

Implementation of Maritime Tourism Policy in West Halmahera Regency

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Abstract. This research was motivated by the policy of putting marine tourism as a superior sector to be developed in West Halmahera Regency. This prompted the Tourism Department to declare the year of 2013 as a tourism year in West Halmahera, but until 2018 it has not reached the target. The purpose of this research was to analyze the implementation of maritime tourism development and its impact. This research was qualitative research. Data collection was done by in-depth interviews, documentation, and observation. Informants were obtained by purposive sampling. Data were analyzed by triangulation technique with data reduction stage, presentation, verification and conclusion. The analysis showed that the implementation of marine tourism development policy had not been maximized. Tourism infrastructure such as lodging facilities in tourist attractions are still lacking, access roads are damaged, and the transportation facilities are still minimal. On the other hand, the promotion aspect can be said to be successfully seen from the benefit of the increasing income earned by business actors and the society during Jailolo Bay Festival implementation. Based on these findings, the recommendations that can be given are: (1). Conducting an assessment of supporting facilities that are more focused on marine tourism activities by increasing the budget allocation for infrastructure development, (2). Management of tourism development policy management which must be in the context of Halmahera. (3). Increasing the training and participation of society and business actors in developing marine tourism.

Keywords: Marine Tourism, Jailolo Bay Festival, West Halmahera.

1. Introduction

The government of West Halmahera Regency in 2009 did one step forward by developing marine tourism. The policy directions taken by the Government of West Halmahera are as follow: First is the arrangement of coastal tourism area such as the development of infrastructure/supporting facilities in coastal areas. Second is the increase of tourism promotion which is the implementation of Jailolo Bay Festival (from now on abbreviated as FTJ). The FTJ implementation center is the Jailolo Bay Sea, which becomes the object of tourism development because the underwater nature still has authentic coral reefs. *The third* is increasing the attractiveness and interest of the visit that is doing marketing in various print media and online media. *Fourth* is the improvement of human resource by carrying out the activities of tourism awareness or *sapta* charm for the surrounding society living around the beach used as a tourist object. The various programs that have been established and already implemented are an effort to succeed the tourism policy that proclaims in 2013 as the tourism year in West Halmahera.

The policy of marine tourism development taken by the government of West Halmahera Regency has at least several reasons. *First*, the most phenomenal tourist potential in West Halmahera Regency is the potential of marine tourism. The total area of the sea of West Halmahera is almost six times the land area. West Halmahera has beach resorts and coral reefs are quite good accompanied by a variety



of ornamental fish species. In addition, the western waters of this regency is one of the nine areas of potential fishing ground in Indonesia. Second, this policy was taken in response to the development of marine tourism recently developed by the central government, as it is a promising industry opportunity for the government, business actors and local society.

Such a big potential of nature tourism, like beaches and underwater tourism, has not got any change until the present time from the local policy. Thus, to this day the rich potential cannot contribute to the progress of the region, especially the contribution to the local revenue. In fact, investment in marine tourism services can be a reliable sector as a regional development capital in a sustainable manner. With the tourism policy program in West Halmahera Regency, it is expected to bring a broad impact on the economic life of society and business actors. Because through the development of the tourism industry a lot of employment can be developed, for example trade businesses, hotels and restaurants, industrial sectors, souvenirs and other services. Each of the sectors involved, will grow a lot more employment opportunities.

Based on what has been described above, then the problem that must be answered in this research is how the implementation performance of marine tourism development policy and its benefit for society and business actor in West Halmahera Regency. Based on the problem, this research aimed to determine the implementation process of maritime tourism development policy and its benefits for communities and business actors in West Halmahera Regency.

2. Method

This research type was qualitative research related to policy formulation, policy implementation, policy performance and policy environment [1]. The research location is located in West Halmahera Regency, North Maluku Province. The data collected in this research process are classified into three types: (1). Data from the Government of West Halmahera Regency on program documents and their implementation in the field which will be collected using the techniques of: Secondary data collection (policy documents and realization of activities undertaken by the Government of West Halmahera Regency) and in-depth interviews (clarification of policy background and assumptions used in policy formulation, targeting, selection of activities, and issues encountered in the policy implementation process); (2). The data from the implementors in charge of implementing marine tourism development policy which will be collected by: secondary data collection to figure out the type of activities undertaken and the amount of budget used and in-depth interviews to find out how far the implemented policy can benefit the tourism development of West Halmahera Regency; and (3). Data from tourism business actors and the local society regarding the benefits of the program for them. For this purpose, in-depth interviews will be conducted to: (a) Business actors around Jailolo Bay, to know their valuation and involvement on marine tourism development policy, (b) the local society of Jailolo Bay who will get the same approach as businessmen. This is to find out the involvement and valuation from the local society of the benefits they receive from the development of marine tourism in Jailolo Bay. Data analysis was done by referring to the stages described by Miles and Huberman consisting of three stages: data reduction, data presentation and verification and conclusion [2].

