

Content Evaluation of Ecotourism Policy in Bogani Nani Wartabone National Park, Province of Gorontalo

I. Bempah^{1,*}, E.K.S.H. Muntasib², A. Sunkar, R. Soekmadi

¹*gorontalo Statet University, Gorontalo Indonesia*

²*department Of Forest Resource Conservation And Ecotourism, Bogor Agricultural University, Indonesia*

Corresponding Author: I. Bempah

Abstract: *Ecotourism policy of a conservation area aims at managing tourism resource to be utilized for socio-economic, culture and environmental purposes. Fact shows that the policy has been supported by laws and regulations but the implementation hasn't reached its optimum condition. This condition is due to the policy's goal hasn't been achieved yet. The other factor is incapacity of implementer in transforming the policy content into operational action based on the concept and criteria of ecotourism (rechtsidee). The objective of this research was to identify and analyze the ecotourism policy in Bogani Nani Wartabone National Park (Taman Nasional Bogani Nani Wartabone, TNBNW), Province of Gorontalo. Laws and regulations were collected and analyzed using content analysis method based on 5 criterion of ecotourism. The research showed that 6 laws, 12 government regulations, 15 regulation/decree of minister, and 13 informal policies of TNBNW had been collected. The total policies concerning ecotourism were 46 documents. The content analysis showed that policy and regulation that were studied had provided legal basis on the development of ecotourism in conservation area but had not accommodated 5 criterions on ecotourism development goal. Most of the policy had been established in forestry sector (juridische gelding). Therefore, the nature-based tourism program more relied (rechtsidee) on the management and utilization of natural resource based on forest conservation; prioritized the positive impact for area and community through participation mechanism.*

Keywords: *Ecotourism, Conservation Areas, Policy*

Date of Submission: 20-0-2017

Date of acceptance: 02-10-2017

I. Introduction

Ecotourism policy of a conservation area is an important aspect in the context of advantage and objective to be achieved. There are two fundamental reasons related with the importance of ecotourism policy in conservation area. First, ecotourism locus is located in conservation area where the agenda of the policy comprises of tourism resource management for the biophysical sustainability of natural resource and their ecosystem. Second, conservation area is an open access public resource that provides social, economy and culture advantage for surrounding community. Therefore, the success of a policy can be seen from the sustainability of tourism resource management and utilization.

Ecotourism policy in Bogani Nani Wartabone National Park (TNBNW), Province of Gorontalo had been supported by legislations. Some of them are Law No. 5/1990 concerning Nature Resource Conservation and Ecosystem; Government Regulation No. 36/2010 concerning Nature Conservation Area and Nature Reserve Area; Regulation of the Minister of Home Affairs No. 33/2009 concerning Ecotourism Guideline at Regional Level. The fact shows that the implementation still faces obstacles. First, program failures as the existing policy cannot be implemented yet by the policy implementer. Second, theory failures as the existing policy can be implemented but doesn't have positive impact for the benefit of policy target. Patton and Savicky (1993) cited in [1] stated that though a policy is supported by the highest authority but it doesn't always effective as the street level bureaucrats is unable or unwilling to conduct the policy due to limitation around them.

Implementation failure occurred in TNBNW had been found by [2], [3], [4] which stated that theory failures of ecotourism is caused by regulation governing the management mechanism of ecotourism is irrational at business scale, policy interpretation in determining the amount of retribution fee charged to the license holder by Central Government and Local Government is inconsistent; license holder is unable to carry out activities required by the policy; revenue is not similar to what have been planned. The result of evaluation carried out by the Directorate of Environmental Services and Nature Tourism of the Ministry of Forestry about the performance of Nature Tourism Permit (Izin Pengusahaan Pariwisata Alam, IPPA) found that 56% shows poor performance, 32% shows moderate performance and only 12% shows good performance. Among 25 IPPA that had been issued, only 18 permits operate actively, 4 permits is not active and 4 permits has been revoked (Direktorat PJLK2HL, 2011).

Ecotourism policy implementation is a part of a policy-making process through several mechanisms. Interactive mechanism is one kind of policy-implementation model through dynamic process as every party may propose change at each implementation stage. Those are done when the public policy doesn't meet the stakeholders' expectation [5] One of stage that is commonly used is interactive model in analyzing the content of an existing policy. Studies of policy content are conducted by analyzing and comparing a number of laws and regulations in institutional and legal framework [1].

