

## RESEARCH PAPER

# Between Economic Vitality and Local Values: Policy Implementation of Night Entertainment Governance in the Tanjung Bira Tourism Destination, Indonesia

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## ABSTRACT

Night entertainment governance in tourism destinations presents complex policy challenges balancing economic development with the preservation of local social and religious values. This study examines the implementation of night entertainment management policy in the Tanjung Bira tourism destination, Bonto Bahari Subdistrict, Bulukumba Regency, Indonesia. Employing a qualitative descriptive approach, data were collected through in-depth interviews, direct observation, and document analysis involving government officials, local community leaders, religious figures, legislators, and business operators. The analysis encompasses two dimensions: content of policy and context of implementation. Findings reveal that although Regional Regulation Number 1 of 2016 concerning Tourism Enterprise Registration provides a clear legal foundation governing night entertainment operation, implementation remains suboptimal due to weak supervision, inter-agency coordination gaps, and limited human and financial resources. From the content dimension, the policy inadequately accommodates small business operators and local community interests while favoring larger enterprises. From the implementation context, weak institutional capacity, fragmented authority, and divergent social acceptance hinder effective enforcement. The persistence of operational violations, including extended operating hours and activities contravening community norms, demonstrates a gap between normative regulation and field realities. These findings contribute to understanding policy implementation dynamics in value-sensitive tourism contexts and underscore the necessity of participatory, contextually-grounded governance approaches that balance economic vitality with sociocultural preservation.

**Keywords:** Policy Implementation; Night Entertainment; Tourism Governance; Local Values; Content And Context Of Policy

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## Introduction

Night entertainment management policy represents a strategic government effort to maintain equilibrium between economic interests and social order. Night entertainment venues, including discotheques, nightclubs, and bars, frequently serve as centers of creative economic circulation, yet remain vulnerable to illicit practices such as drug circulation and concealed prostitution. Consequently, such policies regulate stricter licensing requirements, including periodic verification of business document completeness, evacuation route availability, and provision of inspection spaces in cases of suspected legal violations. The existence of night entertainment

venues emerges from evolving community thinking that life necessities are inseparable from commerce and entertainment, with increasing living costs driving communities toward diverse income-generating activities including entertainment venue management (Pappas & Glyptou, 2021).

Tourism policy encompasses regulations, rules, guidelines, directions, and development objectives providing frameworks for individual and collective decision-making that directly influence long-term tourism development. Tourism planning strengthens the position of tourism policy in development, encompassing vision and mission statements followed by series of objectives, targets, strategies,

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and tactics in tourism development. Government policy regarding night entertainment venues involves diverse stakeholders including regional governments, entertainment business operators, communities, and political parties, with interest interactions encompassing operational hour regulation, quality supervision, and licensing provision that may be influenced by competing concerns over operational costs and political support (Hall, 2011; Dredge & Jamal, 2015).

Bulukumba Regency is renowned for its natural beauty, including the white sand beaches of Bira, Lemo-Lemo, Mandala Ria, and Samboang. Tourism development is conducted to enhance public prosperity and welfare as mandated in the Preamble of Pancasila and the 1945 Constitution, based on Law Number 10 of 2009 concerning Tourism. The Bulukumba regional government issued Regional Regulation Number 1 of 2016 concerning Tourism, aimed at regulating and supervising tourism activities throughout Bulukumba including Tanjung Bira, a premier tourism destination renowned for its beach beauty, snorkeling, and diving activities. According to the Tourism, Youth and Sports Office, Bulukumba possesses 93 tourism objects, nine managed directly by the office and the remainder managed by village enterprises and local communities.

