Analysis of Tourism Business Regulations: Local Government Challenges in Implementing the Registration Policy

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Abstract: Tourism business regulation presents a governance challenge in districts where informal entertainment venues operate outside legal frameworks. In Sidenreng Rappang Regency, inconsistent enforcement of Ministry Regulation No. 18 of 2016 has enabled widespread non-compliance among nightlife businesses, compromising administrative credibility and social harmony. This study aims to assess the effectiveness of the registration policy implementation and identify institutional constraints affecting local governance capacity. Addressing a gap in region-specific policy diagnostics, the research applies a descriptive quantitative approach using structured questionnaires and interviews with 96 stakeholders, including business operators and officials. Pearson correlation analysis, supported by statistical validation using SPSS, indicates significant relationships between implementation outcomes and variables such as government seriousness (r = 0.261), assertiveness (r = 0.271), and registration accountability (r = 0.328). Enforcement efforts remain episodic, undermined by insufficient resources and limited procedural transparency. Stakeholders cite systemic weaknesses in administrative coordination and community engagement. The study concludes that effective regulation depends not only on formal mandates but also on contextual alignment between policy content and institutional behavior. Strengthening localized enforcement models, promoting inter-agency collaboration, and integrating public oversight are recommended to bridge the gap between law and practice. These insights may inform future frameworks for sustainable tourism governance in culturally sensitive regions.

INTRODUCTION

Tourism is a strategic sector that contributes significantly to local economic development, cultural preservation, and community welfare (Chidakel et al., 2021; Rena & Mbukanma, 2021). The operation of tourism enterprises, such as entertainment venues, requires formal regulatory oversight to ensure alignment with legal and social norms (Charles, 2019; Chaudhary & Shrivastava, 2020; Kala, 2023; Lawelai et al., 2023). One key instrument is the Ministry of Tourism Regulation No. 18 of 2016, which mandates the formal registration of all tourism businesses (Serohina et al., 2021).

Previous studies highlight that the success of policy implementation is influenced by bureaucratic capacity, stakeholder compliance, and the consistency of legal enforcement (Albareda, 2024; Campos & Reich, 2019; Williams, 2021; Zhelyazkova et al.,

2016). Research indicates that entertainment venues often operate without valid licenses, despite explicit regulatory requirements. Government-led enforcement efforts tend to be reactive and insufficient in curbing recurring violations (Farmer, 2021; Farmer & Miller, 2023).

The tourism registration policy outlined in Regulation No. 18/2016 stipulates that businesses—particularly nightlife venues such as discos and cafes—must secure a license prior to operation (Devilly et al., 2019; Tadié & Permanadeli, 2015). In Sidenreng Rappang Regency reveal that many establishments continue to operate unlawfully (Hafid et al., 2023; Haris et al., 2023). This undermines community order and reflects ineffective implementation (Farmer et al., 2024; Norris et al., 2024). Therefore, a deeper analysis of structural and behavioral barriers is imperative to improve compliance.
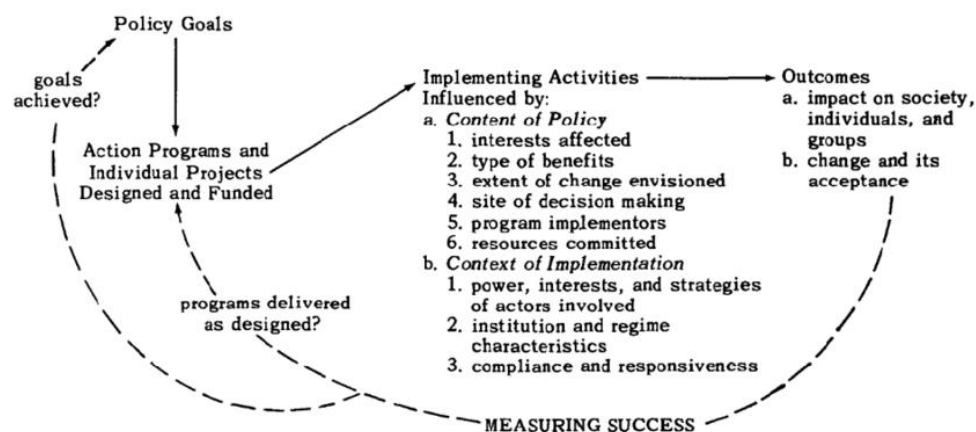