Approach used to study the ecotourism policy content is based on the practical experience and concept concerning the ecotourism itself. This is conducted to formulate action which combines policy content and policy context (Sanatosa 2010). At the concept level, at least there are 12 definition of ecotourism that has been defined by expert [6], [7] Among those, it can be summarized one definition which is relatively can represent those various concepts i.e.: ecotourism is a concept in developing tourism sector for conservation purpose with a special interest to generate positive impact for conservation area and community and able to promote environmental education and learning through community participation. The definition consists of 5 elements that becomes the criterion in evaluating the policy content related with ecotourim in conservation area. The criterions consist of: 1) the aim of nature conservation, 2) community participation, 3) environmental education and learning, 4) generate positive impact for community, and 5) generate positive impact for area.

Number of policies and legislations related with ecotourism development can be a constraint in interpreting policy statement into the objective and policy outcome. Therefore, the objective of the research was to identify various policies related with ecotourism in conservation area and also to analyze the policy content based on the ecotourism criterion.

II. Research Method

2.1. Location and Time

The research was conducted in TNBNW from September 2013 to December 2013.

2.2. Data Collection

Method used in this research were: 1) desk study, 2) searching and collecting necessary law and regulation documents, research document and other policies documents which still relevant to this research topic. However, the document of law, regulation and policy was selected based on the criterion: a) Law and regulation were created by the Ministry of Tourism, Ministry of Forestry, Ministry of Home Affairs and Ministry of Environment; b) law and regulation concerning tourism and ecotourism; c) law and regulation concerning forest resource, conservation area (KPA/KSA); d) policy document in form of planning and implementation document of ecotourism development written by government and private public institution.

2.2. Data Analysis

Data analysis approach used in this research was studies of policy content by applying content analysis method. This method was conducted by analyzing the content of a policy written in law and regulation, book, research report, proceeding (result of discussion, seminar, workshop and symposium) which related with ecotourism. The stage of content analysis was initially performed by coding or determining words and sentences which relevant to the measured variables. Variables that were studied in policy content analysis were ecotourism criterion based on the summary of ecotourism definition which included: 1) the aim of conservation and protection (ecological sustainable); 2) environmental education and learning; 3) advantage for local community; 4) community participation; and 5) advantage for the area.

The result of coding was classified based on the definition and category unit. According to Krippendorff (1991) cited in [8], classification is designed for several purposes, i.e.: (1) Pragmatic Content Analysis is classification for causal interpretation, (2) Semantic Content Analysis comprises of three purposes, first to describe number of concept (designation), second is to describe characterization frequency (attributions), third is to describe the frequency of specific object written on the document. The result of content analysis was then communicated descriptively. The utilization of content analysis can be seen in Table 1.

No	Ecotourims criterion	Policy and Legislation				Percentage of criterion (%)	Num ber of policy
		Law	Government Regulation/Presidential Decree	Minister ial Regulation	Policy Document		
1	The aim of conservation and protection						
2	Community participation						

3	Environmental education						
4	Advantage for community						
5	Advantage for the area						
To tal							

III. Result And Discussion

Searching found 46 documents of policy, law and regulation concerning ecotourism which comprised of 6 laws, 12 documents of Government Regulation (GR), 15 documents of Ministerial Regulation or Decree, 13 informal documents in form of planning and implementation document of government and private public institution related with TNBNW area. Each policy is described based on the legal hierarchy in Indonesia as follow:

3.1. Law Concerning Ecotourism

Law concerning ecotourism development involved sectoral issue related with forestry and tourism; cross-sectoral issue related with conservation, spatial planning and environmental management and also authority distribution at regional level [9]. Several laws that had been studied were: 1) Law No. 10/2009 concerning Tourism; 2) Law No. 41/1999 concerning Forestry; 3) Law No. 26/2007 concerning Spatial Planning; 4) Law No. 32/2004 concerning Regional Governance; 5) Law No. 32/2009 concerning Environmental Protection and Management, 6) Law No. 5/1990 concerning Conservation of Living Resource and Their Ecosystem; 7) Law No. 5/1992 concerning Cultural Property.

