

# Implementation of Sumbawa's Regent Decree No 801 on The Formation of 2016 Moyo Festival Executive Committee in Order to Encourage Economic Creativity and Society Innovation

(Study at Youth, Sports and Tourism Agency of Sumbawa Regency)

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## Abstract

Implementation of Sumbawa's Regent Decree No 801 on the Formation of 2016 Moyo Festival Executive Committee in order to Encourage Economic Creativity and Society Innovation. A great amount of either natural riches or Indonesian culture is a very promising tourism potential. One of the regions owning a good potential is Sumbawa Regency. Tourism potential owned by this regency then draws the government's attention to able to manage and develop it. The national regulation related to tourism is regulated in Law No 10/2009 on Tourism. Sumbawa Regency alone issued a policy to develop the tourism called Sumbawa's Regent Decree No 801 on the Formation of 2016 Moyo Festival Executive Committee. Moyo Festival had a purpose to be able to increase the tourist visit and the promoted Sumbawa Regency so that it could encourage economic creativity and society innovation. The research results showed that the implementation of Moyo Festival was not optimal yet to increase the tourist visit and the promoted Sumbawa. Besides, the encouragement to the economic creativity was not optimal either.

**Keywords:** Tourism, Sumbawa Regency, Moyo Festival, Economic Creativity and Society Innovation

## INTRODUCTION

One of the regions owning tourism potential is Sumbawa Regency. Sumbawa Regency is located in West Nusa Tenggara Province, precisely in Sumbawa Island, side by side with Lombok Island. Such as Bali, Sumbawa also owns very interesting uniqueness, so that it can be a sale value in tourism. The potentials owned by Sumbawa Regency are such as, (a) natural tourism: islands, beaches, waterfall, diving, rivers, and so forth, (b) cultural tourism: folk games, cultural attraction, handicraft, traditional houses and (c) historic heritage, such as archeological sites [1].

The tourism potential in such way either natural or cultural potentials encourages the government to be able to develop it [2]. The Law which regulates on the tourism is Law No 10/2009 on Tourism. In Sumbawa Regency alone, there is a public policy in terms of tourism. The government issued Sumbawa's Regent Decree No 801 on the Formation of 2016 Moyo Festival Executive Committee. Through this decree, the government strived for developing the regional tourism in order to increase the tourist visit, the promoted Sumbawa,

and encouraging economic creativity and local society innovation.

Moyo Festival has persisted since 2012 and it still goes on so far [2]. A policy should be able to be well implemented. According to [3], every policy implementation is related to three things; those are the existence of purpose, the existence of activity and the existence of result. The result of Moyo Festival should be able to be felt, not only become a mere hope, considering that there was a great amount of investment from Sumbawa government in this activity implementation. What happened was on the contrary, that was, Moyo Festival could not give a significant impact to Sumbawa Regency as a regional tourism destination, although ceremonially it was necessary to admit that this activity had run well. The top mission of Moyo Festival was not achieved yet, for example the existence of the increase in the tourist visit. The economic activity of tourism sector was still not significant so that the encouragement to the existence of the economic creativity development and Sumbawa society innovation did not happen well yet.

The implementation of Moyo Festival had not given an impact significantly and optimally yet, if seen from the implementation model of Edward III, then the disposition and bureaucratic structure

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variables were the inhibiting factors of the implementation. On the other hand, the communication and resources variables were the two reinforcing factors in the policy implementation. Based on the background stated above, then the title of this research was "Implementation of Sumbawa's Regent Decree No 801 on the Formation of 2016 Moyo Festival Executive Committee in order to Encourage Economic Creativity and Society Innovation (Study at Youth, Sports and Tourism Agency of Sumbawa Regency, West Nusa Tenggara Province)".

