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IMPLEMENTATION OF LOCAL REGULATIONS OF WEST NUSA TENGGARA PROVINCE NUMBER 2 OF 2016 ABOUT HALAL TOURISM IN WEST NUSA TENGARA

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Abstract

The birth of reform in 1998 in Indonesia has been rolling from the centralized system to the decentralization system. All sectors lead to decentralization. In this case the Government of West Nusa Tenggara Province issued a Regional Regulation (Perda) No. 2 of 2016 on Halal Tourism. Based on this background the authors formulate several problems, namely: How Implementation and what factors inhibit and support the Implementation of Regional Regulations of West Nusa Tenggara Province No. 2 of 2016 on Halal Tourism?

To answer the above problems, the authors use descriptive qualitative research method with inductive approach so it can reveal real events in the field. Data collection techniques that researchers use in this study include: Documentation, Observation and Interview.

The results of this study based on Data Analysis as follows:

a. Communications, development of tourism sector which is a form of business undertaken by government, private, and society is not optimal.
b. Resources, human resources are quantitatively sufficient but qualitatively still lacking, the budget has not increased significantly.
c. The disposition, the tendency of the implementers of both government and non-government agencies, does not have the same commitment
d. The Structure of Organizational Bureaucracy of the implementation of halal tourism in West Nusa Tenggara is not optimal due to lack of coordination

Inhibiting Factors: there is no understanding of the NTB Tourism Authority on the establishment of Provincial Regulation No. 2 of 2016 on Halal Tourism; human resources for professionals is not enough; the tendency of the implementers to lack of knowledge, understanding and deepening of the implementation of halal tourism policy and the reluctance of the hotel / restaurant owners to take care of Halal Certificate.

Supporting Factors: easy to promote because West Nusa Tenggara Province is closed to Bali, Toraja, and Komodo; Tourist attraction from 3 gilis, senggigi, kuta, Geopark Rinjani and Lekey in Dompu; human resources are strongly supported by the opening of the State Tourism Polytechnic by the Ministry of Tourism; West Nusa Tenggara Province has a predominantly Muslim population and many cultures and Islamic nuances

Keywords: implementation, local regulations, halal tourism

A. INTRODUCTION

The birth of reform in 1998 in Indonesia has been rolling from the centralized system to the decentralization system. All sectors lead to decentralization. These sectors are driven by the government sector, which is centralized governance transformed into decentralized governance at the regency / city and provincial levels into central government representatives. The transfer of authority by the central government to the autonomous regions is a simple definition of decentralization (Law No. 23 of 2014).

Submission of authority is implemented in the form of authority to regulate its territory and its potential respectively. The existence of regional autonomy implemented by local government in various fields of government activity.

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This includes government activities related to local government policy. Policies are made to solve public problems, so as a solution of a problem will form a regulation of the government (Wahab, 2012: 5). Some forms of government regulation are in the form of Laws, Government Regulations, Presidential decree, Regional Regulations, and Regulation of Regional Head (Pergub and Perbup / Perwal). Some of the Government's legislation can be regarded as government policy, as well as the rules concerning sources of regional income that will be the vein of the course of a government, because the implementation of government activities requires a good and stable financial condition.

Government policies that apply to their communities are often called public policies. Such public policy can occur in central, provincial or district or city governments. If the policy is issued by the central government it can be in the form of a Government Regulation or a Presidential Regulation and others while for the Province may be a Regional Regulation or a Governor Regulation, so also in a Regency / City may be a Regional Regulation or a Regent / Mayor Regulation. In this case the Government of West Nusa Tenggara Province issued a Regional Regulation (Perda) No. 2 of 2016 on Halal Tourism.

The regulation certainly does not come out so easily but through a long process and is often called the Policy Process. Dunn, William N. (2000: 22), argues that the policy process is a series of intellectual activities carried out in a process of activities that are essentially political. The political activity is described as a policy-making process and visualized as a series of interdependent stages arranged in a timely manner: agenda-setting, policy formulation, policy adoption, policy implementation and appraisal.

Every step of this policy process requires an in-depth and extensive review of all elements and components of local government so that the public policy is realized. From the policy process steps that one of the most important is the implementation of the policy because as good as anything done in the previous steps if the implementation is not successful then it fails public policy.

