



## THE IMPLEMENTATION OF MARINE TOURISM MANAGEMENT POLICY IN THE BANGGAI ISLANDS DISTRICT

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### Abstract

*The tourism management policy of Banggai Islands Regency is contained in the Regency's RPJMD. Tourism programs in the RPJMD of Banggai Islands Regency in 2011-2016, namely: (1) tourism basic information provision program, (2) tourism management program, (3) tourism promotion management program, (4) tourism promotion partnership management program, (5) tourism partnership and interconnectivity management program, and (6) tourism event implementation program. Various tourism potentials in Banggai Islands have not been developed optimally. This shows that there are problems in the implementation of tourism management policies in the Banggai Islands Regency. This research used a qualitative research method with a locus in Banggai Islands Regency, Central Sulawesi. The types of data in this research are primary data and secondary data. Data collection used observation and interview techniques. The results showed that the performance of marine tourism management policy implementation in Banggai Islands Regency as seen from the indicators of responsiveness, program alignment with needs and efficiency.*

**Keywords:** Policy Implementation, Tourism management policy, public policy, responsiveness, efficiency

### INTRODUCTION

The vision of Banggai Islands Regency until 2026 is "Bangkep, a Competitive and Prosperous Maritime Regency". This vision shows that marine potential is the spearhead of regional management. Banggai Islands Regency has a sea area that is larger than its land area. In fact, the land area filled with agricultural land has exceeded the maximum capacity (BPLH: 2014b). Meanwhile, based on Presidential Regulation No. 131/2015 on the Determination of Disadvantaged Regions for 2015-2019. Banggai Islands Regency is one of those categorized as underdeveloped. The Banggai Islands Regency area consists of several regional units and their respective types of utilization. One of the potential regional units is in the coastal area with its tourism potential.

Tourism, not only can reduce population pressure on resources and the environment, but also as a diversification of livelihoods based on services (Baiquni, 2004: 167). In addition, tourism management strategies provide space for the preservation and even revival of various forms of local culture (Muljadi, 2009: 71). In Indonesia, the tourism industry is one of the largest industries. In 2014, the total contribution of the tourism sector to Indonesia's Gross Domestic Product (GDP) was 9.4% with a total labor contribution of 8.4% (WTTC, 2015). The number of foreign tourist arrivals to Indonesia tends to increase every year. In 2015, foreign tourists entering Indonesia reached 10.2 million people (BPS,

2016). The number of domestic tourist trips has also increased. In 2015, the number of incoming tourists in all provinces every day reached 130,057 tourists (BPS, 2016). This shows that the management of the tourism industry has become a common phenomenon for various circles of society.

In Banggai Islands Regency, tourism management policies are already contained in the Regency's RPJMD. The tourism programs in the 2011-2016 RPJMD of Banggai Islands Regency are: (1) tourism basic information provision program, (2) tourism management program, (3) tourism promotion management program, (4) tourism promotion partnership management program, (5) tourism partnership and interconnectivity management program, and (6) tourism event implementation program. Potential tourism objects in Banggai Islands Regency can be divided into beach and underwater tourism, nature tourism, cultural tourism, and agro-mariculture tourism (BPLH Bangkep, 2014b: 3-56). In this area there are several unique and preserved endemic animals such as Banggai Cardinal Fish, napoleon fish and dugong (BPLH Bangkep, 2014a: 5 - 210). This potential shows that marine tourism is one of the potential management avenues to be developed.

In Banggai Islands Regency, the number of tourists tends to be erratic. In the 2012-2015 period, the number of foreign tourists tended to decrease from 32 in 2012 to 12 in 2015. Meanwhile, domestic tourists tend to increase from 2011 with 5,818 tourists to 2014 with 10,674 tourists, but decreased in 2015 with 8,657 tourists (BPS Banggai Kepulauan Regency, 2016). In addition to the number of tourists, one of the local government reports shows that various tourism potentials in Banggai Islands have not been developed optimally (BPLH Bangkep, 2014b: 3 - 56). This shows that there are problems in the implementation of tourism management policies in the Banggai Islands Regency.