## **RESEARCH METHOD**

The research type used was descriptive research with qualitative approach. The focuses of the research were: (1) Policy implementation of Moyo Festival of Sumbawa Regency covering: (a) communication, (b) resources, (c) disposition, and (d) bureaucratic structure; (2) Description of tourism development in Sumbawa Regency with the existence of Moyo Festival seen from: a) Increase in tourist visit to Sumbawa, b) Promoted diverse tourism, culture and craft of Sumbawa Regency; (3) Tourism development in order to encourage economic creativity and Sumbawa society innovation covering: (a) increase in economic creativity of Sumbawa society in all sorts of sectors.

The data used were primary and secondary data. The primary data obtained from the interview with the informants, while the secondary data were obtained from law, government regulation, regional regulation, document or archive from the local people, and all sorts of literature related to Moyo Festival activity of Sumbawa Regency. The data collection techniques were observation, interview, and documentation. The research instrument was the researcher who became the main instrument, while the supporting instruments were interview guideline, notebook and recording device. In this research, the researcher used interactive model data analysis technique of [4].

## **LITERATURE REVIEW**

The basic theory of this research was a public policy. The stages of the public policy the writer emphasized and/or discussed was a policy implementation. A public policy according to Anderson (1990, as cited in [3]) is "Courses of action which has a certain purpose followed and implemented by someone of set of actors in dealing with a problem or matter of concern." A policy implementation can be meant as a translation

process of regulation in the form of actions, [3]. The regulation translation meant in Moyo Festival was Sumbawa's Regent Decree No 801 on the Formation of 2016 Moyo Festival Executive Committee. This decree was then realized by Sumbawa government.

As an analysis in the implementation of Moyo Festival, the writer used the implementation model of Edward III. The model stated by [4] observes a direct or indirect impact of the policy implementation. Then, eventually it would give a description concerning what variables which became supporting and inhibiting variables in the policy implementation. The variables meant were communication (consisting of transmission, clarity and consistency indicators), resources (consisting of staff, authority, facility, and information indicators), disposition (consisting of disposition effect, doing bureaucratic arrangement and incentive indicators) and bureaucratic structure (consisting of making SOP and fragmentation indicators).

## **RESULT AND DISCUSSION**

### **1. Policy Implementation of Moyo Festival of Sumbawa Regency**

#### **1.1 Communication**

##### **a. Transmission**

Transmission effort or information delivery/communication in the implementation of Moyo Festival had been done. The Regent as the top regional leader had delivered information to the entire society layers, especially to the Youth, Sports and Tourism Agency of Sumbawa Regency. However, in the transmission implementation which had run, when the information had been received by the implementor in the field, misunderstanding happened. In other words, the implementer still could not interpret well yet what the leader's intention and purpose were. States that when the information delivery happens well and then the policy implementation will too [3]. In this case, the writer saw that this delivery did not only stop to the information delivery, but also to the information receiver's ability to interpret the information which s/he got. In fact, Moyo Festival was the government's effort to develop the tourism. The purposes which wanted to be achieved

- were the existence of increase in the tourist visit, the promoted Sumbawa and the existence of the increase in society's economy. The implementer, however, could not be optimal yet to achieve these purposes. Only in the ceremonial implementation level could the Moyo Festival activity be stated optimal and successful.
- b. Clarity
- Edward III (as cited in [3]) states that the policy which is implemented is in accordance with its purpose, not only its implementation directions which must be accepted by the policy implementers, but also the policy communication which must be clear and not confusing. The writer found that in the implementation of Moyo Festival the communication pattern involved was already clear enough. The clarity in communication was obtained because the leader's ability to give good directions. The communication was well open and dynamically tied. The obstacles which could reduce the clarity as stated by [5] consisted of the complexity of public policy, wish not to disturb society groups, lack of consensus concerning the purpose of policy, problems in starting a new policy, avoiding policy responsibility, and the characteristics of the formation of the trial policy which did not happen in Moyo Festival.
- c. Consistency
- Consistency was needed in order that the implementers did not experience confusion, so that the purpose of policy could be achieved. In the implementation of Moyo Festival, the consistency of communication which happened was already good enough. It seemed there was no a change which happened suddenly in the middle of the way of the policy implementation. The interview result with the informants showed that thing. The consistency showed in the implementation of Moyo Festival encouraged the implementers' performance to work well. The contrary thing would happen when the

inconsistency happened in communication, then it would encourage the implementers to take a very lax action in interpreting and implementing the policy (Edward III, as cited in [3]).