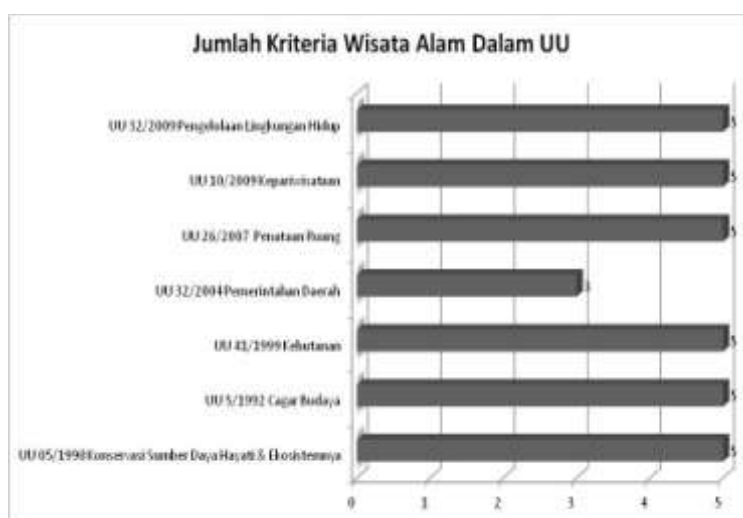


Figure 1. Number of ecotourism criterion accommodated by law.

Fig. 1 shows that there were 6 laws which accommodated all criterion of ecotourism. Those were Law 41/1999; Law 10/2009; Law 24/1992; Law 5/1990; Law 5/1992 and Law 26/2007. Meanwhile, Law 32/2004 did not accommodate criterion on the advantage of environmental education and advantage for the area. This indicated that all criterion of ecotourism had legal base as mandated by Law, even some Laws only mandated some of ecotourism criterion

Fig. 2 shows that the highest proportion of ecotourism criterion mandated by Law was community participation (34,2%) and followed by conservation purposes (29,7%). Ecotourism criterion for environmental education and generates advantage for community had lower proportion shown by 15,6% and generates advantage for area was 15,0%. In legal frame, Law which governs all ecotourism criterions can be used as a reference for other derivative regulations such as Government Regulation and Ministerial Decree to develop tourism sector.

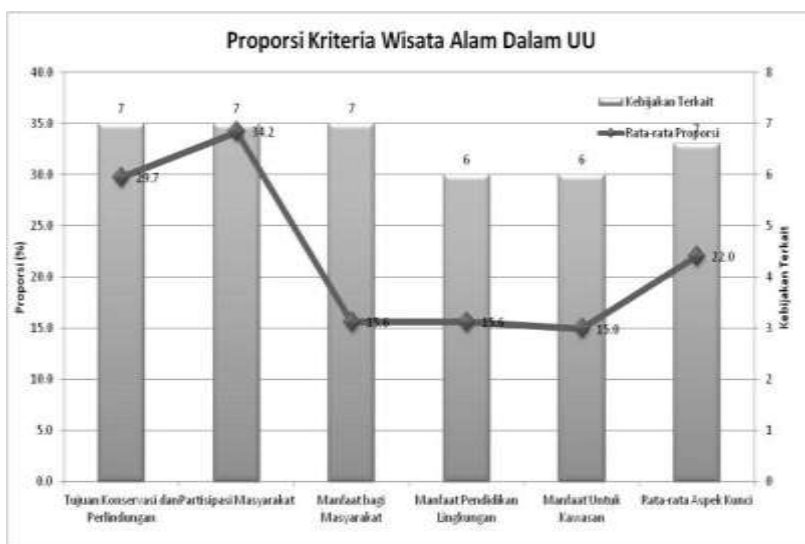


Figure 2. Proportion of Ecotourism Criterion Accomodated in Law.