Implementation of Bulukumba Regional Regulation Number 1 of 2016 concerning Tourism Enterprise Registration, in Article 12 paragraph 2(d), addresses night entertainment and recreation enterprises

including nightclubs, discotheques, and pubs. Article 21 paragraph 1(a) stipulates requirements for night entertainment venues: prohibition of hostess/server display spaces; mandatory sound insulation; prohibition of facilities oriented toward immoral acts; neat and proper attire for staff; operational hours from 20:00 to 02:00 local time; establishment within a 500-meter radius of places of worship and schools; and non-disturbance of religious observance and community beliefs. This regulation provides clear legal foundation for licensing processes, operational standards, and sanctions for violations, aiming to create orderly, responsible business climates aligned with local values.

Tanjung Bira has demonstrated significant tourism growth, with international visitors reaching 2,860 in 2024, twenty percent higher than 2023, while domestic and local visitors enjoying the destination reached 564,026 during 2024. The tourism sector currently represents an alternative leading sector driving Indonesia's economy following sluggishness in industry and trade sectors. However, problems emerge when operating night entertainment venues disregard Regional Regulation Number 1 of 2016. In operational activities, entertainment venues fail to comply with written regulations, with karaoke establishments privately owned yet commercialized for public interest, providing karaoke guides known as Lady Companions, and failing to meet standards regarding sound insulation and prohibition of facilities oriented toward immoral acts.

Table 1. Tourist Visits to Tanjung Bira Beach Destination (2021-2024)

Year	Domestic Tourists	International Tourists	Trend
2021	366,119	3,795	Pandemic recovery
2022	537,617	46,364	+47% domestic
2023	446,412	71,014	Foreign growth
2024	444,282	108,640	+53% international

*Source: Tourism, Youth and Sports Office (DISPAPORA) of Bulukumba Regency, 2024*

Historically, night entertainment generally confined to large cities has now expanded to smaller cities, regencies, and even villages, reinforcing the assumption that night entertainment has caused social and cultural changes in communities, with negative impacts including behavioral changes in community life. The growing visitor numbers documented in Table 1 demonstrate Tanjung Bira's escalating tourism prominence, yet this growth intensifies tensions between economic opportunities and the preservation of local sociocultural values. Although regulations exist, implementation remains suboptimal due to weak supervision of operational hour violations and community-held values, demonstrating gaps between government regulation through regional ordinances and field practices, with

night entertainment presence impacting social, religious, and cultural values.

Despite extensive scholarship on tourism policy and the night-time economy, limited empirical attention has examined night entertainment governance in value-sensitive destinations within developing country contexts, where religious and customary norms strongly shape social acceptance (Nofre, 2023; Pappas & Glyptou, 2021). Existing studies predominantly emphasize economic dimensions and regulation in Western urban settings, leaving gaps regarding implementation dynamics where tourism development intersects with strong local moral frameworks. The Tanjung Bira case offers a distinctive context wherein a community holding firm Islamic religious values and customary traditions encounters expanding night entertainment

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driven by tourism growth, creating implementation challenges warranting systematic investigation.

This study examines night entertainment management policy implementation in Tanjung Bira through the policy implementation framework developed by Merilee S. Grindle (1980), which posits that policy success depends on two critical dimensions: content of policy and context of implementation. The content dimension encompasses interests affected, types of benefits, extent of change envisioned, decision-making locations, program implementers, and resources committed. The context dimension encompasses power, interests, and strategies of involved actors, institutional and regime characteristics, and compliance and responsiveness. By applying this framework, the research analyzes how policy substance and implementation context jointly shape governance effectiveness, contributing to understanding policy implementation in tourism destinations where economic development must reconcile with sociocultural preservation.

### Methods

This study employed a qualitative descriptive research design to examine night entertainment management policy implementation in the Tanjung Bira tourism destination, Bonto Bahari Subdistrict, Bulukumba Regency, Southeast Sulawesi Province, Indonesia. The qualitative approach emphasizes data exploration rich in context and significance, enabling researchers to develop deep and comprehensive understanding of examined phenomena (Harrison, 2001; Creswell & Poth, 2018). The descriptive qualitative method was selected to provide accurate depictions of social reality, exploring the environmental political dynamics including stakeholder communication, resource availability, implementer dispositions, and bureaucratic structures supporting or impeding implementation. The research location was selected considering gaps between Regional Regulation Number 1 of 2016 and field realities at Tanjung Bira, Bulukumba's largest tourism destination.