## 1.2 Resources

### a. Staff

Staff or can be called as employees are the most important factor in the policy implementation. They will be the main activators which carry out the available policy [3]. The implementation of Moyo Festival, if seen from the staff resources, had met the needs required. The staff which became the workers in Moyo Festival not only consisted of the Youth, Sports and Tourism Agency employees, but also the employees from the other agencies and the government ranks of Sumbawa Regency.

Based on the research result, the number of the employees in the Youth, Sports and Tourism Agency was 52 people. Besides, the committee structure had been formed for the Moyo Festival, in which the committee consisted of 131 people. The number was still a person in charge, the committee chairman, and the head of section only, but it was not including the members involved in it. Thus, in quantity, the number of the staff in the implementation of Moyo Festival was already adequate. Related to the quality of the implementers in the implementation of Moyo Festival, based on the research result, it also showed the positive result. This competence level was seen from the placement of the staff which was in accordance with their fields. For example, in the implementation of Moyo Festival there were activities, one of which was related to agriculture (Sparkling Corn Festival) and maritime (Dugout Race). From those two activities (grouped into sections) each section was chaired by the officials from the agency related. The Sparkling Corn Festival section was chaired by

the Head of Agriculture Agency, while the Dugout Race section was chaired by the Head of Maritime Agency.

b. Information

Information in the implementation of public policy consists of two things according to Edward III (1980, as cited in [3]) those are information related to the way of implementing the policy and the information related to the obedience data of the implementers to the government rule and regulation which have been stipulated. The availability of the information in the implementation of Moyo Festival was also highly needed.

The information related to Moyo Festival was not delivered in detail yet, if referring to the policy stipulated. In the stipulation made, that was, the Sumbawa's Regent Decree No 801 there was no information delivered and written in detail how the policy would be implemented. Because in the Decree only contained the committee structure. There was no information found related to the obedience data, so that there was no special information which accommodated this obedience data. Basically, the obedience data would show how far the implementers obeyed the rules stipulated [5]. It was related to how to assess the implementers which was presented in the activity evaluation document. Then, the performance of the policy implementers could be seen in this evaluation document.

c. Authority

Legitimacy in the implementation of Moyo Festival was obtained by the existence of the regulation called Sumbawa's Regent Decree No 801 on the Formation of 2016 Moyo Festival Executive Committee. Thus, the government had an authority to implement this event. The authority meant was an authority or legitimacy for the implementers to implement the policy stipulated politically. With the existence of this legitimacy gave a power to the implementers especially to the public [3].

If explained widely and deeply, then the available authority in the implementation of Moyo Festival required much more legitimacy. The legal basis which was available in the present, that was, the Regent's Decree could be elevated to the higher regulation. Moreover, if examining the Decree which was only the formation of committee in nature, therefore the more detailed policy was needed to discuss the Moyo Festival. If considering the existence of the government's great commitment and wish in tourism, then it was very proper if Moyo Festival was stipulated in the separated regional regulation.

d. Facility

The implementation of Moyo Festival in its implementation was supported by good means and infrastructure; it could be seen not only from the availability of the staff, but also from the fulfillment of the facilities. The facilities meant were finance, venue, tools of the event, accommodation and transportation, publication and promotion. In addition to those several things, the cooperative relationship could be included to the facility which supported the policy implementation. The Youth, Sports and Tourism Agency as a coordinator which had a responsibility in this Moyo Festival showed that there was the availability of good facilities. In other words, almost there was no lack of facilities in the implementation of Moyo Festival.