3.2. Government Regulation Related with Ecotourism

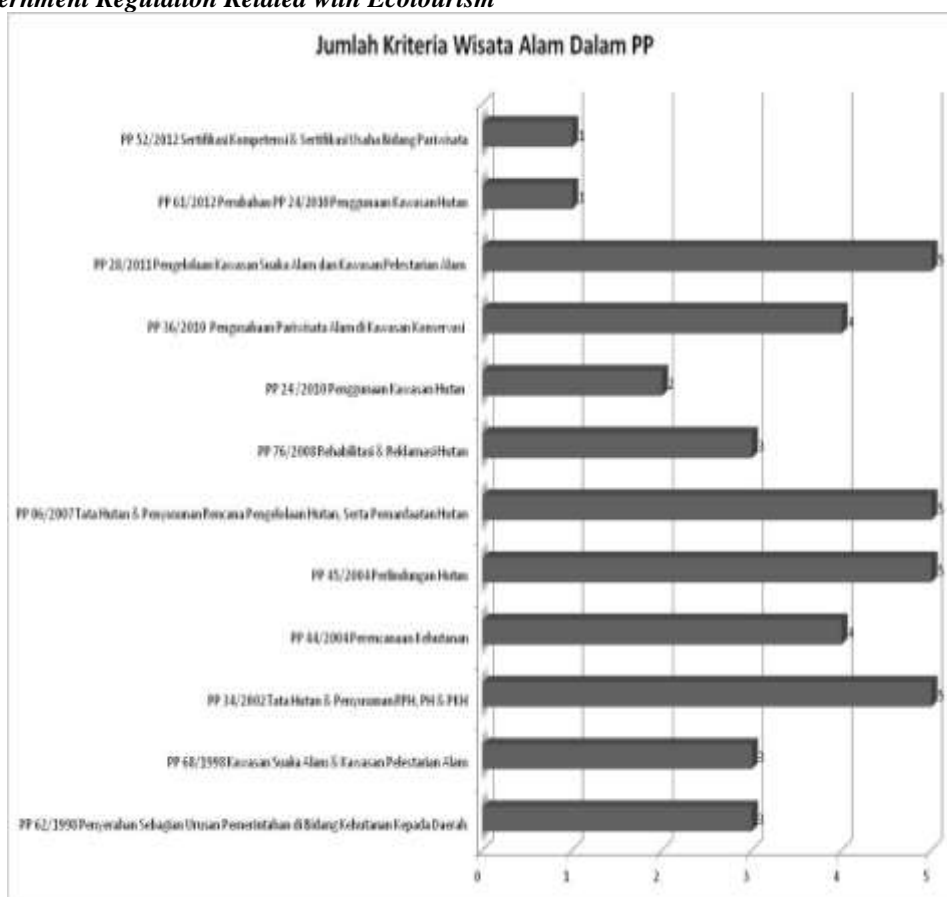


Figure 3. Number of ecotourism criterion accommodated in GR

Number of Government Regulations that had been analyzed was 12 document comprising of various issue specifically issue related with forestry and tourism sector (Fig. 3). The result of content analysis showed that only 4 GR (GR 45/2004, GR 06/2007, GR 28/2011; GR 34/2002) which accommodated all ecotourism criterions while 2 GR only accommodated four ecotourism criterion (GR 36/2010 and GR 44/2004).

This indicated that in general, all ecotourism criterion was supported by more operationally legal base such as

GR. Besides, some of other GR still accommodated several ecotourism criterions. Number of policy and proportion of ecotourism criterion mentioned in GR are shown in Fig. 4.

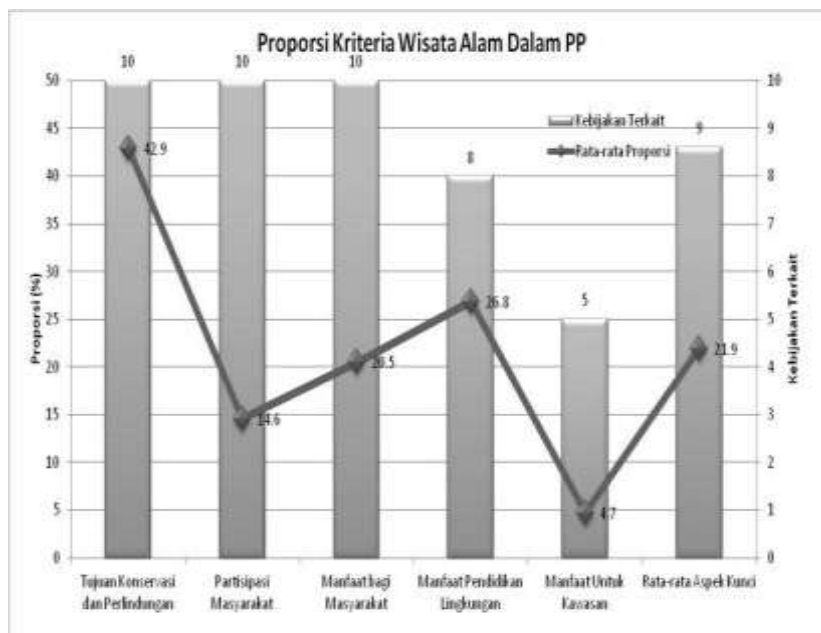


Figure 4. Proportion of ecotourism accommodated in GR

Fig. 4 shows that 12 document of GR more emphasized on the conservation purposes (42,9%) and advantage for community (20,5%). Meanwhile, advantage for community and community participation were 20,5% and 14,6%, respectively. While the advantage from tourism activity for area had the lowest proportion as shown by 4,7%. This result indicated that: first, in term of law hierarchy, GR had referred to the upper regulation i.e. Law. Regulation mentioned at every article of GR showed that conservation aims at managing forest by emphasizing resource protection and utilization based on benefit principle. Second, in term of implication in context of ecotourism development, the policy can be complementary to one another. For example, GR 36/2010 concerning ecotourism is still weak in regulating the advantage for community and environmental education then other GR which have stronger regulation can be used. The analysis result implied on the policy harmonization for the development of ecotourism based on similar criterion [11].