In the implementation literature study, the success or failure of a policy implementation in achieving certain goals is conceptualised as implementation performance (Purwanto and Sulistyastuti, 2012: 98). The question is, does the phenomenon of a decrease in the number of tourists and reports about the lack of maximum management of the tourism sector by itself indicate the unsuccessful implementation performance of tourism management policies in the Banggai Islands Regency? Answering the question above, the author argues that a study of the performance of tourism management policy implementation in the Banggai Islands Regency needs to be carried out. But with consideration of the dominant and strategic marine tourism sector in Banggai Islands Regency, this study is focused on the performance of marine tourism management policy implementation in Banggai Islands Regency.

Every effort has a reason and a purpose, including efforts to develop the tourism sector. Fennel (1999) mentions five objectives of tourism management, namely: (1) building understanding and awareness that tourism can contribute significantly to environmental preservation and economic management, (2) improving balance in management, (3) improving the quality of life for local communities, (4) improving the quality of experience for visitors and tourists, and (5) improving and maintaining environmental sustainability and quality for future generations (Sunaryo, 2013: 47). Law No. 10/2009 on Tourism states that the tourism management master plan includes four main parts, namely the tourism industry, tourism destinations, tourism marketing, and tourism institutions.



The management of marine tourism is an effort to develop and utilise various objects and attractions of marine tourism that exist on the coast and ocean. Some of the objects and attractions include beautiful natural resources, diverse flora and fauna, various types of coral reefs and various types of ornamental fish (Dahuri, 2000: 18). In a broader sense, marine tourism activities are efforts to dynamise the marine community to accelerate the return of maritime culture (Baiquni, 2004: 166).

Some technical matters that need to be considered in the management of marine tourism are (1) the management of marine tourism facilities and infrastructure, (2) improving the quality of human resources in the field of marine tourism management, and (3) providing tourism information systems and appropriate promotion programmes (Dahuri, 2000: 147). In addition to the above, Baiquni (2004: 174-175) formulated several strategies for the management of marine tourism, namely (1) making marine tourism activities a multi-dimensional and multi-destination tourism, (2) building partnerships between actors, (3) diversifying activities and attractions, (4) developing linkages in a spatial management system, (5) encouraging bilateral and multilateral cooperation, and (6) promoting.

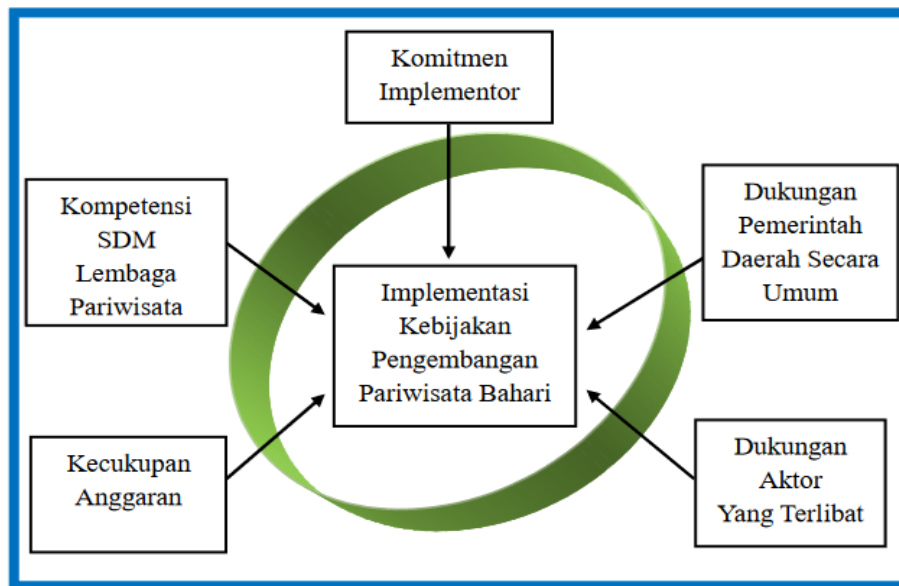
Based on the explanation above, the marine tourism management policy in the context of Banggai Islands Regency is related to several important elements. These elements include (1) tourism destination management concerning data collection and arrangement of marine tourism objects and the management of other supporting facilities and infrastructure, (2) tourism partnerships concerning the interconnectivity of related stakeholders, (3) tourism promotion, and (4) institutional strengthening and tourism human resources which include government institutions, business institutions, and community institutions. The management of marine tourism in the region decided and implemented by the local government is a public policy. Thomas R. Dye (1972: 1) formulates public policy as whatever the government chooses to do or not do. More specifically, James E. Anderson (1979: 3) wrote that policy is a series of directions of action followed by an actor or several actors in dealing with a particular problem or matter. Here the content of the policy becomes important and the policy is not defined as a mere decision. This is confirmed by Turner and Hulme (1997: 58) that every policy has a historical dimension whose focus is plural, for example there is a distinction between policy making and policy implementation.

