea Beach tourist attraction is related to resources

that are still not met. Among these resources is the lack of available budget, so that infrastructure development is carried out periodically. Apart from that, there is a lack of human resources both within the Morowali district tourism office and also in the Ungkea village community who manage Ungkea Beach tourism.

Ungkea Beach Tourism has great potential in the tourism sector and promises to improve the economy in the tourism sector. Although policies related to the development of tourism objects in North Morowali Regency have been regulated in regional regulation No. 8 of 2021 concerning the implementation of tourism and Per-Bup North Morowali No. 24 of 2023 concerning Implementing Regulations of PERDA No. 8 of 2021 concerning the Implementation of Tourism. However, to date this policy has not been implemented effectively. Related to this, it can be seen from several problem findings stated in the previous paragraph.

In terms of developing the tourist attraction of Ungkea beach, the North Morowali Regency Tourism Office needs to involve related parties, including the local community or tourist attraction managers, so that Ungkea beach can be managed optimally. This is needed to support the development or development of the tourist attraction of Ungkea beach. Of course, to make this happen, the North Morowali Regency Tourism Office must pay attention to matters relating to tourist facilities and service quality in order to improve the quality of facilities and infrastructure.

Based on the research results that the researcher has outlined in the background above, namely that the implementation of the development of the Ungkea beach tourist attraction carried out by the Regional Tourism, Youth and Sports Office has not been carried out effectively.

Based on the problem formulation above, the aim of conducting research is to find out the causes of delays in the implementation of the development policy for the Ungkea Beach tourist attraction at the Youth and Sports Tourism Department, as well as the strategy of the North Morowali Regency Tourism Office in implementing the Development Policy so that it is optimal in accordance with existing regulations.

METHOD

This research uses a qualitative approach. In this research a qualitative approach was used. This qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from informants, and analyzing data inductively starting from specific themes to general themes, and interpreting the meaning of the data. Creswell (2007: 20) explains that qualitative methods can be used with various approaches, including: participatory research, discourse analysis, ethnography, grounded theory, case studies, phenomenology, and narrative. In this research, a descriptive approach was used as part of qualitative research.

The types of data used in this research are secondary and primary data. Secondary Data is data sourced from books, journals and documents related to theoretical concepts or literature in libraries as well as documents in the North Morowali Regency Tourism Office. Primary Data, namely data sourced from informants by conducting direct interviews.

Data sources are primary data and secondary data. Data sources for this research were obtained from research informants through interviews, and from related agencies and other official documents.

When discussing data analysis in qualitative research, experts have different opinions. Miles and Huberman, quoted by Idrus (2009:147-151), proposed a data analysis model which they called the Interactive Model. This interactive model consists of three main things, namely data condensation, data presentation, and drawing conclusions/verification. The three activities mentioned above are intertwining activities before, during and after data collection in parallel form to build general insights called analysis.

RESULTS AND DISCUSSION

Equality

Tourism is one of the important sectors in Indonesia which has a strategic role in increasing the country's foreign exchange. This is stated in Law Number 10 of 2009 concerning Tourism which states that: the implementation of tourism is aimed at increasing national income in order to improve the welfare and prosperity of the people, expand and equalize business opportunities and employment opportunities, encourage regional development, introduce and utilize objects and resources. tourist attraction in Indonesia as well as fostering a sense of love for the country and strengthening friendship between nations. Tourism activities can create demand, both consumption and investment, which in turn will give rise to activities for the production of goods and services. So that developing tourism potential becomes one of the superior programs of regional governments, including North Morowali Regency.

One of the roles of the government as an agent that accelerates the development of regional potential is to build and develop tourism potential. One concrete form of the regional government of North Morowali district in accelerating the development of regional potential in the tourism sector is by making derivative policies, namely North Morowali regional regulation No. 8 of 2021 concerning the Implementation of Tourism, and North Morowali Regional Regulation No. 24 of 2023 concerning implementing regulations for Morowali regional regulations. North regarding Tourism Implementation. With this policy, changes occur and give rise to new events or speed up the process of an event. However, it is not enough for a policy to just be made, but it needs to be realized by the government in the form of policy implementation. In the policy implementation process, regional governments act as stimulants to accelerate the process of developing tourism potential.