3.3. Ministerial Regulation/Decree Related With Ecotourism

Ministerial Decree/Regulation that had been analyzed was 15 documents which related with forestry, tourism, regional implementation, public services and environment. The result of content analysis (Fig. 5) showed that 5 documents of Ministerial Decree/Regulation accommodated all ecotourism criterion. These documents were Regulation of the Minister of Forestry P.48/Menhut-II/2008 concerning Guidelines for Human-Wildlife Conflicts Handling; Regulation of the Minister of Home Affair 33/2009 concerning Development of Ecotourism in Local Region; Regulation of the Minister of Culture and Tourism 26/2010; Regulation of the Minister of Forestry 19/2004 concerning Collaboration in Conservation Area; Regulation of the Minister of Forestry 48/2010 concerning Ecotourism in KPA/KSA. While 10 other documents of Ministerial Decree/Regulation accommodated only several elements of ecotourism criterions. There were 3 Ministerial Decree/Regulation which accommodated four ecotourism criterion i.e. the conservation purposes, participation, environmental education and economic impact and 3 documents of Ministerial Decree/Regulation accommodated 3 ecotourism criterion. While other documents only accommodated two or one criterion. This indicated that the position of Ministerial Regulation as the implementation guideline for the above regulation had met the synchronization policy in legal framework. For example, Government Regulation 36/2010 about Ecotourism in Conservation Area only accommodated four ecotourism criterions but in the Regulation of the Minister of Forestry 48/2010 about Ecotourism in KPA/KSA accommodated all ecotourism criterion. Number of Government Regulation is shown in Fig. 5.

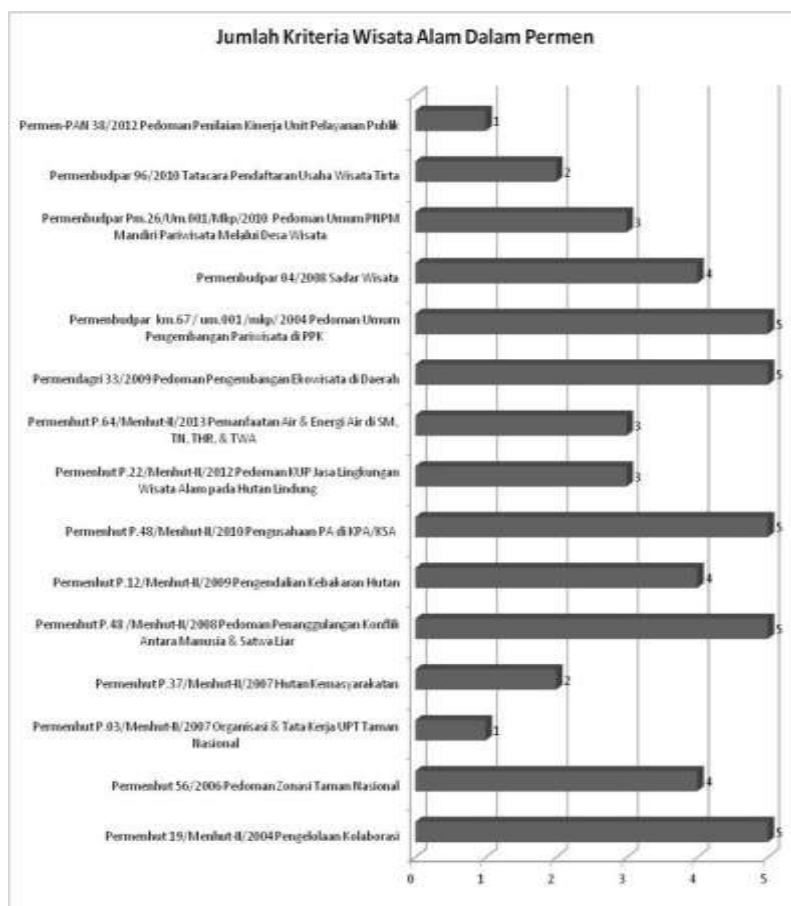


Figure 5. Number of Ecotourism Criterion Accommodated in Ministerial Regulation/Decree

Fig.6 shows the proportion of ecotourism criterion governed in every article of Ministerial Regulation/Decree. It shows that most of ministerial regulation/decree governed about the conservation purposes (34,6%), advantage for community (33,9%), participation of community (20,8%), advantage for area (17,5%) and advantage for environmental education (14,4%).