Tourism has been established as part of economic activity and even tourism is set to become the mainstay sector of National Development. As a mainstay sector, the tourism sector assumes strategic functions such as: as an instrument of foreign exchange, equity distribution, national unity. Tourism has an important role in expanding and declaring business opportunities and employment, promoting regional development, and increasing national income to improve people's welfare (I Putu Gelgel, 2006: 53).

The potential of the Muslim world market is very tempting for the tourism business. Based on Thomson Reuters data taken from 55 countries in the Global Islamic Economy Report 2014 - 2015, the total world Muslim spending in 2013 in the halal food and beverage sector reached US $ 1.292 billion or 10.8 percent of the world's food and drink consumption will reach US $ 2,537 billion or 21.2 percent of global food and beverage expenditure by 2019. Here are the top 10 destinations for Muslim tourists:

Table 1.1 The Top Ten Countries The objective of the Organization of Islamic Cooperation (OIC) and Non-OIC in the Global Muslim Travel Index (GMTI) 2015

Rangking	Destinations OIC	Score	Destinations Non OIC	Score
1	Malaysia	83,8	Singapura (9)	65,1
2	Turki	73,8	Thailand (20)	59,2
3	UEA	72,1	Inggris (25)	55,0
4	Saudi Arabia	71,3	Afrika Selatan (30)	51,1
5	Qatar	68,2	Prancis (31)	48,2
6	Indonesia	67,5	Belgia (32)	47,5
7	Oman	66,7	Hongkong (33)	47,5

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8	Jordania	66,4	Amerika Serikat (34)	47,3
9	Maroko	64,4	Spanyol (35)	46,5
10	Brunei	64,3	Taiwan (36)	46,2

Source: Crescen Rating, GMTI Report 2015

Based on the Global Muslim Travel Index (GMTI) 2015 in the Destination of Islamic Cooperation (OIC) group of destinations, Indonesia (index score 67.5) was ranked sixth after Qatar (index score 68.2), Saudi Arabia (index score 71, 3), United Arab Emirates / UAE (index score 72.1), Turkey (index score 73.8), and Malaysia (index score 83.8). Indonesia lost far away from Malaysia whereas Indonesia is more potential than Malaysia.

Based on this background the authors formulate several problems are: (a). How is the Implementation of Regional Regulation of Nusa Tenggara Barat Province No. 2 of 2016 about Halal Tourism? and (b). What are the obstacles and supporting factors of Implementation of Regional Regulation of Nusa Tenggara Barat Province No. 2 of 2016 about Halal Tourism?

B. Review of Related Literature

1. The Concept of Public Policy

Some experts interpret policies with diverse insights, as summarized by Islamy Irfan in Kismartini (2008: 14) as follows: (a) policy as a set of actions proposed by a person, group or government in a particular environment by showing constraints and opportunities -the opportunity in order to achieve certain goals. (b) policy as a set of actions that have a particular purpose followed and executed by a person's offender or a group of actors to solve a particular problem.

From various explanations above, it can be said that the policy is a series of actions, guidelines proposed by a person, group or Government in a particular environment in order to achieve certain goals.

2. Policy Process

To obtain an optimal public policy, what needs to be considered is the policy process. Dunn, William N. (2000: 22), argues that the policy process is a series of intellectual activities carried out in a process of activities that are essentially political. This political activity is described as a policy-making process and visualized as a series of interdependent stages arranged in order of time: Agenda preparation, policy formulation, policy adoption, policy implementation and assessment.

3. Policy Implementation

Etymologically the implementation can be intended as an activity related to the completion of a job by means or tools to obtain results. If the definition of public policy implementation can be interpreted as a settlement activity or implementation of a public policy that has been established or agreed together by using the means or tools to achieve policy objectives. Thus public policy should not conflict with existing social values and practices in order to get resistance when implemented (Tachjan, 2008).

Mustopadidjaya AR (2003: 32) defines the implementation of the policy as an implementation which is a stage in the policy cycle of the overall policy that takes place in a complex and dynamic policy system and will determine the success or failure of a policy. Therefore, policy implementation is a way for a policy to achieve goals. Edward III, George C. in Nugroho, Riant (2008: 512) suggested to consider 4 (four) key issues for the implementation of the policy to be effective, as follows:

1. Communication, which is related to how the policy is communicated to the organization and / or the public, the

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availability of resources to implement the policies, attitudes and responses of the parties involved, and how the organizational structure of policy implementers.

