

The Role of Religious Tourism in The Implementation of Tourism Policy

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ABSTRACT. Implementation of tourism policy can be communicated effectively through the role of institutions in the context of religious tourism management, the tourism sector in cultural or religious tourism through regional policies can run optimally according to the objectives of social and economic benefits. The reality of policy implementation is not fully communicated well, especially in religious tourism with a level of visitation that is no less high than other tours. This is in accordance with the reality of religious tourism in the East Java region which can be used as a pilot for religious tourism empowerment. This article will analyse the implementation of regional policies towards the development of religious tourism. This research uses a qualitative approach, with a literature review study, analysing the communication model as a component of policy implementation. Through the context of tourism development policy implementation, this research will examine the potential of culture as a tourist attraction for tourists and the implementation of policies that support development. The results of the analysis of policy implementation with a cultural background in communication are expected to make effective and efficient communication, especially through digitalisation.

KEYWORDS: policy, implementation, cultural, tourism, management

INTRODUCTION

Policy in Tourism Development in East Java through Regional Regulation, Peraturan Daerah Provinsi Jawa Timur Nomor 6 Tahun 2017 Tentang Rencana Induk Pembangunan Kepariwisata Provinsi Jawa Timur Tahun 2017– 2032. There is a Provincial Tourism Strategic Area, Kawasan Strategis Pariwisata Provinsi (KSPP) policy, the context of sectoral implementation and the type of destination in the form of religious tourism. the reality of religious tourism in several destinations has a high level of visitation, the religious tourism of the Sunan Ampel Mosque and the pilgrimage to the tomb of Sunan Ampel are the most visited locations, this is stated in research on the influence of image and subjective norm (Sintesa Aulia Ramadhani, 2019). However, destinations as objects in the implementation of management policies, there are still problems in management, as happened in Sunan Giri religious tourism with two foundations as managers. The potential development of religious tourism is not implemented as the direction of the policy, based on this, the formulation of the problems in this study are 1) how the implementation of tourism policy on religious tourism, 2) how the role of religious tourism in implementing the KSPP policy.

METHODS AND MATERIALS

This research uses a qualitative approach with a literature study, policy implementation analysis that examines the management and coordination of implementation components, namely, communication, resources, disposition, bureaucratic structure.

Etymologically implementation according to Webster's Dictionary, to implement, means to carry out something. Policy implementation is a practical stage in contrast to formulation, problem formulation

or policy formulation as a theoretical stage (Arwildayanto, 2018). Another definition is "to provide the means for carrying out; and to give practical effect to".

Table Taxonomy of Policy Implementation Theory
(Source: Tjilen, 2019)

No.	George C. Edwards III	Van Meter dan Van Horn	Mazmanian dan Sabatier
1	Komunikasi	Komunikasi antar organisasi dan penguatan aktivitas	Kejelasan dan konsistensi tujuan aturan keputusan dari implementor
2	Sumber daya	Sumber daya	Ketepatan alokasi sumber daya rekrutmen agen pelaksana
3	Disposisi	- Karakteristik agen pelaksana - Disposisi implementor	Dukungan publik Sikap dan sumber-sumber yang dimiliki konstituen Dukungan penguasa
4	Struktur birokrasi	Standar dan sasaran kebijakan	Integrasi agen pelaksana
5		Kondisi lingkungan sosial, politik dan ekonomi	Sosio ekonomi dan teknologi

In the table above quoted from (Tjilen; 2019) regarding the taxonomy of policy implementation theories, it is explained, among other things:

1. George C. Edwards III; communication, resources, disposition, and bureaucratic structure.
2. Van Meter and Van Horn, in more detail, namely; inter-organizational communication and strengthening of activities, resources, characteristics of implementing agents and disposition of implementers, policy standards and targets, including social, political and economic environmental conditions.
3. Mazmanian and Sabatier; clarity and consistency of objectives of decision rules from the implementer, accuracy of resource allocation for recruitment of implementing agents, public support, attitudes and resources owned by constituents and support from the authorities, integration of implementing agents, socio-economics and technology.

Several components in the taxonomy above, the general concepts of communication, resources, disposition and bureaucratic structure are the main parts with other reinforcements related to social conditions. Contextualization in communication as strengthening the three concepts above, namely the context of communication in general, and is more focused on communication between organizations and strengthening activities as well as clarity and consistency of objectives of decision rules from implementors. So that communication becomes an element of policy implementation and becomes a concept for analyzing the reality of tourism policy at KSPP East Java.

DISCUSSION

Regional regulation (Perda) no.06 of 2017 concerning Tourism, in which it is clearly stated that religious tourism is part of strategic activities with the responsibility of the relevant government.