The result of content analysis showed that in legislation hierarchy point of view, Ministerial Regulation/Decree consistently followed the upper regulation (Government Regulation and Law). The regulation governed in the Ministerial Regulation/Decree was dominated by the conservation purposes, advantage received by community and community participation. This indicated that the policy agenda of ecotourism in conservation area more emphasized on the area protection and advantage given to surrounding community through participation mechanism

The previous condition depicts 2 things. First, legislation related with ecotourism in conservation area more emphasized on the forestry sector (*juridische gelding*), thus forest resource management for sustainable utilization were more recognized [10]. Second, the policy agenda had sociological and philosophical foundation as required for a regulation. Those two legal foundations had explained legal ideas (*rechtsidee*) which supported community as the user and forest as a tourism resource which has value system.

In regulation aspect, the concept of ecotourism as stipulated on the policy had sufficient legal function. In institutional aspect, this could give wide implication on the policy implementation in the field. One of constrains that might be happened is conflict which occurs among three sectoral institutions as the policy implementer. Those institutions are local government, central government and private institution. Local government is represented by the relevant technical agency, central government is represented by Ministry of Tourism and Creative Economics, Ministry of Forestry is represented by TNBNW office; private institution is represented by tourism industry sector. Those three institutions will face a situation where the implementation of a policy requires field coordinator-based authority.

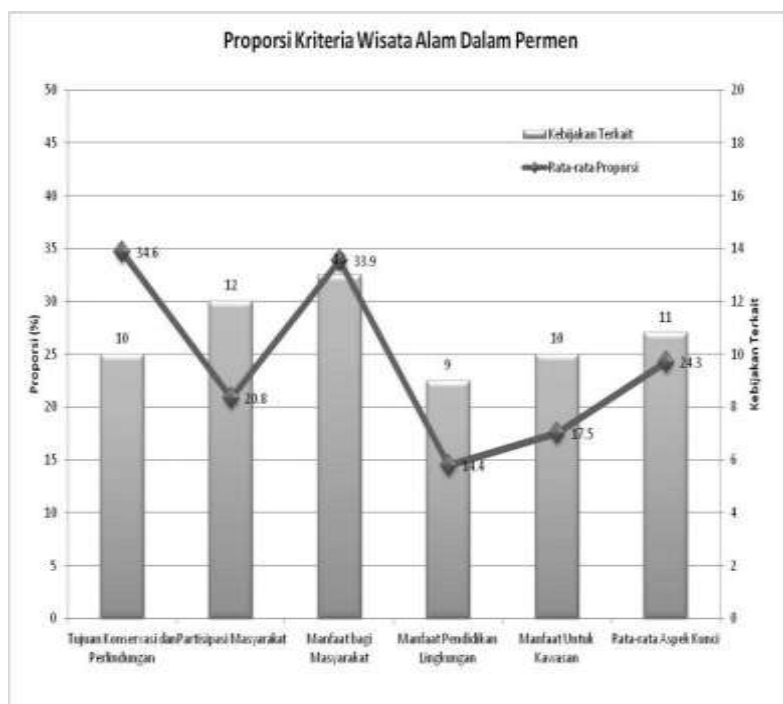


Figure 6. The Proportion of Ecotourism Criterion Accomodated in Ministerial Regulation/Decre

3.4. Policy Document Related with Ecotourism in TNBNW

The policy implementation in the development of ecotourism in TNBNW, Province of Gorontalo can be evaluated from the existence and content of informal policy document created by the implementing institution at the operational level. The documents that had been evaluated were 13 which categorized as planning document and implementation document.

Fig. 7 shows that there were 9 documents of informal policy which accommodated all ecotourism criterions. The document consisted of Ecotourism Destination Plan of Bone Bolango District; RPJMD (Regional Medium-term Development Plan) of Province of Gorontalo 2013-2017; Regional Tourism Master Plan 2013; Report of Management Plan of Bone Watershed 2013; Report of Wiresa of Bone Watershed 2011; Zoning Plan Pattern of TNBNW 2007; Village Master Plan Model TNBNW 2006; Review of TNBNW Zoning 2006; Management Program of TNBNW by Mitra Board 2002.