2. Resources, namely with respect to the availability of supporting resources, especially human resources. This is related to the skills of public policy implementers to carry out the policy effectively.

3. Disposition, regarded to the willingness of the implementer to implement the public policy. It is due to the skills are not only sufficient without the willingness and commitment to implement the policy.

4. Bureaucratic Structure (Bureaucratic Structure), namely with respect to the appropriateness of bureaucratic organization which is the organizer of the implementation of public policy. The challenge is how to avoid bureaucratic fragmentation because this structure makes the implementation process far from effective.

The influence of these four variables on the implementation of the policy can be seen in Figure 1.1

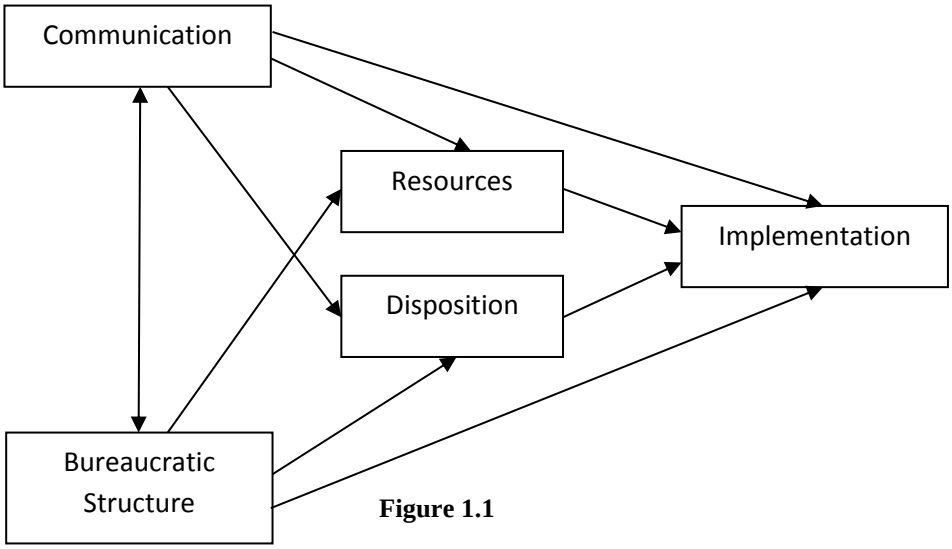

Figure 1.1

Determinants of Policy Implementation
(Source: Edward III, George C. (in Nugroho, Riant, 2005: 512)

4. Stages in Policy Implementation

Failure in achieving the objectives of public policy is necessary to get a consideration in the implementation of a policy. The phenomenon of failure is often evident in the results of implementation of the policy, this is caused by lack of in-depth analysis of the product policies to be implemented, and also influenced by the condition of the individual or target group of a policy.

According to Dun (2000), the implementation of a public policy requires two stages, with each stage having its own activities, namely:

1) The first stage consists of:
   a) Combining the plan of a program by setting a goal clearly,
   b) Determining standards of implementation,
   c) Determine the cost to be used along with the execution time,
2) Furthermore, the second stage is done, by utilizing staff instructors, resources, procedures, costs and methods that include activities:
   a) Determination of implementation schedule,
   b) Monitoring the implementation,
   c) Conduct oversight to ensure the smooth implementation of the policy program.

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Thus if there are any irregularities or violated actions can be taken immediately. So policy implementation will always be related to planning, timing and monitoring.

5. Implementation of Regional Regulation of Nusa Tenggara Barat Province Number 2 Year 2016 concerning Halal Tourism

a. Concept of Syariah Tour or Halal Tour

Syariah tourism terminology in some countries using terms such as Islamic tourism, halal tourism, halal travel, or as moslem friendly destination. Definition of syariah tourism is an activity supported by various facilities and services provided by community, businessmen, government and local government that fulfill the provisions of syariah (Kemenpar, 2012). Syariah tourism is used by many people because of its product characteristics and services that are universal. Product and service of tourism, tourist attraction, and tourist destination in syariah tourism is the same with general tourism as long as not contrary to the values and ethics of syariah. So syariah tourism is not limited only to religious tourism.

