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Service Characteristics Model to Make Optimum Services in Investment Department and One-Stop Integrated Service of Ciamis Regency

 10.56457/pascidev.v1i2.1

Page: 55-68

 Authors:

Wasdi Wasdi, Benyamin Harits, Lia Muliawaty

 Read or Download:

 PDF

 Read Statistic: 36

Implementation of Waste Management Policy in Realizing Environmental Health in Kuningan District

(Study of Kuningan Regency Regional Regulation Number 04 of 2010 concerning Waste Management)

 10.56457/pascidev.v1i2.11

Page: 69-85

 Authors:

Deni Nurcahya, Kamal Alamsyah, Uyat Suyatna

 Read or Download:

 EN-PDF

 Read Statistic: 18

Evaluation of The Village Empowerment Policy / Kelurahan Mandiri Gotong Royong By The Community and Family Empowerment Agency Planning to Make Village Independence in Subang District

 10.56457/pascidev.v1i2.10

Page: 86-94

 Authors:

Sumarna Sumarna, Soleh Suryadi, R. Taqwaty Firdausijah

 Read or Download:

 EN-PDF

 Read Statistic: 34

Social Modality for Post Flood Disaster Cimanuk River in Garut Regency

 10.56457/pascidev.v1i2.8

Page: 95-102

 Authors:

Indra Kristian, Bambang Heru Purwanto, Yaya Mulyana Abdul Azis

 Read or Download:

 EN-PDF

 Read Statistic: 31

Tourism Policy Implementation Strategy In Pangandaran District West Java Province


 10.56457/pascidev.v1i2.14

Page: 103-120

 Authors:

Yagus Triana HS, Soleh Suryadi, Ali Anwar

 Read or Download:

 EN-PDF

 Read Statistic: 62



Tourism Policy Implementation Strategy In Pangandaran District West Java Province

Yagus Triana HS¹, Soleh Suryadi², Ali Anwar³

Program Doktor Ilmu Sosial, Universitas Pasundan, Bandung, Jawa Barat, Indonesia

e-mail: yagustriana@yahoo.com¹

soleh.suryadi@unpas.ac.id²

ali.anwar@unpas.ac.id³

ABSTRACT

This research is focused on study on strategy of tourism policy implementation in Pangandaran Regency, with problem formulation: 1) What factors cause tourism policy implementation in West Java Pangandaran regency not yet effective? 2) What policy strategy should be done for tourism policy implementation in West Java Province Pangandaran to be effective? The policy implementation analysis is using A Model of the Policy Implementation recommended by Van Meter and Van Horn (2005), then the theoretical analysis on which to reconstruct policy strategy is collaborative governance strategy, using the level and model of partnership from Wanna (2008) shared vision of participation, networking, and partnership. The research method used qualitative research method with a case study approach. The tourism policy development strategy ineffectiveness in Pangandaran Regency is caused by many factors: 1) The tourism development strategy aim and target in Pangandaran Regency, not yet clearly measurable, 2) Available resources, both human and financial resources in supporting the implementation of tourism development strategy is very minimal, 3) cross-agency coordination and cross-stakeholders made by the Department of Tourism and Culture has not been implemented effectively, 4) Inter-organizational communication, SOP (Standard Operating Procedure), and the working structure of tourism development strategy has not been implemented effectively, 5) Disposition or attitudes of executors related to understanding, capability, commitment and leadership quality in the implementation of tourism development strategy is not optimal, 6) Supporting capacity of social environment, economy and politics through DPRD and other SKPD support not yet optimal, 7) No clarity and normative certainty regarding the institutions responsible for the tourist areas management of. ping tourism in Pangandaran Regency of West Java Province is using collaborative governance strategy.

Keywords: : Strategy, Policy Implementation, collaborative governance

INTRODUCTION

The tourism sector is currently one of the leading sectors developed by many countries in order to increase their national income. Besides being able to increase national income, this sector has a huge impact on people's economic growth. In the world economy, tourism is currently seen as the most prominent sector, because it has a strategic influence on the economies of many countries. The role of tourism for national economic growth has a strategic position. Tourism development does not only increase the acquisition of foreign exchange (foreign exchange), but also as a catalyst for development that can have a positive impact on the creation and increase of employment and business opportunities, increasing tax revenue and national income (Gelgel,

In this regard, it stands to reason that in this era of regional autonomy, various regions through local government policies try to explore and develop various potentials that can spur an increase in the tourism sector. Even in the National Long-Term Development Plan (RPJPN) 2005-2025, the

direction of national tourism development is developed so as to be able to encourage economic activity and improve Indonesia's image, improve the welfare of local communities, and provide expansion of job opportunities.

The division of authority between the regions and the center was clearly visible when Law Number 23 of 2014 concerning Regional Government was passed. The regional government law states which are the duties and authorities of the center and which are the duties and authorities of the regions. Article 9 paragraph (3) of Law Number 23 of 2014 affirms that government affairs are divided between the Central Government and Provincial Governments and Regency / City Regions.

The division of the administration of government affairs is based on externality, accountability and efficiency by taking into account the harmony of the relationship between the levels of government. The implementation of these governmental affairs is the implementation of the authority relationship between the government and regional governments. It is realized that tourism development is not only the responsibility of the central government, but also a joint responsibility of the central government and local governments. The regional government as the holder of power and authority, of course, better understands the potential of the region, so that it will be more precise in determining tourism objects that need to be developed.

The decentralization and regional autonomy policies were carried out by the central government to give regional governments the authority to develop their regions independently and to solve problems that exist in each region by making the best use of the resources they have. The policies of decentralization and regional autonomy are an alternative solution considering that not all development problems can be resolved properly by the central government. Regional autonomy is believed to provide a good opportunity for regions to manage and utilize their regions more optimally. more than that, the regions will get a fair financial balance, so that in turn they will be able to improve the welfare of their people.

As one of the districts in West Java with the greatest potential in the tourism sector, making tourism a leading sector that generates the largest regional income, in Pangandaran Regency there are several tourist objects that have become tourist destinations for local and foreign tourists. Currently, the Regional Government (Pemda) of Pangandaran Regency has focused its attention on developing the tourism sector into a major sector in regional development. In the Regional Short Term Development Plan (RPJPD), the Regional Medium Term Development Plan (RPJMD) and the annual Renja of Pangandaran Regency, the tourism sector is one of the regional development priorities.

