

Research Article

Tourism Development Policy in Tomini Bay Area Gorontalo, Indonesia

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Abstract.

This study is intended to describe all local government problems in tourism development policies in the Tomini Bay area of Gorontalo. It outlines dynamic capability collaboration, relational perspectives, and resource-based theory to explain mechanisms and dynamics. The results of this study require collaboration, innovation, and integration of the interests of stakeholders of various parties in the development of a sustainable and innovative regional system. The tourism sector is one of the opportunities to increase local income. However, this has experienced constraints on aspects of local culture that are still attached to community customs, other things such as involvement and empowerment, education, technical guidance of the community that stand out in tourist destination services. This encourages local governments to continue to develop the tourism sector in improving community welfare. This study obtained novelty of new study findings in tourism development policy by the Gorontalo local government, namely the need for the role of *stakeholders* still requires the synergy of various parties in the Penta helix perspective (academics, business, community, government, and media). The collaborative governance process through face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes has contributed positively in accelerating the development and promotion of digital platform-based tourism potential.

Keywords: policy, development, tourism, collaboration

1. Introduction

The purpose of tourism development in the aspect of public policy is to create an environment that supports the growth and development of the tourism industry in a sustainable manner. Improving the quality of tourists, through public policies, is important to improve the tourist experience by providing accurate information, quality services, and promoting tourism destinations positively. Through this public policy, the government can regulate, supervise and encourage tourism development by considering the long-term interests of society as a whole. Development policy in local and global contexts involves approaches that consider specific aspects of local communities while taking into account global impacts and interconnectedness. Local development policies place more emphasis on meeting the needs and aspirations of local communities. This

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involves the active participation of the community in determining the desired direction and form of development. Global development policy considers the interconnectedness and impact of development projects on a broader scope, including their effects on a regional or global scale. Factors such as international trade, foreign investment, and global policy play an important role in this development.

Stakeholder participation in tourism development policies is very important because it involves various parties who have tourism interests. This participation of various stakeholders can be manifested in open discussion forums, consultations, working groups, or even through regulatory frameworks that require their involvement in the decision-making process. Ensuring representation and voices from these various parties can help create more holistic, sustainable, and inclusive policies. Tourism development can have a significant impact on the social and cultural aspects of an area. Responsible tourism development must take into account social and cultural impacts. Local communities must be involved in decision-making processes to ensure that the sustainability of their culture is maintained while benefiting from the tourism industry.

In comparison, the same case in tourism development policy in Thailand has implemented proactive policies to promote tourism as a major source of income. In Japan, the development of tourism is not only focused on big cities such as Tokyo and Kyoto, but also on rural areas that have a distinctive cultural heritage. In Costa Rica, the government introduced ecotourism policies focused on ecology, education, and sustainability. In Vietnam, the government pays attention to infrastructure development to support tourism while considering environmental protection. Future challenges and opportunities in tourism development policies can be undertaken despite climate change and environmental pressures becoming serious challenges. Development policies should focus on sustainable tourism to protect the environment while still enabling industry growth. For sustainable tourism then, there is a great opportunity to develop more environmentally friendly tourism with a focus on ecotourism and sustainable practices. The development of the tourism sector as the driving force of the region's economy requires a comprehensive strategy. Strategic steps include targeted planning on the target market, linkage of the tourism sector with prioritized public policies, and effective management. Tourism has great potential to improve the regional economy, by influencing the progress of the region and the welfare of local communities.

Previous studies of tourism research in developed and developing countries, highlighted more about the impact of policies on sustainable tourism development [1], [2]; Moderation with mediation model [3]; Halal tourism policy in demographic change and regional diplomacy [4]; Social aspects of tourism policy of the entire socio-economic

policy [5]; the impact of economic and environmental factors, as well as the implementation of tourism policies [6]; travel and tourism policy, along with its supporting conditions [7]; Digital transformation and tourism development policy [8].

In Indonesia, studies on tourism policy see existing obstacles, namely lack of coordination, limited skills of policy implementers, and lack of community involvement, [9]; Tourism potential has not been optimized due to a lack of understanding of policy networks that focus on sustainable tourism development in the region [10]; a system of cooperation across sectors and disciplines, as well as synergies between government, the private sector, and society to build a strong identity in the global marketplace [11]; Indonesia has not been optimal in utilizing the potential of marine tourism, especially related to policies for marine tourism, [12].