In developing the potential of the Ungkea Beach tourist attraction in North Morowali Regency, many factors influence the success or failure of its development. The role of the North Morowali Regency Tourism Office is to promote the introduction of tourism, which every year experiences quite effective increases even though it is not yet widely known by all people.

The North Morowali Regency Tourism Office is also developing its tourist attractions, this is done so that visitors can enjoy the beauty of tourism in North Morowali Regency, especially at Ungkea Beach, so that in the future they can obtain a source of regional income

in terms of tourism which is balanced with development and promotion through social media. , in its development, the tourism office also collaborates with the media to showcase tourism in Morowali Regency, especially at the Ungkea Beach tourist attraction.

In the process of developing the Ungkea Beach tourist attraction, there are still many obstacles, especially in terms of infrastructure. What we all know is that infrastructure is the main thing in attracting visitors to come to visit tourism locations. The implementation of the policy for developing the Ungkea Beach tourist attraction in the North Morowali District Tourism Service has not been carried out optimally, this is because there are many factors which cause the implementation of this policy not to be implemented optimally. As stated by Van Meter and Van Horn (in Winarno, 2012; 168) that in measuring policy implementation there are six aspects that need to be considered, including standards, measures of objectives and policies, resources, characteristics of implementing agents, attitudes/tendencies, communication between implementing organizations. and implementing activities, and the economic, social and political environment. Of the six aspects used by researchers in measuring the implementation of the Ungkea Beach tourist attraction policy, there are still obstacles from the research results. This is the reason why the implementation of the Ungkea Beach tourism development policy has not been implemented effectively. Among these obstacles are resources. The resources referred to are related to the infrastructure available at the Ungkea Beach tourist attraction, then related to the financial budget used in tourism development sourced from the tourism office and also village funds which are used in stages for the development of the Ungkea Beach tourist attraction, and the last is human Resources. Even though the North Morowali Regency tourism office has conducted training for community groups entrusted with managing Ungkea Beach tourism, in reality it is not yet optimal, so tourism consultants are needed to collaborate in developing tourist attractions in North Morowali Regency and more specifically at Ungkea Beach.

Standard Aspects, Goals and Targets of Policy Implementation of Ungkea Beach Tourism Object Development Policy at the North Morowali Regency Tourism Office

A policy that is considered ideal, has clear direction, is measurable and realistic is expected to be able to facilitate and overcome various difficulties that might become obstacles in implementing a policy to achieve its goals. However, policies and goals that are considered excessive in size can cause excesses in the implementation process.

Donald Van Metter and Carl Van Horn (in Winarno, 2012; 159) state that identifying performance indicators is a crucial stage in analyzing policy implementation. This performance indicator looks at the extent to which the measures and objectives of a policy have been implemented. Then, these measures and goals are evidence in themselves and can be measured.

In implementing the policy for developing the Ungkea Beach tourist attraction, the size and objectives of this policy are basically to provide access to services and post-service maintenance to acceptors through post-service financing guarantees. Then, because the size and objectives of the policy itself are the basic indicators, this is the benchmark for the

success of policy implementation at all stages of its implementation, by looking at the extent to which these indicators have been implemented and achieved.

In the implementation of tourist attraction development policies, the things identified by researchers as measures of the success of implementing this policy, which, apart from the objectives of the policy itself, include: suitability of the program with the social culture of the implementing institution, certainty of flow and guidance in implementing activities, as well as targets, guidelines for implementing ideal activities to be implemented. To examine matters including those stated above, the researcher conducted interviews with several informants to collect data and information based on the information presented, that the overall implementation of tourist attraction development policies is in accordance with the conditions of the implementing agency, taking into account the objectives of the program itself. As stated by the head of the District Tourism Office. North Morowali in the following interview:

"The Ungkea Beach tourist attraction is one of the main tourist attractions in North Morowali district. For this reason, the tourism department is very focused on developing these tourist attractions. This can be seen from the APBD in the tourism department. Every year there is always a budget for developing the Ungkea Beach tourist attraction. So far, the Tourism Department continues to make efforts to develop tourism in the North Morowali district, especially the Ungkea Beach tourist attraction area. "In this case, the tourism office focuses on developing infrastructure and supporting facilities so that tourists feel comfortable so that tourist visits will increase." (interview with Mr. Gatot SE, Budiyanto, S.Kom; 19 December 2023).