In practice, the development of tourism in Pangandaran Regency is currently constrained by the lack of attention from stakeholders towards the development of tourism objects from local governments, communities or businessmen, so that the management of the area has not been fully explored. Furthermore, the contribution of the tourism sector in the context of increasing public welfare tends not to be felt. The results of observations by researchers in the field show that the problems of tourism development in Pangandaran Regency can be identified as follows:

1. The condition of basic infrastructure, especially roads, is still lacking / poor, which makes accessibility to some areas difficult and hinders connectivity and development of inclusive development.
2. Not yet optimal accessibility to tourist destination areas in Pangandaran Regency. Until now, tourism access is available only by road, namely by road, while the condition of the existing roads is not so good as a whole. Thus, to develop the tourism sector in the future Pangandaran Regency requires access to other transportation such as airports, railways, toll roads and even ports.
3. The ineffective partnership of the local government (Pemda) with local communities and the industrial world in collaborating with the cultural values of the community. This can be seen from the lack of collaboration in cultural values in the tourism sector, such as through the media of the Ronggeng dance or other types that should be used as a driving force for tourism promotion in Pangandaran Regency.

4. The development of regional destinations in Pangandaran Regency is not yet optimal, this can be seen from the lack of facilities and infrastructure that can support tourism development, such as lodging for tourists, information facilities, banking, car and bus parking locations which are quite narrow, so that on holidays or On the big days, parking locations still cannot accommodate vehicles. The number of tourist vehicles even exceeds the parking space capacity so they have to park on the shoulder of the road. Therefore it can be said that the facilities in almost all tourist objects in Pangandaran Regency are still very minimal, even though the existence of supporting facilities can help development in increasing operating income.
5. The strategy of developing and structuring the tourism area of Pangandaran Regency is not yet effective. The strategy is built to produce a predetermined goal, as has happened in the Pangandaran beach area as the most favorite tourist destination, street vendors who are now in the core zone have been moved to the rear, but because the relocation of traders does not follow the tourist route, it is difficult for traders to interact with tourists. Over time, traders will return to the core zone. Finally, the relocation of street vendors and parking lots that cost millions of rupiah was squandered and became unkempt.
6. The development of tourism activities still focuses on developing aspects of natural destinations. There has not been any effort to create new non-physical tourism objects, such as developing their cultural potential, such as traditional ceremonies or other unique cultural processions.
7. Poor waste management, especially during the holiday season. The increasing number of tourists has made a lot of trash scattered in almost all tourist locations. Apart from the lack of awareness from tourists about the importance of beach cleanliness, it is also due to the lack of availability of trash bins around tourist sites.

To solve the problem of tourism development, a more optimal role of the Pangandaran Regency Government is needed in managing the tourism sector. Another thing that needs to be considered is that in the global context, competition in the world of tourism is getting tighter, so that the right strategy is needed that can encourage the ability and ability to compete with other tourist destinations, both regionally, nationally and globally. So far, tourism development in Pangandaran Regency has not been optimal, so it has not been able to increase tourist interest. As the results of researchers' observations, the ineffective implementation of tourism development policies in Pangandaran Regency is due to several factors as follows:

1. The lack of optimal coordination of institutions in the regions, gaps in apparatus and authority are still the main problems for the running of the government system so that the wheels of government are a little hampered from being able to adjust to other districts, especially in the implementation of tourism development policies.
2. The lack of support for human resources (human resources) in the implementation of technical work operations is indicated by the lack of maximum technical work pattern guidelines applied in the implementation of tourism development policies.
3. The implementation of communication and coordination among policy implementers is still not optimal, especially with regard to the implementation of coordination between SKPDs which is not yet intensive and sustainable, with good communication and coordination, the programs listed in the tourism development policy can be realized according to their goals.
4. The unclear work structure and work function assigned to the implementing parties of the policy, as a result, the relationship pattern and work norms become ineffective and even tend to be stagnant, resulting in ineffectiveness of the established tourism development policy programs.
5. The low participation of stakeholders in supporting tourism development policies is evident from the minimal participation of the community and even tends to be indifferent and not involved in these policies.
6. Not yet optimal implementation of integrated promotions carried out by both local governments and entrepreneurs in order to increase the dissemination of tourism information.

This is indicated by the absence of a planned information center, so that the dissemination of promotions is carried out individually.

Tourism potential in Pangandaran Regency as a tourist destination that has attractive tourist objects to develop, such as natural tourism, historical tourism, art and cultural tourism or other tourism has not been fully managed professionally, so the role of the government as a facilitator is very strategic in realizing these efforts. -Efforts towards the development of tourism, through four main things, namely; planning (planning) tourism areas or areas, development (development) of main and supporting facilities for tourism, issuance of tourism policies, as well as making and enforcing regulations (regulations).

The criticism that development is only in the interest of certain parties has made the government aware of the need for more ethical collaborative governance. Moreover, the urgency of the tourism sector as the locus of this research is based on the following considerations: First, the dilemma of regional autonomy in which local governments seek to increase their own local revenue, thus making the tourism sector the leading sector in the achievement of increasing local revenue (PAD); Second, there is a change in management perspective in the tourism sector which has experienced a shift from high-volume production of standard commodities to high-volume production of unique commodities. This means that the mass tourism management model invites and includes private and even foreign investors. Through the vision "Pangandaran Regency in 2025 becomes a global tourism district, a safe and comfortable place to live based on religious norms", in fact there are still many obstacles and major problems to be faced. The various problems above are the background for the research on: "Strategy for the Implementation of Tourism Policies in Pangandaran Regency, West Java Province".

Administration is a series of activities or processes controlling the way or system of cooperation of a number of people, in order to be effective and efficient in realizing common goals. Herbert (2012: 11) provides his opinion on administration as follows: "administration can be defined as the activities of group cooperating to accomplish common goals" (administration can be formulated as activities of groups of people working together to achieve common goals). Then according to Gulick (2011: 14) "administration has to do with getting things done, with the accomplishment of defined objectives" (administration regarding the completion of what to do, to achieve predetermined goals). Furthermore, according to Handayani (2013: 1) administration is:

Science is included in the group of "applied sciences", because its benefits only exist if the principles, formulas and arguments are applied to improve the quality of the various lives of the nation and state. While administration in practice or as an art in modern times is an activity process that needs to be developed continuously, so that administration as a means to achieve goals can actually play the role that is expected. "

Meanwhile Pasolong (2012: 8) argues that public administration is:

A complex combination of theory and practice, with the aim of promoting understanding of government in relation to the society being governed, and also encouraging public policies to be more responsive to social needs. From some of these opinions, researchers can conclude that public administration is a collaboration carried out by a group of people or institutions in carrying out government tasks to achieve government goals effectively and efficiently in order to meet public needs and services. The interpretation of public administration experts regarding the definition of public policy generally shows different interpretations. However, there are also those who have the same perception of the definition of public policy. The most popular definition of public policy or known to the public is the opinion of Dye (2008: 7) that public policy is "whatever governments choose to do or not to do" (whatever the government chooses to do or not do). Dye said, if the government chooses to do something, it must have a goal and the state policy must cover all government actions, not just the wishes of the government or government officials. Something that is not implemented by the government also includes state policy,

In contrast to the opinion of Federich (2010: 18) which defines policy as "an action that leads to the goals proposed by a person, group or government in a certain environment in connection with certain obstacles while looking for opportunities to achieve certain goals". Based on the opinions of various experts above, the researchers can conclude that public policy is a series of actions taken or not carried out by the government which is oriented towards certain goals in order to solve public problems or in the public interest. The policy to do something is usually contained in the provisions or legislation made by the government so that it has a binding and coercive nature.