Based on previous studies, there is still little discussion of the tourism sector from the aspect of local government policies. Even though the role of local governments can synergize is very important to carry out tourism development policies by looking at how (1) the boundaries of policy issues and who should be included in stakeholder analysis; (2) the structure of individual beliefs and motivations; (3) individual motivations of advocacy coalitions; (4) identification of stakeholder resources; and (5) the factors necessary to bring about change, (Weible, 2007). From several literature reviews, there are two things that need to be studied, namely tourism development policies in developed countries and not optimal government policies on tourism at the local level of study in Gorontalo Province, especially the Tomini Bay area of Indonesia. So that in filling the research gap on tourism at the local government level, this study will examine tourism development policies in the Tomini Bay area. Why Gorontalo Province was chosen as the location of the study, because geographically that the southern part of Gorontalo Province is in the Tomini Bay area of Indonesia.

To see opportunities in this research by mapping scientific paper publication data using the VOSviewer Application, as shown below:

Based on the existing image, the mapping method is carried out using the *VOSviewer application*, which includes three aspects, namely *network visualization*, *overlay visualization*, and *density visualization*. This method is used to compile visual representations of relationships between scientific articles. Journal data used for mapping was collected from 2020 to 2023. Data collection is done through the *Publish or Perish* app, which is a tool for accessing and evaluating scientific publications. The mapping results show that research covering the tourism sector, especially in the context of government tourism policies at the local government level, still provides opportunities in this study, it shows that this topic has not been fully fulfilled or is still relevant for further study.

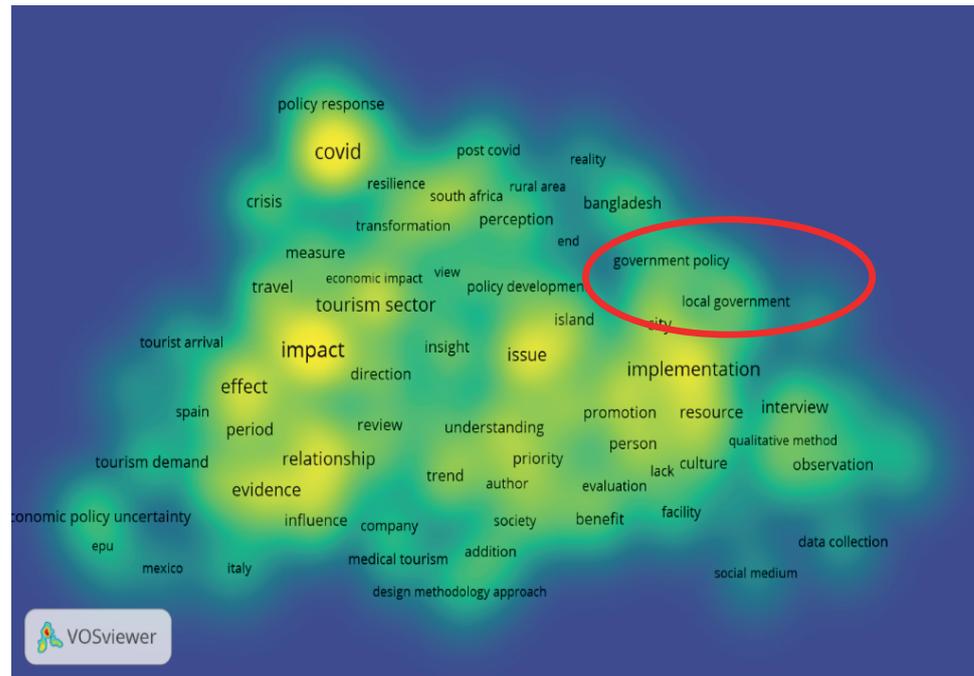


Figure 3: Density Visualization Tourism Policy.

destinations for the sake of increasing income and community welfare. Although Bone Bolango Regency has diverse tourism potential, challenges from inside and outside the region are still obstacles in maximizing the contribution of the tourism sector to regional development. Judging from the contribution of the number of foreign and domestic tourist visits, it is still relatively small, as in the following table:

TABLE 1: Number of Foreign and Domestic Tourists.