Programme Indication, East Java Provincial Tourism Development Year 2017-2032, in Appendix IV. Policy Direction, Strategy and Regional Programme Indication

Rencana Kegiatan, Activity Plan	Penanggung Jawab, the authority
DPP Surabaya - Ziarah Waliullah– Trowulan dan sekitarnya dengan tema pengembangan berbasis Wisata Religi dan Wisata Perkotaan ;	Bappeda Provinsi; Dinas Daerah Provinsi yang menyelenggarakan urusan pemerintahan bidang pariwisata
KSPP Tuban – Lamongan – Gresik dan Sekitarnya dengan tema pengembangan berbasis Wisata Religi	Bappeda Provinsi; Dinas Daerah Provinsi yang menyelenggarakan urusan pemerintahan bidang pariwisata; kebudayaan; kelautan dan perikanan; kehutanan; ESDM.
KSPP Bangkalan – Sampang - Pamekasan dan Sekitarnya dengan tema pengembangan berbasis wisata religi	UPT Pemerintah di bidang kebudayaan; lingkungan hidup dan kehutanan (TN; BKSDA); Sumber Daya Air (Jasa Tirta); Perhutani.
Fasilitasi perintisan pengembangan baru daya tarik wisata alam, budaya dan buatan bagi segmen wisata massal (<i>mass market</i>) maupun bagi segmen ceruk pasar (<i>niche market</i>) di Destinasi Pariwisata Provinsi, antara lain: agrowisata, ekowisata, wisata bahari, wisata religi, wisata halal, MICE, wisata budaya, wisata alam dan wisata buatan, wisata Industri	Dinas daerah provinsi dan kab/kota yang menyelenggarakan urusan pemerintahan bidang kepariwisataan; kelautan dan perikanan; kehutanan; pertanian dan perkebunan; ESDM.
Description: DPP : Destinasi Pariwisata Provinsi, “Provincial Tourism Destinations” KSPP : Kawasan Strategis Pariwisata “Provinsi, Provincial Tourism Strategic Area”	

In the table above, as stated in the academic paper of the policy that, activity plans related to religious tourism as a destination called provincial tourism destinations (DPP) with a description of the area and the person in charge of the government or related agencies, including the provincial regional planning agency, as well as the related field of tourism. More specifically, the mention of the area which is then called the provincial tourism strategic area (KSPP).

The activity plans listed include: pilgrimage in Trowulan, in the development of religious tourism. with the person in charge of provincial planning and the tourism office. then the new development pioneering facilities fall into the category of mass tourism segments and niche market segments and this context can involve more authorities.

Reality in the KSPP policy, namely religious tourism as a destination that is a strategic field in the East Java RPJMD. analysis of policy implementation in the sustainability of *top-down* communication has not been fully implemented, it appears that there is no government intervention in directing management, from ineffective communication so that policies for implementation cannot be properly understood by religious tourism managers. The potential for a high level of visitation cannot be an indicator for development in management, especially in supporting communication and collaboration between those responsible in government.

The results of our interview, that the reporting of the level of visitation is formally reported with a guest book record to the tourism office, while for management it is not possible to treat the same as other tourist destinations, such as the government's plan to build counters or platforms, this is inversely proportional to the guest book report with donations as much as possible. However, in this context, it does not rule out the possibility that the management process can be measured like other destinations, of course with improved services and other potentials for the common good referring to the strategic policies of the provincial government.

Cultural background in communication is expected to make effective and efficient communication, but the pilgrimage culture that supports tourism development does not run optimally according to the provincial tourism strategic area policy, because the coordination of managers with policy makers has not been able to optimise the resource component and bureaucratic structure. Van Mater and Van Horn (1975) emphasise that policy resources are no less important than communication. These policy resources must also be available to facilitate the administration of a policy implementation.

These resources are funds or other incentives that can facilitate the realisation (implementation) of a policy. The lack or limitation of funds or other incentives for policy implementation is a major factor in policy implementation failure. (Ilham Gemiharto, 2021). The communication component is the key to collaboration and the achievement of policy implementation. The results of the policy implementation analysis, top-down communication has not been fully implemented, so that it cannot be well understood by religious tourism managers. potential, namely high visitation rates, is not measurable for management development.

CONCLUSION

Religious tourism in the context of policy objects as a strategic area has not run optimally, this can be seen in the exclusive management limited to only a group of managers, so that the implementation of strategic policies from tourism destinations does not run optimally. Communication in implementation in exercising authority between related parties does not become communication capital for the sustainability of collaboration. the reality of the components in policy implementation as a whole has fulfilled the components that should be good, resources, disposition and bureaucratic structure. So that the role of communication is still weak in the implementation of regional tourism policies.

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