Policies are created to regulate people's lives to achieve mutually agreed goals, and need to be communicated. Edward (2003: 10) reveals that policy communication has several dimensions, including: the dimensions of transformation or delivery of public policy information, clarity, and consistency. The better the coordination and communication between the parties involved in an implementation process, the less errors will occur and vice versa.

Furthermore, the policy according to Jenkins (2002: 23) is stated as follows:

A series of interrelated decisions made by a political actor or a group of political actors regarding the objectives chosen and the ways to achieve them in a situation where these decisions are basically still within the limits of the powers of the actors. Policy contains an element of action to achieve goals. Generally, these goals want to be achieved by a person, group or government. Policies certainly have obstacles but must look for opportunities to achieve the desired goals. Another definition of policy according to Friedrich (2001: 41) says policy is:

A series of actions or activities proposed by a person, group or government in a certain environment where there are obstacles (difficulties) and possibilities (opportunities) where the policy is proposed to be useful in overcoming them to achieve the intended goal.

Based on this opinion, policy is basically an action that leads to a specific goal and not just a decision to do something. Policies should be directed at what the government is actually doing and not just what the government wants to do. Policy implementation is a way for a policy to achieve its goals. According to Winarno (2008: 146) the implementation of public policies is defined as:

Actions in previous decisions. These actions include attempts to convert decisions into operational actions within a certain period of time as well as in order to continue efforts to achieve major and minor changes determined by policy decisions, carried out by public organizations and directed. to achieve the goals that have been set. This definition relates to none other than how policies can achieve these policy objectives through the form of programs and through derivatives. Derivates or derivatives from the intended public policy are through intervention projects and intervention activities. In a political system, public policies are implemented by government agencies. The agencies carry out the work day by day so as to lead to policy performance. The implementation of these policies can involve many actors so that a policy can be complicated. The complexity in the policy implementation stage is shown not only by the number of policy actors involved, but also by the variables involved in it.

According to Van Meter and Van Horn (2005: 99) there are six variables that influence policy implementation, namely:

1. Policy standards and objectives. Policy standards and targets must be clearly measurable so that they can be realized. If the standards and policy objectives are obscure, there will be multiple interpretations and it is easy to create conflicts among implementation agencies.
2. Resource. Policy implementation requires support from both human resources and non-human resources.
3. Relations between Organizations. In many programs, the implementation of a program requires support and coordination with other agencies.
4. Implementing agent characteristics. What is meant by the characteristics of the implementing agency is that it includes the bureaucracy, norms, and patterns of relationships that occur within the bureaucracy, all of which will affect the implementation of a program.
5. Implementor disposition. This implementor disposition includes three important things, namely: (a) the implementor's response to the policy, which will affect his willingness to

implement the policy; (b) cognition, namely understanding of policy; and (c) the intensity of the implementor's disposition, namely the preference for values that are owned.

6. Social, political and economic conditions. This variable includes environmental economic resources that can support the successful implementation of policies; the extent to which interest groups provide support for policy implementation; the characteristics of the participants.

However, there is one thing that is most essential in the implementation model according to Van Meter and Van Horn, which is that this model shows that policy implementation will lead to "performance". To achieve a policy, of course, a strategy is needed. According to Stanton (2014: 4) says strategy is a broad basic plan of an organizational action to achieve a goal. The plan to achieve these goals is in accordance with the external and internal environment of the organization. Likewise, Christensen (2013: 3) states that strategy is a tool to achieve competitive advantage. Furthermore, Porter (2012: 4) states that strategy is a very important tool to achieve competitive advantage. Meanwhile, according to Chandler (2012: 3) strategy is a tool to achieve organizational or organizational goals in relation to long-term goals, follow-up programs and priority allocation of resources.

From some of the reviews above, it can be achieved an understanding of the strategy that will be used in this research, namely a unified plan in the form of integrated and comprehensive programs to achieve the objectives of implementing tourism policies in Pangandaran Regency. However, with the limitations of the Pangandaran Regency local government, including limited human and financial resources, placing investors or private parties in an indispensable role to create and also develop facilities and infrastructure in the development of the tourism sector. Therefore, it is necessary to have a partnership between government and non-government or private organizations known as Collaborative Governance. according to Ansell and Gash (2007: 22) that Collaborative governance is:

A governing arrangement where one or more public agencies directly manage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to take or implement public policy or manage public programs or assets. (Collaborative governance is a series of arrangements in which one or more public institutions directly involve non-state stakeholders in a formal, consensus-oriented and deliberative policy-making process aimed at making or implementing public policies or regulating public programs or assets).

Slightly different with what was stated by Wanna (2008), according to Eppel (2013) that the transformation of collaborative governance, namely:

Could It is examined from the relationship between the pillars of governance which forms a continuum from informal to formal relationships. Where in the transformation process, it starts from the recognition of co-existence, then communication, cooperation, co-ordination to collaboration.

From the above opinion, according to Wanna (2008) that the stages of collaborative governance can be started from the following stages:

1. Building a Shared Vision (Shared vision); Every organization or community group that has the same interest in achieving certain goals must be based on a clear and challenging vision of the future.
2. Participative; KetStakeholder involvement in tourism management requires a clear structure. Active participation is an absolute prerequisite for the governance process to take place. After building a shared vision among stakeholders, each component will carry out voluntary holy participation without being ordered.
3. Network (Network); After the active participation of stakeholders, there is a need for a strong network among stakeholders to have a good relationship. Networking has been widely recognized by both academics and practitioners as an important form of multi-organizational governance.
4. Partnership (Partnership); The highest phase of collaboration is the establishment of partnerships between stakeholders involved in tourism affairs. The concept of collaboration

which shows the scale and level of intensity, as a continuation of participation will create a partnership.

The local government, especially Pangandaran Regency, with all its limitations, cannot carry out various tourism development programs on its own because of the limitations they have, both in the fields of capital or capital, human resources (HR) or management skills. Thus it is important for local governments to collaborate or partner with other actors, namely the private sector (private) and the community.