Tourist	Number of Foreign and Domestic Tourists		
	2020	2021	2022
International Tourists	1.936	28	961
Domestic Tourists	301.311	275.788	458.488
Jumlah	303.247	275.816	459.449

Source: Central Bureau of Statistics Bone Bolango District 2023

This article is made to examine tourism development policies in the Tomini Bay area. The tourism sector is one of the opportunities to increase local income. But this has experienced constraints on aspects of local culture that are still attached to community customs, other things that stand out in tourist destination services. This encourages local governments to continue to develop the tourism sector in improving community welfare.

2. Metode

This article uses a qualitative approach, namely data and information collection based on the results of primary and secondary data analysis. This study is the result of research because it allows researchers to identify relationships between problems, relevant research, and contextual theory. The purpose of this study is to provide an overview of the research topic, theoretical and conceptual support, and research materials. The systematics of writing this article 1) examines the implementation of tourism development policies; 2) explain tourism development policy issues; 3) alternative efforts to overcome tourism development policy problems.

3. Results and Discussion

3.1. Implementation of Tourism Development Policy

Various theories about policy implementation are generally put forward by experts including the concept and implementation of policies, highlighting the difference between designed policies and implemented policies; [14] Opportunity theory approach, [15]; The study of policy implementation as a complex and layered process, [16]; consider the management approach to the implementation of public policy, [17]; Focus on institutional approach, [13]; A practical approach to policy analysis, [18]; and theories that highlight success factors in policy implementation, [19]. All of these theories can be implicitly applied to tourism policy in Indonesia, especially in the local government of Gorontalo Province, which is carried out to respond to adaptation to changing conditions globally. The challenge of completing sustainable tourism development in tourist destinations is still the main focus for tourism stakeholders, [20]. In essence, the study of policy implementation as the key to determining future policy, because the way policy is implemented greatly influences its success at both the national and local levels, [21]. The success of tourism development largely depends on how its implementation and elements are developed. The success of tourism development depends largely on the synergy between the government, private businesses, and community participation in policy implementation. Policy-making enables quick and appropriate responses to public demands in a dynamic era, keeping policies relevant and adaptive to changes.

In Indonesia, tourism policy management still needs to be optimized,[22]. Indonesia, with its wealth of tourism potential, should utilize this potential to the maximum to improve the welfare of the people. There are various problems in its implementation at

the local government level. The main problems are overlapping regulations, low quality of human resources, lack of publication, inadequate infrastructure, lack of investment, lack of attention to the environment, and lack of focus on religious tourism objects. The solution involves simplifying regulations, improving the quality of human resources, intensifying publications, improving infrastructure, increasing investment, attention to environmental aspects, and increasing focus on religious tourism objects, [23].

Overall, the prospects for future tourism are promising and provide great opportunities for development in various regions, [24]. An approach that gives each local government the opportunity to manage and develop its own local potential is an approach taken, enabling more sustainable empowerment and development at the local level. Theoretically, the performance of tourism development policies, in the perspective of the implementation of existing public policies and the capacity of resource behavior will further determine the success of the policy performance itself. [25]. Overall, tourism development faces major obstacles such as limited tourism human resources, inadequate infrastructure, especially in terms of accessibility, and need to improve coordination between stakeholders, [26]. Solutions to these challenges are important to improve the performance of the tourism sector in the area. Local governments today in realizing good governance tourism policy development reflects the linkage between will (government attitude), action (government behavior), and results (real implementation). Therefore, the government needs to collaborate across sectors in the central and local governance systems through bureaucratic capacity as the spearhead of its changes.