Based on the above understanding, the concept of syariah which is not contrary to the values and ethics of syariah is related to the concept of halal and haram in Islam. Halal is defined as justified, while haram is defined as prohibited. The concept of halal can be viewed from two perspectives, that is religion perspective and industry perspective. What is meant by religious perspective, namely as a food law what can be consumed by Muslim consumers according to his belief. This brings the consequence of consumer protection. While from industry perspective, interpreted as a business opportunity. For the food industry that the target consumers are mostly Muslims, it is necessary to guarantee halal product will increase its value in the form of intangible value. Examples of food products whose packaging contained halal labels are more attractive to Muslim consumers (Hamzah & Yudiana, 2015).

b. Conditions of Syariah Tourism in Indonesia

Various efforts are made to prepare this tourism product together with stakeholders, one of the ways to introduce Syariah Tour in Indonesia to the public and the international world, Ministry of Tourism and Creative Economy in cooperation with Majelis Ulama Indonesia held Global Halal Forum themed Wonderful Indonesia as Moslem Friendly Destination on October 30, 2013 at JIExpo Kemayoran, Jakarta.

The importance of developing a potential syariah tourism delivered by former President Susilo Bambang Yudhoyono at the launch of the Syariah Economic Movement (GRES) in the cross area of Monas, on November 17, 2013. Indonesia's President Susilo Bambang Yudhoyono said that Indonesia has many reasons to develop the potential of syariah tourism, among other things the existence of Islamic economics is important to reduce the vulnerability between the financial system and the real sector, thus avoiding the economic bubble, avoid fluctuating financing, and can strengthen social safeguards.

The efforts made by the government in developing tourism are preparing 13 (thirteen) provinces to become the destination of syariah tourism, namely West Nusa Tenggara (NTB), Nangroe Aceh Darussalam, West Sumatera, Riau, Lampung, Banten, DKI Jakarta, West Java, Java Central, Yogyakarta, East Java, South Sulawesi, and Bali. But from the 13 provinces are declared ready only 5 (five) provinces namely Jakarta, West Java, West Nusa Tenggara (NTB), Yogyakarta, and East Java (Syariah Travel Destinations indonesia.travel, 2013)

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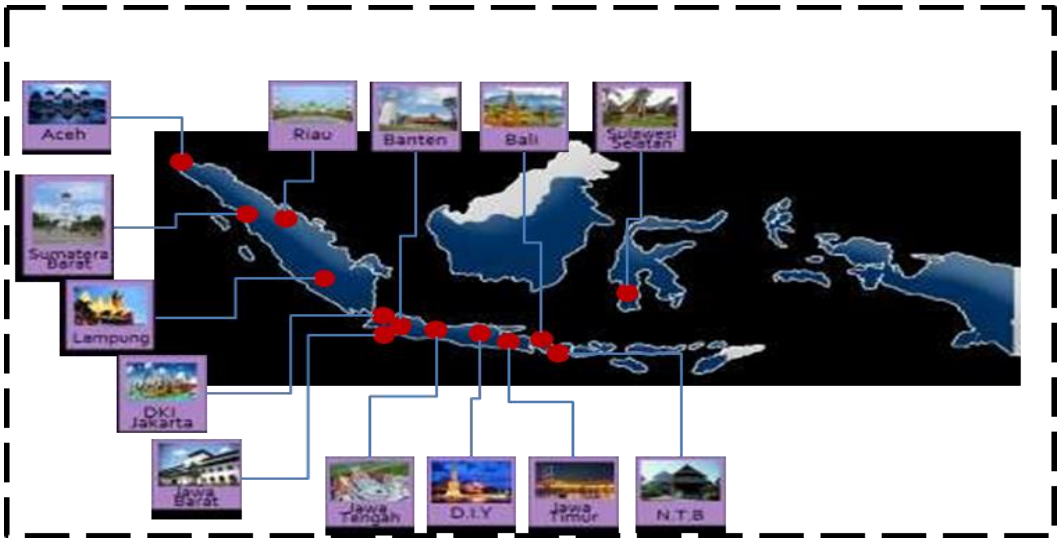

Syariah Travel Destinations (indonesia.travel, 2013)

Figure 1.2

Syariah Travel Destinations in Indonesia
Source: Kemenparekraf, 2013, Indonesia as Moslem Friendly Destination (Handbook)

The fact that syariah tourism in Indonesia in 2013 is ready 37 hotel certified Syariah. A total of 150 hotels towards Syariah operations. Restaurants, from 2916 restaurants, 303 is already certified. A total of 1,800 prepared themselves as new certified restaurants. While the place of relaxation, SPA now is only three units. A total of 29 are in the process of obtaining a halal certificate.