From the statement above, it can be said that the standard policy objectives for developing the Ungkea Beach tourist attraction are in accordance with good infrastructure and facilities that will provide comfort for tourists who want to visit, this is in accordance with the socio-cultural community. What is meant is the attractiveness of the tourist destination, including the image imagined by tourists; and facilities available such as accommodation, food and drink establishments, parking, transportation, recreation and others; and Ease of reaching tourist destination areas as stated in the Per-Bup. No. 24 of 2023 article 25 point 2. The aims and targets in the tourism development policy in North Morowali Regency, especially at Ungkea Beach, are stated in the second paragraph of article 31 of the tourist village destinations are 1) improving the economic welfare of village communities; 2) increase awareness in developing tourism potential and preserving customs, culture and architecture that have been hereditary; 3) increase public awareness in the conservation of unique animals and plants and the natural environment; 4) encourage the community to create a clean, neat and healthy environment; 5) accelerate the cultivation of attitudes and skills in accordance with the charm of Indonesian Tourism; and foster pride in their traditions, culture and village.

In the interview conducted with the next informant, namely the head of the district's tourist destination sector. North Morowali stated that policies related to the development of tourist attractions in North Morowali district, especially at Ungkea Beach, were in

accordance with standard policy objectives. However, even though the policy is appropriate, it is still not as perfect as we imagine, this is because there are still obstacles faced by local governments, especially if we talk about community culture. For more clarity, you can see the interview excerpt below with the informant from the head of the destination sector as follows:

"The North Morowali district tourism development policy is appropriate, The Tourism Office continues to make efforts to develop tourism in North Morowali district, especially the Ungkea Beach tourist attraction area in terms of providing facilities such as embankments, paving and construction of guest houses. However, even though the policy is appropriate, there is still a lot that needs to be implemented. "Especially in terms of providing understanding to the public and visitors about how to throw rubbish in the right place, the habit of visitors who like to throw rubbish carelessly makes the Ungkea Beach tourist attraction look dirty and seem untidy, besides that the orderliness of visitors when entering and parking their vehicles is not optimal." (interview: Maslin Hingkua's mother: December 19, 2023).

From the results of the interview above, a conclusion can be drawn that the implementation of the Ungkea Beach tourism development policy has been carried out in accordance with the size and objectives of the implementing agency, the flow of procedures and instructions for implementing the program are very clear and precise in accordance with policy regulations.

Resource Aspects in Implementing the Ungkea Beach Tourism Attraction Development Policy at the North Morowali Regency Tourism Office

According to Donald Van Metter and Carl Van Horn (in Winarno, 2012; 170) explaining the relationship between resource variables and other variables, it is explained that the type and level of resources provided by policy decisions will influence communication and implementation. And if other resources are considered available, this can cause implementers to view the policy positively so that it can lead to compliance from policy implementers.

In implementing the development of the Ungkea Beach tourist attraction, it is important to receive sufficient resource support. And, if you pay attention to the scope of activities and what is the target of this policy, starting from direct services, whether services at tourism offices or other administrative activity services provided to the public or tourist visitors, are carried out in existing infrastructure facilities, so that resources deemed necessary to ensure the implementation of activities in the form of financial resources, time, personnel and service infrastructure.

The availability of resources for implementing tourism development policies in North Morowali Regency at each level of service has different needs. Starting from the availability of personnel, finances, infrastructure and service time. However, it must be in accordance with the services provided by each implementer. Services in the form of promotions can be done by; communication, information and education, as well as services to determine attitudes towards the public or tourist visitors by tourism staff/officers with facilities such as

rubbish bins and also gasibus or public toilets.