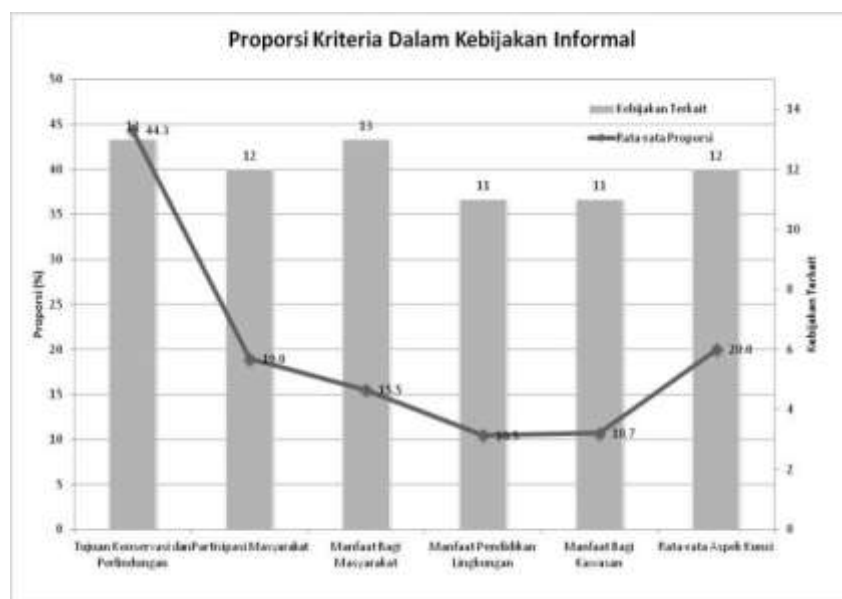


Figure 7. Number of Ecotourism Criterion written on Policy Document.

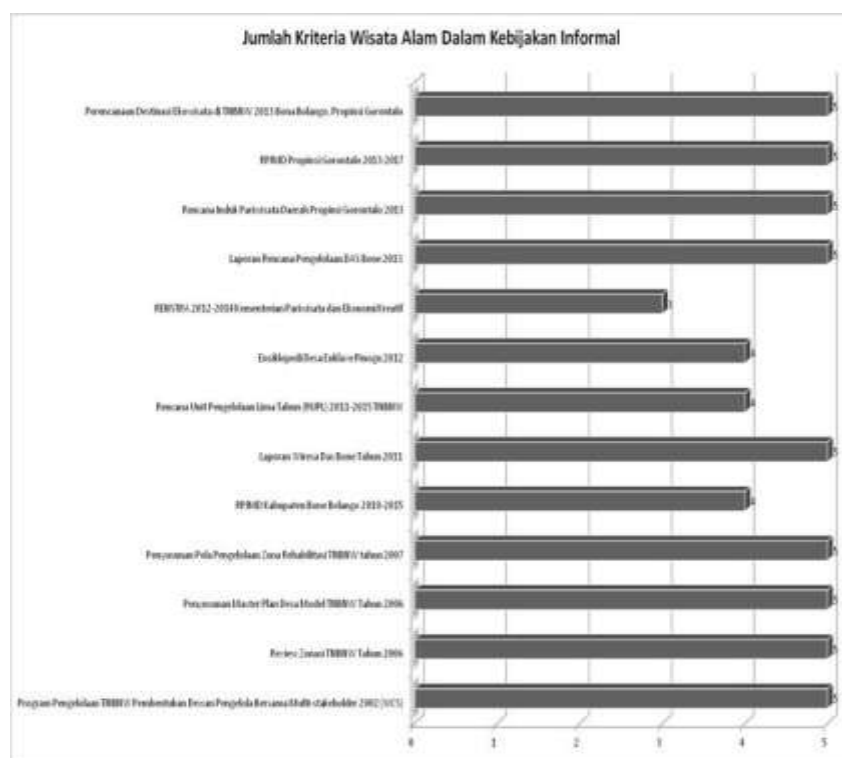


Figure 8. The Proportion of Ecotourism Criterion written on Informal Policy.