Figure 1. The Policy Implementation Model

This study adopts Grindle's (1980) policy implementation framework, which assesses effectiveness through both policy content and implementation context (Grindle, 1980). The framework incorporates critical dimensions such as actor interests, resource distribution, institutional structure, and power relations (Heidbreder, 2017; Natesan & Marathe, 2023). Employing a descriptive quantitative approach, this research evaluates how these elements influence the registration policy's enforcement in Sidenreng Rappang Regency.

This research contributes to the discourse on local tourism governance by providing an evidence-based evaluation of policy implementation challenges. It emphasizes discrepancies between legal frameworks and their actual execution, and proposes strategic recommendations—such as clearer registration procedures, enhanced community engagement, and cross-institutional law enforcement integration (Hufnagel, 2021; Kurniawan, 2020; Werth et al., 2020). Ultimately, the study advocates adaptive and locally responsive policy mechanisms to foster sustainable tourism governance.

RESEARCH METHOD

Research Design

This study employed a descriptive quantitative research design to systematically evaluate the local government's capacity and challenges in implementing the tourism business registration policy, particularly Regulation No. 18 of 2016. The rationale behind

using a descriptive approach lies in its capacity to objectively capture stakeholder perceptions and institutional dynamics through quantifiable metrics (Aggarwal & Ranganathan, 2019; Debout, 2012). The study did not seek to manipulate variables but rather to portray existing conditions, thereby allowing for generalization across comparable administrative settings (Doyle et al., 2020; Younas & Durante, 2023).

Data Collection Procedures

Primary data were collected using structured questionnaires and semi-structured interviews, while secondary sources were derived from official government documents, scholarly journals, and news reports (Chatterjee, 2019; Gill et al., 2008). The questionnaire comprised Likert-scale items aligned with the Grindle (1980) implementation framework, covering indicators related to policy content and implementation environment. A total of 96 respondents were involved—consisting of tourism business operators, government officials, and village-level administrators—selected through a saturated sampling strategy to ensure full coverage of the target population (Setia, 2016; Shah, 2023).

Instrumentation and Validation

The measurement instrument was tested for validity and reliability using SPSS Statistics version 21, applying Pearson correlation analysis to confirm the coherence of each item with the overall construct (Mitra, 2023; Souza et al., 2017; Wang & Zhao, 2011). Indicators with significance values less than 0.05 were retained, ensuring empirical robustness and internal consistency. All statistical assumptions were examined, including linearity and normal distribution of data. Given the common usage of correlation in policy studies, the technique was deemed appropriate and interpretable for both academic and policy audiences (Domański & Szczepocki, 2020; Lim et al., 2024; Liu et al., 2009; Uhm & Yi, 2023).

Ethical and Analytical Considerations

All participants were briefed on the purpose and scope of the research, and informed consent was obtained to ensure ethical compliance. Data interpretation adhered to guidelines for objectivity and transparency, with findings framed against the backdrop of existing literature on policy implementation failures and institutional resistance (Aguinis et al., 2018; Grindle, 1980; Haneem et al., 2017; Moresi et al., 2022). This methodological structure strengthens both internal validity—by ensuring data reliability—and external validity—by enabling generalization to similar governance contexts. The triangulation of data sources further enhances the analytical rigor of the study (Court et al., 2017; Meydan & Akkaş, 2024; Smith, 2018).

RESULTS AND DISCUSSION

Implementation Outcomes of the Tourism Business Registration Policy

The implementation of Regulation No. 18/2016 in Sidenreng Rappang exhibited suboptimal outcomes based on a comprehensive analysis of questionnaire responses and field observations. As summarized in Table 1, only 56% of respondents categorized the policy environment as unfavorable, while 53.5% attributed weak implementation to local

governance limitations. Valid licenses for entertainment venues were largely absent or expired, particularly in Watang Pulu sub-district, underscoring widespread non-compliance. Enforcement efforts—though periodically initiated—failed to produce lasting regulatory discipline across the district.