Several facts found from interviews and observations at the research location found that several types of resources were still inadequate and limited, thus affecting the service process provided to Ungkea Beach tourist visitors. As stated by the informant, namely the head of the district tourism destination sector. North Morowali expressed the opinion that actually, if measured in terms of resources, it is still not sufficient, there is still a need for coordination and consultation at the level of the implementer itself, namely the tourism office. For more clarity, you can listen to the following interview:

"For the development of the Ungkea tourist attraction, it is still necessary to frequently coordinate with tourism consultants, this is because the available human resources are not sufficient, because human resources in the tourism and technical sectors are still very lacking to collaborate in implementing the development of tourist attractions as intended. "If we look at it from a financial perspective, it is not yet optimal because the development is being carried out in stages even though there is a budget from the tourism department and the Village Fund." (interview with Head of Tourism Destinations, Mrs. Maslin Hingkua, SE: 19 December 2023).

From the statement above, it is very clear that the development of the Ungkea Beach tourist attraction measured from the resource dimension is still not effective. According to the informant, the head of the tourism destination sector in his interview above, he stated that the human resources at the North Morowali Regency Tourism Office are not sufficient, apart from that, technical matters are also still very lacking, so collaboration and consultants who understand tourism development are needed. On the other hand, in implementing policies, financial support is also the main supporting factor in implementing policies, but in reality, although the source of the budget for tourism development, Ungkea Beach receives a budget from the tourism office and also funds. village but this is not sufficient for the development of the Ungkea Beach tourist attraction. So this is what then becomes one of the obstacles to the ineffective implementation of the development of the Ungkea Beach tourist attraction.

The same opinion was also conveyed by another informant, namely the end of the tour, Ibu Tati, who said that in order for the Ungkea Beach tourist attraction to be even better, it still needs coordination among implementers, especially the North Morowali district tourism office, in order to increase visitors who come and also provide comfort for visitors. The informant's statement can be seen in the following interview excerpt:

"There is still a need for coordination with related parties so that the development of the Ungkea Beach object is better. Maybe training is needed for human resources for developing Ungkea Beach. "Apart from that, infrastructure is still lacking, such as the construction of paving blocks and embankments has not been completed." (interview with Mrs. Tati Sari: 29 December 2023)

The same opinion was also conveyed by the informant, Mrs. Gabriella, as a tourist visitor to Ungkea Beach. Her opinion regarding the development of the Ungkea Beach tourist attraction is as follows:

"The Ungkea beach tourist attraction still needs to be developed further so that it is more developed and more interesting to visit. "Regarding Masunisia's resources, perhaps training is needed for human resources, especially those related to the development of Ungkea Beach, and the tourism department also needs to increase the budget for development such as paving blocks and embankments that have not been completed, and perhaps more shelter or seating on the edge of the beach." (interview with Gabriella's mother: 29 December 2023).

From all the opinions or statements of the informants quoted in the interview excerpts, it can be concluded that the implementation of the Ungkea Beach tourist attraction development policy measured from the resource dimension is not yet optimal, this is because there are several factors that cause the development of tourist attractions to be ineffective, including human resources that need to be improved. again, secondly, the budget related to the development of Ungkea Beach tourism needs to be increased so that adequate infrastructure development can be realized well so that it has an impact on increasing visitors and also visitor comfort. As stated in the policy regulations regarding Tourism in North Morowali district.

Aspects of the Characteristics of the Implementing Agent for the Implementation of the Ungkea Beach Tourism Attraction Development Policy at the North Morowali Regency Tourism Office

What is meant by the characteristic variable of implementing agents in policy implementation according to Van Metter and Van Horn, namely that it is related to appropriate indicators and is suitable for the implementing agents, Agustino (2006; 162). Van Metter and Van Horn (in Winarno, 2012; 166) also explained that a pattern of government that can understand the character, values and forms of relationships that continuously occur in executive bodies that have real potential and the things they have in carrying out policies. Moreover, what is the relationship like and what is the relationship between the implementing group and the personnel who participate in policy implementation activities?