METHODS

This research was conducted using qualitative methods. Research using a qualitative approach is a research procedure by producing descriptive data in the form of written or spoken words from people and observed behavior. The theoretical foundation of qualitative research rests fundamentally on phenomenology and explores meaning in research. According to Patton (2009: 12) qualitative methods allow researchers to examine selected issues, cases or incidents in depth and detail, facts in the form of collections and are not limited by predetermined categories. This qualitative research is more specifically directed at the use of the case study method. Case studies were chosen because in general they can provide broad access or opportunities for researchers to study in depth, detail, intensive and comprehensive study of the unit under study. Basically, research with this type of case study aims to find out about something in depth. With the use of a qualitative approach, a research process can be carried out that reveals facts according to the current social situation or situation regarding how to implement a strategy for implementing tourism policies in Pangandaran Regency. This research uses data collection methods by conducting: literature study, in-depth interviews, field observations and FGD (triangulation). Data analysis is carried out in a process, the process means that implementation has started since data collection and is carried out intensively, namely after leaving the field. In addition to analyzing data, researchers also need to explore the literature in order to confirm or justify new theories that may be found.

RESULTS AND DISCUSSION

Factors That Cause The Implementation Of Tourism Policy In Pangandaran Regency, West Java Province Is Not Effective

Tourism development must be seen in a single effort to promote tourism. In this case, tourism development is expected to develop an institutional system that is supported by competent human resources through effectively enforced regulations. The determination of Pangandaran as a strategic area and at the same time as one of the centers of tourism growth in West Java requires a variety of innovative thoughts. Therefore, strengthening institutional capacities capable of accelerating tourism development, particularly in the context of destination management and institutional strengthening, are imperative.

There are at least four stages in the development of *Destination Management Organization* (DMO), namely the movement to increase the collective awareness of various stakeholders in the first stage so that they have the same perception in developing tourism destinations. The second stage is management development which includes structuring and planning a road map for tourism destination development. Meanwhile, the third stage is business development to encourage entrepreneurial skills so that local people can benefit from tourism activities. The final stage is organizational or institutional strengthening so that each stakeholder has a sense of belonging and responsibility towards the tourist destination. Research results are related to the strategy for implementing tourism policies in Pangandaran Regency, West Java Province, the researchers describe the following:

1. Policy standards and objectives (Policy Standards and Targets)

Implementation as a political and administrative process. The model describes the decision-making process carried out by various actors, where the final output is determined by the program material that has been achieved and through the interaction of decision makers in the context of

administrative politics. The political process can be seen through a decision-making process involving various policy actors, while the administrative process is seen through a general process of administrative action that can be investigated at a specific program level.

Apart from that, in terms of substance, the linkage between policies and various interests is an inseparable part and those interests will concern the interests of the institution and the implementers of the policies and the dimensions of the target content of the policy. Various interests will color a policy, so that the success or failure of a policy really depends on the interests that exist in the policy. The interests of various parties summarized in the contents of the policy greatly determine the success of policy implementation and the impact it causes. A policy will be implemented successfully if the objectives of the policy have an impact on individuals and interest groups where the policy applies.

This indicator argues that a policy in its implementation must involve many interests, and to what extent these interests influence its implementation, this is what we want to know. further with regard to the extent to which the level of clarity of the goals and targets contained in the tourism development policy in Pangandaran Regency. Tourism development must be seen in a single effort to promote tourism. In this case, tourism development is expected to develop an institutional system that is supported by competent human resources through effectively enforced regulations. The determination of Pangandaran as a strategic area and at the same time as one of the centers of tourism growth in West Java requires a variety of innovative thoughts. Therefore, strengthening institutional capacities capable of accelerating tourism development, particularly in the context of destination management and institutional strengthening, are imperative.

From the results of the research conducted, it can be analyzed that the direction of tourism policy has not reflected the non-physical infrastructure goals and targets, so that the wishes and expectations of external target groups have not been fulfilled, as a result the proportion of the carrying capacity of tourism stakeholders in tourism development in Pangandaran Regency tends to be stagnant. Whereas tourism development which refers to the tourism development policies and strategies of Pangandaran Regency requires participatory implementation through input and responses from interest groups related to tourism development in the form of program recommendations capable of supporting tourism development in Pangandaran Regency in a participatory manner. Likewise with the development of promotions and tourist destinations, has not been implemented optimally. This is understandable because the priority of tourism development in Pangandaran Regency is still focused on physical infrastructure development.

However, apart from the various problems that occur, it can also be analyzed that the tourism development policy in the first stage, which starts from It is hoped that improving the quality of tourism infrastructure will lead to the formation of collective awareness of the community and various stakeholders so that they have the same perception in tourism development in Pangandaran Regency. To be able to maximize the standards and targets of tourism policies, the strengthening of regulatory aspects must be implemented optimally. Strengthening policy instruments and strengthening the tourism regulatory system in the utilization and development of functions area to support tourism potential. The basic weakness of the bureaucracy is none other than the weakness in the coordination system. In government, many cross-sectoral policies are neglected due to bureaucratic problems. If you want to overcome this problem, it is necessary to build a coordination system so that the relevant sector provides strong support for policies and programs to achieve tourism goals and targets and is effective in resolving existing problems.

2. *The resources and incentives made available (Resource)*

Policy implementation requires support from both human resources and non-human resources. Support for the availability of qualified, professional, knowledgeable human resources who have experience in managing an organization or institution so that it can run optimally is indispensable. To respond to this trend, each tourist destination (destination) is required to be able to improve the quality of human resources, because it is actually the quality of human resources that

is believed to directly determine the quality of tourism products and services. This means that improving the quality of human resources is one of the keys to winning the increasingly competitive global competition.

Humans are the most important resource in determining the success of a policy implementation both in quality and quantity. Each stage of implementation requires quality human resources in accordance with the work indicated by policies that have been determined politically. For example, a national scale policy will require a lot of human resources with the quality of human resources that can be seen from the level of education and experience. In addition, financial resources and time are important considerations in the success of policy implementation. Financial resources are related to how much funds are budgeted for a policy. Of course, the larger the scale of a policy, the greater the budgeted funds will be. These financial resources will ensure the sustainability of the policy going forward. Likewise, time resources, facilities and infrastructure must also be considered so that a policy can run according to the targeted time with facilities and infrastructure that support the implementation process.

From empirical facts it can be analyzed, that the capability of the Pangandaran Regency Tourism and Culture Office apparatus, as the implementor of tourism development policies, is still not optimal. Not only because of the aspect of educational qualifications, although practically they already have a good understanding of the various development programs that have been determined, the integrity of the activity implementers must be continuously improved. Of course there are many things that can affect the integrity of the activity implementers, as individuals need individual strengthening, as stated by Van Meter Van Horn, individual strengthening can be done by training and specific skills, providing professional personnel, recruiting and maintaining competent staff, and paying attention to an effective compensation structure.