Data collection utilized three complementary techniques: direct field observation to identify and analyze phenomena related to night entertainment policy implementation, in-depth interviews to obtain detailed information regarding implementation and governance dynamics, and document analysis to obtain secondary data for problem analysis. Informants were selected based on relevance criteria, encompassing government officials involved in policy planning and implementation, local communities, community and religious leaders, regional legislators, commercial sex workers, business operators, and civil society organizations. Primary data derived from direct interviews with informants understanding night

entertainment policy implementation, while secondary data encompassed books, scientific journals, and articles related to the topic. Data analysis followed the Miles and Huberman (1994) interactive model involving data reduction, data display, and conclusion drawing/verification, with findings transcribed descriptively and analyzed qualitatively.

## Results and Discussion

### Content of Policy

The content of policy dimension within Grindle's framework encompasses the substance of policy, including affected interests, benefit types, envisioned change extent, decision-making locations, program implementers, and committed resources. Analysis of night entertainment management policy in Tanjung Bira reveals that Regional Regulation Number 1 of 2016 concerning Tourism Enterprise Registration provides comprehensive substantive provisions governing night entertainment operations. Article 12 paragraph 1 mandates that every business operator possess official permits before operating, while Article 21 regulates technical provisions including operational hours, prohibition of facilities oriented toward immoral acts, sound insulation requirements, and establishment distance from places of worship and schools. These provisions demonstrate clear legal and moral principles regulating business legality, entertainment governance, and administrative sanctions for violators.

However, the policy content inadequately accommodates the interests of all stakeholders. Large business operators tend to dominate, while local communities receive insufficient protection and empowerment. Interviews with the Tourism Office revealed that supervision involves collaboration with the Health Office, municipal police, and licensing agencies, with the Health Office conducting health examinations and monitoring alcohol content, while violations prompt warnings and operational hour restrictions. Yet the policy fails to address the needs of small business operators frequently unable to fulfill formal requirements such as business licensing, zoning, and service certification, resulting in many operating informally outside permitted zones. This demonstrates that policy content, while normatively comprehensive, exhibits distributional inequities affecting implementation legitimacy.

The benefit distribution and decision-making aspects further reveal content limitations. Night entertainment venues contribute substantially to regional original income and stimulate supporting sectors including lodging, transportation, culinary services, and tourism services. A regional legislator emphasized that night entertainment venues

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constitute significant regional tax contributors within the tourism sector, yet expressed doubt regarding regulation application in the field. This perspective highlights that the primary problem extends beyond business legality to encompass weak field implementation, demonstrating gaps between normatively formulated regulation and implementation realities that potentially disadvantage both government as regulator and business operators.

Resource commitment and program implementer dimensions reveal additional content constraints. Business operators expressed concern that

operational hour restrictions significantly impact revenue, as visitors typically arrive during specific late-night hours, indicating tension between regulatory content and operator interests. One operator noted that operational restrictions would impede income since visitors arrive around 23:00 to midnight, demonstrating misalignment between policy content and business operational realities. This tension reflects the policy's inadequate consideration of stakeholder interests in content formulation, with affected operators perceiving regulatory provisions as threats to economic viability rather than balanced governance frameworks.