In relation to government or bureaucratic patterns, Edward III (in Agustino, 2006; 160) explains that even though the resources to implement a policy are available, or the policy implementers know what should be done and have the desire to implement a policy, it is possible that the policy will not be implemented or realized still exist because of weaknesses in the bureaucratic structure. According to him, the availability of standard operating procedures (SOPs) and fragmentation or distribution of employee responsibilities or activities between several work units will make the performance of the bureaucratic structure more effective. Organizational structure according to Gibson (in Pasolong, 2011; 78) is a formal pattern of grouping people and jobs. Organizational structure influences the behavior of individuals and groups that comprise an organization. In explaining the advantages of the organizational chart approach in public administration, Mindarti (2007; 20) explains that the organizational chart or structure approach is based on the belief that the main characteristics and relationships in the organizational structure can be described.

The description above provides an explanation that the structure of an organization provides an overview of the characteristics of the organization and provides clarity regarding the mechanisms or flows and procedures that must be implemented by each individual element involved in the organizational structure in accordance with the authority given, and based on the professionals and competencies they possess. However, if the description of the characteristics, flow of procedures, values and basic relationships cannot explain the goals and objectives of the policy accurately, then the implementation of activities to achieve the goals will experience obstacles.

Implementation of policy activities for the development of the Ungkea Beach tourist attraction at the North Morowali Regency Tourism Office, as explained previously in the paragraph above, management of the development of the Ungkea Beach tourist attraction is carried out by the Tourism Destinations sector and the Tourism Development and Creative Economy sector, as stated in organizational structure of the Regional Tourism, Youth and Sports Office of North Morowali Regency. The organizational structure explains the functions of these sections in implementing tourism development policies in North Morowali Regency.

To examine how the parts in this structure can work optimally, and whether the personnel placed in these parts have competence and are in accordance with the function of that part, let's look carefully at the following interview excerpt with the informant:

"Structurally, the organization is in accordance with its respective functions and main tasks, in relation to any program it is adjusted to the objectives of the policy and also the commitment of the Institution. One of the officials' commitments is to make the Ungkea Beach tourist attraction a tourist attraction that is focused on developing it so that it becomes a superior tourist attraction. And later it is targeted that tourism will be one of the contributors to PAD in North Morowali district. One of the efforts made is to build adequate infrastructure and facilities and provide training to local communities regarding the management of tourist attractions. Apart from that, the tourism department has carried out promotions through electronic media, one of which is through the tourism department's own social media. However, it is not only the Ungkea Beach tourist attraction but all the tourist attractions in North Morowali district. "On other occasions, the tourism department also carries out promotions by participating in various exhibitions, both on a provincial and national scale." (interview with Head of Tourism Office, Mr. Gatot SE Budiyanto, S. Kom19 December 2023).

If you look at the interview statements above, you can come to the conclusion that the organizational structure or characteristics of implementing agents are in accordance with their respective fields, if you look at the procedures and values in the implementation of Ungkea Beach tourism development, they are in accordance with policy if measured based on the dimensions of characteristics. implementing agent as intended by Donald Van Metter and Van Horn (in Winarno, 2012; 166) that the structure of an organization provides an overview of the characteristics of the organization and provides clarity regarding the mechanisms or flows and procedures that must be carried out by each individual element involved in the organizational structure in accordance with with the authority given, and

based on the professionalism and competence possessed.

Attitude/Tendency Aspects (Dispositio) Implementation of Ungkea Beach Tourism Object Development Policy at the North Morowali Regency Tourism Office

By studying the variables or factors that influence the implementation of public policy activities, experts identify the disposition or tendency of policy implementers to contribute to whether the implementation of a public policy is successful or not. Van Meter and Van Horn (in Winarno, 2012; 168) identify three elements of implementers' responses that may influence their ability and desire to implement policies, namely understanding of the policy, acceptance, neutrality or rejection of the policy, and the intensity of the response. Implementers' understanding in this case concerns general objectives as well as basic measures and policy objectives. So, whether or not the attitude towards this policy will be accepted and implemented or vice versa will really depend on the perceptions of individuals. The reason for accepting or rejecting policy objectives by its implementers according to Van Meter and Van Horn is also because the previously determined policy objectives have the potential to conflict with the personal value system of personnel, desires regarding a need, or because of the relationships that are created and which more preferable.