Responding to this human resource problem, the documentation study conducted by the researcher shows that the Pangandaran Regency Tourism and Culture Office has conducted an education and training mapping for employees directed to support tourism understanding and competence, to improve employee capabilities. However, due to budget problems, the mapping of employee training and training has not been maximally carried out. Furthermore, the strategic role of the budget is increasingly prominent as it is a tool for determining future income and expenditure, aiding in decision making and development planning, authorizing future expenditures, as a means of developing standard measures for job evaluation, a tool for employee motivation, and a coordination tool for all activities of various work units in the government bureaucracy.

The tourism development policy in Pangandaran Regency certainly requires budget support in the realm of implementation. Budget support, which is mainly contained in the APBD document, is so important because the implementation of all accelerated tourism development programs rests on the availability of a budget to finance various development programs and projects. The documentation study conducted by the researcher shows that the picture of the Pangandaran district tourism development budgeting, can be said to be still far below the need, so that it cannot fulfill the plans of the Tourism and Culture Office to carry out various development programs, including tourism marketing development programs, tourism destination development programs, programs development of partnerships, and creative economy facilities and infrastructure development programs.

From the results of interviews and documentation studies as described above, it can be analyzed that budget resources are a critical point that must be considered in all sectors, be it the substance of the activities of acceleration programs in the form of tourism infrastructure development, tourism facilities, as well as increasing the institutional capacity of tourism stakeholders, so that phase by phase of tourism development can lead to achieving the vision of making Pangandaran Regency a global tourism district. The limited amount of the budget certainly affects the implementation of the role of the Tourism and Culture Office in tourism development, including the provision of facilities and infrastructure for tourism objects to be not optimal, the limited efforts to promote tourism potential effectively. Although the amount of budget owned by

an agency does not always affect the effectiveness of the agency's role in development, it cannot be denied that the budget limitation factor is a separate obstacle for the Pangandaran Regency Tourism and Culture Office in developing tourism potential. Especially if you look at the condition of tourism in Pangandaran Regency which is still at the stage of development, of course the need for a budget to organize tourism is an urgent need,

Budget limitations in the development of the tourism sector clearly have an impact on the not yet optimal tourism infrastructure in Pangandaran Regency. One of the factors that influence tourism development is the availability of tourism infrastructure. The existence of a tourism infrastructure certainly affects the process of implementing tourism development programs that will be implemented. Another thing is that not all tourism objects in Pangandaran Regency are in strategic areas. Therefore, it is necessary to increase accessibility through good facilities and infrastructure, not only road access to tourism objects that are damaged but also the access road connecting axles with other areas is damaged. The results of the observations made indicate that the condition of infrastructure repair in the form of connecting roads is in the construction and repair stage, although only a small proportion of the access needed. This of course is very disturbing and endangers the safety of tourists who want to visit tourist objects that are scattered in various areas of Pangandaran Regency.

Not only road conditions, supporting facilities and infrastructure are still inadequate. The existence of hotels and inns, restaurants and restaurants as well as travel agents and tour guides is still inadequate. Although various types of inns and restaurants have started to penetrate various tourist areas in Pangandaran Regency, in general they have not met the quality standards. For example, star hotels are still very minimal, then restaurants and restaurants, most of which have not met the standards set by PHRI. Even though there are many restaurants with various types, the facilities for tables and chairs, services and sewerage are still classified as not meeting standards. Empirical facts show that most hotel and restaurant staff do not have certain certifications as required by PHRI. Even for travel agencies, in Pangandaran Regency there is only 1 (one) travel agent and tour guide, mostly only collaborating with travel agents from Bandung and Yogyakarta.

3. *The quality of inter-organizational relationships (Relations between organizations)*

Implementation of a program requires support and coordination with other agencies. Every policy will be implemented properly if it happens effective communication between stakeholders involved in implementing the policy. The aims and objectives of the policy must be well socialized so as to avoid policy distortions. This is also needed due to the fact that the higher the target group's knowledge of a policy or program will reduce the level of rejection or error in implementing the policy in the real domain. In terms of socialization, it is also necessary to look at the method and intensity of communication in the socialization.

Communication within the framework of conveying information to policy executives about what are the standards and policy objectives must also be consistent and uniform from various sources of information. If there is no clarity and consistency and uniformity of a standard and policy objectives, then the standard and policy objectives are difficult to achieve. With that clarity, policy implementers can know what is expected of them and know what to do. Apart from that, there are many programs available need support from other agencies, it is necessary for that coordination both between agencies. The area or extent of the scope of decision making (site decision making) concerns how far policy is decentralized for its implementation or, on the other hand, how much control of the political center or government bureaucracy over policy. The greater the policy involving central control or the more bureaucratic elements needed for decision making, the more difficult the policy implementation will be. Thus the content of the policy must be able to describe the decentralization of authority or responsibility for implementation to ensure the achievement of policy objectives. The first parameter of this dimension relates to decentralization

Thus, the prospect of effective policy implementation is largely determined by communication to policy implementers accurately and consistently (accuracy and consistency). In addition,

coordination is a powerful mechanism for policy implementation. The better the communication coordination between the parties involved in policy implementation, the smaller the errors will be, and vice versa. The Tourism and Culture Office, which is supposed to play a role as a designer and implementer of policies, does not have a dominant role in tourism development planning in this first stage, namely the development of tourism infrastructure and facilities. However, on various occasions, the Regent of Pangandaran and all official officials, especially Disparbud, have always socialized the accelerated development program for tourism development in Pangandaran district, on various occasions, including the use of print and electronic media.

In realizing the objectives of implementing tourism, it is necessary to integrate the roles of the Regional Government, business entities and society, in a harmonious, harmonious and balanced manner in order to realize the tourism potential of Pangandaran Regency to compete at the national and international levels. The potential for regional tourism which is utilized as tourism objects and attractions can be in the form of natural conditions, flora, fauna, regional culture of Pangandaran Regency and national culture both in the form of ideas, social life and in the form of human works.

However good a policy, without the support and participation of tourism stakeholders, cannot be maximally implemented. Support and participation from stakeholders and the public can be pursued by the leading sector in the form of intense communication and socialization carried out in a planned and directed manner. Communication and outreach is carried out from the beginning of the planning process, to absorb various alternative development programs according to the needs and readiness of the implementers. Thus, whatever programs are planned as the devariat of tourism development policies, can be realized, through the full support of stakeholders and the community.

After conducting interviews with several informants, it can be analyzed that the problems that arise are related to the commitment of the Head of the Office in empowering tourism stakeholders as target groups through the initiation of various superior programs designed as a complete unit in the draft planning draft so that tourism development policies will become populist for stakeholders. tourism. Indications of the strength of this commitment do not appear to have met expectations.