Table 2. Content of Policy Analysis: Night Entertainment Regulation in Tanjung Bira

Content Element	Regulatory Provision	Implementation Reality
Interests Affected	Operators, community, government, tourists	Large operators dominant; small operators and community marginalized
Type of Benefits	Regional income, economic stimulation	Benefits unevenly distributed; community feels excluded
Extent of Change	Orderly, value-aligned tourism enterprise	Limited change; violations persist
Decision-making Site	Regency government and DPRD	Centralized; village government lacks authority
Program Implementers	Tourism Office, Satpol PP, Health Office, licensing	Weak coordination; overlapping authority
Resources Committed	Operational hours 20:00-02:00; 500m buffer	Insufficient personnel and budget for enforcement

*Source: Primary data analysis based on interviews, observation, and Regional Regulation No. 1 of 2016, 2025*

These structural weaknesses in policy content acquire deeper significance when interpreted through Grindle's (1980) proposition that affected interests, benefit types, and committed resources collectively determine the extent to which policies achieve intended objectives. The marginalization of small operators and local communities documented above is precisely the configuration Grindle identifies as implementation-resistant: policies imposing concentrated compliance costs while dispersing benefits unevenly tend to generate friction rather than cooperation. The tension between operational hour restrictions and business viability, alongside the inequitable benefit distribution noted earlier, thus reflects more than administrative oversight; it reveals a content formulation that failed to reconcile competing economic and sociocultural interests at the design stage. This reading aligns with scholarship emphasizing that tourism policy content must balance these dimensions to be implementable (Pappas & Glyptou, 2021; Dredge & Jamal, 2015). The cumulative effect is a regulation that is normatively sound yet structurally constrained in its capacity to govern night entertainment while retaining the stakeholder support on which

enforcement ultimately depends, a constraint whose consequences become fully visible only when the implementation context is examined.

### 3.2 Context of Implementation

The context of implementation dimension within Grindle's framework encompasses power, interests, and strategies of involved actors, institutional and regime characteristics, and compliance and responsiveness. Analysis reveals that night entertainment policy implementation in Tanjung Bira confronts substantial contextual challenges. Tanjung Bira is characterized by strong social-religious character, where Islamic religious norms and local customs (pangngadakkang) remain behavioral references. Consequently, night entertainment practices frequently associated with alcohol consumption, loud music, and potential deviant behavior are perceived as threatening long-established social norms. Community and religious leaders perceive night entertainment venues as forms of tourism commercialization insensitive to local values, generating contextual resistance to implementation.

Institutional capacity and resource constraints significantly impede implementation context. Weak supervision and law enforcement enable negative practices including operational hour violations, excessive alcohol consumption, and concealed

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prostitution. Limited field supervisory personnel prevent routine and comprehensive monitoring of entertainment activities, resulting in violations such as operational hour extensions and license misuse. Inter-agency coordination remains suboptimal, with insufficient communication and unclear mechanisms generating inconsistent implementation. Village governments face budget limitations and aparatur capacity constraints in supervision and enforcement, with one village secretary noting that authority rests fully with the regency government while village officials only accommodate community complaints regarding impacts.

Power dynamics and actor strategies further shape implementation context. Community leaders actively voice opposition to night entertainment as contradicting social norms, yet regional government cannot summarily close entertainment activities. A community leader expressed hope for closing entertainment venues due to predominantly negative impacts and operator non-compliance, raising concerns regarding noise, free association, and security. This reflects divergent actor interests, with some community members accepting night entertainment for economic reasons while others

reject it for eroding cultural and religious values constituting community identity. These competing power relations and interest configurations demonstrate the political nature of implementation, transcending mere administrative processes.

Compliance and responsiveness dimensions reveal critical implementation context weaknesses. Field observations documented entertainment venues operating beyond regulatory provisions regarding operational hours and activities contravening community social norms, despite the regulation's clear provisions. Weak aparatur capacity, with insufficient personnel numbers and technical competence, alongside minimal operational budgets, prevents optimal monitoring and evaluation functions. Officials frequently conduct only incidental rather than systematic and continuous supervision, demonstrating bureaucratic and resource constraints significantly influencing implementation effectiveness. When policies lack adequate human and financial resource support, even well-designed policies lose operational efficacy, generating community unease and threatening Tanjung Bira's image as a religiously and culturally characterized premier destination.