In line with the opinion of Van meter and Van Horn, Edward III (in Winarno, 2012; 196) also provides the view that the impact of the implementers' tendencies on the effectiveness of a policy if the policy has the support of its implementers. However, when these policies directly conflict with the views of policy implementers or personal or organizational interests, they will not be effective.

The researcher studied this disposition variable by conducting interviews with informants, who were implementers of tourism development in North Morowali Regency to reveal the fact that, almost all of the informants explained that they fully supported and accepted and implemented the policy of developing tourist attractions in North Morowali Regency, especially Ungkea Beach tourism. , considering that policy objectives are very much in favor of the interests of society. It was also revealed that the involvement of the Ungkea village community contributed quite a lot in developing the Ungkea Beach tourist attraction, this was seen when the tourism office provided training to the Ungkea community group regarding technical matters in tourism services. Apart from that, the village government also allocated village funds to encourage the development of the Ungkea Beach tourist attraction together with the district Tourism Office. North Morowali. As explained in the following interview with the informant, namely the head of the North Morowali district tourism office, this statement can be heard from the following interview excerpt:

"So far, the government and the community in Ungkea village have worked together in developing the Ungkea Beach tourist attraction. The enthusiasm of the community and support from the government has made the Ungkea Beach tourist attraction increasingly developed. A pro-active attitude looks at the conditions that encourage the government and the community to actively build and develop the Ungkea Beach tourist attraction." (interview with Head of Tourism Office, Mr. Gatot Budiyo, SE, S.Kom. 19 December 2023).

A different statement was conveyed by another informant, namely the head of the

tourism destination sector. To be clearer, let's look at the following interview excerpt:

"With the existence of policies related to the development of tourist attractions in North Morowali Regency, especially the Ungkea tourist attraction, all implementers of the policy have understood its implementation, but the management of the community, especially the Ungkea village community, has not been optimal. The community still needs to continue to be encouraged to collaborate and be creative independently in developing the Ungkea Beach tourist attraction. In order to implement each existing policy one by one." (interview with the head of tourism destinations, Mrs. Maslin Hingkua: 19 December 2023).

The two statements above provide an illustration of the fact that both personally and implementing institutions really understand neutrality in implementing policies, and all implementers contribute to the development of tourist attractions in North Morowali district, especially Ungkea Beach tourism. However, regarding the personal life of the Ungkea village community, more efforts are still needed to encourage the community to be actively involved and actively contribute to the development of Ungkea Beach tourism. Bearing in mind that one of the goals of developing Ungkea Beach tourism is to improve the community's economy, so that community involvement in implementing the policy for developing the Ungkea Beach tourist attraction can be implemented in full in accordance with the policy objectives. In general, the tendency of policy implementers to contribute to implementation has been carried out well, although not optimally because the involvement of the Ungkea village community has not played an active role.

Communication Aspects and Implementation Activities of the Ungkea Beach Tourism Attraction Development Policy at the North Morowali Regency Tourism Office

Basically, communication is an interaction between individuals or groups to convey aims and objectives. The parties involved in the communication activity can know what is being communicated, whether through the media or communicated directly. In terms of communication, of course the parties use certain techniques and use media which are expected to facilitate the communication process.

Carl I Hovland (in Suhandang, 2009; 14) states that communication is a process by which a person (the communicator conveys stimuli, usually in the form of symbols in the form of words) changes the behavior of other people (the audience). Hovland also identified four factors involved in the communication process, namely:

- a. The communicator, who initiates the communication,
- b. Stimulus, or stimulus or also commonly called a communication message conveyed by the communicator,
- c. The audience, usually called the communicants who receive the communication message,
- d. The audience's response to the communication message conveyed by the communicator.