6. **Regional Regulation of Nusa Tenggara Barat Province Number 2 Year 2016 concerning Halal Tourism**

In this Regional Regulation, the Indonesian Hotel and Restaurant Association referred to PHRI is a non-profit association of hotel and restaurant owners and their activities are focusing on the development and growth of the tourism industry in West Nusa Tenggara. The Association of Indonesian Tours and Travel Agencies, referred to as ASITA Nusa Tenggara Barat is an organization that accommodates travel and travel agents throughout Indonesia and has representatives (branches) in every province. The Indonesian Guide Association, referred to as HPI is a container that gathers the guides of Indonesia in West Nusa Tenggara. In article 2 and article 3 it is mentioned as follows:

Article 2

The purpose of setting Halal Tourism in this Regulation is to provide security and convenience of service to the tourists to be able to enjoy the tour safely, lawfully and also can obtain convenience for tourists and managers in tourism activities.

Article 3

The purpose of setting Halal Tourism is as a guide for tourism managers in providing Halal Tourism services to tourists.

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7. Past / Previous Research Results

One of the previous studies raised in this journal is the Comparative Analysis of the Potential Research of Halal Industry in Syariah and Conventional Tourism by M. Maulana Hamzah and Yudi Yudiana. The research, conducted in 2015, explores the potential of halal industry in syariah tourism and compares to conventional one. It is said that the fundamental difference between syariah and conventional business is its vision and mission. The vision of business is emphasized on faith. While the mission is a form of worship, so every activity will always be worth worship. While conventional business is commercial with a mission of doing professionalism in production. The following table paradigm syariah business with the conventional.

Table 1.2 Paradigm of Syariah Business with Conventional.

	SYARIAH	CONVENSIONAL
VISI	Iman	Ideologi Komersial
MISI	Amal/ Ibadah	Profesionalisme Dalam Produksi
METODOLOGI	Syariah	Common Management Practice

Source: Riyanto Sofyan in Maulana Hamzah and Yudi Yudiana (2015)

It was conveyed in their paper that it is necessary to integrate between syariah and conventional tourism to focus on halal industry. In the development of conventional tourism firstly developed rather than the discourse of syariah wisata. Although Indonesia has long been implementing syariah tourism from halal but food products lack of socialization and promotion, so that syariah tourism is minimal in Lombok because we are learning much from Bali which became a tourist destination. Developing syariah tourism can follow the conventional tourism concept in terms of promotion, tour packages and services. Lombok, say, is naturally superior, natural and beautiful from Bali, culturally far more Islamic. But due to lack of promotion, the number of tourists who visit here is also still minimal.

C. RESEARCH METHODS

1. Research Design

In this study, researchers used descriptive qualitative research method with inductive approach. "Descriptive research is a study intended to investigate the condition of the condition or other things already mentioned, the results presented in the form of research reports" (Arikunto, 2010: 3).

2. Data Source

According to Lofland in Moleong (2013: 157) states that "The main data source in qualitative research is the words and actions, the rest is additional data such as documents and others." Then Source data can be identified into 3 kinds better known as 3P , namely: person, place and paper.

3. Data Collection Techniques and Research Instruments

According to Sugiyono (2008: 224), "Data collection technique is the most strategic step in the research, because the main purpose of the research is to get the data." Data collection techniques is the business conducted by researchers in order to collect information that is closely related to the problem is being researched to obtain the necessary data, so that the data obtained are valid (describing the truth), reliable (reliable), and objective (in accordance with reality). Data collection techniques that

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researchers use in this study include: document review, observation and interviews.