Implementation is the implementation of policy making in other ways (Parsons, 2001: 464). More technically, implementation is an activity to distribute policy outputs carried out by implementers to target groups in an effort to realise policy objectives (Purwanto and Sulistyastuti, 2012: 21). In this sense, implementation acts as a trigger for the achievement of policy objectives. The failure or success of policy implementation is seen through its performance. Cole and Parston (2006) describe performance measurement in a stage from policy input to the resulting long-term impact (Purwanto and Sulyastuti, 2012: 100). Here, performance measurement will focus on the process and output stages. The process and output stages are easier to measure in ongoing policies. The process stage in implementation is the action of programme implementers to achieve policy objectives. Here, the focus of measurement will be more emphasised on the performance of implementers in carrying out their functions as public servants.

The output stage refers to the initial products that are directly related to the target group.

Of the various factors above, there are five factors that are considered to have a major influence on the performance of marine tourism management policy implementation in Banggai Islands Regency. The five factors are (1) implementor commitment (2) budget adequacy, (3) support of the actors involved, (4) competence of tourism agency human resources and (5) general local government support. These five factors can be described in a research framework below. These five factors can be described in a research framework.

**Kerangka Pikir Penelitian**



**METHOD**

This research was conducted using qualitative research methods and was conducted in Banggai Islands Regency, Central Sulawesi. Broadly speaking, this research was held at the Office of the Tourism and Creative Industry Office, at the Office of other related agencies, at places of tourism businesses and around the area of marine tourism objects and destinations in the Banggai Islands Regency. The types of data collected in this research are categorised into primary data and secondary data. Data collection was carried out using several techniques. Observation and interview techniques were used to obtain primary data. The documentation technique was carried out to explore the subject of the research with secondary data. The data collected can be in the form of oral, written or image data. Respondents in this study were determined using purposive sampling method. The number of respondents was 22 people consisting of: 5 respondents from the Tourism and Creative Economy Office of Banggai Islands Regency, 5 respondents representing each related local government agency, 3 respondents representing tourism businesses in Salakan City, and 9 respondents from local community groups.

The collected data were analysed through three stages. First, the collected data were reduced by classifying the data into categories or units in accordance with the research focus. Second, the data were presented in the form of pictures, graphs, interview core drafts and tables or matrices. Third, conclusions were made

from a logical interpretation and formulated in accordance with the research questions.