In the context of policy implementation, Van Meter and Van Horn (in Winarno, 2012; 162) say that the prospects for effective implementation are determined by the clarity of the stated measures and objectives and by accuracy and consistency in communicating the measures and objectives. -the goal. Agustino (2006; 162) interprets communication

variables in policy implementation, saying that communication in the form of coordination is a powerful mechanism in the process of implementing public policy. Thus, the better the coordination between the parties involved in an implementation process, the assumption is that errors will be less likely to occur, and vice versa.

In the process of implementing the policy for developing the Ungkea Beach tourist attraction, communication such as coordination can be done every day, and the media used are regular meetings, namely 2 (two) times a year. Apart from that, there are monitoring and evaluation meetings every three months. As explained by the informant, namely the head of the district tourism office. North Morowali in the following interview excerpt:

"The tourism service is coordinating with relevant officials to provide a budget for tourism development in North Morowali district. And during budget planning meetings, the tourism office always conveys the things needed for tourism development in North Morowali district. The Tourism Department regularly coordinates and holds meetings with the village government in order to plan the development of tourist attractions in the village. The communication that has been established has been established quite well. Through tourism object and tourism business data collection activities carried out by the tourism destination sector, it becomes a forum for community communication aspirations to the tourism office. "The community can convey what is needed in developing the Ungkea Beach tourist attraction." (interview with Head of Tourism Office, Mr. Gatot SE Budiyanto, S.Kom. 19 December 2023).

The same statement was also conveyed by another informant, namely the head of the tourist destination division of the District Tourism Office. North Morowali, this statement is contained in the following interview excerpt:

"In my opinion, the communication that has been established so far has been quite good, at the level of the tourism department and the village government coordinating with each other in every activity carried out. The tourism department and the Ungkea village government have coordinated and exchanged ideas and are always open to receiving input from the community regarding the development of tourist attractions in the district. North Morowali, especially at Ungkea Beach." (interview: Mrs. Maslin Hingkua, SE: 19 December 2023).

From the description of the informant's explanation above, it is stated that so far the communication that has been built has gone well, in accordance with the aims and objectives of the policy. Every party involved in developing the Ungkea Beach tourist attraction coordinates with each other and builds communication both at the level of the tourism office and Ungkea village officials and also the Ungkea Community.

Aspects of the Economic, Social and Political Environment in the Implementation of Ungkea Beach Tourism Object Development Policy at the North Morowali Regency Tourism Office

The final variable offered by Van Meter and Van Horn is that the success of a policy that has been established depends on how the external environment is the driving force in implementing activities. It is also understood that a poor economic, social and political

environment can be a trigger for failure in policy implementation performance. So that efforts made in implementing policies need to be supported by external environmental conditions that are quite good and conducive (in Agustino, 2006; 162).

According to Van Horn (in Jones, 1994; 344), policies that have the main aim of meeting the basic needs of the community which are also the main problems for them, also influence social relations where the community will be more enthusiastic and not reject a policy so that it can be implemented. When referring to the objectives that are the basis for implementing tourist attraction development policies, this shows that policy makers are more pro-community, especially communities in the tourism location environment. And also, implementation within the local community and also visitors as the target group can run well. And the possibility of being well received by the local community is certainly closely related to the communication and coordination process with village officials and the community. policies are still not in line with the goals and objectives, this could give rise to the potential for conflict and result in political objections. The community agreeing to the implementation of the Ungkea Beach tourism development policy is not necessarily due to the goal of showing support for them, but it also requires a consistent attitude to implement a policy activity in accordance with the initial objective, so that there are no problems that could hinder the implementation of the policy.

To better understand the economic, social and political environmental conditions related to the development of the Ungkea Beach tourist attraction, it is necessary to read the interview excerpt below with the informant who is the head of the North Morowali district tourism office.