Based on the research result, the researcher found several facilities; among other things were Kerato field, Kerato Angin Laut horse race arena, Sumer Payung buffalo race arena, including the sub districts where the other Moyo Festival was held. Those facilities were venues where the series of Moyo Festival events were held. Both condition and location of those venues were good enough and quite strategic.

### 1.3 Disposition

#### a. Disposition Effect

The leader's attitude and wish to the implementation of Moyo festival was already clear, that was as a means to develop the tourism in order to give the benefit to the wide society with the existence of either economic creativity or society innovation. However, on the implementers' level still could not achieve the target. Although generally the Moyo Festival one could not say it was failed. It was due to the fact that ceremonially the implementation of Moyo Festival ran well.

On the other side, the target and the purpose stipulated had to be a benchmark which could not be put aside. In this case, the less optimal achievement was as the consequence as the lack of the implementers' passion. As the result, the policy entered into an indifference zone [5]. It meant that when the policy actors did not have a great spirit and love devotion to what they did, then the policy would be stiff and tend to close themselves which caused the innovation would be difficult to be achieved. Eventually, it would have an impact to the less optimal result of the policy implementation. The writer obtained this case based on the interview with some informants.

#### b. Doing Bureaucratic Arrangement

In the policy implementation in order that the policy could run well, then it had to refer to the appointment and assignment of the staff in the bureaucracy which was in accordance with their ability, capability, and competence [5]. The implementation of Moyo Festival in 2016 the bureaucratic arrangement scope got an obstacle. This obstacle was the bureaucratic arrangement could not be implemented optimally. It was because the nomenclature at that time was still in the form of the Youth, Sports, Culture and Tourism Agency in which in the agency the culture still adhered. Thus, the effort of the bureaucratic

arrangement especially in the tourism field got an obstacle.

In addition to that case, in this bureaucratic arrangement according to [5] would be related to the implementers' interaction with the outsiders. He mentions this case with the existence of the optimal public system service. In the implementation of Moyo Festival, this case also became an attention in which there was the implementers' stiffness in giving the service to the society. The government close themselves from the wide society instead. The cooperation and communication with the other actors was not too good either. Then, it was not surprising that the government could not achieve the optimal result.

### 1.4 Bureaucratic Structure

#### a. Making Standard Operating Procedure (SOP)

The Moyo Festival did not have a special SOP. The writer found that in implementing Moyo Festival the rule or the event list which would be held was not put into in a SOP. In practice, the reference of daily activities done by the implementers was only based on the decree that was Sumbawa Regent's Decree No 801/2016 on the Formation of 2016 Moyo Festival Executive Committee. Discussing about minimum and maximum standards, those standards were not found. In fact, the minimum and maximum standards were a commonplace as a working reference.

In detail, the daily activities of the Moyo Festival implementers were then put into an activity calendar. This activity calendar contained the activities starting from the first day to the closing day of Moyo Festival. Thus, it could be stated that there were a system default and the arrangement model in Moyo Festival. The SOP which was a basic standard of a policy was not stipulated in Moyo Festival. Then either optimal or minimal standard of a policy especially in Moyo Festival would be difficult to be monitored.

b. Fragmentation

The task division and responsibility of all sorts of activities or programs was much needed. This thing was done so that the policy implementation became more effective because it was done by the right and competent people in their fields [3]. Based on the research, it showed that the fragmentation process had been carried out well in the implementation of Moyo Festival. Activities had been divided and adjusted to each field. For example, the activities related to the maritime affairs were chaired by the Head of Maritime Agency and the activities which had an agriculture theme were chaired by the Head of Agriculture Head. The responsibility holders were the people who were competent in their fields. The problem was like the bureaucratic structure which was not conducive to that policy could cause the resources to be ineffective and unmotivated so that it could inhibit the course of the policy in the implementation of Moyo Festival.