4. *The characteristics of the implementation agencies (characteristics of the executing agent)*

The characteristics of the implementing agency include the bureaucracy, norms, and patterns of relationships that occur in the bureaucracy, all of which will influence the implementation of a program. The focus of attention on implementing agencies includes formal organizations and informal organizations that will be involved in policy implementation. This is important because the performance of policy implementation will be greatly influenced by the characteristics of the implementing agents. This is related to the context of the policy to be implemented. In some policies, strict and disciplined policy implementers are required. In other contexts, a democratic and persuasive executing agent is needed. In addition, the bureaucratic structure in the implementing organization must also be considered because the complex bureaucratic structure in an organization can become an obstacle to the effective implementation of policies. The aspect of bureaucratic structure includes two important things, namely the mechanism and structure of the implementing organization. The implementation mechanism has usually been established through a standard operating procedure (SOP) which is included in the policy / program guidelin. A good SOP includes a clear, systematic, non-convoluted framework and is easy to understand by anyone because it will become a reference in the work of the implementers.

In the meantime, efforts have been made to make efforts to avoid complicated, lengthy and complex matters. The organizational structure must ensure that there is a decision-making process for an extraordinary event (outside the procedure) quickly and be able to respond to policy developments quickly. Because Therefore, the structure must be designed in a concise and flexible manner, avoiding a weberian structure that is too rigid and hierarchical. However, related to the authority in managing tourist destinations in Pangandaran Regency, an informant from the DPRD member element revealed that until now there was no clarity on the party responsible for managing the tourist area, as happened in the Pangandaran beach area, there was no clear regulation on how

the area was. The beach is managed, and there is no single SKPD that is responsible for managing the west coast and east coast of Pangandaran, which are the leading destinations.

The capacity of the implementing elements is an indicator of the capacity of the institution in implementing programs that can influence policy implementation. The activities of the implementers, their expertise, dedication to their duties, support of political elites and access to adequate resources will increase the ability of policy implementers to overcome various demands arising from the implementation of policies for which they are responsible. The ability of the implementers to formulate objectives will determine the impact resulting from policy implementation. Whether objectives are clearly stated or ambiguous and whether political and administrative officials agree on the objectives based on sufficient capacity.

From the results of observations made, it seems that Pangandaran Regency does not yet have a body with a nomenclature as intended. Therefore, the formation of the BPPID in Pangandaran Regency has become an urgent need for the development of the tourism sector, because the existence of BPPID will be a component of strengthening the network of the tourism industry and the tourism community in Pangandaran. Then it can also implement Return for Nature Theory. Although the sound does not say so, from the syllogism that income from the tourism industry must be returned for the development of the tourism industry in the future can be found.

The implementation of regional tourism promotion that has not been worked out optimally can be seen from the data on the visits of foreign tourists and local tourists visiting Pangandaran Regency. The tourism promotion element is expected to be the main tool for making destinations to Pangandaran Regency. In carrying out its role as a leading tourism development sector, the Pangandaran Regency Tourism and Culture Office requires full support from the community as one of the parties that is in direct contact with tourists in each tourist attraction. Based on the observations that have been made, it shows that some people do not yet have the tourism mindset as expected, so this affects the effectiveness of the role of the local government as a motivator and dynamist in tourism development.

5. *The disposition or response of the implementers (Implementor's Disposition)*

The implementor disposition includes several things such as the implementor's response to the policy which will then influence his willingness to implement the policy properly. Where the response is influenced by the implementor's understanding of the policy and the intensity of the implementor's position. Disposition also refers to the character attached to the policy implementer. The important characteristics of the implementor are commitment, honesty and democracy. Implementers who are highly committed and honest tend to survive among the obstacles they encounter in policy implementation. Honesty directs implementers to stay on the "flow" of the policies that have been determined. His commitment and honesty will also bring him more enthusiasm in implementing every stage of the policy consistently. The democratic attitude of the implementor such as sharing with the target group will increase the good impression of the implementor in front of the target group. This attitude can also reduce resistance from the community and foster a sense of trust and concern for the target group on what the implementors say and do about a policy.

The Tourism and Culture Office as a policy implementor understands very well that there are various groups with an interest in tourism development policies, which in itself will assist the Tourism Office in developing the tourism sector, so that good cooperation through active involvement of these interest groups in various work programs has been formulated, will make it easier for local governments to accelerate the achievement of tourism development goals in Pangandaran Regency, under the coordination of the Tourism and Culture Office of Pangandaran Regency. The response of the implementors to the policy, which will affect their willingness to implement the policy, namely their cognition or understanding of the policy and the intensity of the implementor's disposition, namely the value preferences they have, is the next dimension of policy content. A policy that wants big changes, the more difficult it is in its implementation. In this case, a

major change which is the goal of a policy, there will be difficulties in achieving the goal. The expected rate of change of the policy will influence the difference in the level of behavior. Certain programs require a long adaptation to be accepted because they require a relatively long process of understanding, so that they can lead to changes as expected in the content of policies. Meanwhile, there are programs that do not take long to adapt and get sufficient support and participation from the recipient of the policy.

From the description above, it can be analyzed that this condition shows the commitment and understanding of some of the tourism community that is not yet optimal, so that the tourism problem always offers various problems that are increasingly acute, and increasingly difficult to solve. However, it is recognized that apart from the various problems that arise and are being handled by the local government through the related SKPD, paying attention to the characteristics of tourist objects and attractions, and community traditions, as well as the demands of the tourism market being faced, tourism development in Pangandaran Regency always pays attention to several principles, namely; The principle of sustainability of tourism itself,

Meanwhile, the success of tourism development policies in Pangandaran Regency can be assessed from the perspective of the implementation process and the perspective of the results. From a process perspective, a government program is said to be successful if its implementation is in accordance with the guidelines and implementation provisions made by the program maker which include, among other things, implementation methods, implementing agencies, target groups and program benefits. Meanwhile, from the results perspective, the program can be considered successful if the program has the desired impact. A program may be successful seen from the point of view of the process, but may fail in terms of the resulting impact, or vice versa.

6. *The economic, social and political environment (Social, political and economic conditions)*

The last thing that needs to be considered in order to assess the performance of policy implementation is the extent to which the external environment contributes to the success of public policies. Social, economic and political environments that are not conducive can be a source of problems for the failure of the performance of policy implementation. Therefore, efforts to implement policies require a conducive external environment. Regarding the social and cultural conditions of society, the developing political situation or political power, the economic resources of the community or the livelihoods of the majority of the people, it is necessary to pay attention to this so that a policy can be implemented properly and can achieve the stated goals. Public policy does not exist in a vacuum, according to Grindle. The theme that appears in a number of case studies is the extent to which political and administrative regimes are committed and have the power to implement policies that have been made. In this context, decentralization occurs or vice versa, controlled from the center of political power or the government bureaucracy.