Based on data from the Ministry of Doctrine of the Republic of Indonesia that the increase in the number of local tourist movements and foreign tourist visits in Indonesia. The number of domestic tourist movements in the first semester of 2023 reached 433.57 million trips, up 12.57% from 2022. Meanwhile, the number of foreign tourist visits as of July 2023 reached 6.31 million visits, an increase of 196.85% compared to 2022, (Asthu et al., 2023). While the number of calcifications of local tourist attractions in Gorontalo Province, especially in the Tomini Bay area, is 6 (six) places as tourist villages and 5 (five) tourist destinations consisting of 58 (fifty-eight) tourist attractions with different locations, some in villages, beaches and islands and tourist conservation areas. The results of studies that have been carried out in this study specifically on tourism in the Tomini Bay area of Gorontalo Province are still relatively not optimal service development policies at tourist sites. The data presented earlier shows the natural and coastal tourism conditions of the Tomini Bay area extending the coast and directly facing the mountains, so tourists return relatively quickly, because some residences are in a downtown location. This can be seen in the data on the Development of Room Occupancy Rate (TPK) of star

hotels in Gorontalo showing significant differences between 2019 and 2020. In 2019, the lowest TPK was recorded in May (38.96%) and the highest in January (53.65%). However, the Covid-19 pandemic in 2020 resulted in a drastic decline, with TPK below 30% since March. Despite this, from July to December 2020, the TPK of star hotels slowly increased, [28]. Tourism potential in Gorontalo Province can attract the attention of interested parties, but this can cause conflicts of interest. Stakeholders, such as local governments looking to increase Local Original Revenue (PAD), profit-focused private companies, and tourism-dependent local communities, can compete for power claims. Conflicts arise at this stage due to conflicts of interest between these actors. These problems are not conducive to the sustainable development of the tourism industry, how to achieve coordinated development, this is an important issue to solve the problem of tourism development in the future, [29]. Differences in interests can cause conflicts that have the potential to affect regional tourism development. Conflict is inevitable in life and tends to be creative in nature. In fact, the implementation of policies is required to be right on target and there should be no intervention from other parties.

Based on the results of the analysis of this study, the dimensions of implementation accuracy have been seen by policy implementation actors, namely the government, the community, and the private sector, this is in accordance with Regional Regulations outlined in the Regional Tourism Development Master Plan (RIPPDA). Looking at monopoly tourism policies, such as determining the price of the entrance levy for tourist sites, it has now been taken over by the Regional Government through financial institutions so that tariffs apply as specified. Results of the study [30] Tourism is not only an economic phenomenon, but also a social and cultural activity with diverse impacts on tourists and society, especially locals. While [31], [32] Highlighting the impact of development strategies through participatory processes can be done by measuring the sustainability of well-being and development at the local level, both in the short and long term. Furthermore, at the stage of community empowerment policy, it has been implemented by the government together with the community through the Tourism Awareness Group (Pokdarwis), although human resources in the field have not been maximized, the program is still maximized. The implementation of policies aimed at directing community activities should be organized by the community, [33], [34]. At this stage it cannot be said to be appropriate or effective because the role of pokdarwis to be able to direct the community, especially in terms of tourism awareness, has not been implemented optimally, it can be seen from the people of tourist areas who do not understand the importance of tourism sustainability, not just looking for temporary benefits.

The results of this study can describe the implementation of policies proposed by Weible on Analysis by involving a deeper understanding of the dynamics of subsystems with many actors who have motivations based on their respective beliefs. These stakeholders can form advocacy coalitions, which then seek to influence policy by leveraging the various resources and places at their disposal. On the other hand, the thing that needs to be emphasized is that holistic tourism development policies according to Cooper (2016) are still not optimal for *Ancillary Services*, many aspects are interdependent under certain conditions. Thus, a careful understanding of stakeholders can provide better insight into the policy decision-making process.

3.2. Tourism Development Policy Issues

Sustainable tourism development cannot be separated from the principle of tourism development which follows the concept of sustainable development. Responding to and addressing these issues requires a holistic approach, involving all stakeholders, and careful policy planning and implementation, [31]. Challenges in the development of tourism governance in local governments are mostly hit by unfavorable tourism environmental conditions, have not carried out mapping and innovation in a sustainable manner, for example identifying *tourism potential to tourism destinations* and to the *tourism industry*. All tourism management anywhere, these conditions gradually become a need for people in the world. However, there are also problems of geographical conditions, lack of knowledge, and problems of perception of local people. Tomini Bay Gorontalo tourism is still largely influenced by the lack of coordination between the government, private sector, and local communities can hamper policy effectiveness, complicating sustainable tourism development. In addition, there is a local culture that is still difficult to be released by the people of Gorontalo. There are four *components of tourism destination* that is *Attractions, Access, Amenities, dan Ancillary Services* [35]. *The primary service characteristic of tourism is that the consumption of experiences takes place outside the purchaser's home environment* [36], [37]. The imbalance between tourism development and nature and cultural preservation can be detrimental to the process of long-term conditions. Lack of community participation in tourism-related planning and decision-making can generate discontent and tension. *Tourism development projects that lack strong linkages with the surrounding community will have minimal impact on the local residents*, [38]. The success of tourism development often depends on adequate infrastructure. Lack of investment in tourism infrastructure can be a significant obstacle. Policy network approach to analyze relational architecture