2. Description of Tourism Development of Sumbawa Regency with the Existence of Moyo Festival

2.1 Increase in Tourist Visit

One of the purposes of the stipulated Moyo Festival was to increase the tourist visit to Sumbawa. However, in fact this thing was not optimally achieved yet. It was seen from the number of visit which did not increase significantly. The table of the tourist visit to Sumbawa was as follows.

Table 1 of Tourist Visit to Sumbawa in 2015, 2016 and 2017

NO	VISITOR	YEAR		
		2015	2016	2017
1	Indonesian Citizen	108.390	129.930	139.657
2	Foreign Citizen	1.557	3.758	4.408
TOTAL		109.947	133.688	144.065

Source: Youth, Sports and Tourism Agency of Sumbawa Regency

If it was seen from the last activity (the visit from 2016 to 2017), then there was an

increase as much as 7, 76%. The available observation and documentation results in the field showed the same thing that was; there was no quite big number of the tourist visit activity in Sumbawa. In fact, the available tourism objects were only visited by the domestic tourists around Sumbawa.

2.2 Promoted Sumbawa's Diverse Tourism, Culture, and Craft

In addition to the existence of an increase in the tourist visit, the tourism development was also marked by the more promoted the region. This thing was in accordance with the purpose of Moyo Festival stipulated through the Sumbawa's Regent Decree No 801/2016 on the Formation of 2016 Moyo Festival Executive Committee. If seen from the regional promotion side, the implementation of Moyo Festival was divided into two discussions; those were how the promotion was carried out and how far the promotion was achieved.

First, it was about how the promotion done by the government. Based on the research result, it showed that there was the government's failure in carrying out the promotion. This unsuccessful promotion was concerning the government's technique to carry out the promotion. The inappropriate ways of the promotion were the short promotion time, lack of the promotion media, and the parties involved in the promotion which were not optimal yet. The promotion which was not optimally carried out then had an impact to how far the promoted Sumbawa. It was explained previously that the promotion efforts through Moyo Festival ran less optimally. As the result, the purpose of the promoted Sumbawa was not optimally achieved either.

3. Tourism Development in order to Encourage Economic Creativity and Sumbawa Society Innovation

3.1 Increase in Economic Creativity of Sumbawa Society in All Sorts of Sectors

The impact of Moyo Festival was felt by part of society. The society felt this impact was the minority of society who took a part actively and directly in Moyo Festival; however, for the society who did not, then

they did not feel the big impact. The description of the development in all sorts of economic sectors in the society was as follows.

Table 2 of the Number of Business in Sumbawa in 2015-2017

NO	YEAR	NUMBER OF BUSINESS
1	2015	435
2	2016	454
3	2017	453

Source: Processed by the Writer

Table 2 above was a combination of the society business such as hotel, culinary and Small Medium Enterprises (UKM). Based on the table, it showed that increase in business seemed usual, even it underwent a decline. In 2015, the number of Small Medium Enterprises (UKM), culinary and hotel in Sumbawa was as much as 435 businesses, in 2016 as much as 454 businesses, and in 2017 as much as 453 businesses.

### CONCLUSION AND SUGGESTION

The implementation of Moyo Festival did not achieve its purpose optimally yet. The increase in tourist visit, the promoted Sumbawa and the existence of the encouragement to the economic creativity and society innovation was not achieved yet. If seen from the implementation model of Edward III, the reinforcing factors of the implementation of Moyo Festival were on the communication and resources variables, while the inhibiting factors of the implementation of Moyo Festival were on the disposition and bureaucratic structure variables. Thus, the writer suggests that in the future the government can do the cooperation with the outsiders in carrying out the promotion, such as making an agreement. Moreover, the government must issue a regional regulation related to the Moyo Festival and make a clear SOP in implementing Moyo Festival.

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