Table 3. Context of Implementation Analysis: Night Entertainment Governance in Tanjung Bira

Context Element	Field Condition	Implementation Impact
Power of Actors	Regency holds full authority; village government limited	Centralized power weakens local responsiveness
Interests of Actors	Operators seek profit; community divided on acceptance	Competing interests hinder consensus
Strategies of Actors	Operators lobby; leaders voice opposition	Political contestation over enforcement
Institutional Capacity	Limited personnel, budget, technical competence	Weak monitoring and evaluation functions
Inter-agency Coordination	Tourism Office, Satpol PP, Health Office, police	Fragmented; overlapping authority
Compliance & Responsiveness	Persistent violations of hours and norms	Gap between regulation and practice

*Source: Primary data analysis based on interviews and field observation, 2025*

Taken together, these contextual conditions confirm Grindle's (1980) central insight that implementation is fundamentally political rather than purely administrative. The institutional capacity deficits, fragmented authority, competing actor interests, and weak compliance traced through the preceding paragraphs are not isolated shortcomings but interlocking features of an un conducive implementation environment, one in which even the substantively adequate provisions examined earlier lose operational force. Where the content analysis revealed a regulation constrained at the design stage, the context analysis demonstrates that enforcement falters not because the rules are unclear but because

the power configurations, resources, and social acceptance required to apply them are absent. This is consistent with research showing that tourism governance effectiveness depends substantially on institutional capacity and stakeholder collaboration (Hall, 2011; Nofre, 2023), and the divergent social acceptance, torn between economic benefit and the preservation of religious and customary values, illustrates Grindle's emphasis that implementation success requires acceptance from the groups a policy affects. The practical implication is clear: strengthening institutional capacity, clarifying lines of authority, and embedding participatory engagement are not peripheral reforms but the decisive levers for governing night entertainment effectively in a value-sensitive destination such as Tanjung Bira.

## Conclusion

This study examined night entertainment management policy implementation in the Tanjung Bira tourism destination, analyzing how content of policy and context of implementation jointly shape governance effectiveness. The analysis reveals that implementation of Regional Regulation Number 1 of 2016 remains suboptimal despite the availability of comprehensive legal provisions. From the content dimension, the policy contains substantively adequate provisions regulating business legality, operational standards, and sanctions, yet inadequately accommodates diverse stakeholder interests, particularly small operators and local communities, creating distributional inequities and legitimacy deficits. From the implementation context dimension, weak institutional capacity, fragmented inter-agency authority, competing actor interests, limited resources, and divergent social acceptance collectively impede effective enforcement. The persistence of operational violations including extended hours and activities contravening community norms demonstrates a fundamental gap between normative regulation and field realities, with implementation failure stemming primarily from uncondusive context rather than weak content.

These findings contribute to theoretical understanding by revealing how the content and context dimensions of policy interact to shape governance outcomes in value-sensitive tourism destinations within developing country contexts, where economic development intersects with strong sociocultural and religious values. The research underscores that effective night entertainment governance requires not merely adequate regulatory content but conducive implementation contexts encompassing institutional capacity, coordinated authority, adequate resources, and participatory stakeholder engagement. Practical implications suggest priority interventions including strengthening supervisory institutional capacity, clarifying inter-agency coordination, allocating adequate enforcement resources, enhancing regulatory socialization, and developing participatory governance mechanisms involving local communities, customary leaders, and religious figures throughout policy formulation and implementation. The development of culturally-grounded tourism approaches reconciling economic vitality with sociocultural preservation represents an essential innovation for sustainable destination governance. Future research should extend this analysis through comparative studies across value-sensitive destinations and longitudinal investigation of governance reform outcomes, contributing to balanced tourism development that honors both economic opportunities and the preservation of local social, cultural, and religious values.

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