Quantitative analysis using SPSS revealed meaningful correlations between several variables and overall policy implementation scores. As shown in Table 1, Pearson correlation coefficients for variables such as government seriousness ($r = 0.261$, $p < 0.01$), governmental assertiveness ($r = 0.271$, $p < 0.01$), and registration accountability ($r = 0.328$, $p < 0.001$) were statistically significant. These results suggest that administrative behavior directly influenced the level of registration compliance, validating the selection of Grindle's policy content indicators.

Table 1. Pearson Correlation between Variables of Tourism Business Registration Policy Implementation in Sidenreng Rappang Regency

		X1	X2	X3	X4	X5	X6	X7	X8	X9	X
X1	Pearson Correlation	1	-,003	,113	,261*	,172	1,000**	,039	,044	,328**	,426**
	Sig. (2-tailed)		,979	,273	,010	,094	,000	,707	,670	,001	,000
	N	96	96	96	96	96	96	96	96	96	96
X2	Pearson Correlation	-,003	1	,044	,137	,033	-,003	-,207*	,146	,064	,294**
	Sig. (2-tailed)	,979		,669	,184	,752	,979	,043	,156	,534	,004
	N	96	96	96	96	96	96	96	96	96	96
X3	Pearson Correlation	,113	,044	1	-,142	,151	,113	,037	,141	,060	,478**
	Sig. (2-tailed)	,273	,669		,169	,143	,273	,722	,171	,563	,000
	N	96	96	96	96	96	96	96	96	96	96
X4	Pearson Correlation	,261*	,137	-,142	1	,125	,261*	,084	,148	,271**	,414**
	Sig. (2-tailed)	,010	,184	,169		,227	,010	,416	,149	,008	,000
	N	96	96	96	96	96	96	96	96	96	96
X5	Pearson Correlation	,172	,033	,151	,125	1	,172	,142	,144	,096	,224*
	Sig. (2-tailed)	,094	,752	,143	,227		,094	,169	,162	,351	,028
	N	96	96	96	96	96	96	96	96	96	96
X6	Pearson Correlation	1,000**	-,003	,113	,261*	,172	1	,039	,044	,328**	,426**
	Sig. (2-tailed)	,000	,979	,273	,010	,094		,707	,670	,001	,000
	N	96	96	96	96	96	96	96	96	96	96
X7	Pearson Correlation	,039	-,207*	,037	,084	,142	,039	1	,020	,109	,364**
	Sig. (2-tailed)	,707	,043	,722	,416	,169	,707		,846	,290	,000
	N	96	96	96	96	96	96	96	96	96	96
X8	Pearson Correlation	,044	,146	,141	,148	,144	,044	,020	1	-,028	,445**
	Sig. (2-tailed)	,670	,156	,171	,149	,162	,670	,846		,783	,000
	N	96	96	96	96	96	96	96	96	96	96
X9	Pearson Correlation	,328**	,064	,060	,271**	,096	,328**	,109	-,028	1	,447**
	Sig. (2-tailed)	,001	,534	,563	,008	,351	,001	,290	,783		,000
	N	96	96	96	96	96	96	96	96	96	96
X	Pearson Correlation	,426**	,294**	,478**	,414**	,224*	,426**	,364**	,445**	,447**	1
	Sig. (2-tailed)	,000	,004	,000	,000	,028	,000	,000	,000	,000	
	N	96	96	96	96	96	96	96	96	96	96

*. Correlation is significant at the 0.05 level (2-tailed).
**. Correlation is significant at the 0.01 level (2-tailed).

Source: SPSS data analysis results, 2024

Content-wise, variables related to interests (52%), benefit types (58%), degree of change (58%), and program implementation were perceived as moderately active among stakeholders. However, resource allocation scored only 56%, implying an institutional deficit in operational capacity. Additionally, Figure 1 illustrates that policy actors' strategies and institutional characteristics, despite scoring 58% on compliance, lacked the consistency required for rigorous enforcement.