It is true that the matter of developing tourism is a joint affair of the local government and related SKPD, but the interest in implementing tourism development policies should be the authority of the Tourism and Culture Office. This reflects that the authority of political power is still very strong, the innovation of the Tourism and Culture Office as a leading tourism development sector which is a reflection of decentralization has not appeared to be carried out by the Pangandaran Regency government. The guideline and development objectives are still top down as a manifestation of centralized politics at the district level government scale. On the other hand, the Department of Tourism and Culture as the implementer of tourism development policies requires strong authority in obtaining protection from political interests that may arise in the tourism sector.

Furthermore, the issue of accessibility of tourism stakeholders to funding sources that will assist them in implementing various programs and activities that support institutional strengthening, is not clearly accommodated. In fact, the institutional strengthening program is one of the accelerated programs that the Regent has always socialized on various occasions

Measuring the performance of the implementation of a public policy must pay attention to organizational and environmental variables. This attention needs to be directed because through the

selection of the right policy, the community can participate in making an optimal contribution to achieve the desired goals. Furthermore, when the selected policy has been found, an implementing organization is needed, because within the organization there are authorities and various resources that support the implementation of policies for public services. Meanwhile, the policy environment depends on its positive or negative nature. If the environment has a positive view of a policy, it will generate positive support so that the environment will influence the success of policy implementation. Conversely, if the environment has a negative view, there will be a clash of attitudes, so that the implementation process is threatened with failure. More than these three aspects, compliance with policy target groups is a direct result of policy implementation that determines its effect on society. The tourism development policy initiated by the Pangandaran Regency Government is implemented by the Tourism and Culture Office, as well as other technical SKPD support related to the development of tourism infrastructure and facilities which are supported by the amount of the budget from the Regional Revenue and Expenditure Budget which is normatively a joint product of the regional government together with the DPRD in the form of local regulation. compliance with policy target groups is a direct result of the implementation of policies that determine their effects on society. The tourism development policy initiated by the Pangandaran Regency Government is implemented by the Tourism and Culture Office, as well as other technical SKPD support related to the development of tourism infrastructure and facilities which are supported by the amount of the budget from the Regional Revenue and Expenditure Budget which normatively is a joint product of the regional government with DPRD in the form local regulation. compliance with policy target groups is a direct result of the implementation of policies that determine their effects on society. The tourism development policy initiated by the Pangandaran Regency Government is implemented by the Tourism and Culture Office, as well as other technical SKPD support related to the development of tourism infrastructure and facilities which are supported by the amount of the budget from the Regional Revenue and Expenditure Budget which is normatively a joint product of the regional government together with the DPRD in the form of local regulation.

The process of preparing the APBD begins with the preparation of the RKPD which is the authority of the regional government, in this case the Regent, in the next process the full authority still rests with the Regent to submit a General Budget Policy and Temporary Budget Ceiling Priority (PPAS) to the DPRD for joint discussion. The power possessed by local governments to formulate budgets in favor of tourism development policies can be used in terms of the substance of which activities are prioritized for financing, whether this tourism development policy is a priority or not. However, the authority then belongs to the DPRD to discuss this General Budget Policy and also to determine priorities for activities that are mutually agreed upon between the Regent and the DPRD.

At this stage, it becomes a critical stage for the occurrence of a tug of war between the government and the DPRD, which have different constituent bases, both in the electoral district and the "market" of their voters. A tug of interest occurs in the menu of tourism development activities to be selected in the embodiment of tourism development policies. In the discussion process, when it has reached common ground and is mutually agreed upon, it will produce a KUA-PPAS document which will serve as a guideline for the preparation of the RAPBD. The next process is the preparation of the draft APBD which is still under the authority of the Regent, so at this stage a technical approach is carried out to compile the RAPBD and of course also the entry point for the political interests of regional heads and deputy regional heads who have power in the executive.

The draft APBD is then discussed with the DPRD, and here the power belongs to the government and DPRD to carry out discussions as well as determine and decide on activities to be carried out as the actualization of tourism development policies. So in its implementation, policies that are translated into various activities financed by the APBD will be influenced by elements of power who have their respective interests in various activities that will be carried out by the Tourism and Culture Office and related SKPD. From the results of the interviews it can be analyzed, because legislative members also have budgetary rights, the political approach in determining targets cannot

be ignored. The fact is that the DPRD has constituents whose aspirations must be fought for so that sometimes it no longer focuses on an objective orientation towards development goals and objectives. This is mixed with the interests of regional heads, who are also political officials. Musrenbang is ideally implemented based on a bottom-up planning approach which involves deliberations on development planning at various levels.

The good impact is that at the stage of implementing this tourism development program, it will be supported by elites who have an interest in the extent to which the community receives the benefits. It is important here that if an activity has been clearly designed starting from its nomenclature and performance targets and targets, in other words, fulfilling the aspects of a technocratic and straightforward bottom-up approach, then even the owner of authority finds it difficult to influence. Seeing this, the strategic point is also at the level of local government, namely in the flow of tourism development policies, which are mostly carried out by the Tourism and Culture Office, with the structure, main tasks and functions very clear and well-established.

Based on the description above, the results of the study indicate that there are factors that cause the implementation of tourism policy in Pangandaran Regency, West Java Province, which is not yet effective, namely:

- a. The goals and targets of the tourism development strategy in Pangandaran Regency are not clearly measurable.
- b. The available resources, both human resources and financial resources to support the implementation of the tourism development strategy are minimal.
- c. Coordination across agencies and across stakeholders carried out by the Tourism and Culture Office has not been carried out effectively.
- d. Communication between organizations, SOPs (Standard Operating Procedures), and work structures has not been implemented effectively.
- e. The disposition or attitude of the implementers related to understanding, capability, commitment and leadership quality in the implementation of tourism development strategies is not optimal.
- f. The carrying capacity of the social, economic and political environment through the DPRD and the support of other SKPDs is not optimal.
- g. There is no clarity and normative certainty regarding the institutions responsible for managing tourist areas.

Strategy policies that must be done so that the implementation of tourism policies in Pangandaran Regency, West Java Province is effective

Pangandaran Regency is a major tourist destination in West Java, and is included in one of the National Strategic Areas (KSN). Before determining an effective strategy in implementing tourism policy in Pangandaran Regency, the first step taken by the researcher was to analyze the internal and external factors of the tourism policy implementation strategy through an analysis of the strengths, weaknesses, opportunities and threats faced by Pangandaran Regency. The SWOT analysis model is based on logic that maximizes strengths and opportunities, and simultaneously minimizes weaknesses and threats. By knowing the internal factors, namely (strengths and weaknesses), it can reduce weaknesses and at the same time maximize strengths. Likewise with external factors, namely opportunities and threats, when threats are minimized, they can be enlarged by opportunities.