4. Data Analysis Technique

According to Moleong (2013: 10), "Qualitative research uses inductive data analysis." This inductive data analysis is used for several reasons. First, the inductive process is more able to find the plural facts as contained in the data. Second, inductive analysis can make relations between researchers more explicit, recognizable and accountable. Third, such an analysis is able to completely outline the background and can make decisions about whether or not to transfer to another setting. Fourth, more inductive analysis can find mutual influence that sharpens relationships. Fifth, such an analysis can take account of values explicitly as part of the analytic structure.

Activities and Data Analysis according to Miles and Huberman's model in Sugiyono (2008: 247) is "Data reduction, display data, and conclusion drawing / verification."

D. RESEARCH AND DISCUSSION RESULT

1. Overview of Research Sites

The development of tourism sector in West Nusa Tenggara in the stages of regional development has been able to give a significant role and contribution to the increase of PAD, employment and increase of business field, so that the government of West Nusa Tenggara Province establishes policy by placing tourism as sector mainstay then made various efforts to improve the development of tourism (Directory Disbudpar NTB, 2016: iii). As the leading tourism development sector in West Nusa Tenggara is the Department of Culture and Tourism of West Nusa Tenggara addressed Jl. Langko No.70, Ampenan, Pejeruk, Mataram, West Nusa Tenggara 83114, Indonesia. The Office of Culture and Tourism cooperates and coordinates stakeholders in the community including several institutions as tourism development partners such as the National Syariah Council (DSN-MUI), Regional Tourism Forum (FKD), Regional Tourism Promotion Board (BPPD), Hotel and Restaurant Association Indonesia (PHRI), Association of the Indonesian Tour and Travel agencies (ASITA), the Indonesian Guide Association (HPI) and for Halal Tourism must cooperate with BPOM, Industry, Cooperatives and others.

Development of tourism 2017-2018, Tourism Office of West Nusa Tenggara Province is required to play a role in strengthening the identity and character of society based on noble values. The Tourism Office of West Nusa Tenggara Province plays a role in developing tourist attraction in various creative and innovative themes; strengthening efforts to conserve tourism and environmental resources, enhance the understanding, support and participation of the tourism conscious community in realizing the enchantment of seven charming creation of a conducive tourism climate, developing the market network, both the domestic and the foreign tourist market, developing facilitation and regulation for tourism development, and optimizing tourism partnerships between provincial and regency / city governments (Renstra Disbudpar NTB, 2013-2018: 1).

2. Research Results and Discussion

a. Communication

The importance of communication of tourism is in the marketing process of course a communicator will use technology to conduct marketing activities such as information of technological systems within the hotel. Communicators in promotional activities of the hotel can create a tourism website which includes online reservation, online payment system, tourism management and data base as well as tourism interactions and transactions.

The official website of Lombok Traveling Tours and Travel is @ www.lomboktravelingtours.com which is

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ready to serve a holiday trip to the island of Lombok with the priority of service, security, safety, and satisfaction in a vacation to the island of Lombok by providing facilities of star hotels, transportation or exclusive travel bus has been selected and the best restaurant choice, delicious, clean, healthy and comfortable for lunch and dinner during the island of Lombok and ready to take to the object of Lombok attractions are very interesting with emphasis and prioritize service, comfort, security, safety, and satisfaction in holidaying in West Nusa Tenggara. The provincial government of Nusa Tenggara Barat through the Tourism Office in promoting West Nusa Tenggara tourism destination using mass media, social media, electronic media (Facebook, Twitter, Whatsapp and Instagram). The provincial government of West Nusa Tenggara established the Regional Tourism Promotion Board (BPPD). One of the objectives in the form of BPPD is to help promote tourism through self-supporting institutions. Besides, BPPD is also tasked to develop research and tourism destination, to attract investors to invest in Lombok and Sumbawa by lobbying as a bridge between the government and investors and carry out training to improve the skills of tourism actors, but the promotion of tourism is not the task of BPPD alone, the development of West Nusa Tenggara tourism is the joint responsibility of all stakeholders, the community, tourism actors which has so many potential tourism from the beach, rivers, mountains, small islands, cultures to historic relics.

b. Resource

Human resources is a driving force that carries out its duties and functions Provincial Tourism Office of west Nusa Tenggara supported by State Civil Apparatus (Government) and non-Government. Refer to government profile, there are 83 persons Employee of Tourism Office, women 41 people and men 42 people, it shows that woman from physical aspect is weak and sensitive while in the meantime she must have extra work to give service in the field of Tourism. The profile also shows that 29 people who took the structural role, 5 people holding functional positions, the remaining 49 staff, should be more directed to functional position in the field of Tourism.