3. Result and Discussion

The policy is an attempt to understand and interpret (1) what the government does (or does not do) about a problem; (2) what caused or affected it; and (3) what is the influence and impact of the public policy [3]. Implementation is dealing with various activities directed at various programs. In this case, administrators organize how to organize, interpret, and implement predefined policies [3]. Organizing means handling the resources, units and methods in program implementation. In this regard, what needs to put into account is the preparation of implementation, which is to carefully consider and calculate the various possibilities of success and failure, including the constraints or opportunities and the organizational capability accompanied by the task of implementing the program [4]. Implementation of the policy thus is the events and activities that have occurred after the process of legislation / public policy legislation, either concerning the efforts to administer or efforts to bring a

certain impact on society [5]. In the process of policy implementation, there are four groups of variables that can influence the performance and impact of a program, namely: (1). Environmental conditions; (2). Relationships between organizations; (3). Organizational resources; and (4) the characteristics and capabilities of the implementing agent [6].

Tourism is a combination of symptoms and relationships that arise from the interaction of tourists, businesses, host governments and host communities in the process of attracting and serving tourists and other visitors [7]. Coastal ecotourism or marine tourism is tourism whose object and attraction are sourced from seascape and landscape potentials (coastal landscape). Either developed or not, a tourist object is determined by the planning, development implementation and methods on developing the tourism [8]. Here are the supporting factors in the performance of tourism development: (1) tourist attraction that is tourism potential that includes beautiful nature, customs, art, culture, and historical heritage; (2) facilities, including facilities and infrastructure, transportation lodging, food and beverage; (3) marketing as a business undertaken where what is required can be profitable. Thus, marketing will influence the business undertaken; (4) participation and public support in the effort of tourism development which is absolutely necessary, because without this support, the development of tourism will not succeed; and (5) funding as the most important factor in tourism development efforts, assuming that the operation of a program will not work or work properly without any assets and funds [9]. Furthermore, it is suggested that the impact of tourism development performance on the socio-economic conditions of local society can be categorized as follows: (1) impact on society revenue, (2) impact on labor, (3) impact on development in general, and (4) impact on government revenue [10].

For marine tourism to be sustainable then the products displayed must be by the local environment. Thus the local community will care about the tourism resources it has because it provides direct benefits [11]. The Ecotourism Society formulates eight basic principles in developing marine tourism: (1) Preventing and mitigating the impact of tourism activities on nature and culture; prevention and mitigation tailored to the nature and character of nature and local culture. (2). Environmental conservation education. (3). Direct revenue for the region. (4). Community participation in planning (5). Revenue of the society. (6). Keeping harmony with nature. (7). Environmental carrying capacity (8). Income opportunities in large portions of the State [12].

The implementation of marine tourism development conducted by the government of West Halmahera Regency at present is still inventorying the existing tourism potential, the implementation of promotion (FTJ), the development of infrastructure and the implementation of sapta charm (conscious tourism) for the society around the tourist attractions. All these development efforts are to succeed the policy of West Halmahera Regency Government which declared the year of 2013 as the year of tourism in West Halmahera. However, until 2018, the target has not been achieved. Efforts to introduce the potential of marine tourism is made by various programs, such as through FTJ events, promotion through online media, local and national print media and through television. Implementation of tourism promotion through FTJ event has been implemented in the last ten years. Below is the FTJ activity data.

Table 1. FTJ Event [11].