among stakeholders in the public and private sectors deemed relevant to tourism development, [39], [40]. The availability and quality of human resources in the tourism industry, including training and education, can affect the tourist experience and the sustainability of the industry.

3.3. Alternative Efforts from Tourism Development Policy Problems

The hope of improving the welfare of the tourism sector began to grow in line with the formation of Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism, which explains that tourism is a variety of tourist activities with the support of facilities and services provided by the community, entrepreneurs, and the government. Combines dynamic abilities, relational perspectives, and resource-based theory to explain mechanisms and dynamics. Collaboration, innovation, and integration of stakeholders' interests in the development of a sustainable and innovative regional system are needed, [41]. Efforts to develop tourism in conditions of digital transformation cannot be done without the intervention of stakeholders in the regions. The role of *stakeholders* still requires the synergy of various parties in the pentahelix perspective (academics, business, society, government and media). The collaborative governance process through face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes has made a positive contribution in accelerating the development and promotion of digital platform-based tourism potential,[42]. To make it easier to understand the development of the pentahelix collaboration concept, the following pentahelix collaboration development model:

From this picture, this study needs to be realized appropriately through collaboration so that the regional tourism development policy of Gorontalo Province runs effectively. Actors involved in the development of Gorontalo tourism consist of 5 (five) elements, namely: The first element is the government (*government*) including, the Gorontalo Provincial Government with *the leading sector* of the Gorontalo Provincial Tourism Office, the community, academics, business actors, and the media.

4. Conclusion

Tourism development that needs to be carried out collaboratively and persuasively communicated to minimize the control / dominance of ownership of tourism attractions



Figure 4: Pentahelix Collaborative Development Model.

management by local residents, the community should have a role in planning, implementing and even supervising government policies carried out. The community through tourism management groups that have been trained and formed by related agencies come from the local community as tourism activists or Tourism Awareness Groups (Pokdarwis). Local governments intensively conduct training or bimtek on tourism management by providing stimulus in the form of increasing aspects of public knowledge of tourism and its management by conducting skill training and socialization. The existence of a Tourism Awareness Group (Pokdarwis) means that the management and implementation of tourism activities, especially in each village that has their tourist attractions, will be at the forefront of disseminating information to visitors. There is a lot of cross-sectoral cooperation with various parties to support the achievement of the objectives of the implementation of this policy. The implementation of this tourism development policy is to further increase economic benefits in order to improve the welfare of the community as a whole.

The study of policy implementation theory is always coherent with local government conditions, from Weible's theory offers a different approach to stakeholder analysis because the policy subsystem is not a specific place or alternative, but as the most useful unit of analysis and has firm assumptions and hypotheses regarding (1) the substantive and territorial boundaries of policy issues and who should be included in stakeholder analysis; (2) the structure of individual beliefs and motivations to influence policy; (3) individual motivation to form relationships (become advocacy coalitions);

(4) identification of stakeholder resources and available political venues; and (5) the factors necessary to produce changes in large and small scope policies. Tomini Bay Gorontalo tourism development policy, although there is not yet optimal sectoral ego which causes policy implementation to be less synergistic in its implementation, but the option strengthened in Gorontalo local government policy is at the lower level so that this assumption emphasizes the importance of cross-sector collaboration in producing real change. Based on the results of the study, the researcher suggested that collaborative governance should be realized by involving pentahelix actors contained in mutual agreement with the actors. This study still has limited studies, so in the next study it is necessary to conduct a comprehensive study that is more relevant to current conditions in the digital era in tourism development, because the tourism sector is one of the world's references as well as the need to digitize promotion and marketing in a massive and structured manner.

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