## RESULT AND DISCUSSION

Based on the findings in the field, the performance of marine tourism management policy implementation in Banggai Islands Regency as seen from the indicators of responsiveness, programme alignment with needs and efficiency is as follows:

### 1. Responsiveness

Responsiveness is seen in two ways. First, it is seen from the daily activities and interactions of organisational members faced with the world of tourism with a set of values in it. Second, it is seen from the various aspirations and expectations of stakeholders in policy implementation. The findings in the field show that the responsiveness of implementors in carrying out their duties and responsibilities still does not reflect the spirit, values and expectations of a professional tourism organisation such as the value of cleanliness and discipline. Implementor responsiveness is also still lacking in terms of capturing certain opportunities to strengthen legality and resources in the management of tourism objects more broadly. This is important to gain greater energy in the management of marine tourism. One of the findings is that several leading tourist attractions are not accommodated in the District Spatial Plan (RTRW) as tourism designation areas. On the other hand, implementers also appear to be less responsive to some of the main aspirations of several stakeholders. Some other findings are that the need for more intense coordination has not been accommodated, especially for community tourism groups and some business actors, the guarantee of the economic impact of tourism management such as in Pulau Banyak tourism object and the security impact in the case around Lomboan Bathing Place and Pagati Beach tourism object in Tanjung Karang.

### 2. Kesesuaian Program dengan Kebutuhan

The suitability of the programme to the needs is seen from two things. Firstly, whether there is a main vision in tourism management in Banggai Islands Regency and if so, what is that vision. Second, how is the usefulness and sustainability of policy outputs that have been produced in the field. The findings in the field show that there is a fairly clear vision from the leadership of the organisation. The vision is the management of tourism based on human management. The vision is carried out by developing insights and awareness of tourism that accommodates various parties such as communities around tourist objects, local governments, and tourism businesses in the form of socialisation, coaching and workshops. Despite its existence, the human management programme has not been consistent. Some findings in the field show that community education programmes, which are considered very important, are not included in routine programmes. In addition, the maritime tourism socialisation and management programme is still located in one tourist attraction and has not accommodated stakeholders in every other potential maritime tourist attraction as a whole. The socialisation and coaching programme for business actors has not run optimally because it has not succeeded in involving key actors of tourism business actors. Furthermore, some of the programme products produced are not functioning properly. Targeting visitors from outside the region, the promotion



programme still relies on limited means of targeting in the form of brochures and booklets. Physical management programmes in the form of gazebos and bathrooms such as at Mandel Beach, Lomboan Bath and Sambuan Island do not function properly and tend not to be maintained.

### 3. Efisiensi

Efficiency is seen from economic rationality, namely whether the absorption of the organisation's budget in implementing the program has run properly and brought results that are more or less equivalent to the value of the budget expenditure in the framework of achieving policy objectives. Findings in the field show that there is an awareness that tourism is one of the contributors to Regional Original Income (PAD). On the other hand, the potential of tourism is recognised as not being properly utilised. This means that the tourism sector has not made the expected contribution to regional income. Furthermore, in the utilisation of the agency's budget, the Tourism Management Division is the division with the largest budget allocation, which is 63% of the total budget of the four divisions in the organisation. The budget allocation for the Management/Destination Division is large because it includes physical management with the characteristics of small-scale buildings and scattered in tourist objects. In reality, the physical buildings are not well maintained. The management of tourism objects that are equipped with physical buildings, most of which have not all been developed to increase income in the form of PAD or to increase the income of local tourism awareness groups.

Some information on the findings above shows that the performance of marine tourism management policy implementation in Banggai Islands Regency has not been optimal. The failure to optimise the above performance is caused by various internal and external organisational factors. From the findings in the field, an explanation of some of the factors that influence the performance of the implementation of marine tourism management policies in the Banggai Islands Regency is as follows:

#### 1. Implementor Commitment

Implementor commitment is seen through the extent to which policy implementers realise and seriously carry out their respective duties and functions. Furthermore, how consistent they carry out their functions in tourism management, especially marine tourism. The findings in the field show that members of the implementing organisation are not fully serious in carrying out their duties so that the leadership becomes dominant. Fields within the organisation have not been consistent in running the programme. One of the reasons is the lack of mature planning and programme proposals. One of the implications is the emergence of resistance from landowners where tourism objects will be developed, as happened in Pulau Banyak tourism object. Another case is in terms of commitment to the provision of promotional facilities that have not been accommodated in the management plan.