In terms of stakeholder sentiment, 58% of respondents viewed government assertiveness as inadequate in confronting illegal operations. Interviews with local government officials reinforced this perception, emphasizing the absence of continuous monitoring, insufficient human resources, and institutional ambiguity. These sentiments were corroborated by past enforcement events documented (Shimshack & Ward, 2005; Zubcic & Sims, 2011), where operations led to the closure of 19 cafés but did not stem persistent violations.

The validity of the questionnaire instrument was confirmed through item-total correlation tests. Nine variables demonstrated r-values ≥ 0.261 and p-values ≤ 0.05, indicating strong internal consistency. Such levels validate the robustness of questionnaire design for policy diagnostics (Abdollahpour et al., 2011; Galanis, 2013). Consequently, the survey outcomes provide credible data for evaluating procedural gaps and governance constraints.

Theoretical Reflections on the Gaps Between Regulation and Practice

Findings from the data underscore the fragile enforcement landscape surrounding tourism business regulation in Sidenreng Rappang. Although awareness of policy content exists among government actors, a lack of sustained commitment impedes implementation. The significant correlations between variables like governmental assertiveness and registration outcomes reinforce Grindle's (1980) emphasis on actor behavior as a determinant of policy success (Grindle, 1980). These results echo (Dabell, 2024; Ferri Aliabadi & Soboyejo, 2023), who argued that structural integrity and resource sufficiency are prerequisites for effective execution.

The observed policy gaps can be attributed to several factors. First, entertainment businesses often employ avoidance tactics, including name changes and clandestine operations, as documented. Second, limited dissemination of procedural information and underutilization of the One-Stop Integrated Service System reduce transparency (Bauhr & Carlitz, 2021; Nguyen & Pham, 2021). This constraint diminishes regulatory deterrence, resulting in only episodic enforcement rather than systemic control.

Comparatively, similar studies in Jakarta reveal congruent issues, such as revenue-centered taxation policies that overlook licensing enforcement (Sugiarto et al., 2017). However, unlike those regions, Sidenreng Rappang's unique religious-cultural orientation intensifies community backlash and demands stricter oversight. This social pressure amplifies the urgency for localized regulatory reform and community-inclusive policy mechanisms.

From a theoretical standpoint, the results reaffirm that policy implementation involves not only institutional mandates but also behavioral alignment and strategic execution. The lack of correlation between some content indicators—such as interests

and benefits—and compliance suggests that procedural formalism alone is insufficient (Akhigbe et al., 2019; Bellavista, 2017; Khanna, 2021; Nye et al., 2019). Practical implications point to the need for adaptive enforcement models tailored to local political and socio-cultural environments.

Despite the robustness of the findings, limitations remain. The study relied on self-reported perceptions which may be subject to bias, and it focused on one regency, limiting generalizability. Future research could incorporate longitudinal data and expand geographic coverage to strengthen external validity. Moreover, integrating digital tracking systems into licensing processes may offer promising avenues for monitoring compliance.

CONCLUSION

These findings confirm that the implementation of tourism business registration policies in Sidenreng Rappang Regency is still procedural in nature, fragile, and inconsistent at the institutional level. Quantitative data analysis shows a significant correlation between government assertiveness, policy accountability, and implementation success—indicating that administrative behavior directly influences regulatory outcomes. Stakeholder perceptions and further field observations reveal that law enforcement mechanisms are not sustainable, while resource constraints remain a challenge at the local level.

These findings have practical implications for tourism governance. First, the regulatory framework must be complemented by targeted capacity building for local actors to ensure operational consistency. Second, active community involvement in monitoring and information dissemination is essential to promote legal compliance. Third, adaptive policy instruments—based on behavioral insights and context-appropriate design—can bridge the gap between formal regulations and on-the-ground realities, strengthening legitimacy and social acceptance.

For further research, comparative studies across districts with diverse socio-cultural backgrounds could expand understanding of policy responsiveness. Longitudinal research could reveal how sustained enforcement or technology integration—such as digital licensing systems—affect compliance patterns. Ultimately, this study positions tourism regulation not only as a legal mandate but as a dynamic field of institutional learning, where local innovation and collaborative governance can shape more effective policy outcomes.

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