1. Internal Environmental Analysis

Based on the analysis carried out on the internal environment, it can be identified the strengths and weaknesses that are owned, related to the tourism policy implementation strategy in Pangandaran Regency. Because they are internal, all these strengths and weaknesses are in the long term local government capacity for influence it.

2. External Environmental Analysis

As is the case with internal environmental analysis, then environmental analysis External factors also consist of two factors, namely, the opportunity factor and the threat factor. Due to their external nature, most of the opportunities and threats are beyond the reach of local governments to influence them, or at least the ability of local governments to influence the opportunities and threats is more limited and needs to be addressed in a focused and gradual manner.

Based on the total score generated by the opportunity factor of 1.796 and the threat factor of 1.182. So that the total score of the overall analysis of the external strategic factors of the tourism sector in Pangandaran Regency is 2.978. Based on the results of the weighting and rating carried out through the IFAS and EFAS SWOT analysis, the total final value of strengths, weaknesses, opportunities and threats can be obtained as follows:

Table 4.1
Recapitulation of IFAS and EFAS Calculation Results

No.	Description	Total value
1	External Factors	
	a. Opportunities	1,796
	(Opportunities)	1,182
	b. Threats	
2	Internal factors	
	a. Strength (Strength)	1,369
	b. Weakness	1,616

From the table above, it can be seen that the results of the acquisition of a strength score are greater than the weaknesses. Likewise with the acquisition of an opportunity score, which is greater than the threat.

- $Opportunities - Threats = 1.796 - 1.182 = 0.614$
- $Strengths - Weakness = 1.369 - 1.616 = -0.247$

SWOT analysis

The results above are then used as a reference for the formation of a SWOT analysis to see the potential position of the Pangandaran Regency tourism sector as follows:

It is hoped that Pangandaran Regency will be able to align itself with other areas in tourism development. There is desire and passion to carry out various accelerated tourism development programs, so as to have an impact on improving the welfare of the community through the wise use of the potential of natural destinations that are scattered in 9 (Nine) Districts. After knowing the inhibiting factors that cause the policy implementation strategy to be ineffective as the results of the SWOT analysis conducted by the researcher above, the researcher then tries to provide alternative solutions to the Pangandaran Regency Government as an effort to achieve the effectiveness of the tourism policy implementation strategy to be effective, namely through the Collaborative strategy. governance, at the same time also looks for weak points in strategy implementation seen from the intended collaborative governance framework, to then look for alternative strategies that can be implemented so that the implementation of tourism policies is effective.

Collaborative governance strategy is a form of three-sector partnership between the government, the private sector and the community in developing tourism policies that allow implementation. The three-sector partnership is generally driven by a mixture of self-interest motives with the desire to realize the common good. These three sectors tend to state that cooperation between them is motivated by the urge to answer various social problems that are increasingly complex and impossible to be resolved by each institution or by cooperation between the government and one of the other sectors.

The application of a collaborative governance strategy opens opportunities for the local government of Pangandaran Regency as the youngest autonomous region in West Java to develop

local policies wisely. However, the implementation of this policy has not been maximally implemented because the existence of new autonomous regions is not accompanied by adequate human and financial capacity. This was responded to as a possibility for the regional government to initiate cooperation with the private sector as an alternative solution to the resource problems faced, through the concept of collaborative governance. There are three things that encourage the government to implement a collaborative governance strategy, especially the problem of limited human and financial resources, efficiency and effectiveness of government and government accountability to the community. As a newly developing area, of course the Pangandaran Regency government cannot rely on the performance of tourism development by relying entirely on existing resources. The local government of Pangandaran Regency needs positive energy from the private sector and the community to invest not only in material form but also in the form of soft skills, increasing the skills and skills of human resources to carry out various accelerated tourism development programs in Pangandaran Regency.

The concept of collaborative governance has a wider scope than partnerships. The highest scale of collaborative governance is having the same viewpoint with the partnership principle. Therefore, conceptually it can be assumed that partnership is the highest achievement of the collaborative governance stages. The collaborative governance model is a process that ends with the realization of partnerships among stakeholders so that partnerships are the final result of the collaborative governance process. In this study, it shows that collaborative governance does not just happen by bringing out the characteristics as suggested by these experts. Consensus and deliberation just happen without any preparation because they are bound by the same interests, likewise combining resources and materials is not absolutely necessary because the activities carried out are still simple in nature. Then for an equal relationship also does not have to occur, because stakeholders do not have the same ability to collaborate.

CONCLUSION

1. The factors that cause the implementation of tourism policies in Pangandaran Regency, West Java Province not yet effective are: (a) The goals and targets of the tourism development strategy in Pangandaran Regency are not clearly measurable. (b) The available resources, both human resources and financial resources to support the implementation of the tourism development strategy are minimal. (c) Coordination across agencies and across stakeholders carried out by the Tourism and Culture Office has not been carried out effectively. (d) Communication between organizations, SOPs (Standard Operating Procedures), and work structures has not been implemented effectively. (e) The disposition or attitude of the implementers related to understanding, capability, commitment and leadership quality in the implementation of tourism development strategies is not optimal. (f) The carrying capacity of the social, economic and political environment through the DPRD and the support of other SKPDs is not optimal.
2. There is no clarity and normative certainty regarding the institutions responsible for managing tourist areas. The results of the SWOT analysis show that Pangandaran Regency has several strengths related to the tourism policy implementation strategy, namely: a) There is commitment and hope with the government, private sector and the community in tourism development, b) Community support and environmental conditions that are very supportive of tourism development. While the inhibiting factors faced are: a) Policy regulations are still unclear, b). Budget resource support in the implementation of tourism policies is inadequate, c) Support for the quality and quantity of human resources in tourism policies is not optimal, d) Support for the role of government, private sector and society is not optimal and e) Not optimal coordination among stakeholders of tourism policy stakeholders. However, there are also opportunities faced, namely: Based on the results of the SWOT analysis carried out, then sEffective policy strategies in developing tourism in Pangandaran Regency, West Java Province is to use the Collaborative Governance strategy. The need for collaboration between the government, the private sector and the public at this time still tends to be adaptive to meet immediate needs. Although among the

three there are similarities in the need to improve the existence of their institutions, the cooperation that has been built has not shown equality among stakeholders, the dominance of the government is still visible, so there is a need for proportional cooperation between the three sectors: local government, the private sector and the community.

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 2. Law of the Republic of Indonesia Number 23 of 2014 concerning Regional Government.