Facility and Financial Resources, in developing the Halal tourism facilities at Provincial Tourism Office find difficulties because the Tourism Destination is located in the Regency / City, because the Regency / City is not yet ready Resources including the Provisional Budget of Tourism Destination is an area or geographical area within or more administrative areas (districts / municipalities) in which there are elements: tourist attraction, tourism facilities, accessibility, community and tourists are interconnected and complete for the realization of tourism activities.

Facilities in the development of this halal tourism refers to regulation no. 2 of 2016 Chapter 1 Article ((7) states that Halal Tourism Management is any person and / or agency providing accommodation, food and beverage, travel agency, SPA to halal destinations Development of area facilities that become tourist destinations certainly has an impact on the environment, this is said by Gee (1989) in his book entitled "The Travel Industry" that there is a positive or negative impact or influence due to the development of Tourism and tourist visits.

c. Disposition

Most implementers can execute policy implementation freely, but the reality on the ground is not so because of their dependence on the superior people who formulate the policy. Another reason is the complexity of the policy itself (Edy Sutrisno, 2009: 109).

Based on the above theory we can clarify that the implementation of Regional

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Regulation No. 2 of 2016 on Halal Tourism as follows:

- Halal tourism is an option because both entrepreneurs and the public are given 2 (two) alternatives of Conventional Tourism or Halal Tourism (Chapter V article 11 and article 12 of Regulation No.2 / 2016). This local regulation permits the development and development of halal tourism tends to be slow because entrepreneurs will see the interest of both domestic and foreign tourists, because entrepreneurs are profit-oriented.
- Development of distention, institutions, attractions and attractions of tourism has not been optimal, just a lot of we do is the promotion of tourism. This happens because coordination with the Regency / City is not easy.
- Secretary of Provincial Tourism Office said that the Public Awareness of the People is still low seen from the attitude of the tour guide behavior, the hygiene of tourism disturbance, the less preserved culture, the security which is still not conducive, the marketing and promotion implementer not yet optimal. This statement shows that the disposition of the implementers is still low.
- Head of Distribution of Provincial Tourism Office convey that we have Provincial Regulation of West Nusa Tenggara No. 7 of 2013 on Regional Tourism Development Master Plan (RIPARDA) and Regional Strategic Tourism Area (KSPD) supported by Regional Spatial Plan (RTRW) of tourism, this document describes the vision, mission, objectives, targets and direction of tourism development in the region (2013 – 2028). This document has not been much support the development of halal tourism because the Provincial Government has not made a Governor Regulation on the implementation of Regional Regulation No.2 of 2016 on Halal Tourism. This shows that the executives (officials under the Governor) do not have the same understanding and will.
- Chairman of the MUI of West Nusa Tenggara said that in this halal tourism activities very little coordination of cooperation with the Provincial Tourism Office, especially regarded to financial and comparative studies with countries that develop halal tourism. This statement indicates that Tourism Authority as a leading sector of coordination of development activities and development of halal tourism with other government agencies and non-government institutions is not running. Each of them goes by their own way, this will result in the achievement of the vision, mission, goals, objectives and direction of tourism development is difficult to be achieved.
- The research team also visited the ASITA, PHRI and HPI offices to get information on halal tourism, but so many visits until the last cannot meet the chairman or administrators. The observation of the existence of non-government institutions is very regrettable because the office is arranged in one building (loan office) so it is easy to observe all activities. All of these non-governmental organizations we asked for their profiles were not able to give us, let alone more than that.

d. Bureaucratic Organization Structure

This bureaucratic structure includes aspects such as: organizational structure,

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authority sharing, relationships with organizational units within the organization, and relationships between organizations and external organizations and so on. Thus the bureaucratic structure is also an important factor and influence the success and failure of Halal Tourism policy implementation in West Nusa Tenggara.