Fig. 8 shows the proportion of ecotourism criterion written at each document. The criterion on conservation purposes had the highest portion i.e. 44,3% which followed by community participation, advantage for community, advantage for area and education promotion i.e. 19,0%, 15,5%, 10,7% and 10,5%, respectively. The evaluated document was planning document and policy operational guideline document which created by private or government public institution. Those two documents were included as informal policy document used as the implementation guideline (Nugroho, 2011). Conceptually, the reviewed document had provided conservation purposes on their ecotourism development. However, at technical level, these documents had not presented detail regulation about aspects which had not governed yet in the above legislation level. For example, Regulation of the Minister of Forestry P.48/menhut-ii/2010 concerning Natural Tourism Management in Wildlife Sanctuary, National Park, Forests Park and Nature Park in article 24 haven't stated in detail the form of technical consideration as expected by technical SKPD and the financing mechanism.

IV. Conclusion And Suggestion

4.1. Conclusion

Based on the result of content analysis on policy documents which concern on the ecotourism criterion, some points can be concluded:

1. There were 6 Laws, 12 Government Regulations, 15 Ministerial Regulations/Decrees, and 13 informal policies related with ecotourism in TNBNW which had provided legal basis but had not yet accommodated all 5 criterion of the ecotourism development goal. The proportion of each criterion varied at each policy document.
2. Government Regulation 36/2010 concerning Ecotourism in Conservation Area had not yet accommodated all concept and criterion of ecotourism. However, this condition could be overcome by the support of lower regulation i.e. Regulation of the Minister of Forestry No. 48/2010 concerning Ecotourism Guideline in Conservation Area and Regulation of the Minister of Home Affairs concerning Ecotourism Development Guideline at Regional Level.
3. In legal hierarchy, all law and regulation that had been reviewed didn't result conflict with higher regulation. Most of the policy was dominated in forestry sector (*juridische gelding*). Therefore, the agenda of ecotourism policy more emphasized on the tourism resource management and utilization based on forest conservation and prioritized the positive impact gained from ecotourism development for area and community through participation mechanism.
4. The implementation of ecotourism policy in conservation area could be carried out through policy synchronization mechanism based on legislation which had accommodated all ecotourism criterions for authority distribution purposes.

4.2. Suggestion

1. In order to avoid legislation and policy bias against ecotourism practiced in the field, it is necessary to change the content (judicial review) of the policies according to the needs of ecotourism development in conservation area especially in TNBNW.
2. To achieve successful implementation, ecotourism policies should be supported by field technical operational policy that interpretes legislation related with ecotourism.

References

- [1]. Nugroho, R. 2009. Public Policy. Dinamika Kebijakan, Analisis Kebijakan, Manajemen Kebijakan. Penerbit PT. Elex Media Komputindo. Kelompok Gramedia. Jakarta.
- [2]. Rudana, N. 2009. Evaluasi Kebijakan Kemitraan Pengusahaan Pariwisata Alam Taman Nasional Bali Barat Dalam Mewujudkan Pembangunan Berkelanjutan. (Tesis) STIA-LAN. Jakarta
- [3]. Riyanto B, 2010. Evaluasi Kebijakan Pengusahaan Pariwisata Alam di Kawasan Pelestarian Alam. (Tesis) Universitas Indonesia. Jakarta
- [4]. Wyman M. Barborak J.R. Inamdar N. Stein T. 2011. Best Practices for Tourism Concessions in Protected Areas: A Review of the Field. Journal of forests.
- [5]. Akib H. Tarigan, A. 2008, Perspektif, Model dan Kriteria Pengukurannya, Jurnal Kebijakan Publik. Jakarta
- [6]. Ceballos-Lascurain, H. (1996). Tourism, ecotourism and protected areas. Gland, Switzerland: IUCN.
- [7]. Diamantis D.1999. The Concept of Ecotourism: Evolution and Trends. Current Issues in Tourism Vol. 2, No. 2&3, 1999
- [8]. Bungin B. 2003. Analisis Data Penelitian Kualitatif. Pemahaman Filosofis dan Metodologis ke Arah Penguasaan Model Aplikasi. PT. Raja Grafindo Persada Jakarta.
- [9]. Ross S. Wall G. 1999. Ecotourism: Towards Congruence Between Theory and Practice. Tourism Management 20 (1999).
- [10]. Holtz C, Edwards, S. 2003. Linking Biodiversity and sustainable Tourism Policy. In Ecotourism Policy and Planing. CABI Publishing. Cambridge, USA. 39-54 p

I. Bempah. "Content Evaluation of Ecotourism Policy in Bogani Nani Wartabone National Park, Province of Gorontalo." IOSR Journal of Agriculture and Veterinary Science (IOSR-JAVS), vol. 10, no. 9, 2017, pp. 31–39.