#### 2. Budget Adequacy

Budget adequacy is seen from the adequacy of the budget in meeting the needs of policy implementation in general and the adequacy of the budget in each organisational field. The findings in the field show that the available budget is not sufficient, the general reason is that the tourism sector has not been accommodated as one of the regional management priorities. Some specific

reasons are policies at the top level regarding the structure of the organisation and the priority use of the budget on the management of facilities and infrastructure. These things affect the strengthening of the capacity of tourism human resources. Another reason comes from the legislative side in programme accommodation. In addition, the budget for the sector in general is still insufficient. Two important organisational functions whose budget needs are considered insufficient are the strengthening of human resource capacity and the need for regular updating of data in the field.

### 3. Dukungan Aktor yang Terlibat

The support of the actors involved is seen through the concrete support of each actor (community and tourism business actors) in cooperation, strategies, and institutions. The findings in the field show that the support of each actor generally exists but is still limited. One case is that some business actors have not fully supported tourism activities carried out by the government. Some core business actors do not participate in meetings even though the condition of tourism services such as hotels/inns is not professional. Business actors' support in promotion is still limited. There are tourism promotion initiatives from business actors, but most tourism business actors do not carry out promotions. Customers prioritised by business actors are still customers within the scope of the district only, while the target of government tourism promotion is visitors from outside the region. Meanwhile, there is no institution for tourism businesses. One result is that each business actor runs their business with their own standards. The standard operating costs of food and beverages vary so that there are no conducive tourism conditions for visitors. Furthermore, community tourism institutions have been formed but most of their activities are not running. Community support is still limited to verbal support. Some examples of tourism awareness groups in marine tourism objects that have stagnated are tourism awareness groups in Bakalan Island, Lomboan Bath, and Mandel Beach.

### 4. The Competence of Tourism Agency Human Resources

The competence of tourism agency human resources is seen from the educational background and quantity of available human resources. Findings in the field show that only 10% of implementers have a tourism education background. On the other hand, efforts made to overcome this limited HR capacity are limited by cost constraints. In addition, there is still little awareness of the importance of developing tourism insights. The quantity of implementers has not fulfilled the functions in the organisational structure. To fill the staff vacancies, 15 contract employees have been hired as of August 2016. As contract workers, it is quite difficult to ensure their consistency in filling vacant organisational functions. The human resources of tourism institutions in other actors are also still minimal. One of the findings is the lack of creativity of tourism awareness groups in marine tourism objects in terms of creating products that have attractiveness and competitive value. The capacity of human resources in various tourism service businesses is also not professional.

### 5. The Local Government Support

Local government support is generally seen from local tourism policy products, quantity and capacity of employees assigned to tourism organisations, programme and budget accommodation, and synergy of local government organisations in policy implementation. The findings in the field show that a

comprehensive tourism policy is not yet available because it is still waiting for the new Regent and Governor. The quantity and capacity in the regional tourism organisation have not paid attention to the educational background of employees who are in accordance with the tourism sector. The quantity of existing employees is also still very minimal. In the limited capacity of human resources, the proposed learning programme as an effort to increase capacity is not accommodated. Furthermore, the synergy between local government organisations has not been well established. The participation of other agencies in marine tourism management efforts in Banggai Islands Regency is mostly limited to involvement in seminars and workshops.