Referring to the above theory we can discuss the results of research with the theme of policy implementation of Provincial Regulation No. 2 of 2016 on Halal Tourism as follows:

Article 20

(1) Institutions in the implementation of Halal Tourism consist of:
   a. regional government institutions; and
   b. non-governmental organizations.

(2) The Regional Government Institution as referred to in paragraph (1) letter a covers the Regional Device Work Unit related to the conduct of tourism which is coordinated by the Office.

(3) Non-governmental institutions as referred to in paragraph (1) letter b covers organizations related to tourism activities which include; DSN-MUI, BPPD, ASITA, PHRI, FKD, and HPI.

Article 21

The development of halal tourism institutional should be done through:

a. coordination between related agencies and with districts/ municipalities;
b. optimizing the role of non-government tourism organizations at the provincial level; and
c. optimization of halal tourism business partnerships between provincial, private and community governments

From the above article we can explain that the institution in the implementation of Halal Tourism consists of local government institutions and Non-governmental organizations. Regional Institution can be interpreted as Provincial Region and Regency / City. Paragraph (2) is mentioned that the Provincial Tourism Office as the coordinator of other government institutions in West Nusa Tenggara and Regencies / City. Especially for halal tourism, government agencies are quite a lot of them, such as the Food and Drug Supervisory Agency (POM), Department of Cooperation, Department of Industry and Trade, Ministry of Religious Affairs, including those in the Regency / City and others.

While the non-government institutions as mentioned above, DSN-MUI, BPPD, ASITA, PHRI, FKD, and HPI. In addition there is also APII APINDO, AKPAR Mataram, UNRAM, Garuda Indonesia and FWP. All of these agencies must also be coordinated by the Provincial Tourism Office. The facts of their field are on their own so it is difficult to get the agreement of motion and direction to improve the development and development of halal tourism in West Nusa Tenggara.

E. CONCLUSIONS AND SUGGESTIONS

Based on the results of research and discussion in this study which dotted from 4 (four) determinants of policy implementation according to George Edward III in this Provincial Regulation No. 2 of 2016 about Halal Tourism we can conclude as follows:

1. Conclusion

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a. Implementation of Provincial Regulation of West Nusa Tenggara No. 2 of 2016 on Halal Tourism
   - Communication, Development of tourism sector which is a form of business undertaken by the government, private, and society is not optimal.
   - Resources, human resources are quantitatively adequate but qualitatively still lacking, the budget has not increased significantly.
   - Disposition, the tendency of executors of both government and non-government agencies has not had the same commitment
   - Organizational Structure, the bureaucracy of the implementation of halal tourism in West Nusa Tenggara is not optimal due to lack of coordination

b. Inhibiting Factors: there is no understanding of the Tourism Authority on the establishment of Provincial Regulation No. 2 of 2016 on Halal Tourism, human resources for professionals is not enough; the tendency of the implementers to lack knowledge, understanding and deepening of the implementation of halal tourism policy and the reluctance of the hotel / restaurant owners to take care of Halal Certificate.

c. Supporting Factors: Easy to promote because West Nusa Tenggara is closed to Bali, Toraja, and Komodo; Tourist attraction 3 gili, senggigi, and kuta and Geopark Rinjani; human resources are strongly supported by the opening of the State Tourism Polytechnic by the Ministry of Tourism in West Nusa Tenggara, Rest Nusa Tenggara has a predominantly Muslim population and many Islamic nuanced cultures.

2. Suggestions

- Communication, multiply socialization and promotion, coordination and cooperation with tourism actors in regencies / cities throughout West Nusa Tenggara
- Resources, human resources to functional personnel to be more professional and reproduced, tourism destination facilities are equipped in accordance with the standards of halal tourism and budget for the development of halal tourism destinations to be enhanced by the Regency / City.
- Disposition, immediately build the commitment of halal tourism service to the domestic tourists and abroad in cooperation with all stakeholders.
- The structure of the Organizational Bureaucracy, to enhance the role of the organization, the Provincial Government shall immediately issue a Governor Regulation as the implementation of Regional Regulation No. 2 of 2016 concerning Halal Tourism, in coordination with the Regency / City and through the Tourism Office immediately coordinate between government and non-government agencies to accelerate the publication of Standards Oppressional Procedure (SOP) of each technical implementer.

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