Time of Event	Theme of Event
18 – 23 November 2009	No theme
24 – 30 May 2010	Colorful Sea Of Gilolo
14 – 18 May 2011	Journey Through the Heart of West Halmahera
14 – 19 May 2012	The Amazing of Golden Spice Island
16 – 18 May 2013	The Treasure Of Golden Spice Islands
29 – 31 May 2014	Culture, People, Nature of west Halmahera
14 – 16 May 2015	Salo Sirimoi
2 – 7 May 2016	Cultural Charm of Rempah Islands
8 – 13 May 2017	Cultural Charm of Rempah Islands
3 April – 5 May 2018	Cultural Charm of Rempah Islands

FTJ activities that have been implemented since 2009-2018 spent billions of dollars of funds sourced from the Regional Budget (APBD) of West Halmahera Regency. The aspect of budgeting of marine tourism development activities can be said to be very good, because every year it is always allocated. This shows the commitment of local governments in efforts to promote marine tourism in West Halmahera. Unfortunately, this FTJ activity as a whole is managed by a third party, in this case, one of the organizing agents is Idea Production during the initial few years. So overall, this activity is not directly undertaken by the West Halmahera Regency government, but the local government only receives reports from every activity that has been done. This, of course, needs to be criticized regarding advancing society, where society involvement with its products and local environment is undoubtedly necessary for direct benefits [11]. This criticism gets a positive response from the government with the execution of FTJ managed by the government in recent years.

FTJ activities are also beneficial for the society, especially the locals like fishers, students, and the general public. In this case, there are some activities that involve the society, for example, the "cabaret on the sea" activity where all players in the show involve the society. Overall FTJ activities can be said to be successful because from year to year innovation is always happening in the implementation of activities, coupled with the increasing number of people who visit West Halmahera during the event.

Promotion is done through electronic media, i.e., through local radio, Metro TV, TV One, or through the local government website. Various promotional activities, especially promotions through electronic media has been done quite a lot, for example, the introduction of the potential of Teluk Jailolo underwater which is broadcasted by some private television media in Indonesia (TV One and Metro TV). This shows the seriousness of West Halmahera Government in introducing the potential of marine tourism for the development of West Halmahera area. In addition, marketing in various ways is also done, for example through online media facebook, tweeters, also through various travel agencies in Indonesia, as well as the official website of the Jailolo Bay Festival. The process of marine tourism marketing for West Halmahera is quite intensively done. But unfortunately, the West Halmahera Regency Government never targets how much profit a marketing activity will make. This resulted in a quite insignificant increase of tourist arrivals in West Halmahera Regency.

To achieve the progress of the tourism sector, the West Halmahera Regency Government has planned and implemented various infrastructure programs, such as the construction of coastal tourism support facilities, the construction of Gilolo Dive Center (GDC) as a means for tourists to dive in Jailolo Bay, as well as other developments in an effort to make future tourists enjoy their visit to West Halmahera region. The results of the analysis for the development of infrastructure supporting the tourism program indicates that there are several types of coastal tourism support facilities that are not built by the local government, even though the program budget has been allocated.

Other programs implemented by the government in the effort of tourism development are the Movement of Conscious Tourism and *Sapta* Charm which has been started in West Halmahera regency since 2009. These programs can encourage the development of attractive, competitive tourism destinations, and provide economic benefits to the welfare of the people. But unfortunately, the awareness-raising socialization program is not accompanied by training activities for the local society around the tourist attractions. They should not only know but also can get involved in doing something for the development of marine tourism in their environment in responding to ecotourism society challenge [12].

4. Conclusion

The process of implementing marine tourism development program has an impact on all stakeholders who play a role in it. The government as a regulator for tourism development in West Halmahera has not received maximum results. The societies in direct contact with the tour for the moment can be said to get short-term benefits. As for business actors (Hotels, Lodging, and Restaurants), West Halmahera Regency also experienced a similar thing, as the implementation of FTJ

makes their income increases. This happens because of the large number of people visiting West Halmahera to see FTJ. After the execution, the income from these business actors has decreased as their usual income. Therefore, programs that have not been successful (infrastructure development) must get a change, both in the planning and in the implementation of the program, so that tourism infrastructure which is still minimal continues growing in support of the goal of marine tourism development in West Halmahera Regency.

Based on the results of identification and analysis the authors recommend the uniqueness and convenience determine things that need to be considered in the development of marine tourism in West Halmahera regency, as follows: (1) Marine tourism, the local government needs to build a means of sea transportation and land transportation and increase accommodation facilities. To be able to do all that, the budget allocation for the implementation of infrastructure development and supporting facilities for marine tourism needs to be improved; (2) The management of tourism development policy shall be better regulated so that each implemented program can provide sustainable benefits for local governments, business actors and societies in West Halmahera Regency; (3) Improvement in the quality and quality of human resources as implementor of policies in marine tourism; and (4) Improvement of training and community participation in marine tourism development. The implementation of maritime tourism should involve the surrounding community so that the benefits can be felt directly by the community around the tourist attractions.

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