## CONCLUSION

The performance of the implementation of marine tourism management policies in the Banggai Islands Regency can be concluded as follows:

1. The responsiveness of implementers is still lacking in responding to and carrying out the obligations as members of the regional tourism organisation with various values and norms in it as well as in terms of capturing opportunities that can further legitimise tourism management at the local government level as well as in capturing and following up on aspirations and expectations that arise from stakeholders and actors involved in policy implementation.
2. The suitability of the programme to the needs has not fully occurred. Basic needs in the field such as tourism information centres are not yet available, the quantity and capacity of tourism human resources in all areas of tourism organisations are still limited, while strengthening community tourism institutions in the form of extension and assistance is not always accommodated in the annual work programme. On the other hand, programme outputs that are dominated by physical products in the form of supporting facilities in tourism objects are mostly not significantly utilised.
3. Efficiency has not yet occurred in the implementation of programmes, especially in the procurement of physical products. The procurement of physical products in the tourist attraction area (mostly in the form of gazebos and bathrooms) has the largest budget allocation but has not shown a significant impact on economic production by the community around the tourist attraction. Likewise, the procurement of promotional facilities in the form of brochures and booklets requires considerable resources but is not effective in reaching the target of promotion, namely people or tourists from outside the district.

Factors that influence the performance of marine tourism management policy implementation in the Banggai Islands Regency can be summarised as follows:

1. Implementor commitment: individually, some implementors still do not fulfil their responsibilities as members of the regional tourism organisation (rarely attending the office, casual work and the desire to move to other agencies), as a working group the field is still less consistent in implementing each field's program (making tourism data, checking the location and status of land, community and business counseling,



- promotion), as a whole organisation is still less sensitive in capturing opportunities (especially in proposing superior tourism areas into the District Spatial Plan) and less responsive in facilitating the aspirations and expectations of the actors involved in the implementation.
2. Budget adequacy: resources (budget) are still lacking in following up the aspirations of actors and other stakeholders (the need for more intense coordination, compensation for the economic impact of tourism management), lacking in efforts to increase the capacity of human resources and tourism institutions, and lacking in meeting the needs of promotional facilities for marine tourism potential.
  3. Support of actors involved: from business actors, most business actors still do not really support implementers in terms of coordination and cooperation to overcome the problems of tourism services. While support from the community is still limited by the lack of tourism insights owned so that the form of support is still limited to verbal support which is still difficult to concretise in producing certain products.
  4. Competence of human resources in tourism institutions: the competence of human resources in tourism institutions in Banggai Islands Regency is still inadequate. In government tourism institutions, human resources with an education level with a tourism background are still very limited. In addition, even in quantity, the number of employees is still not enough to fill all functions in the organisational structure. Meanwhile, human resources in community tourism institutions have not gained sufficient insight to make innovations for the management of tourism objects in their place. The same thing also applies to tourism business human resources that have not been filled by professional workers.
  5. Local government support in general: in general, local government support is still minimal. Banggai Islands Regency does not yet have a special policy for tourism, the placement of human resources in regional tourism organisations in terms of capacity and quantity is inadequate, the tourism human resource capacity building program is not accommodated in the APBD and the potential management resources in the Tourism and Creative Economy Office have not been integrated with those of other related agencies. Most management efforts by related agencies are carried out in their own way.

Based on the findings and conclusions above, some recommendations for optimising the performance of marine tourism management policy implementation in Banggai Islands Regency are as follows:

1. It is necessary to consolidate the tourism policy implementation organisation in order to create a synergy of members within it.
2. It is necessary to strive for consistent and continuous improvement of human resource competencies. This increase means an increase in the quality or insight of tourism and also an increase in the quantity of members who are still minimal in the tourism office organisation.



3. It is necessary to improve the institutional quality of community groups and the institutional formation of tourism business actors. For community institutions, it is necessary to conduct creative and sustainable education and mentoring according to the needs in the field. For the tourism industry, it is necessary to encourage the formation of institutions or associations of tourism businesses so that communication and cooperation can be more easily built synergistically.
4. A regional tourism study based on a comprehensive scientific study should be attempted where marine tourism studies are included. This effort can be pursued through cooperation with universities and carried out professionally.

It is necessary to encourage the birth of a scientific study-based regional tourism policy in the form of a Regional Tourism Management Master Plan (RIPPDA) that designates several regional superior tourist objects as the focus of management. This policy will also direct the resources of other related agencies to the management of tourism objects designated as superior tourism objects.

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