"So far, the community's acceptance is related to the development of the Ungkea Beach tourist attraction. I think the community is quite satisfied with the development progress at the Ungkea Beach tourist attraction, and they have responded positively to what has been implemented by the North Morowali district tourism office. This is because the development of this tourist attraction can help the community improve their economy. We are sure that in the future tourism can become a contributor to PAD and contribute to improving the economy of the people of North Morowali Regency, especially the people in Ungkea Village. Meanwhile, related to the political environment, I think the role of politics has little impact on the development of the Ungkea Beach tourist attraction in terms of budget. The budget in question is the result of the Principal Thoughts (POKIR) of North Morowali Regency DPRD Council Members from the aspirations of the community. "Not a small amount of the budget for developing the Ungkea Beach tourist attraction comes from this thought." (interview with the Head of Tourism, Gatot. SE. Budianto. SSKom, 19-12-2023).

A similar statement was also made by the head of the district's tourism destinations sector. North Morowali Mrs. Maslin Hingkoa, SE, in the interview, stated that the development of tourist attractions in North Morowali district, especially at Ungkea Beach, has so far gone well from an economic, social and political environmental perspective. For more clarity, please see the following interview excerpt:

"In my opinion, the policy for developing this tourist attraction is very appropriate, both from an economic environmental perspective, very pro-community, and also from a

social environmental perspective, I also think it is very good for developing the culture in the North Morowali district area. And if we look at it from the political environment, it is clearly more helpful in the process of developing tourist attractions, because it cannot be denied that the budget related to various policies cannot be separated from political roles, including the development of tourist attractions in North Morowali district, especially Ungkea Beach. So in my opinion, in terms of the three economic, social and political spheres, this is quite good." (interview with the head of the tourism destination sector: Mrs. Maslin Hingkua, SE: 19 December 2023).

The same opinion was also expressed by the community who are also visitors to the Ungkea Beach tourist attraction, the following was stated by the informant:

"In my opinion, judging from the social environment, the community responds very well or positively regarding the development of Ungkea Beach tourism, because with the existence of Ungkea Beach tourism, I think it can contribute to improving the economy of the Ungkea village community, if the infrastructure and facilities are adequate, it can definitely contribute. improving the community's economy, by selling food or renting equipment used for swimming." (interview with Mrs. Titi Sari, Visitor: 29 December 2023).

Community acceptance of the development of the Ungkea Beach tourist attraction can be seen from the statement above, with a positive response from the community this can help to achieve policy objectives. This was also conveyed by another informant who was a tourist visitor to Ungkea Beach, namely Mrs. Gabriella, the following are the results of an interview with the informant:

"In my opinion, since the development of Ungkea beach tourism, the community is quite satisfied. However, infrastructure facilities need to be improved, especially those related to visitor needs, such as entertainment in the form of banana boats which is not yet available, entertainment like this can attract people to visit and with the large number of visitors who come, it can increase PAD for North Morowali district. "Therefore, with regard to the budget, I think that is the role of council members, because usually there are DPRD members who channel their POKIR through the development of the Ungkea tourist attraction." (interview with visitor Mrs. Gabriella: 12-29-2023).

From the descriptions above, it can be concluded that the development of the Ungkea Beach tourist attraction in terms of economic, social and political environmental aspects has gone well. This can be seen from the statements between the implementers and the community who agree with the policy regarding the development of tourist attractions at Ungkea Beach.

CONCLUSION

Judging from the dimensions of policy implementation by Van Meter and Van Horn (in Winarno, 2012; 168) (standards, measures of objectives and policies, resources, characteristics of implementing agents, attitudes/tendencies, communication between implementing organizations and implementing activities, and the economic environment, social, and political) shows that the implementation of the Ungkea beach tourism development policy is still not effective. This is because there are still shortcomings in

several aspects. Among them are the resources referred to in this case are human resources which are still limited, and secondly financial and other supporting infrastructure in the process of implementing the policy for developing the Ungkea Beach tourist attraction at the North Morowali district Tourism Office. As is known, the policy implementation dimension Van Meter and Van Horn (in Winarno, 2012; 168) is an inseparable system, so if there are still things that are not fulfilled between these systems, it can be concluded that the policy is not yet effective.

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**IMPLEMENTATION OF UNGKEA BEACH TOURISM OBJECT
DEVELOPMENT POLICY AT THE TOURISM OFFICE OF ...**

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